



**SPENCER TOWNSHIP
LUCAS COUNTY**

REGULAR AUDIT

FOR THE YEARS ENDED DECEMBER 31, 2021-2020

SPENCER TOWNSHIP
LUCAS COUNTY

TABLE OF CONTENTS

TITLE	PAGE
Independent Auditor's Report	1
Prepared by Management:	
Combined Statement of Receipts, Disbursements and Changes in Fund Balances (Regulatory Cash Basis) All Governmental Fund Types For the Year Ended December 31, 2021	5
Notes to the Financial Statements For the Year Ended December 31, 2021	6
Combined Statement of Receipts, Disbursements and Changes in Fund Balances (Regulatory Cash Basis) All Governmental Fund Types For the Year Ended December 31, 2020	13
Notes to the Financial Statements For the Year Ended December 31, 2020	14
Independent Auditor's Report on Internal Control Over Financial Reporting and on Compliance and Other Matters Required by <i>Government Auditing Standards</i>	21
Schedule of Findings	23
Summary Schedule of Prior Audit Findings (Prepared by Management)	26

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INDEPENDENT AUDITOR'S REPORT

Spencer Township
Lucas County
630 North Mielke Road
P.O. Box 28
Holland, Ohio 43528-0028

To the Board of Trustees:

Report on the Audit of the Financial Statements

Unmodified and Adverse Opinions

We have audited the financial statements of Spencer Township, Lucas County, Ohio (the Township), which comprises the cash balances, receipts and disbursements for each governmental fund type as of and for the years ended December 31, 2021 and 2020, and the related notes to the financial statements.

Unmodified Opinion on Regulatory Basis of Accounting

In our opinion, the accompanying financial statements referred to above present fairly, in all material respects, the cash balances, receipts and disbursements for each governmental fund type as of and for the years ended December 31, 2021 and 2020, and the related notes to the financial statements, in accordance with the financial reporting provisions which Ohio Revised Code Section 117.38 and Ohio Administrative Code Section 117-2-03(C) permit, described in Note 2.

Adverse Opinion on U.S. Generally Accepted Accounting Principles

In our opinion, because of the significance of the matter discussed in the *Basis for Adverse Opinion on U.S. Generally Accepted Accounting Principles* section of our report, the accompanying financial statements do not present fairly, in accordance with accounting principles generally accepted in the United States of America, the financial position of the Township, as of December 31, 2021 and 2020, or the changes in financial position thereof for the years then ended.

Basis for Opinions

We conducted our audit in accordance with auditing standards generally accepted in the United States of America (GAAS) and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States. Our responsibilities under those standards are further described in the *Auditor's Responsibilities for the Audit of the Financial Statements* section of our report. We are required to be independent of the Township, and to meet our other ethical responsibilities, in accordance with the relevant ethical requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinions.

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

As described in Note 2 of the financial statements, the financial statements are prepared by Township on the basis of the financial reporting provisions of Ohio Revised Code Section 117.38 and Ohio Administrative Code Section 117-2-03(C), which is an accounting basis other than accounting principles generally accepted in the United States of America (GAAP), to satisfy these requirements. The effects on the financial statements of the variances between the regulatory basis of accounting described in Note 2 and accounting principles generally accepted in the United States of America, although not reasonably determinable, are presumed to be material and pervasive.

Emphasis of Matter

As discussed in Note 15 to the financial statements, the financial impact of COVID-19 and the continuing emergency measures may impact subsequent periods of the Township. Our opinion is not modified with respect to this matter.

Responsibilities of Management for the Financial Statements

Management is responsible for the preparation and fair presentation of the financial statements in accordance with the financial reporting provisions Ohio Revised Code Section 117.38 and Ohio Administrative Code Section 117-2-03(C) permit. Management is also responsible for the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, management is required to evaluate whether there are conditions or events, considered in the aggregate, that raise substantial doubt about the Township's ability to continue as a going concern for twelve months beyond the financial statement date, including any currently known information that may raise substantial doubt shortly thereafter.

Auditor's Responsibilities for the Audit of the Financial Statements

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinions. Reasonable assurance is a high level of assurance but is not absolute assurance and therefore is not a guarantee that an audit conducted in accordance with GAAS and the financial audit standards in the Comptroller General of the United States' *Government Auditing Standards* will always detect a material misstatement when it exists. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control. Misstatements are considered material if there is a substantial likelihood that, individually or in the aggregate, they would influence the judgment made by a reasonable user based on the financial statements.

In performing an audit in accordance with GAAS and *Government Auditing Standards*, we

- exercise professional judgment and maintain professional skepticism throughout the audit.
- identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the amounts and disclosures in the financial statements.
- obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Township's internal control. Accordingly, no such opinion is expressed.

- evaluate the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluate the overall presentation of the financial statements.
- conclude whether, in our judgment, there are conditions or events, considered in the aggregate, that raise substantial doubt about the Township's ability to continue as a going concern for a reasonable period of time.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit, significant audit findings, and certain internal control-related matters that we identified during the audit.

Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued our report dated October 28, 2022, on our consideration of the Township's internal control over financial reporting and our tests of its compliance with certain provisions of laws, regulations, contracts and grant agreements and other matters. The purpose of that report is solely to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the Township's internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the Township's internal control over financial reporting and compliance.



Keith Faber
Auditor of State
Columbus, Ohio

October 28, 2022

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Spencer Township
Lucas County, Ohio
Combined Statement of Receipts, Disbursements
and Changes in Fund Balances (Regulatory Cash Basis)
All Governmental Fund Types
For the Year Ended December 31, 2021

	General	Special Revenue	Capital Projects	Totals (Memorandum Only)
Cash Receipts				
Property and Other Local Taxes	\$97,251	\$90,440		\$187,691
Charges for Services		2,133		2,133
Licenses, Permits and Fees	10,270			10,270
Intergovernmental	985,891	290,012	\$199,996	1,475,899
Earnings on Investments	1,150			1,150
Miscellaneous	84,785	2,500		87,285
<i>Total Cash Receipts</i>	<u>1,179,347</u>	<u>385,085</u>	<u>199,996</u>	<u>1,764,428</u>
Cash Disbursements				
Current:				
General Government	258,963	6,131		265,094
Public Safety		96,431		96,431
Public Works	182,718	237,837		420,555
Conservation-Recreation	17,706			17,706
Capital Outlay	1,285	43,295	199,996	244,576
Debt Service:				
Principal Retirement		9,536		9,536
<i>Total Cash Disbursements</i>	<u>460,672</u>	<u>393,230</u>	<u>199,996</u>	<u>1,053,898</u>
<i>Excess of Receipts Over (Under) Disbursements</i>	<u>718,675</u>	<u>(8,145)</u>		<u>710,530</u>
Other Financing Receipts (Disbursements)				
Transfer In		122,553		122,553
Transfer Out	(122,553)			(122,553)
Other Financing Sources	1,300			1,300
Sale of Capital Assets			9,170	9,170
<i>Total Other Financing Receipts (Disbursements)</i>	<u>(121,253)</u>	<u>122,553</u>	<u>9,170</u>	<u>10,470</u>
<i>Net Change in Fund Cash Balances</i>	597,422	114,408	9,170	721,000
<i>Fund Cash Balances, January 1</i>	<u>1,677,260</u>	<u>186,770</u>	<u>71,836</u>	<u>1,935,866</u>
<i>Fund Cash Balances, December 31</i>	<u>\$2,274,682</u>	<u>\$301,178</u>	<u>\$81,006</u>	<u>\$2,656,866</u>

See accompanying notes to the basic financial statements

Spencer Township
Lucas County
Notes to the Financial Statements
For the Year Ended December 31, 2021

Note 1 – Reporting Entity

The constitution and laws of the State of Ohio establish the rights and privileges of Spencer Township, Lucas County, Ohio (the Township) as a body corporate and politic. A publicly elected three-member Board of Trustees directs the Township. The Township provides road and bridge maintenance, cemetery maintenance, fire protection and emergency medical services. The Township contracts with Springfield Township to provide fire services and to provide ambulance services. The Township's police protection is provided by the Lucas County Sheriff's Department.

Public Entity Risk Pool and Joint Economic Development Zone

The Township participated in the Ohio Township Risk Management Authority (OTARMA) public entity risk pool and a joint economic development zone agreement with the Village of Whitehouse. Notes 7 and 12 to the financial statements provide additional information for these entities.

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

Note 2 – Summary of Significant Accounting Policies

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 which are all organized on a fund type basis.

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:

Road and Bridge Fund The Road and Bridge Fund accounts for and reports the disbursements used for the maintenance and repair of Township roads.

Gas Tax Fund The Gas Tax Fund accounts for and reports that portion of the State gasoline tax restricted for maintenance and repair of roads within the Township.

Fire District Fund The Fire District Fund accounts for and reports property tax money restricted for fire services and ambulance services.

Capital Project Funds These funds account for and report financial resources that are restricted, committed, or assigned to expenditure for capital outlays, including the acquisition or construction of capital facilities and other capital assets. The Township had the following significant Capital Project Fund:

Miscellaneous Capital Project Fund The Capital Project Fund receives sale of capital asset revenue.

Spencer Township
Lucas County
Notes to the Financial Statements
For the Year Ended December 31, 2021

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 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 Board of Trustees must annually approve appropriation measures and subsequent amendments. Appropriations lapse at year end.

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

Encumbrances The Ohio Revised Code requires the Township to reserve (encumber) appropriations when individual commitments are made. Encumbrances outstanding at year end are canceled, and reappropriated in the subsequent year.

A summary of 2021 budgetary activity appears in Note 4.

Deposits and Investments

The Township'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.

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.

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 Township must observe constraints imposed upon the use of its governmental-fund resources. The classifications are as follows:

Spencer Township
Lucas County
Notes to the Financial Statements
For the Year Ended December 31, 2021

Nonspendable The Township 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 Township and the nonspendable 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 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*. 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 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.

For regulatory purposes, limited disclosure related to fund balance is included in Note 11.

Note 3 – Compliance

Contrary to Ohio law, the Township did not sell properties within Ohio Revised Code requirements.

Note 4 – Budgetary Activity

Budgetary activity for the year ending December 31, 2021 follows:

2020 Budgeted vs. Actual Receipts			
Fund Type	Budgeted Receipts	Actual Receipts	Variance
General	\$959,600	\$1,180,647	\$221,047
Special Revenue	508,204	507,638	(566)
Capital Projects	199,996	209,166	9,170
Total	\$1,667,800	\$1,897,451	\$229,651

Spencer Township
Lucas County
Notes to the Financial Statements
For the Year Ended December 31, 2021

2020 Budgeted vs. Actual Budgetary Basis Expenditures			
Fund Type	Appropriation Authority	Budgetary Expenditures	Variance
General	\$696,942	\$583,225	\$113,717
Special Revenue	341,000	393,230	(52,230)
Capital Projects	199,996	199,996	
Total	<u>\$1,237,938</u>	<u>\$1,176,451</u>	<u>\$61,487</u>

Note 5 – Deposits

To improve cash management, cash received by the Township is pooled. Monies for all fund are maintained in this pool. The Ohio Revised Code prescribes allowable deposits and investments. A summary of the Township’s deposit and investment accounts are as follows:

	2021
Demand deposits	\$2,656,866

Deposits are insured by the Federal Deposit Insurance Corporation 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.

The Township does not use a separate payroll clearing account. The expenditures included in the accompanying financial statements reflect net payroll plus all remitted payroll withholdings.

Note 6 – Property Taxes

Real property taxes become a lien on January 1 preceding the October 1 date for which the Trustees adopted tax rates. The State Board of Tax Equalization adjusts these rates for inflation. Property taxes are also reduced for applicable non-business, owner occupancy, and homestead exemption credits and/or homestead and rollback deductions. The financial statements include these credits and/or deduction 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.

Note 7 – Risk Management

The Township is a member of the Ohio Township Association Risk Management Authority (The Pool). The Pool assumes the risk of loss up to the limits of the Township’s policy. The Pool covers the following risks:

- General liability and casualty
- Public official's liability
- Cyber
- Law enforcement liability
- Automobile liability
- Vehicles
- Property
- Equipment breakdown

Spencer Township
Lucas County
Notes to the Financial Statements
For the Year Ended December 31, 2021

The Pool reported the following summary of assets and actuarially-measured liabilities available to pay those liabilities as of December 31:

	<u>2021</u>
Cash and investments	\$34,880,599
Actuarial liabilities	\$10,601,444

Note 8 – Defined Benefit Pension Plan

Ohio Public Employees Retirement System

Township 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 health care and survivor and disability benefits.

The Ohio Revised Code also prescribes contribution rates. OPERS members contributed 10 percent of their gross salaries, and the Township contributed an amount equaling 14 percent of participants' gross salaries. The Township has paid all contributions required through December 31, 2021.

Note 9 – Postemployment Benefits

OPERS 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 OPERS members in the traditional pension plan and combined plan was 0 percent during calendar year 2021. The portion of employer contributions allocated to health care for OPERS members in the member-directed plan was 4.0 percent during calendar year 2021.

Note 10 – Debt

Debt outstanding at December 31, 2021, was as follows:

	<u>Principal</u>	<u>Interest Rate</u>
OPWC Loan	\$81,055	0.00%

The Ohio Public Works Commission (OPWC) loan #CL23U Schwamberger Road Phase 2 and Frankfort Road relates to a road resurfacing and improvements in the Township. OPWC loaned the Township \$95,359 for this project. The Township will repay the loan in semiannual installments of \$4,768 over 10 years starting in January 2020. The loan is collateralized by undivided local government funds.

Spencer Township
Lucas County
Notes to the Financial Statements
For the Year Ended December 31, 2021

Amortization

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

Year Ending December 31:	OPWC Loan
2022	9,536
2023	9,536
2024	9,536
2025	9,536
2026	9,536
2025-2029	33,375
Total	\$81,055

Note 11 – Fund Balances

The fund balance of special revenue funds is either restricted or committed. The fund balance of capital projects funds are restricted, committed, or assigned.

Note 12 – Joint Economic Development Zone

The Joint Economic Development Zone (JEDZ) is comprised of Spencer Township and the Village of Whitehouse. The purpose of this JEDZ is to facilitate planned, orderly, new or expanded commercial and industrial growth within the region; creating, retaining and enhancing employment opportunities for the benefit of Whitehouse, Spencer Township, their residents, and all of the residents of the region.

The Zone operates under an appointed 6 member board, and levies an income tax of 1.5 percent. The tax proceeds are split between the Township and the Village. The Township receives 75 percent of the proceeds.

The Village of Whitehouse agrees as consideration for this JEDZ contract with the Board to administer, collect, and enforce the income tax on behalf of the JEDZ. The 2021 revenue to the township was \$933,896

Note 13 – Miscellaneous Revenue

General fund miscellaneous receipts consisted primarily of a check correction incorrectly issued in prior year.

Note 14 – Contingent Liabilities

The Township is currently defendant in a lawsuit regarding potential violation regarding in term pay/benefits and in term increases or officials. Any findings related to these issues, if any, will be reported at the conclusion of the court case.

Note 15 – 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. Ohio's state of emergency ended in June, 2021 while the national state of emergency continues. During 2020, the Township received COVID-19 funding. The financial impact of COVID-19 and the continuing emergency measures will impact subsequent periods of the Township. The impact on the Township's future operating costs, revenues, and additional recovery from emergency funding, either federal or state, cannot be estimated.

Spencer Township
Lucas County
Notes to the Financial Statements
For the Year Ended December 31, 2021

The 2021 activity includes, \$99,251 of American Rescue Plan funding. These amounts are reflected as intergovernmental expenditures in the applicable Special Revenue Fund.

Note 16 – Contractual Contribution/Revenue

On October 23, 2017, the Township entered into a Cooperative Agreement with the Toledo-Lucas County Port Authority (the Authority). The Authority manages these proceeds generated by the Joint Economic Development Zone (JEDZ) comprised of Spencer Township and the Village of Whitehouse in the form of a revolving loan fund that facilitates further economic development within the JEDZ. A description of the JEDZ agreement appears in Note 12. As part of this agreement, when either party chooses to end this agreement, the Township will receive their contributions plus any interest earned on the contribution less any funds being loaned to businesses within the JEDZ at that time. At December 31, 2021, the amount due to the Township including interest is \$781,060.

Spencer Township
Lucas County, Ohio
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	Capital Projects	Totals (Memorandum Only)
Cash Receipts				
Property and Other Local Taxes	\$90,846	\$87,629		\$178,475
Charges for Services		2,095		2,095
Licenses, Permits and Fees	5,900			5,900
Intergovernmental	825,472	250,471	\$200,046	1,275,989
Earnings on Investments	3,653			3,653
Miscellaneous	7,000			7,000
<i>Total Cash Receipts</i>	<u>932,871</u>	<u>340,195</u>	<u>200,046</u>	<u>1,473,112</u>
Cash Disbursements				
Current:				
General Government	266,013	106,064		372,077
Public Safety		114,132		114,132
Public Works	5,616	679,104		684,720
Conservation-Recreation	25,000			25,000
Capital Outlay	330,964	304,098	200,046	835,108
Debt Service:				
Principal Retirement		4,768		4,768
<i>Total Cash Disbursements</i>	<u>627,593</u>	<u>1,208,166</u>	<u>200,046</u>	<u>2,035,805</u>
<i>Excess of Receipts Over (Under) Disbursements</i>	<u>305,278</u>	<u>(867,971)</u>		<u>(562,693)</u>
Other Financing Receipts (Disbursements)				
Sale of Capital Assets			22,312	22,312
Transfers In		662,023		662,023
Transfers Out	(662,023)			(662,023)
Other Financing Sources	2,000,410	1,038		2,001,448
Contractual Commitment	(201,068)			(201,068)
<i>Total Other Financing Receipts (Disbursements)</i>	<u>1,137,319</u>	<u>663,061</u>	<u>22,312</u>	<u>1,822,692</u>
<i>Net Change in Fund Cash Balances</i>	1,442,597	(204,910)	22,312	1,259,999
<i>Fund Cash Balances, January 1</i>	<u>234,663</u>	<u>391,680</u>	<u>49,524</u>	<u>675,867</u>
<i>Fund Cash Balances, December 31</i>	<u>\$1,677,260</u>	<u>\$186,770</u>	<u>\$71,836</u>	<u>\$1,935,866</u>

See accompanying notes to the basic financial statements

Spencer Township
Lucas County
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For the Year Ended December 31, 2020

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

Note 2 – Summary of Significant Accounting Policies

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Spencer Township
Lucas County
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For the Year Ended December 31, 2020

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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.

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Appropriations Budgetary expenditures (that is, disbursements and encumbrances) may not exceed appropriations at the fund, function or object level of control and appropriations may not exceed estimated resources. The Board of Trustees must annually approve appropriation measures and subsequent amendments. Appropriations lapse at year end.

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

Encumbrances The Ohio Revised Code requires the Township to reserve (encumber) appropriations when individual commitments are made. Encumbrances outstanding at year end are canceled, and reappropriated in the subsequent year.

A summary of 2020 budgetary activity appears in Note 4.

Deposits and Investments

The Township'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.

Capital Assets

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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:

Spencer Township
Lucas County
Notes to the Financial Statements
For the Year Ended December 31, 2020

Nonspendable The Township 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 Township and the nonspendable 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 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*. 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 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.

For regulatory purposes, limited disclosure related to fund balance is included in Note 11.

Note 3 – Compliance

Contrary to Ohio law, the Township did not sell properties within Ohio Revised Code requirements.

Contrary to Ohio law, the Township had expenditures in excess of appropriations.

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	\$1,194,400	\$2,933,281	\$1,738,881
Special Revenue	392,500	1,003,256	610,756
Capital Projects	220,046	222,358	2,312
Total	\$1,806,946	\$4,158,895	\$2,351,949

Spencer Township
Lucas County
Notes to the Financial Statements
For the Year Ended December 31, 2020

2020 Budgeted vs. Actual Budgetary Basis Expenditures			
Fund Type	Appropriation Authority	Budgetary Expenditures	Variance
General	\$1,148,523	\$1,490,684	(\$342,161)
Special Revenue	279,536	1,208,166	(928,630)
Capital Projects	200,046	200,046	
Total	\$1,628,105	\$2,898,896	(\$1,270,791)

Note 5 – Deposits

To improve cash management, cash received by the Township is pooled. Monies for all fund are maintained in this pool. The Ohio Revised Code prescribes allowable deposits and investments. A summary of the Township’s deposit and investment accounts are as follows:

	2020
Demand deposits	\$1,935,866

Deposits are insured by the Federal Deposit Insurance Corporation 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.

The Township does not use a separate payroll clearing account. The expenditures included in the accompanying financial statements reflect net payroll plus all remitted payroll withholdings.

Note 6 – Property Taxes

Real property taxes become a lien on January 1 preceding the October 1 date for which the Trustees adopted tax rates. The State Board of Tax Equalization adjusts these rates for inflation. Property taxes are also reduced for applicable non-business, owner occupancy, and homestead exemption credits and/or homestead and rollback deductions. The financial statements include these credits and/or deduction 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.

Note 7 – Risk Management

The Township is a member of the Ohio Township Association Risk Management Authority (The Pool). The Pool assumes the risk of loss up to the limits of the Township’s policy. The Pool covers the following risks:

- General liability and casualty
- Public official’s liability
- Cyber
- Law enforcement liability
- Automobile liability
- Vehicles
- Property
- Equipment breakdown

Spencer Township
Lucas County
Notes to the Financial Statements
For the Year Ended December 31, 2020

The Pool reported the following summary of assets and actuarially-measured liabilities available to pay those liabilities as of December 31:

	<u>2020</u>
Cash and investments	\$36,348,066
Actuarial liabilities	\$ 10,894,146

Note 8 – Defined Benefit Pension Plan

Ohio Public Employees Retirement System

Township 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 health care and survivor and disability benefits.

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

Note 9 – Postemployment Benefits

OPERS 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 OPERS members in the traditional pension plan and combined plan was 0 percent during calendar year 2020. The portion of employer contributions allocated to health care for OPERS members in the member-directed plan was 4.0 percent during calendar year 2020.

Note 10 – Debt

Debt outstanding at December 31, 2020, was as follows:

	<u>Principal</u>	<u>Interest Rate</u>
OPWC Loan	\$90,591	0.00%

The Ohio Public Works Commission (OPWC) loan #CL23U Schwamberger Road Phase 2 and Frankfort Road relates to a road resurfacing and improvements in the Township. OPWC loaned the Township \$95,359 for this project. The Township will repay the loan in semiannual installments of \$4,768 over 10 years starting in January 2020. The loan is collateralized by undivided local government funds.

Spencer Township
Lucas County
Notes to the Financial Statements
For the Year Ended December 31, 2020

Amortization

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

Year Ending December 31:	OPWC Loan
2021	\$9,536
2022	9,536
2023	9,536
2024	9,536
2025	9,536
2026-2029	42,911
Total	<u>\$90,591</u>

Note 11 – Fund Balances

The fund balance of special revenue funds is either restricted or committed. The fund balance of capital projects funds are restricted, committed, or assigned.

Note 12 – Joint Economic Development Zone

The Joint Economic Development Zone (JEDZ) is comprised of Spencer Township and the Village of Whitehouse. The purpose of this JEDZ is to facilitate planned, orderly, new or expanded commercial and industrial growth within the region; creating, retaining and enhancing employment opportunities for the benefit of Whitehouse, Spencer Township, their residents, and all of the residents of the region.

The Zone operates under an appointed 6 member board, and levies an income tax of 1.5 percent. The tax proceeds are split between the Township and the Village. The Township receives 75 percent of the proceeds.

The Village of Whitehouse agrees as consideration for this JEDZ contract with the Board to administer, collect, and enforce the income tax on behalf of the JEDZ. The 2020 revenue to the township was \$773,505

Note 13 – Related Party

Contrary to the requirements of the Ohio Revised Code, the Township purchased a property from Trustee Hood’s mother’s estate for \$40,000. Trustee Hood had an interest in the property through his ability to inherit, along with his siblings, a portion of the proceeds of the sale of the property to the Township, which was paid to his mother’s estate.

Note 14 – Contingent Liabilities

The Township is currently defendant in a lawsuit regarding potential violation regarding in term pay/benefits and in term increases or officials. Any findings related to these issues, if any, will be reported at the conclusion of the court case.

Note 15 – 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. Ohio’s state of emergency ended in June, 2021 while the national state of emergency continues. During 2020, the Township received COVID-19 funding. The financial impact of COVID-19 and the continuing emergency measures will impact subsequent periods of the Township. The impact on the

Spencer Township
Lucas County
Notes to the Financial Statements
For the Year Ended December 31, 2020

Township's future operating costs, revenues, and additional recovery from emergency funding, either federal or state, cannot be estimated.

The 2020 activity includes, \$103,099 of COVID-19 funding. These amounts are reflected as intergovernmental expenditures in the applicable Special Revenue Fund.

Note 16 – Contractual Contribution/Revenue

On October 23, 2017, the Township entered into a Cooperative Agreement with the Toledo-Lucas County Port Authority (the Authority). During the year, the Township contributed an additional \$201,068 to the Authority and received \$2,000,000 from the Authority in accordance with this agreement. The Authority manages these proceeds generated by the Joint Economic Development Zone (JEDZ) comprised of Spencer Township and the Village of Whitehouse in the form of a revolving loan fund that facilitates further economic development within the JEDZ. A description of the JEDZ agreement appears in Note 12. As part of this agreement, when either party chooses to end this agreement, the Township will receive their contributions plus any interest earned on the contribution less any funds being loaned to businesses within the JEDZ at that time. At December 31, 2020, the amount due to the Township including interest is \$774,675.

Note 17 – Change in Accounting Principle

For 2020, the Township has made changes to its cash basis reporting model. These changes include removing the fund balance classifications from the combined statement of receipts, disbursements, and changes in fund balances (regulatory cash basis) - all governmental fund types.



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

Spencer Township
Lucas County
630 North Mielke Road
P.O. Box 28
Holland, Ohio 43528-0028

To the Board of Trustees:

We have audited, in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States, the financial statements of the cash balances, receipts, and disbursements for each governmental fund type as of and for the years ended December 31, 2021 and 2020 and the related notes to the financial statements of Spencer Township, Lucas County, Ohio (the Township) and have issued our report thereon dated October 28, 2022, wherein we noted the Township followed financial reporting provisions Ohio Rev. Code § 117.38 and Ohio Admin. Code 117-2-03(C) permit. We also noted the financial impact of COVID-19 and the continuing emergency measures which may impact subsequent periods of the Township.

Report on Internal Control Over Financial Reporting

In planning and performing our audit of the financial statements, we considered the Township's internal control over financial reporting (internal control) as a basis for designing audit procedures that are appropriate in the circumstances for the purposes of expressing our opinions on the financial statements, but not for the purpose of expressing an opinion on the effectiveness of the Township's internal control. Accordingly, we do not express an opinion on the effectiveness of the Township's internal control.

A *deficiency in internal control* exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct misstatements on a timely basis. A *material weakness* is a deficiency, or a combination of deficiencies, in internal control, such that there is a reasonable possibility that a material misstatement of the Township's financial statements will not be prevented, or detected and corrected, on a timely basis. A *significant deficiency* is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies and therefore, material weaknesses or significant deficiencies may exist that were not identified. We identified a certain deficiency in internal control, described in the accompanying schedule of findings as item 2021-001 that we consider to be a material weaknesses.

Report on Compliance and Other Matters

As part of obtaining reasonable assurance about whether the Township's financial statements are free from material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the financial statements. However, providing an opinion on compliance with those provisions was not an objective of our audit and accordingly, we do not express such an opinion. The results of our tests disclosed instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards* and which are described in the accompanying schedule of findings as items 2021-002 and 2021-003.

Purpose of this Report

This purpose of this report is solely to describe the scope of our testing of internal control and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the Township's internal control or on compliance. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the Township's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.



Keith Faber
Auditor of State
Columbus, Ohio

October 28, 2022

**SPENCER TOWNSHIP
LUCAS COUNTY**

**SCHEDULE OF FINDINGS
DECEMBER 31, 2021 AND 2020**

FINDINGS RELATED TO THE FINANCIAL STATEMENTS REQUIRED TO BE REPORTED IN ACCORDANCE WITH GAGAS
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FINDING NUMBER 2021-001

Material Weakness - Financial Reporting

In our audit engagement letter, as required by AU-C Section 210, Terms of Engagement, paragraph .06, management acknowledged its responsibility for the preparation and fair presentation of their financial statements; this responsibility includes designing, implementing and maintaining internal control relevant to preparing and fairly presenting a financial statements free from material misstatement, whether due to fraud or error as discussed in AU-C Section 210 paragraphs .A14 & .A16.

We identified the following errors requiring adjustments to the financial statements and notes to the financial statements for the year ending December 31, 2021:

- Budgetary expenditures in the budgetary activity note to the financial statements were overstated in the Special Revenue Fund in the amount of \$210,887;
- Budgeted receipts in the budgetary activity note to the financial statements were overstated in the Capital Projects in the amount of \$9,170; and
- The Township was the beneficiary of \$199,996 of a joint Ohio Public Works Commission Issue 2 project sent directly to the vendor. The Township did not record these receipts and related disbursements as intergovernmental receipts and capital outlay disbursements in the Capital Projects Fund.

We identified the following errors requiring adjustments to the financial statements and notes to the financial statements for the year ending December 31, 2020:

- Other financing sources within the General Fund in the amount of \$1,000,000 were incorrectly classified as intergovernmental revenue;
- Actual receipts in the budgetary activity note to the financial statements were overstated in the General Fund in the amount of \$1,000,108;
- Budgetary expenditures in the budgetary activity note to the financial statements were overstated in the General Fund in the amount of \$278,909;
- Budgetary expenditures in the budgetary activity note to the financial statements were overstated in the Special Revenue Fund in the amount of \$405,507;
- Budgeted receipts in the budgetary activity note to the financial statements were understated in the Capital Projects in the amount of \$20,000;
- Actual receipts in the budgetary activity note to the financial statements were understated in the Capital Projects in the amount of \$14,569; and
- The Township was the beneficiary of \$200,046 of a joint Ohio Public Works Commission Issue 2 project sent directly to the vendor. The Township did not record these receipts and related disbursements as intergovernmental receipts and capital outlay disbursements in the Capital Projects Fund.

These errors were not identified and corrected prior to the Township preparing its financial statements and notes to the financial statements due to deficiencies in the Township's internal controls over financial statement monitoring. Failing to prepare accurate financial statements and notes to the financial statements could lead the Board of Trustees to make misinformed decisions. The accompanying financial statements and notes to the financial statements have been adjusted to correct these errors. In addition to the adjustments noted above, we also identified additional misstatements ranging from \$1,300 to \$9,536, which we have brought to the Township's attention.

To help ensure the Township's financial statements and notes to the financial statements are complete and accurate, the Township should adopt policies and procedures over financial reporting, including a final review of the financial statements and notes to the financial statements by the Fiscal Officer and Board of Trustees to help identify and correct errors and omissions.

FINDING NUMBER 2021-002

Noncompliance, Waste and Abuse

Ohio Rev. Code § 505.10(A) provides when the Township has property, including motor vehicles, road machinery, equipment, and tools, that the board, by resolution, finds is not needed for public use, is obsolete, or is unfit for the use for which it was acquired, the board may sell and convey that property or otherwise dispose of it in accordance with this section. Except as otherwise provided in sections 505.08, 505.101, and 505.102 of the Revised Code, the sale or other disposition of unneeded, obsolete, or unfit-for-use property shall be made in accordance with this section. **Ohio Rev. Code § 505.10(A)(1)** also indicates if the fair market value of property to be sold is, in the opinion of the board, in excess of two thousand five hundred dollars, the sale shall be by public auction or by sealed bid to the highest bidder. Furthermore, **Ohio Rev. Code § 505.10(A)(6)** provides when a township has title to real property and the board of township trustees wishes to sell or otherwise transfer the property, the board, upon a unanimous vote of its members and by resolution, may authorize the transfer and conveyance of that real property to any person upon whatever terms are agreed to between the board and that person.

Ohio Rev. Code § 117.24 states, in part, "the Auditor of State or his appointee shall determine whether there has been any malfeasance or gross neglect of duty on the part of any officer or employee of the public office." Further, the Comptroller General of the United States' *Government Auditing Standards* § 6.23, in part, defines abuse as "behavior that is deficient or improper when compared with behavior that a prudent person would consider reasonable and necessary business practice give the facts and circumstances..." while § 6.21, in part, defines waste as "the act of using or expending resources carelessly, extravagantly, or to no purpose... waste relates primarily to mismanagement, inappropriate actions, and inadequate oversight."

Prior to 2020, the Township purchased three parcels for a total of \$112,207 and then demolished the homes on these properties at an additional cost of \$27,800, representing expenses in excess of \$140,000. Since the purchase, the Township maintained and insured the properties.

During 2020, two of the three Township Trustees approved the sale of the three parcels for a sales price of \$300. The Township also paid the closing costs on the sale of these parcels in the amount of \$500, further increasing the amount expended on the purchase, maintenance and subsequent sale of the parcels.

The Township Trustees did not pass a resolution finding the three parcels not needed for public use, obsolete, or unfit for the use for which it was acquired. The Lucas County Auditor valued the properties at \$18,000, \$14,600, and \$17,700. Since the value of each parcel exceeded \$2,500, these parcels should have been sold by public auction or sealed bid rather than by direct sale. In addition, there was not a unanimous vote of the Trustees authorizing the sale of these properties when the resolution to sell the properties was passed, and therefore the sale of these properties should not have occurred.

Trustees Hood and Anderson authorized the sale of these properties without regard to Ohio law related to the sale and failing to seek a competitive process and lawful return, resulting in an undeterminable yet significant loss to the Township. This represents a careless use of Township resources and behavior a prudent person would not consider reasonable and necessary business practices given the facts and circumstances, which we consider to be of a material nature.

In order to work in the best interests of the Township to achieve a competitive and lawful return on sales of assets and fully comply with Ohio Rev. Code requirements, the Township should draft, formally approve, implement, and monitor policies and procedures that align with the requirements set forth in **Ohio Rev. Code § 505.10** to help ensure the sale of Township property is proper and legal.

FINDING NUMBER 2021-003

Noncompliance

Ohio Rev. Code § 5705.41(B) prohibits a subdivision or taxing authority unit from making any expenditure of money unless it has been appropriated in accordance with the Ohio Revised Code.

Due to inadequate policies and procedures in approving and reviewing budget versus actual information, the Township's General Fund had expenditures in excess of appropriations of \$342,161 as of December 31, 2020.

Failure to have adequate appropriations in place at the time expenditures are made could cause expenditures to exceed available resources, further resulting in deficit spending practices.

The Board of Trustees should closely monitor expenditures and appropriations and make the necessary appropriation amendments, if possible, to reduce the likelihood of expenditures exceeding appropriations. Additionally, the Fiscal Officer should deny payment requests exceeding appropriations when appropriations are inadequate to cover the expenditures

Officials' Response:

We did not receive a response from Officials to these findings.



SPENCER TOWNSHIP
ADMINISTRATIVE OFFICES

630 North Meilke Road

P.O. Box 28

Holland, Ohio 43528

SUMMARY SCHEDULE OF PRIOR AUDIT FINDINGS
DECEMBER 31, 2021 AND 2020

Finding Number	Finding Summary	Status	Additional Information
2019-001	Finding was first reported during the audit of the 2006-2007 financial statements. Material weakness for errors in financial reporting.	Not corrected and reissued as Finding 2021-001 in this report.	This finding reoccurred due to inadequate policies and procedures in reviewing the financial statements prior to filing the Township's annual report.

OHIO AUDITOR OF STATE KEITH FABER



SPENCER TOWNSHIP

LUCAS 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 11/10/2022

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

This report is a matter of public record and is available online at
www.ohioauditor.gov