



**Dave Yost • Auditor of State**

**Village of Grover Hill  
Paulding County**

**Fiscal Emergency Analysis  
As of December 31, 2016 and September 30, 2017**

**Local Government Services**



Village of Grover Hill, Paulding County

Fiscal Emergency Analysis

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# Dave Yost • Auditor of State

## **Declaration of Fiscal Emergency**

The Auditor of State performed a fiscal analysis of the Village of Grover Hill pursuant to Section 118.03 of the Ohio Revised Code. This analysis indicates and it is hereby declared that a fiscal emergency exists at the Village of Grover Hill as defined in Sections 118.03(A)(5), 118.03(A)(6), and 118.03(B) of the Ohio Revised Code.

Accordingly, on behalf of the Auditor of State, this report is hereby submitted and filed with John Moon, Mayor of the Village of Grover Hill; Patrick Comer, President Pro Tempore of Council of the Village of Grover Hill; John Kasich, Governor; Jon Husted, Secretary of State; Josh Mandel, Treasurer of State; Timothy S. Keen, Director of the Office of Budget and Management; and Claudia J. Fickel, Secretary of the Paulding County Budget Commission.

A handwritten signature in black ink that reads "Dave Yost".

DAVE YOST  
Auditor of State

January 11, 2018

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Village of Grover Hill, Paulding County

Fiscal Emergency Analysis

**Introduction**

As provided by Sections 118.021 and 118.04(A) of the Ohio Revised Code, Mayor John Moon requested that a fiscal analysis be performed by the Auditor of State for the Village of Grover Hill, Paulding County (the Village). The purpose of the analysis was to determine if the financial condition of the Village justifies the declaration of a fiscal watch or fiscal emergency.

A village is placed in fiscal emergency if any one of six conditions described in Section 118.03 of the Ohio Revised Code exists. The six conditions are: 1) default on any debt obligation; 2) failure to make payment of all payroll; 3) an increase in the minimum levy of the village which results in the reduction in the minimum levy of another subdivision; 4) significant past due accounts payable; 5) substantial deficit balances in village funds; and 6) a sizeable deficiency in the village’s treasury when the balance is compared to the positive cash balances of the village’s funds.

The existence of the conditions described under Conditions four, five, and six of this report at year-end do not constitute a basis for the declaration of fiscal emergency if the Village clearly demonstrates to the satisfaction of the Auditor of State that the conditions no longer exist at the time of the determination.

This report identifies the procedures performed and the conclusions reached with respect to each condition as of December 31, 2016 and September 30, 2017.

**Condition One - Default on Any Debt Obligation**

Section 118.03(A)(1) of the Ohio Revised Code defines a fiscal emergency condition as:

The existence, at the time of the determination by the Auditor of State under Section 118.04 of the Revised Code, of a default on any debt obligation for more than thirty days.

A summary of the Village’s outstanding debt is as follows:

<u>Debt Issue</u>	<u>Interest Rate</u>	<u>Issue Date</u>	<u>Issue Amount</u>
<u>Loans Payable</u>			
Fire Truck State Bank Loan	3.62-3.785%	2/27/2015	\$200,000
OWDA Wastewater Treatment Plant and Sewer Construction	2.00	7/1/1992	1,015,818
OWDA Wastewater Treatment Plant Improvements	1.50	7/1/1992	602,687
OWDA Wastewater Improvements	1.50	3/1/2004	16,444

We obtained a list of outstanding debt and the amortization schedules to identify the last scheduled payment due before September 30, 2017, and reviewed the council minutes for any debt issued.

**Conclusion:** A fiscal emergency condition does not exist under Ohio Revised Code Section 118.03(A)(1). The Village has not defaulted on its debt obligation for more than thirty days as of September 30, 2017.

**Condition Two - Payment of All Payroll**

Section 118.03(A)(2) of the Ohio Revised Code defines a fiscal emergency condition as:

The existence, at the time of the determination by the Auditor of State under Section 118.04 of the Revised Code, of a failure for lack of cash in the funds to make payment of all payroll to employees of the municipal corporation, county, or township in the amounts and at the times required by laws, ordinances, resolutions, or agreements, which failure of payment has continued:

- a. For more than thirty days after such time for payment, or
- b. Beyond a period of extension, or beyond the expiration of ninety days from the original time for payment, whichever first occurs, if the time for payment has been extended for more than thirty days by the written consent of at least two-thirds of the employees affected by such failure to pay, acting individually or by their duly authorized representatives.

We reviewed the payroll records of the Village as of September 30, 2017. We had a discussion with the Fiscal Officer to determine the employees of the Village, pay rates, frequency of payroll, and whether any extensions for the payment of payroll existed. We reviewed the cash journal and cancelled checks to determine whether Village employees had been paid within the time specified by Section 118.03(A)(2) of the Ohio Revised Code.

**Conclusion:** A fiscal emergency condition does not exist under Section 118.03(A)(2) of the Ohio Revised Code as of September 30, 2017. All employees have been paid in amounts and at the times required by Village ordinance.

**Condition Three - Increase in Minimum Levy**

Section 118.03(A)(3) of the Ohio Revised Code defines a fiscal emergency condition as:

An increase, by action of the county budget commission pursuant to division (D) of Section 5705.31 of the Revised Code, in the minimum levy of the municipal corporation, county, or township for the current or next fiscal year which results in a reduction in the minimum levies for one or more other subdivisions or taxing districts.

We confirmed with the Paulding County Budget Commission whether there had been an increase, pursuant to division (D) of Section 5705.31 of the Ohio Revised Code, in the minimum levy of the Village for 2017 which resulted in a reduction in the minimum levies for one or more other subdivisions or taxing districts. The confirmation received from the Paulding County Budget Commission indicated that the Budget Commission had not taken any action to increase the inside millage of the Village for 2017.

**Conclusion:** A fiscal emergency condition does not exist under Section 118.03(A)(3) of the Ohio Revised Code as of September 30, 2017. The Paulding County Budget Commission has not taken any action to increase the inside millage of the Village, thus reducing another subdivision's inside millage.

**Condition Four - Past Due Accounts Payable from the General Fund and All Funds**

Section 118.03(A)(4) of the Ohio Revised Code defines a fiscal emergency condition as:

The existence of a condition in which all accounts that, at the end of its preceding fiscal year, were due and payable from the general fund and that either had been due and payable at least thirty days at the end of the fiscal year or to which a penalty has been added for failure to pay by the end of the fiscal year, including, but not limited to, final judgments, fringe benefits payments due and payable, and amounts due and payable to persons and other governmental entities and including any interest and penalties thereon, less the year-end balance in the general fund, exceeded one-sixth of the general fund budget for that year, or in which all accounts that, at the end of its preceding fiscal year, were due and payable from all funds of the municipal corporation, county, or township and that either had been due and payable for at least thirty days as of the end of the fiscal year or to which a penalty has been added for failure to pay by the end of the fiscal year less the year-end balance in the general fund and in the respective special funds lawfully available to pay such accounts exceeded one-sixth of the available revenues during the preceding fiscal year, excluding nonrecurring receipts, of the general fund and of all special funds from which such accounts lawfully are payable. Accounts due and payable shall not include any account, or portion thereof, that is being contested in good faith.

We prepared a schedule of accounts payable as of December 31, 2016, that were due and payable from the general fund, and that had been due and payable for at least thirty days, or to which a penalty had been added for failure to pay as of December 31, 2016, including, but not limited to, final judgments, fringe benefits payments due and payable, and amounts due and payable to persons and other governmental entities, including any interest and penalties. From this amount, we subtracted the year-end balance in the general fund to determine if the accounts payable in excess of the available balance exceeded one sixth of the general fund budget for that year. No accounts payable were found that had been due and payable for at least thirty days or had penalties for failure to pay in the general fund.

From invoices provided to us, a schedule of accounts payable was prepared (as defined above) for all funds which were at least thirty days past due or to which a penalty was added as of December 31, 2016. From this amount, we subtracted the year-end fund balance available to pay such outstanding bills. We then determined if the accounts payable in excess of the available fund balance exceeded one-sixth of the available revenues during 2016, excluding non-recurring receipts, of the general fund and of all special funds from which such accounts are lawfully payable.

Schedule I

All Funds Accounts Payable Over 30 Days Past Due  
Ohio Revised Code Section 118.03(A)(4)  
As of December 31, 2016

Fund	Payables Over 30 Days Past Due	Fund Balance Available	Payables in Excess of Available Balance	One-Sixth of Revenues	Accounts Payable in Excess of Fund Receipts
Sewer Operating	\$14,194	\$0	(\$14,194)	\$7,573	(\$6,621)

Village of Grover Hill, Paulding County

Fiscal Emergency Analysis

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Section 118.03(B) of the Ohio Revised Code provides in part:

Any year-end condition described in Division (A)(4) of this section shall not constitute a fiscal emergency condition if the municipal corporation, county, or township clearly demonstrates to the satisfaction of the Auditor of State prior to the time of the Auditor of State's determination that such condition no longer exists at the time of the determination pursuant to Section 118.04 of the Revised Code. For the purpose of such demonstration, there shall be taken into account all accounts payable past due for sixty days or subject to penalty, as at the time of such demonstration, rather than at the end of the fiscal year, and there shall be taken into account the moneys and marketable securities in the treasury of the municipal corporation, county, or township at the time of such demonstration that are, in the case of division (A)(4) of this section, held for the general fund or those respective special funds that are lawfully available to pay such accounts.

From the invoices provided to us, a schedule of accounts payable was prepared (as defined above) for all funds which were at least sixty days past due or to which a penalty was added as of September 30, 2017. There were no payables at least sixty days past due as of September 30, 2017.

Conclusion: A fiscal emergency condition does not exist as of September 30, 2017, under Section 118.03(B) of the Ohio Revised Code. There were no payables at least sixty days past due as of September 30, 2017.

**Condition Five - Deficit Fund Balances**

Section 118.03(A)(5) of the Ohio Revised Code defines a fiscal emergency condition as:

The existence of a condition in which the aggregate of deficit amounts of all deficit funds at the end of its preceding fiscal year, less the total of any year-end balance in the general fund and in any special fund that may be transferred as provided in Section 5705.14 of the Revised Code to meet such deficit, exceeded one-sixth of the total of the general fund budget for that year and the receipts to those deficit funds during that year other than from transfers from the general fund.

Village of Grover Hill, Paulding County

Fiscal Emergency Analysis

We computed the adjusted aggregate sum of all deficit funds as of December 31, 2016, by subtracting all accounts payable and encumbrances from the year-end cash fund balance of each fund. We then determined if the aggregate deficit fund balance exceeded one-sixth of the general fund budget and the receipts to those deficit funds. We then identified funds that may be transferred, as provided in Section 5705.14 of the Ohio Revised Code, to meet such deficits to arrive at the unprovided portion of the aggregate deficit.

Schedule II

Deficit Fund Balances  
Ohio Revised Code Section 118.03(A)(5)  
As of December 31, 2016

Funds	Cash Fund Balances	Less Accounts Payable and Encumbrances	Adjusted Aggregate Sum of Funds with Deficit Balances	One-Sixth of Revenues	Unprovided Portion of Aggregate Deficit
Sewer Operating	(\$164,851)	\$27,015	(\$191,866)	\$7,573	(\$184,293)
Funds Available for Transfer					61,377
Total Balance Available					(\$122,916)

Section 118.03(B) of the Ohio Revised Code provides in part:

Any year-end condition described in division (A)(5) of this section shall not constitute a fiscal emergency condition if the municipal corporation, county, or township clearly demonstrates to the satisfaction of the Auditor of State prior to the time of the Auditor of State's determination that such condition no longer exists at the time of the determination pursuant to Section 118.04 of the Revised Code. For the purpose of such demonstration, there shall be taken into account the positive balances at the time of such demonstration, rather than at the end of the fiscal year, and there shall be taken into account the moneys and marketable securities in the treasury of the municipal corporation, county, or township at the time of such demonstration that are, in the case of division (A)(5) of this section, held for the general fund or any special fund that may be transferred as provided in Section 5705.14 of the Revised Code to meet such deficit, provided that changes from the year-end condition resulting from transfers not authorized pursuant to Chapter 5705 of the Revised Code. Borrowings or advances between funds shall not be taken into account to demonstrate improvement in any fiscal emergency condition.

Village of Grover Hill, Paulding County

Fiscal Emergency Analysis

We computed the adjusted aggregate sum of all deficit funds as of September 30, 2017, by subtracting all accounts payable and encumbrances from the year-end cash fund balance of each fund. We then determined if the aggregate deficit fund balance exceeded one-sixth of the general fund budget and the receipts to those deficit funds. We then identified funds that may be transferred, as provided in Section 5705.14 of the Ohio Revised Code, to meet such deficits to arrive at the unprovided portion of the aggregate deficit.

Schedule III

Deficit Fund Balances  
Ohio Revised Code Section 118.03(B)  
As of September 30, 2017

Funds	Cash Fund Balances	Less Accounts Payable and Encumbrances	Adjusted Aggregate Sum of Funds with Deficit Balances	One-Sixth of Revenues	Unprovided Portion of Aggregate Deficit
Sewer Operating	(\$164,681)	\$0	(\$164,681)	\$15,601	(\$149,080)
Funds Available for Transfer					57,888
Total Balance Available					(\$91,192)

**Conclusion:** Schedules II and III indicate that a fiscal emergency condition exists under section 118.03(A)(5) and 118.03(B) of the Ohio Revised Code as of December 31, 2016, and September 30, 2017. The total unprovided portion of the aggregate deficit funds as of December 31, 2016, and September 30, 2017, are \$122,916 and \$91,192, respectively.

**Condition Six - Treasury Deficiency**

Section 118.03(A)(6) of the Ohio Revised Code defines a fiscal emergency condition as:

The existence of a condition in which, at the end of the preceding fiscal year, moneys and marketable investments in or held for the unsegregated treasury of the municipal corporation, county, or township, minus outstanding checks and warrants were less in amount than the aggregate of the positive balances of the general fund and those special funds the purposes of which the unsegregated treasury is held to meet and such deficiency exceeded one-sixth of the total amount received into the unsegregated treasury during the preceding fiscal year.

Section 118.03(B) of the Ohio Revised Code provides in part:

Any year-end condition described in division (A)(6) of this section shall not constitute a fiscal emergency condition if the municipal corporation, county, or township clearly demonstrates to the satisfaction of the Auditor of State prior to the time of the Auditor of State's determination that such condition no longer exists at the time of the determination pursuant to Section 118.04 of the Revised Code. For the purpose of such demonstration, there shall be taken into account the moneys and marketable securities in the treasury of the municipal corporation, county, or township at the time of such demonstration that are, in the case of division (A)(6) of this section, held to meet such positive balances.

Village of Grover Hill, Paulding County

Fiscal Emergency Analysis

We verified the Village’s reconciled bank balances to its statement of cash position for all funds as of December 31, 2016, and as of September 30, 2017, which included subtracting reconciling factors to arrive at a treasury balance. We then determined the aggregate sum of all positive fund cash balances, the purpose of which the unsegregated treasury is held to meet, to determine the treasury deficit. We then subtracted from the treasury deficit one-sixth of the amount received into the treasury during 2016 and the estimated amount to be received into the treasury during 2017 to determine if a treasury deficiency exists.

Schedule IV

Treasury Balances  
Ohio Revised Code Section 118.03(A)(6) and 118.03(B)  
as of December 31, 2016, and September 30, 2017

	Amounts at December 31, 2016	Amounts at September 30, 2017
Bank Cash Balance		
General Checking	\$185,607	\$197,182
Less Reconciling Factors for		
Outstanding Checks	(40,369)	(11,961)
Bank Error	(135)	135
Total Reconciling Factors	(40,504)	(11,826)
Total Treasury Balance	145,103	185,356
Positive Fund Cash Balances		
General	65,235	61,746
Street	22,331	23,421
State Highway	14,723	15,421
Fire	86,707	95,007
EMS	58,004	66,550
Sewer Debt	61,382	87,252
Mayors Court	1,572	640
Total Positive Cash Fund Balances	309,954	350,037
Treasury Deficit	(164,851)	(164,681)
One-sixth of Treasury Receipts	38,625	47,430
Treasury Deficiency	(\$126,226)	(\$117,251)

**Conclusion:** Schedule V indicates that a fiscal emergency condition exists under Section 118.03(A)(6) and 118.03(B) of the Ohio Revised Code. The treasury deficit exceeded one-sixth of the treasury receipts at December 31, 2016, and September 30, 2017, by \$126,226 and \$117,251, respectively.

**Summary**

A fiscal emergency is the existence of at least one of the conditions defined above. This analysis indicates that a fiscal emergency exists at the Village of Grover Hill based as defined in Sections 118.03(A)(5), 118.03(A)(6), and 118.03(B) of the Ohio Revised Code as presented in Schedules II, III and IV above as of December 31, 2016, and September 30, 2017.

Because the above procedures were not sufficient to constitute an audit made in accordance with generally accepted auditing standards, we do not express an opinion on any of the specific accounts and fund balances referred to above. Had we performed additional procedures or had we made an audit of the financial statements in accordance with generally accepted auditing standards, other matters might have come to our attention that would have been reported.

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# Dave Yost • Auditor of State

VILLAGE OF GROVER HILL

PAULDING 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 Babbitt*

CLERK OF THE BUREAU

CERTIFIED  
JANUARY 11, 2018