

Certified Public Accountants, A.C.

# VILLAGE OF PORTAGE WOOD COUNTY Regular Audit For the Years Ended December 31, 2017 and 2016



Village Council Village of Portage 110 West Walnut Street Portage, Ohio 43451

We have reviewed the *Independent Auditor's Report* of the Village of Portage, Wood County, prepared by Perry & Associates, Certified Public Accountants, A.C., for the audit period January 1, 2016 through December 31, 2017. Based upon this review, we have accepted these reports in lieu of the audit required by Section 117.11, Revised Code. The Auditor of State did not audit the accompanying financial statements and, accordingly, we are unable to express, and do not express an opinion on them.

Our review was made in reference to the applicable sections of legislative criteria, as reflected by the Ohio Constitution, and the Revised Code, policies, procedures and guidelines of the Auditor of State, regulations and grant requirements. The Village of Portage is responsible for compliance with these laws and regulations.

Dave Yost Auditor of State

July 27, 2018



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#### INDEPENDENT AUDITOR'S REPORT

June 22, 2018

Village of Portage Wood County 110 West Walnut St. Portage, Ohio 43451

To the Village Council:

### Report on the Financial Statements

We have audited the accompanying financial statements of the cash balances, receipts and disbursements by fund type, and related notes of the **Village of Portage**, Wood County, (the Village) as of and for the years ended December 31, 2017 and 2016.

### Management's Responsibility for the Financial Statements

Management is responsible for preparing and fairly presenting these financial statements in accordance with the financial reporting provisions Ohio Revised Code Section 117.38 and Ohio Administrative Code Section 117-2-03(D) permit; this responsibility includes designing, implementing and maintaining internal control relevant to preparing and fairly presenting financial statements free from material misstatement, whether due to fraud or error.

#### Auditor's Responsibility

Our responsibility is to opine on these financial statements based on our audit. We audited in accordance with auditing standards generally accepted in the United States of America and the financial audit standards in the Comptroller General of the United States' *Government Auditing Standards*. Those standards require us to plan and perform the audit to reasonably assure the financial statements are free from material misstatement.

An audit requires obtaining evidence about financial statement amounts and disclosures. The procedures selected depend on our judgment, including assessing the risks of material financial statement misstatement, whether due to fraud or error. In assessing those risks, we consider internal control relevant to the Village's preparation and fair presentation of the financial statements in order to design audit procedures that are appropriate in the circumstances, but not to the extent needed to opine on the effectiveness of the Village's internal control. Accordingly, we express no opinion. An audit also includes evaluating the appropriateness of management's accounting policies and the reasonableness of their significant accounting estimates, as well as our evaluation of the overall financial statement presentation.

We believe the audit evidence we obtained is sufficient and appropriate to support our audit opinions.

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Village of Portage Wood County Independent Auditor's Report Page 2

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

As described in Note 2 of the financial statements, the Village prepared these financial statements using the accounting basis permitted by the financial reporting provisions of Ohio Revised Code Section 117.38 and Ohio Administrative Code Section 117-2-03(D), which is an accounting basis other than accounting principles generally accepted in the United States of America (GAAP), to satisfy these requirements.

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

Though the Village does not intend these statements to conform to GAAP, auditing standards generally accepted in the United States of America require us to include an adverse opinion on GAAP. However, the adverse opinion does not imply the amounts reported are materially misstated under the accounting basis Ohio Revised Code Section 117.38 and Ohio Administrative Code Section 117-2-03(D) permit. Our opinion on this accounting basis is in the *Opinion on Regulatory Basis of Accounting* paragraph below.

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

In our opinion, because of the significance of the matter discussed in the *Basis for Adverse Opinion on U.S. Generally Accepted Accounting Principles* paragraph, the financial statements referred to above do not present fairly, in accordance with accounting principles generally accepted in the United States of America, the financial position of the Village as of December 31, 2017 and 2016, and the respective changes in financial position or cash flows thereof for the years then ended.

### Opinion on Regulatory Basis of Accounting

In our opinion, the financial statements referred to above present fairly, in all material respects, the cash balances, receipts and disbursements by fund type, and related notes of the Village of Portage, Wood County, as of December 31, 2017 and 2016, for the years then ended in accordance with the financial reporting provisions Ohio Revised Code Section 117.38 and Ohio Administrative Code Section 117-2-03(D) permit, described in Note 2.

### Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued our report dated June 22, 2018, on our consideration of the Village's internal control over financial reporting and our tests of its compliance with certain provisions of laws, regulations, contracts and grant agreements and other matters. That report describes the scope of our internal control testing over financial reporting and compliance, and the results of that testing, and does not opine on internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the Village's internal control over financial reporting and compliance.

**Perry and Associates** 

Certified Public Accountants, A.C.

Kerry Marcutes CAN'S A. C.

Marietta, Ohio

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

	General	Special Revenue	Totals (Memorandum Only)
Cash Receipts:			
Property and Other Local Taxes	\$ 13,044	\$ 5,803	\$ 18,847
Municipal Income Tax	115,895	-	115,895
Intergovernmental	10,577	88,724	99,301
Special Assessments	, -	8,024	8,024
Charges for Services	505	-	505
Fines, Licenses and Permits	3,923	-	3,923
Earnings on Investments	96	32	128
Miscellaneous	792	1,058	1,850
Total Cash Receipts	144,832	103,641	248,473
Cash Disbursements:			
Current:			
Security of Persons and Property	-	8,569	8,569
Public Health Services	282	-	282
Leisure Time Activities	238	690	928
Community Environment	616		616
Transportation	-	17,414	17,414
General Government	46,977	96	47,073
Capital Outlay	-	7,345	7,345
Debt Service:			
Principal Retirement	1,197	1,105	2,302
Total Cash Disbursements	49,310	35,219	84,529
Excess of Receipts Over (Under) Disbursements	95,522	68,422	163,944
Other Financing Receipts (Disbursements):			
Transfers In	-	1,000	1,000
Transfers Out	(1,000)		(1,000)
Total Other Financing Receipts (Disbursements)	(1,000)	1,000	
Net Change in Fund Cash Balances	94,522	69,422	163,944
Fund Cash Balances, January 1	221,573	311,012	532,585
Fund Cash Balances, December 31			
Restricted	-	380,434	380,434
Unassigned	316,095		316,095
Fund Cash Balances, December 31	\$ 316,095	\$ 380,434	\$ 696,529

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

## COMBINED STATEMENT OF RECEIPTS, DISBURSEMENTS, AND CHANGES IN FUND BALANCES (REGULATORY CASH BASIS) ALL PROPRIETARY FUND TYPES FOR THE YEAR ENDED DECEMBER 31, 2017

	Eı	nterprise
Operating Cash Receipts: Charges for Services	\$	344,405
Total Operating Cash Receipts		344,405
Operating Cash Disbursements: Personal Services Transportation Contractual Services Supplies and Materials		2,524 516 167,272 3,780
Total Operating Cash Disbursements		174,092
Operating Income		170,313
Non-Operating (Disbursements): Principal Retirement Interest and Other Fiscal Charges		(16,300) (22,762)
Total Non-Operating (Disbursements)		(39,062)
Net Change in Fund Cash Balances		131,251
Fund Cash Balances, January 1		612,795
Fund Cash Balances, December 31	\$	744,046

### NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED DECEMBER 31, 2017

### Note 1 – Reporting Entity

The Village of Portage (the Village), Wood County, is a body politic and corporate established to exercise the rights and privileges conveyed to it by the constitution and laws of the State of Ohio. A publicly elected six-member Council directs the Village. The Village provides water and sewer utilities and park operations.

The Local Government Services Division of the Auditor of State's office was contacted by the Village regarding the financial difficulties and began a fiscal analysis under the criteria established in ORC Chapter 118 in April 2009. As of April 8, 2009, the Village has been declared in fiscal emergency due to the significant deficit fund balance in the General Fund fulfilling Chapter 118 criteria. On October 2, 2017, the Village had successfully satisfied the necessary requirements to be released from Fiscal Emergency. As of December 31, 2017, the Village's General Fund had a positive balance of \$316,095.

### Jointly Governed Organizations and Public Entity Risk Pool

The Village participates in two jointly governed organizations and the Ohio Government Risk Management Plan public entity risk pool. Notes 6 and 11 to the financial statements provides additional information for these entities. These organizations are:

### Jointly Governed Organizations:

Central Joint Fire District provides fire services.

Mid-County Ambulance District provides ambulance services.

### Public Entity Risk Pools:

The Village belongs to the Ohio Plan Risk Management, Inc. (OPRM) a nonassessable, unincorporated non-profit association providing a formalized, jointly administered self-insurance risk management program and other administrative services to Ohio governments ("Members").

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

### Note 2 – Summary of Significant Accounting Policies

#### Basis of Presentation

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

#### **Fund Accounting**

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

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

### NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED DECEMBER 31, 2017 (Continued)

### Note 2 - Summary of Significant Accounting Policies

### Fund Accounting (Continued)

**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 Village had the following significant Special Revenue Funds:

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

<u>Special Assessment Lights</u> – This fund receives assessments to provide lighting for the Village streets.

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

<u>Sewer Fund</u> – The sewer fund accounts for the provision of sanitary sewer services to the residents and commercial users within the Village.

### Basis of Accounting

These financial statements follow the accounting basis permitted by the financial reporting provisions of Ohio Revised Code Section 117.38 and Ohio Administrative Code Section 117-2-03 (D). This basis is similar to the cash receipts and disbursements accounting basis. The Board recognizes receipts when received in cash rather than when earned, and recognizes disbursements when paid rather than when a liability is incurred. Budgetary presentations report budgetary expenditures when a commitment is made (i.e., when an encumbrance is approved).

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

#### **Budgetary Process**

The Ohio Revised Code requires that each fund (except certain agency funds) be budgeted annually.

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

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

**Encumbrances** The Ohio Revised Code requires the Village to reserve (encumber) appropriations when individual commitments are made. Encumbrances outstanding at year end are carried over, and need not be reappropriated.

A summary of 2017 budgetary activity appears in Note 3.

### NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED DECEMBER 31, 2017 (Continued)

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

### **Deposits and Investments**

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

Money market mutual funds are recorded at share values the mutual funds report.

### Capital Assets

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

#### Fund Balance

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

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

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

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

**Assigned** Assigned fund balances are intended for specific purposes but do not meet the criteria to be classified as *restricted* or *committed*. Governmental funds other than the general fund report all fund balances as *assigned* unless they are restricted or committed. In the general fund, *assigned* amounts represent intended uses established by Village Council or a Village official delegated that authority by resolution, or by State Statute.

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

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

### NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED DECEMBER 31, 2017 (Continued)

### Note 3 – Budgetary Activity

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

2017 Bud	aeted vs.	Actual	Receipts
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	В	udgeted		Actual		
Fund Type	F	Receipts	F	Receipts	V	ariance
General	\$	132,631	\$	144,832	\$	12,201
Special Revenue		79,196		104,641		25,445
Enterprise		358,247		344,405		(13,842)
Total	\$	570,074	\$	593,878	\$	23,804

2017 Budgeted vs. Actual Budgetary Basis Expenditures

	Appropriation		Budgetary			
Fund Type	Д	uthority	Exp	enditures	V	ariance
General	\$	81,193	\$	54,274	\$	26,919
Special Revenue		38,684		35,566		3,118
Enterprise		225,739		213,928		11,811
Total	\$	345,616	\$	303,768	\$	41,848

### Note 4 - Deposits

The Village maintains a deposit pool all funds use. The Ohio Revised Code prescribes allowable deposits. The carrying amount of deposits at December 31, 2017 was as follows:

Demand deposits	\$ 1,140,454
Other Time Deposits (Savings and NOW Accounts)	300,121
Total deposits	\$ 1,440,575

Deposits are insured by the Federal Depository Insurance Corporation or collateralized through the Ohio Pooled Collateral System (OPCS).

#### Note 5 - Taxes

### **Property Taxes**

Real property taxes become a lien on January 1 preceding the October 1 date for which the Council adopted tax rates. The State Board of Tax Equalization adjusts these rates for inflation. Property taxes are also reduced for applicable homestead and rollback deductions. The financial statements include homestead and rollback amounts the State pays as Intergovernmental Receipts. 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 Village.

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

### NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED DECEMBER 31, 2017 (Continued)

### Note 5 - Taxes (Continued)

### Income Taxes

The Village levies a municipal income tax of 1 percent on substantially all earned income arising from employment, residency, or business activities within the Village as well as certain income of residents earned outside of the Village.

The income tax is collected by the Regional Income Tax Agency (RITA) and is remitted to the Village. Income tax receipts are credited to the Village's General Fund.

### Note 6 - Risk Management

Workers' Compensation coverage is provided by the State of Ohio. The Village pays the State Workers' Compensation System a premium based on a rate per \$100 of salaries. This rate is calculated based on accident history and administrative costs.

### Risk Pool Membership

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

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

OPRM coverage programs are developed specific to each member's risk management needs and the related premiums for coverage are determined through the application of uniform underwriting criteria addressing the member's exposure to loss. Until November 1, 2016, the OPRM retained 47% of the premium and losses on the first \$250,000 casualty treaty and 10% of the first \$1,000,000 property treaty. Effective November 1, 2016, the OPRM retained 50% of the premium and losses on the first \$250,000 casualty treaty and 30% of the first \$1,000,000 property treaty. Members are only responsible for their self-retention (deductible) amounts, which vary from member to member. OPRM had 762 members as of December 31, 2016.

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

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

### NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED DECEMBER 31, 2017 (Continued)

### Note 6 - Risk Management (Continued)

### Risk Pool Membership (Continued)

The Pool's audited financial statements conform with generally accepted accounting principles, and reported the following assets, liabilities and equity at December 31, 2016 (Latest information available).

Assets \$14,765,712 Liabilities (9,531,506) Members' Equity \$5,234,206

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

#### Note 7 - Defined Benefit Pension Plans

### Ohio Public Employees Retirement System

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

The Ohio Revised Code also prescribes contribution rates. OPERS members contributed 10% of their gross salaries and the Village contributed an amount equaling 14% of participants' gross salaries. The Village has paid all contributions required through December 31, 2017.

#### Social Security

Village's employees contributed to social Security. This plan provides retirement benefits, including survivor and disability benefits to participants.

Employees contributed 6.2 percent of their gross salaries. The Village contributed an amount equal to 6.2 percent of participants' gross salaries. The Village has paid all contributions required through December 31, 2017.

### **Note 8 - 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 members in the Traditional Pension Plan and Combined Plan was 1.0 percent during calendar year 2017.

### Note 9 - Debt

Debt outstanding at December 31, 2017 was as follows:

	Principal		Interest Rate
Rural Economic and Community Development Loans	\$	389,300	5.50%-5.625%
OPWC Loan - Dixie Highway (SR 25) Catch Basins		63,300	0.00%
Total	\$	452,600	

### NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED DECEMBER 31, 2017 (Continued)

### Note 9 - Debt (Continued)

The Rural Economic and Community Development (RECD) loans relate to a sewer system project that was mandated by the Ohio Environmental Protection Agency. The loans will be repaid from the Sewer Fund in annual installments over 40 years.

The RECD loan agreement covenant requires the Village to establish and fund a sewer debt reserve fund, included as an enterprise fund. The balance in the fund at December 31, 2013, is \$40,800. The loans are collateralized by sewer receipts. The Village has agreed to set utility rates sufficient to cover debt service requirements.

The Village received a loan from Ohio Public Works Commission (OPWC) for \$69,054 in December of 2014. The loan was to pay for catch basin improvements on the Dixie Highway within Village. The Village will repay the loan in semiannual installments of \$1,151, including interest, over 30 years. Debt payments are paid out of the General and Permissive Tax Funds.

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

Year ending	RECD	OPWC	
December 31:	Loan		Loan
2018	39,047	\$	2,302
2019	39,082		2,302
2020	39,061		2,302
2021	39,083		2,302
2022	39,144		2,302
2023-2027	195,341		11,509
2028-2032	195,321		11,509
2033-2037	-		11,509
2038-2042	-		11,509
2043-2045	-		5,754
Total	\$ 586,079	\$	63,300

### Note 10 - Contingent Liabilities

Amounts grantor agencies pay to the Village 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.

#### Note 11 – Jointly Governed Organizations

**Central Joint Fire District:** The District is comprised of Portage Township, Liberty Township and the Village of Portage. Each member makes one appointment to the Board. The Board operates the Fire Department which serves the Village.

**Mid-County Ambulance District:** The District is comprised of Portage Township, Center Township, Plain Township and the Village of Portage. Each member makes one appointment to the Board. The Board contracts with Life Star to provide ambulance service to the Village.

### NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED DECEMBER 31, 2017 (Continued)

### Note 12 – Public Entity Risk Pool

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

### Note 13 - Fiscal Management

The Local Government Services Division of the Auditor of State's office was contacted by the Village regarding the financial difficulties and began a fiscal analysis under the criteria established in ORC Chapter 118 in April 2009. As of April 8, 2009, the Village has been declared in fiscal emergency due to the significant deficit fund balance in the General Fund fulfilling Chapter 118 criteria. On October 2, 2017, the Village had successfully satisfied the necessary requirements to be released from Fiscal Emergency. As of December 31, 2017, the Village's General Fund had a positive balance of \$316,095.

## COMBINED STATEMENT OF RECEIPTS, DISBURSEMENTS, AND CHANGES IN FUND BALANCES (REGULATORY CASH BASIS) ALL GOVERNMENTAL FUND TYPES FOR THE YEAR ENDED DECEMBER 31, 2016

	General	Special Revenue	Totals (Memorandum Only)
Cash Receipts: Property and Other Local Taxes Municipal Income Tax Intergovernmental Special Assessments Charges for Services Fines, Licenses and Permits Earnings on Investments Miscellaneous	\$ 13,505 113,920 10,632 - 585 3,429 77 2,472	\$ 5,263 - 86,557 8,334 24 2,355	\$ 18,768 113,920 97,189 8,334 585 3,429 101 4,827
Total Cash Receipts	144,620	102,533	247,153
Cash Disbursements: Current: Security of Persons and Property Public Health Services Leisure Time Activities Community Environment Transportation General Government Debt Service: Principal Retirement	281 234 591 - 52,309	7,442 - 349 - 16,064 93	7,442 281 583 591 16,064 52,402
Total Cash Disbursements	54,612	25,053	79,665
Excess of Receipts Over (Under) Disbursements	90,008	77,480	167,488
Other Financing Receipts (Disbursements): Transfers In Transfers Out  Total Other Financing Receipts (Disbursements)	(1,000)	1,000	1,000 (1,000)
Net Change in Fund Cash Balances	89,008	78,480	167,488
Fund Cash Balances, January 1	132,565	232,532	365,097
Fund Cash Balances, December 31 Restricted Unassigned	221,573	311,012	311,012 221,573
Fund Cash Balances, December 31	\$ 221,573	\$ 311,012	\$ 532,585

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

## COMBINED STATEMENT OF RECEIPTS, DISBURSEMENTS, AND CHANGES IN FUND BALANCES (REGULATORY CASH BASIS) ALL PROPRIETARY FUND TYPES FOR THE YEAR ENDED DECEMBER 31, 2016

	Eı	nterprise
Operating Cash Receipts: Charges for Services	\$	330,823
Total Operating Cash Receipts		330,823
Operating Cash Disbursements: Personal Services Fringe Benefits Contractual Services Supplies and Materials		2,500 455 150,132 11,497
Total Operating Cash Disbursements		164,584
Operating Income		166,239
Non-Operating (Disbursements): Principal Retirement Interest and Other Fiscal Charges		(15,400) (23,626)
Total Non-Operating Receipts (Disbursements)		(39,026)
Net Change in Fund Cash Balances		127,213
Fund Cash Balances, January 1		485,582
Fund Cash Balances, December 31	\$	612,795

### NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED DECEMBER 31, 2016

### Note 1 - Reporting Entity

The Village of Portage (the Village), Wood County, is a body politic and corporate established to exercise the rights and privileges conveyed to it by the constitution and laws of the State of Ohio. A publicly elected six-member Council directs the Village. The Village provides water and sewer utilities and park operations.

The Local Government Services Division of the Auditor of State's office was contacted by the Village regarding the financial difficulties and began a fiscal analysis under the criteria established in ORC Chapter 118 in April 2009. As of April 8, 2009, the Village has been declared in fiscal emergency due to the significant deficit fund balance in the General Fund fulfilling Chapter 118 criteria. As of December 31, 2016, the Village's General Fund had a positive balance of \$221,573.

### Jointly Governed Organizations and Public Entity Risk Pool

The Village participates in two jointly governed organizations and the Ohio Government Risk Management Plan public entity risk pool. Notes 6 and 11 to the financial statements provides additional information for these entities. These organizations are:

### Jointly Governed Organizations:

Central Joint Fire District provides fire services.

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### Public Entity Risk Pools:

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

### Note 2 - Summary of Significant Accounting Policies

#### Basis of Presentation

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

#### **Fund Accounting**

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

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

### NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED DECEMBER 31, 2016 (Continued)

### Note 2 - Summary of Significant Accounting Policies

### Fund Accounting (Continued)

**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 Village had the following significant Special Revenue Funds:

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

<u>Special Assessment Lights</u> – This fund receives assessments to provide lighting for the Village streets.

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

<u>Sewer Fund</u> – The sewer fund accounts for the provision of sanitary sewer services to the residents and commercial users within the Village.

### Basis of Accounting

These financial statements follow the accounting basis permitted by the financial reporting provisions of Ohio Revised Code Section 117.38 and Ohio Administrative Code Section 117-2-03 (D). This basis is similar to the cash receipts and disbursements accounting basis. The Board recognizes receipts when received in cash rather than when earned, and recognizes disbursements when paid rather than when a liability is incurred. Budgetary presentations report budgetary expenditures when a commitment is made (i.e., when an encumbrance is approved).

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

#### **Budgetary Process**

The Ohio Revised Code requires that each fund (except certain agency funds) be budgeted annually.

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

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

**Encumbrances** The Ohio Revised Code requires the Village to reserve (encumber) appropriations when individual commitments are made. Encumbrances outstanding at year end are carried over, and need not be reappropriated.

A summary of 2016 budgetary activity appears in Note 3.

### NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED DECEMBER 31, 2016 (Continued)

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

#### **Deposits and Investments**

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

Money market mutual funds are recorded at share values the mutual funds report.

### Capital Assets

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

#### Fund Balance

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

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

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

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

**Assigned** Assigned fund balances are intended for specific purposes but do not meet the criteria to be classified as *restricted* or *committed*. Governmental funds other than the general fund report all fund balances as *assigned* unless they are restricted or committed. In the general fund, *assigned* amounts represent intended uses established by Village Council or a Village official delegated that authority by resolution, or by State Statute.

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

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

### NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED DECEMBER 31, 2016 (Continued)

### Note 3 – Budgetary Activity

Budgetary activity for the year ending December 31, 2016 follows:

2016 Budgeted vs. Actual Receipts

	Budgeted		Actual			_
Fund Type	Receipts		Receipts		Variance	
General	\$	125,651	\$	144,620	\$	18,969
Special Revenue		49,918		103,533		53,615
Enterprise		346,132		330,823		(15,309)
Total	\$	521,701	\$	578,976	\$	57,275

2016 Budgeted vs. Actual Budgetary Basis Expenditures

	Appropriation		Budgetary			
Fund Type	Authority		Expenditures		Variance	
General	\$	90,201	\$	56,113	\$	34,088
Special Revenue		36,263		25,364		10,899
Enterprise		225,715		203,652		22,063
Total	\$	352,179	\$	285,129	\$	67,050

### Note 4 - Deposits

The Village maintains a deposit pool all funds use. The Ohio Revised Code prescribes allowable deposits. The carrying amount of deposits at December 31, 2016 was as follows:

Demand deposits	\$ 845,288
Other time deposits (savings and NOW accouts)	300,092
Total deposits	\$ 1,145,380

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

### Note 5 - Taxes

#### **Property Taxes**

Real property taxes become a lien on January 1 preceding the October 1 date for which the Council adopted tax rates. The State Board of Tax Equalization adjusts these rates for inflation. Property taxes are also reduced for applicable homestead and rollback deductions. The financial statements include homestead and rollback amounts the State pays as Intergovernmental Receipts. 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 Village.

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

### NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED DECEMBER 31, 2016 (Continued)

### Note 5 - Taxes (Continued)

#### Income Tax

The Village levies a municipal income tax of 1 percent on substantially all earned income arising from employment, residency, or business activities within the Village as well as certain income of residents earned outside of the Village.

The income tax is collected by the Regional Income Tax Agency (RITA) and is remitted to the Village. Income tax receipts are credited to the Village's General Fund.

### Note 6 - Risk Management

Workers' Compensation coverage is provided by the State of Ohio. The Village pays the State Workers' Compensation System a premium based on a rate per \$100 of salaries. This rate is calculated based on accident history and administrative costs.

### Risk Pool Membership

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

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

OPRM coverage programs are developed specific to each member's risk management needs and the related premiums for coverage are determined through the application of uniform underwriting criteria addressing the member's exposure to loss. Until November 1, 2016, the OPRM retained 47% of the premium and losses on the first \$250,000 casualty treaty and 10% of the first \$1,000,000 property treaty. Effective November 1, 2016, the OPRM retained 50% of the premium and losses on the first \$250,000 casualty treaty and 30% of the first \$1,000,000 property treaty. Members are only responsible for their self-retention (deductible) amounts, which vary from member to member. OPRM had 762 members as of December 31, 2016.

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

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

### NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED DECEMBER 31, 2016 (Continued)

### Note 6 - Risk Management (Continued)

### Risk Pool Membership (Continued)

The Pool's audited financial statements conform with generally accepted accounting principles, and reported the following assets, liabilities and equity at December 31, 2016.

	<u>2016</u>
Assets	\$14,765,712
Liabilities	(9,531,506)
Members' Equity	\$ 5,234,206

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

#### Note 7 - Defined Benefit Pension Plans

### Ohio Public Employees Retirement System

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

The Ohio Revised Code also prescribes contribution rates. OPERS members contributed 10% of their gross salaries and the Village contributed an amount equaling 14% of participants' gross salaries. The Village has paid all contributions required through December 31, 2016.

#### Social Security

Village's employees contributed to social Security. This plan provides retirement benefits, including survivor and disability benefits to participants.

Employees contributed 6.2 percent of their gross salaries. The Village contributed an amount equal to 6.2 percent of participants' gross salaries. The Village has paid all contributions required through December 31, 2016.

### Note 8 - 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 members in the Traditional Pension Plan and Combined Plan was 2.0 percent during calendar year 2016.

### Note 9 - Debt

Debt outstanding at December 31, 2016 was as follows:

	Principal		Interest Rate
Rural Economic and Community Development Loans	\$	405,600	5.50%-5.625%
OPWC Loan - Dixie Highway (SR 25) Catch Basins		65,602	0.00%
Total	\$	471,202	

### NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED DECEMBER 31, 2016 (Continued)

### Note 9 - Debt (Continued)

The Rural Economic and Community Development (RECD) loans relate to a sewer system project that was mandated by the Ohio Environmental Protection Agency. The loans will be repaid from the Sewer Fund in annual installments over 40 years.

The RECD loan agreement covenant requires the Village to establish and fund a sewer debt reserve fund, included as an enterprise fund. The balance in the fund at December 31, 2013, is \$40,800. The loans are collateralized by sewer receipts. The Village has agreed to set utility rates sufficient to cover debt service requirements.

The Village received a loan from Ohio Public Works Commission (OPWC) for \$69,054 in December of 2014. The loan was to pay for catch basin improvements on the Dixie Highway within Village. The Village will repay the loan in semiannual installments of \$1,151, including interest, over 30 years. Debt payments are paid out of the General and Permissive Tax Funds.

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

December 31:	Loan	Loan	
2017	39,062	\$	2,302
2018	39,047		2,302
2019	39,082		2,302
2020	39,061		2,302
2021	39,083		2,302
2022-2026	195,476		11,509
2027-2031	195,253		11,509
2032-2036	39,077	11,509	
2037-2041	-		11,509
2042-2045			8,056
Total	\$ 625,141	\$	65,602

### Note 10 - Contingent Liabilities

Amounts grantor agencies pay to the Village 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.

#### Note 11 – Jointly Governed Organizations

**Central Joint Fire District:** The District is comprised of Portage Township, Liberty Township and the Village of Portage. Each member makes one appointment to the Board. The Board operates the Fire Department which serves the Village.

**Mid-County Ambulance District:** The District is comprised of Portage Township, Center Township, Plain Township and the Village of Portage. Each member makes one appointment to the Board. The Board contracts with Life Star to provide ambulance service to the Village.

### NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED DECEMBER 31, 2016 (Continued)

### Note 12 - Public Entity Risk Pool

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

#### Note 13 – Fiscal Management

As of December 31, 2016, the Village's General Fund has a positive balance of \$221,573.

The Village of Portage has taken the following steps toward recovery:

- On January 1, 2009, the Village imposed a 1% income tax.
- The police department was eliminated as of December 31, 2009 and the Mayor's Court Clerk position was eliminated two months later.
- As of January 1, 2010 the position of sewer clerk was eliminated.
- The Village's part-time employee's hours were reduced.
- The Clerk/Treasurer and Sewer Clerk positions were eliminated and a Fiscal Officer position was created with the hiring of a new Fiscal Officer.
- There were no pay raises and Council has voted to give pay cuts to all Council Members and the Mayor with the start of each position's new term.
- Reduced Village Administrator's salary.
- Managed various Village services to reduce costs in 2013.
- Steadily increased revenue and decreased disbursements in 2014, 2015, and 2016.

The Local Government Services Division of the Auditor of State's office was contacted by the Village regarding the financial difficulties, and began a fiscal analysis under the criteria established in ORC Chapter 118 in April 2009. As of April 8, 2009, the Village has been declared in fiscal emergency due to the significant deficit fund balance in the General fund. fulfilling Chapter 118 criteria.

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

June 22, 2018

Village of Portage Wood County 110 West Walnut St. Portage, Ohio 43451

To the Village Council:

We have audited in accordance with auditing standards generally accepted in the United States and the Comptroller General of the United States' *Government Auditing Standards*, the financial statements of the cash balances, receipts, and disbursements by fund type of the **Village of Portage**, Wood County, (the Village) as of and for the years ended December 31, 2017 and 2016, and the related notes to the financial statements and have issued our report thereon dated June 22, 2018, wherein we noted the Village followed financial reporting provisions Ohio Revised Code Section 117.38 and Ohio Administrative Code Section 117-2-03(D) permit.

#### **Internal Control Over Financial Reporting**

As part of our financial statement audit, we considered the Village's internal control over financial reporting (internal control) to determine the audit procedures appropriate in the circumstances to the extent necessary to support our opinions on the financial statements, but not to the extent necessary to opine on the effectiveness of the Village's internal control. Accordingly, we have not opined on it.

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

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all internal control deficiencies that might be material weaknesses or significant deficiencies. Given these limitations, we did not identify any deficiencies in internal control that we consider material weaknesses. However, unidentified material weaknesses may exist.

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Village of Portage Wood County Independent Auditor's Report on Internal Control over Financial Reporting and on Compliance and Other Matters Required by *Government Auditing Standards* Page 2

### **Compliance and Other Matters**

As part of reasonably assuring whether the Village's financial statements are free of material misstatement, we tested its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could directly and materially affect the determination of financial statement amounts. However, opining on compliance with those provisions was not an objective of our audit and accordingly, we do not express an opinion. The results of our tests disclosed no instances of noncompliance or other matters we must report under *Government Auditing Standards*.

We did note certain matters not requiring inclusion in this report that we reported to the Village's management in a separate letter dated June 22, 2018.

### **Purpose of this Report**

This report only describes the scope of our internal control and compliance testing and our testing results, and does not opine on the effectiveness of the Village's internal control or on compliance. This report is an integral part of an audit performed under *Government Auditing Standards* in considering the Village's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.

Perry & Associates

Certified Public Accountants, A.C.

Yerry Marcutes CANS A. C.

Marietta, Ohio

### VILLAGE OF PORTAGE

### WOOD COUNTY SCHEDULE OF PRIOR AUDIT FINDINGS FOR THE YEARS ENDED DECEMBER 31, 2017 AND 2016

Finding Number	Finding Summary	Status	Additional Information
2015-001	Posting Receipts, Disbursements and Fund Balances	Corrected	N/A
2015-002	5705.41(D)	Corrected	N/A





### **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.

**CLERK OF THE BUREAU** 

Susan Babbitt

CERTIFIED AUGUST, 9 2018