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Monroe Township Henry County 7281 County Road L Malinta, Ohio 43535-9738

To the Board of Trustees:

As you are aware, the Auditor of State's Office (AOS) must modify the *Independent Accountants' Report* we provide on your financial statements due to a February 2, 2005 interpretation from the American Institute of Certified Public Accountants (AICPA). While AOS does not legally require your government to prepare financial statements pursuant to Generally Accepted Accounting Principles (GAAP), the AICPA interpretation requires auditors to formally acknowledge that you did not prepare your financial statements in accordance with GAAP. Our Report includes an opinion relating to GAAP presentation and measurement requirements, but does not imply the amounts the statements present are misstated under the non-GAAP basis you follow. The AOS report also includes an opinion on the financial statements you prepared using the cash basis and financial statement format the AOS permits.

Betty Montgomeny

Betty Montgomery Auditor of State

April 22, 2005

One Government Center / Room 1420 / Toledo, OH 43604-2246 Telephone: (419) 245-2811 (800) 443-9276 Fax: (419) 245-2484 www.auditor.state.oh.us This page intentionally left blank.



# INDEPENDENT ACCOUNTANTS' REPORT

Monroe Township Henry County 7281 County Road L Malinta, Ohio 43535-9738

To the Board of Trustees:

We have audited the accompanying financial statements of Monroe Township, Henry County, (the Township) as of and for the years ended December 31, 2004 and 2003. These financial statements are the responsibility of the Township's management. Our responsibility is to express an opinion on these financial statements based on our audit.

We conducted our audit in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in the Comptroller General of the United States' *Government Auditing Standards*. Those standards require that we plan and perform the audit to reasonably assure whether the financial statements are free of material misstatement. An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements. An audit also includes assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall financial statement presentation. The Township processes its financial transactions with the Auditor of State's Uniform Accounting Network (UAN). *Government Auditing Standards* considers this service to impair the independence of the Auditor of State to audit the Township because the Auditor of State designed, developed, implemented, and as requested, operates UAN. However, *Government Auditing Standards* permits the Auditor of State to audit and opine on this entity, because Ohio Revised Code § 117.101 requires the Auditor of State to audit Ohio governments. We believe our audit provides a reasonable basis for our opinion.

As described more fully in Note 1, the Township has prepared these financial statements using accounting practices the Auditor of State prescribes or permits. These practices differ from accounting principles generally accepted in the United States of America (GAAP). Although we cannot reasonably determine the effects on the financial statements of the variances between these regulatory accounting practices and GAAP, we presume they are material.

One Government Center / Room 1420 / Toledo, OH 43604-2246 Telephone: (419) 245-2811 (800) 443-9276 Fax: (419) 245-2484 www.auditor.state.oh.us Monroe Township Henry County Independent Accountants' Report Page 2

Revisions to GAAP would require the Township to reformat its financial statement presentation and make other changes effective for the year ended December 31, 2004. Instead of the combined funds the accompanying financial statements present for 2004 (and 2003), the revisions require presenting entity wide statements and also to present its larger (i.e. major) funds separately for 2004. While the Township does not follow GAAP, generally accepted auditing standards requires us to include the following paragraph if the statements do not substantially conform to the new GAAP presentation requirements. The Auditor of State permits, but does not require governments to reformat their statements. The Township has elected not to reformat its statements. Since this Government does not use GAAP to measure financial statement amounts, the following paragraph does not imply the amounts reported are materially misstated under the accounting basis the Auditor of State permits. Our opinion on the fair presentation of the amounts reported pursuant to its non-GAAP basis is in the second following paragraph.

In our opinion, because of the effects of the matter discussed in the preceding two paragraphs, the financial statements referred to above for the year ended December 31, 2004 do not present fairly, in conformity with accounting principles generally accepted in the United States of America, the financial position of the Township as of December 31, 2004, or their changes in financial position for the year then ended.

Also, in our opinion, the financial statements referred to above present fairly, in all material respects, the combined fund cash balances of Monroe Township, Henry County, as of December 31, 2004 and 2003, and its combined cash receipts and disbursements for the years then ended on the accounting basis Note 1 describes.

The aforementioned revision to generally accepted accounting principles also requires the Township to include Management's Discussion and Analysis for the year ended December 31, 2004. The Township has not presented Management's Discussion and Analysis, which accounting principles generally accepted in the United States of America has determined is necessary to supplement, although not required to be part of, the financial statements.

In accordance with *Government Auditing Standards*, we have also issued our report dated April 22, 2005, 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. While we did not opine on the internal control over financial reporting or on compliance, that report describes the scope of our testing of internal control over financial reporting and compliance, and the results of that testing. That report is an integral part of an audit performed in accordance with *Government Auditing Standards*. You should read it in conjunction with this report in assessing the results of our audit.

Betty Montgomeny

Betty Montgomery Auditor of State

April 22, 2005

# COMBINED STATEMENT OF CASH RECEIPTS, CASH DISBURSEMENTS, AND CHANGES IN FUND CASH BALANCES ALL GOVERNMENTAL FUND TYPES FOR THE YEAR ENDED DECEMBER 31, 2004

	Governmental Fund Types								
	General		Special neral Revenue		Debt Service		Capital Projects		Totals morandum Only)
Cash Receipts:									
Local Taxes	\$	7,445	\$	36,785	\$	64,407			\$ 108,637
Intergovernmental		57,333		87,235		7,619			152,187
Charges for Services				23,227					23,227
Licenses, Permits, and Fees				987					987
Earnings on Investments		3,036		1,129			\$	2	4,167
Other Revenue		15,318		5,666					 20,984
Total Cash Receipts		83,132		155,029		72,026		2	 310,189
Cash Disbursements:									
Current:									
General Government		66,929		472		1,531			68,932
Public Safety				29,160					29,160
Public Works		75		60,866					60,941
Debt Service:									
Redemption of Principal						44,000			44,000
Interest and Fiscal Charges						19,479			19,479
Capital Outlay				15,349		-			 15,349
Total Cash Disbursements		67,004		105,847		65,010			 237,861
Total Cash Receipts Over Cash Disbursements		16,128		49,182		7,016		2	72,328
Fund Cash Balances, January 1		82,992		312,658		41,207		5,327	 442,184
Fund Cash Balances, December 31	\$	99,120	\$	361,840	\$	48,223	\$	5,329	\$ 514,512

THE NOTES TO THE FINANCIAL STATEMENTS ARE AN INTEGRAL PART OF THIS STATEMENT.

# COMBINED STATEMENT OF CASH RECEIPTS, CASH DISBURSEMENTS, AND CHANGES IN FUND CASH BALANCES ALL GOVERNMENTAL FUND TYPES FOR THE YEAR ENDED DECEMBER 31, 2003

	Governmental Fund Types									
	General		Special Revenue		Debt Service		Capital Projects		(Me	Totals morandum Only)
Cash Receipts:										
Local Taxes	\$	7,542	\$	36,936	\$	65,134			\$	109,612
Intergovernmental		36,936		81,572		7,324	\$	58,475		184,307
Charges for Services		2,000		22,120						24,120
Licenses, Permits, and Fees				1,400						1,400
Earnings on Investments		4,075		1,147						5,222
Other Revenue		10,503		12,556						23,059
Total Cash Receipts		61,056		155,731		72,458		58,475		347,720
Cash Disbursements:										
Current:										
General Government		103,688		430		1,505				105,623
Public Safety				15,577						15,577
Public Works		5,126		78,468						83,594
Debt Service:										
Redemption of Principal						44,224				44,224
Interest and Fiscal Charges						21,322				21,322
Capital Outlay		3,000		41,086		,		58,475		102,561
Total Cash Disbursements		111,814		135,561		67,051		58,475		372,901
Total Cash Receipts Over/										
(Under) Cash Disbursements		(50,758)		20,170		5,407				(25,181)
Fund Cash Balances, January 1		133,750		292,488		35,800		5,327		467,365
Fund Cash Balances, December 31	\$	82,992	\$	312,658	\$	41,207	\$	5,327	\$	442,184

THE NOTES TO THE FINANCIAL STATEMENTS ARE AN INTEGRAL PART OF THIS STATEMENT.

### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2004 AND 2003

## 1. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

## A. Description of the Entity

The constitution and laws of the State of Ohio establish the rights and privileges of the Monroe Township, Henry County, (the Township) as a body corporate and politic. A publicly-elected three-member Board of Trustees Township directs the Township. The Township provides road and bridge maintenance and fire protection services.

## B. Basis of Accounting

These financial statements follow the basis of accounting the Auditor of State prescribes or permits. This basis is similar to the cash receipts and disbursements. 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 Auditor of State prescribes or permits.

## C. Cash

The Township values certificates of deposit at cost.

## D. Fund Accounting

The Township uses fund accounting to segregate cash that are restricted as to use. The Township classifies its funds into the following types:

## 1. General Fund

The General Fund reports all financial resources except those required to be accounted for in another fund.

# 2. Special Revenue Funds

These funds account for proceeds from specific sources (other than from trusts or for capital projects) that are restricted to expenditure for specific purposes. The Township had the following significant Special Revenue Funds:

<u>Road and Bridge Fund</u> - This fund receives property tax money for constructing, maintaining, and repairing Township roads and bridges.

<u>Gasoline Tax Fund</u> - This fund receives gasoline tax money to pay for constructing, maintaining, and repairing Township roads.

<u>Fire District Fund</u> - This fund receives tax monies to provide for fire protection to the Township.

#### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2004 AND 2003 (Continued)

#### 3. Debt Service Funds

These funds account for resources the Township accumulates to pay bond and note debt. The Township had the following significant Debt Service Fund:

<u>General Bond Retirement</u> - This fund receives tax levy money to pay off bond debt.

#### 4. Capital Project Funds

These funds account for receipts restricted to acquiring or constructing major capital projects (except those financed through enterprise or trust funds). The Township had the following significant capital project fund:

<u>Issue II Fund</u> - The Township received a grant from the State of Ohio for a road improvement project.

#### E. Budgetary Process

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

#### 1. 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. The County Budget Commission must also approve the annual appropriation measure. Appropriations lapse at year end.

## 2. Estimated Resources

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

#### 3. 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 2004 and 2003 budgetary activity appears in Note 3.

#### F. Property, Plant, and Equipment

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

#### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2004 AND 2003 (Continued)

## 2. EQUITY IN POOLED CASH

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

	2004		 2003
Demand deposits	\$	354,512	\$ 282,184
Certificates of deposit		160,000	160,000
Total deposits	\$	514,512	\$ 442,184

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

## 3. BUDGETARY ACTIVITY

Budgetary activity for the years ending December 31, 2004 and 2003 follows:

2004 Budgeted vs. Actual Receipts							
	Budgeted Actual						
Fund Type	Receipts		Receipts		Variance		
General	\$	57,365	\$	83,132	\$	25,767	
Special Revenue		180,267		155,029		(25,238)	
Debt Service		71,675		72,026		351	
Capital Projects		-		2		2	
Total	\$	309,307	\$	310,189	\$	882	

2004 Budgeted vs. Actual Budgetary Basis Expenditures							
	Appropriation			Budgetary			
Fund Type	Authority		Expenditures		Variance		
General	\$	140,357	\$	67,004	\$	73,353	
Special Revenue		492,925		105,847		387,078	
Debt Service		112,882		65,010		47,872	
Capital Projects		5,327		-		5,327	
Total	\$	751,491	\$	237,861	\$	513,630	

## NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2004 AND 2003 (Continued)

2003 Budgeted vs. Actual Receipts							
	Budgeted A			Actual			
Fund Type	Receipts		Receipts		Variance		
General	\$	73,148	\$	61,056	\$	(12,092)	
Special Revenue		138,953		155,731		16,778	
Debt Service		72,573		72,458		(115)	
Capital Projects		63,375		58,475		(4,900)	
Total	\$	348,049	\$	347,720	\$	(329)	

2003 Budgeted vs. Actual Budgetary Basis Expenditures							
	Арр	propriation	В	udgetary			
Fund Type	Authority		Expenditures		Variance		
General	\$	206,198	\$	111,814	\$	94,384	
Special Revenue		429,850		135,561		294,289	
Debt Service		107,573		67,051		40,522	
Capital Projects		63,802		58,475		5,327	
Total	\$	807,423	\$	372,901	\$	434,522	

## 4. **PROPERTY TAX**

Real property taxes become a lien on January 1 preceding the October 1 date for which the Trustees adopt rates. The State Board of Tax Equalization adjusts these rates for inflation. Property taxes are also reduced for applicable homestead and rollback deductions. The financial statements include homestead and rollback amounts the State pays as Intergovernmental Receipts. Payments are due to the County by December 31. If the property owner elects to 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.

Tangible personal property tax is assessed by the property owners, who must file a list of such property to the County by each April 30.

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

## 5. DEBT

Debt outstanding at December 31, 2004 was as follows:

	 Principal	Interest Rate
General Obligation Bonds	\$ 370,442	4.7%

## NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2004 AND 2003 (Continued)

The Township issued general obligation bonds to finance the construction of a new firehouse in 1999. The Township's taxing authority collateralized the bonds.

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

Year ending December 31:		General bligation Bonds
0	¢	
2005	\$	54,928
2006		54,928
2007		54,928
2008		54,928
2009		54,928
2010-2013		181,544
Total	\$	456,184

## 6. RETIREMENT SYSTEMS

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

The Ohio Revised Code also prescribes contribution rates. For 2004 and 2003, OPERS members contributed 8.5 percent of their gross salaries. The Township contributed an amount equaling 13.55 percent of participants' gross salaries. The Township has paid all contributions required through December 31, 2004.

## 7. RISK MANAGEMENT

## **Risk Pool Membership**

The Township belongs to the Ohio Township Association Risk Management Authority (OTARMA), a risk-sharing pool available to Ohio local governments. OTARMA provides property and casualty coverage for its members. OTARMA is a member of the American Public Entity Excess Pool (APEEP). Member governments pay annual contributions to fund OTARMA. OTARMA pays judgments, settlements and other expenses resulting from covered claims that exceed the members' deductibles.

## Casualty Coverage

OTARMA retains casualty risks up to \$250,000 per claim, including loss adjustment expenses. OTARMA pays a percentage of its contributions to APEEP. APEEP reinsures claims exceeding \$250,000, up to \$1,750,000 per claim and \$5,000,000 in the aggregate per year. Governments can elect additional coverage, from \$2,000,000 to \$10,000,000 from the General Reinsurance Corporation.

#### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2004 AND 2003 (Continued)

If losses exhaust OTARMA's retained earnings, APEEP covers OTARMA losses up to \$5,000,000 per year, subject to a per-claim limit of \$2,000,000.

#### Property Coverage

OTARMA retains property risks, including automobile physical damage, up to \$100,000 on any specific loss with an annual aggregate of \$1,250,000 for 2002. There is no aggregate for 2003 and future accident years. Beginning in 2003, OTARMA retains property risks, including automobile physical damage, up to \$100,000 on any specific loss in any one occurrence. The Travelers Indemnity Company reinsures losses exceeding \$100,000. APEEP's Guarantee Fund pays losses and loss adjustment expenses exceeding operating contributions.

The aforementioned casualty and property reinsurance agreements do not discharge OTARMA's primary liability for claims payments on covered losses. Claims exceeding coverage limits are the obligation of the respective township.

#### **Financial Position**

OTARMA's financial statements (audited by other accountants) conform with generally accepted accounting principles, and reported the following assets, liabilities and retained earnings at December 31, 2003 and 2002 (the latest information available):

Casualty Coverage	2003	2002
Assets	\$ 27,792,223	\$ 23,757,036
Liabilities	(11,791,300)	(9,197,512)
Retained Earnings	\$ 16,000,923	\$ 14,559,524
Property Coverage	2003	2002
Assets	\$ 6,791,060	\$ 6,596,996
Liabilities	(750,956)	(1,204,326)
Retained Earnings	\$ 6,040,104	\$ 5,392,670

## 8. CONTINGENT LIABILITIES

Amounts grantor agencies pay to the township are subject to audit and adjustment by the grantor. The grantor may require refunding any disallowed costs. Management cannot presently determine amounts grantors may disallow. However, based on prior experience, management believes any refunds would be immaterial.



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

Monroe Township Henry County 7281 County Road L Malinta, Ohio 43535-9738

To the Board of Trustees:

We have audited the financial statements of Monroe Township (the Township) as of and for the years ended December 31, 2004 and 2003, and have issued our report thereon dated April 22, 2005 wherein we noted the Township followed accounting practices the Auditor of State prescribes rather than accounting principles generally accepted in the United States of America. We also noted the Township uses the Auditor of State's Uniform Accounting Network (UAN) to process its financial transactions. *Government Auditing Standards* considers this service to impair the Auditor of State's independence to audit the Township because the Auditor of State designed, developed, implemented, and, as requested, operates UAN. We conducted our audit in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in the Comptroller General of the United States' *Government Auditing Standards*.

# Internal Control Over Financial Reporting

In planning and performing our audit, we considered the Township's internal control over financial reporting to determine our auditing procedures in order to express our opinion on the financial statements and not to opine on the internal control over financial reporting. Our consideration of the internal control would not necessarily disclose all matters in the internal control over financial reporting that might be material weaknesses. A material weakness is a reportable condition in which the design or operation of one or more of the internal control components does not reduce to a relatively low level the risk that misstatements caused by error or fraud in amounts material to the financial statements we audited may occur and not be timely detected by employees when performing their assigned functions. We noted no matters involving the internal control over financial reporting and its operation that we consider material weaknesses. In a separate letter to the Township's management dated April 22, 2005, we reported other matters involving internal control over financial reporting.

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#### **Compliance and Other Matters**

As part of reasonably assuring whether the 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, providing an opinion on compliance with those provisions was not an objective of our audit and, accordingly, we do not express an opinion. The results of our tests disclosed instances of noncompliance or other matters we must report under *Government Auditing Standards* which are described in the accompanying schedule of findings as item 2004-001. In a separate letter to the Township's management dated April 22, 2005, we reported a matter related to noncompliance we deemed immaterial.

We intend this report solely for the information and use of the audit committee, management, and Board of Trustees. It is not intended for anyone other than these specified parties.

Bitty Montgomeny

Betty Montgomery Auditor of State

April 22, 2005

#### SCHEDULE OF FINDINGS DECEMBER 31, 2004 AND 2003

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

#### FINDING NUMBER 2004-001

#### Finding for Recovery Repaid Under Audit

State ex rel. McClure v. Hagerman, 155 Ohio St. 320 (1951), provides that expenditures made by a governmental unit should serve a public purpose. Typically the determination of what constitutes a "proper public purpose" rests with the judgment of the governmental entity, unless such determination is arbitrary or unreasonable. Even if a purchase is reasonable, Ohio Attorney General Opinion 82-006 indicates that it must be memorialized by a duly enacted ordinance or resolution and may have a prospective effect only. Auditor of State Bulletin 2003-005 Expenditure of Public Funds/Proper "Public Purpose" states that governmental entities may not make expenditures of public monies unless they are for a valid public purpose. There are two criteria that demonstrate whether an expenditure is for a public purpose. First, the expenditure is required for the general good of all inhabitants and second, the primary objective of the expenditure is to further a public purpose, even if an incidental private end is advanced. Additionally, the Bulletin states that the Auditor of State's Office will only question expenditures where the legislative determination of a public purpose is manifestly arbitrary and incorrect. The Bulletin further states that the Auditor of State's Office does not view the expenditure of public funds for alcoholic beverages as a proper public purpose and will issue findings for recovery for such expenditures as manifestly arbitrary and incorrect.

During the period of January 1, 2003 to December 31, 2004, an average of \$155.84 was spent on meals for spouses and on alcoholic beverages, which were approved by the Trustees and paid by the Clerk. These expenditures were all made on the same Township credit card account.

Based upon the foregoing facts and pursuant to Ohio Revised Code §117.28, a finding for recovery for public money illegally expended is hereby issued against Robert Hastedt, Trustee; Kent Badenhop, Trustee; John Rettig, Trustee; Wanda Lou Norden, Clerk (former); and the Ohio Township Association Risk Management Authority, jointly and severally, in favor of the General Fund of Monroe Township in the total amount of \$155.84.

Payment in the amount of \$155.84 was received from Robert Hastedt, Trustee; Kent Badenhop, Trustee; John Rettig, Trustee; and Wanda Lou Norden, Clerk (former) on April 11, 2005 and April 12, 2005. Receipt numbers 42-2005, 43-2005, 44-2005, and 45-2005 were issued and the monies were recorded to the Townships' General Fund.



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# MONROE TOWNSHIP

# **HENRY 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 Babbett

CLERK OF THE BUREAU

CERTIFIED JUNE 2, 2005