



OHIO AUDITOR OF STATE
KEITH FABER



**CARROLL COUNTY GENERAL HEALTH DISTRICT
CARROLL COUNTY**

TABLE OF CONTENTS

TITLE	PAGE
Independent Auditor's Report	1
Prepared by Management:	
Combined Statement of Receipts, Disbursements, and Changes in Fund Balances (Regulatory Cash Basis) All Governmental Fund Types For the Year Ended December 31, 2024	5
Notes to the Financial Statements For the Year Ended December 31, 2024	6
Combined Statement of Receipts, Disbursements, and Changes in Fund Balances (Regulatory Cash Basis) All Governmental Fund Types For the Year Ended December 31, 2023	12
Notes to the Financial Statements For the Year Ended December 31, 2023	13
Independent Auditor's Report on Internal Control over Financial Reporting and on Compliance and Other Matters Required by <i>Government Auditing Standards</i>	19
Schedule of Findings	21
Prepared by Management:	
Summary Schedule of Prior Audit Findings	23

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OHIO AUDITOR OF STATE KEITH FABER



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INDEPENDENT AUDITOR'S REPORT

Carroll County General Health District
Carroll County
PO Box 98
Carrollton, Ohio 44615

To the Board of Health:

Report on the Audit of the Financial Statements

Unmodified and Adverse Opinions

We have audited the financial statements of the Carroll County General Health District, Carroll County, Ohio (the Health District), which comprises the cash balances, receipts and disbursements for each governmental fund type as of and for the year ended December 31, 2024 and 2023, and the related notes to the financial statements.

Unmodified Opinion on Regulatory Basis of Accounting

In our opinion, the accompanying financial statements referred to above present fairly, in all material respects, the cash balances, receipts and disbursements for each governmental fund type as of and for the year ended December 31, 2024 and 2023, and the related notes to the financial statements, in accordance with the financial reporting provisions which Ohio Revised Code Section 117.38 and Ohio Administrative Code Section 117-2-03(C) permit, described in Note 2.

Adverse Opinion on U.S. Generally Accepted Accounting Principles

In our opinion, because of the significance of the matter discussed in the *Basis for Adverse Opinion on U.S. Generally Accepted Accounting Principles* section of our report, the accompanying financial statements do not present fairly, in accordance with accounting principles generally accepted in the United States of America, the financial position of the Health District, as of December 31, 2024 and 2023, or the changes in financial position thereof for the year then ended.

Basis for Opinions

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

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

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

Responsibilities of Management for the Financial Statements

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

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

Auditor's Responsibilities for the Audit of the Financial Statements

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

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

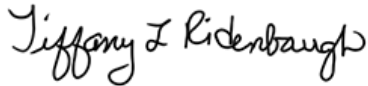
- exercise professional judgment and maintain professional skepticism throughout the audit.
- identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the amounts and disclosures in the financial statements.
- obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Health District's internal control. Accordingly, no such opinion is expressed.
- evaluate the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluate the overall presentation of the financial statements.
- conclude whether, in our judgment, there are conditions or events, considered in the aggregate, that raise substantial doubt about the Health District's ability to continue as a going concern for a reasonable period of time.

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

Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued our report dated November 12, 2025, on our consideration of the Health District's internal control over financial reporting and our tests of its compliance with certain provisions of laws, regulations, contracts and grant agreements and other matters. The purpose of that report is solely to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the Health District's internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the Health District's internal control over financial reporting and compliance.

KEITH FABER
Ohio Auditor of State



Tiffany L. Ridenbaugh, CPA, CFE, CGFM
Chief Deputy Auditor

November 12, 2025

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Carroll County General Health District
Carroll County
Combined Statement of Receipts, Disbursements
and Changes in Fund Balances (Regulatory Cash Basis)
All Governmental Fund Types
For the Year Ended December 31, 2024

	General	Special Revenue	Totals (Memorandum Only)
Cash Receipts			
Charges for Services	\$ 76,998	\$ 377,827	\$ 454,825
Fines, Licenses and Permits	0	182,880	182,880
Intergovernmental:			
Apportionments	177,818	0	177,818
Grants	26,958	603,053	630,011
Other	63,598	142,927	206,525
State Subsidy	17,303	0	17,303
Total Cash Receipts	362,675	1,306,687	1,669,362
Cash Disbursements			
Current:			
Health:			
Employee Salaries	137,756	800,664	938,420
Employee Fringe Benefits	37,921	268,954	306,875
Liability Insurance	2,150	7,500	9,650
Travel	13,663	29,685	43,348
Contract Services	49,113	172,646	221,759
Advertising	325	1,921	2,246
Rental/Lease	0	7,625	7,625
Repairs	381	9,912	10,293
Supplies	14,597	83,472	98,069
Equipment	33,500	6,422	39,922
Remittance to State	18,995	16,844	35,839
Other Expenses	148	3,317	3,465
Total Cash Disbursements	308,549	1,408,962	1,717,511
Excess of Receipts Over (Under) Disbursements	54,126	(102,275)	(48,149)
Other Financing Receipts (Disbursements)			
Transfers In	33,549	86,800	120,349
Transfers Out	(86,800)	(33,549)	(120,349)
Advances In	20,000	32,000	52,000
Advances Out	(32,000)	(20,000)	(52,000)
Total Other Financing Receipts (Disbursements)	(65,251)	65,251	0
Net Change in Fund Cash Balances	(11,125)	(37,024)	(48,149)
Fund Cash Balances, January 1	222,294	507,564	729,858
Fund Cash Balances, December 31	\$ 211,169	\$ 470,540	\$ 681,709

See accompanying notes to the basic financial statements

Carroll County General Health District
Carroll County
Notes to the Financial Statements
For the Year Ended December 31, 2024

Note 1- Reporting Entity

The constitution and laws of the State of Ohio establish the rights and privileges of the Carroll County General Health District, Carroll County, Ohio (the District), as a body corporate and politic. A five-member Board and a Health Commissioner govern the District. The District's services include immunization clinics, inspections, public health nursing services and issuing health-related licenses and permits.

Public Entity Risk Pool

The District participates in Public Entity Pool (PEP), a public entity risk pool. Note 6 to the financial statements provides additional information for this entity.

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

Note 2- Summary of Significant Accounting Policies

Basis of Presentation

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

Fund Accounting

The District 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 District 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 District for any purpose provided it is expended or transferred according to the general laws of Ohio.

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

Public Health Nursing Fund The public health nursing fund accounts for and reports the receipt of fees restricted for providing nursing services to elderly and homebound persons.

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 (C). This basis is similar to the cash receipts and disbursements accounting basis. The District 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 disbursements when a commitment is made (i.e., when an encumbrance is approved).

Carroll County General Health District
Carroll County
Notes to the Financial Statements
For the Year Ended December 31, 2024

Note 2- Summary of Significant Accounting Policies (continued)

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 (C) permit.

Budgetary Process

The Ohio Revised Code requires the District to budget each fund annually.

Appropriations Budgetary disbursements (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 District Board must annually approve appropriation measures and subsequent amendments. Appropriations lapse at year end.

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

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

A summary of 2024 budgetary activity appears in Note 3.

Capital Assets

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

Accumulated Leave

District employees earn sick and vacation time that can be used for time off. In certain circumstances, such as upon leaving employment or retirement, employees are entitled to cash payments for unused leave. The financial statements do not include a liability for unpaid leave.

Leases

The District is the lessee in various leases (as defined by GASB 87) related to vehicles under noncancelable leases. Lease disbursements are recognized when they are paid.

Fund Balance

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

Carroll County General Health District
Carroll County
Notes to the Financial Statements
For the Year Ended December 31, 2024

Note 2 - Summary of Significant Accounting Policies (continued)

Nonspendable The District classifies assets as nonspendable when legally or contractually required to maintain the amounts intact. For regulatory purposes, nonspendable fund balance includes unclaimed monies that are required to be held for five years before they may be utilized by the District and the nonspendable portion of the corpus in permanent funds.

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

Committed The Board can commit amounts via formal action (resolution). The District must adhere to these commitments unless the Board 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. For regulatory purposes, assigned fund balance in the general fund is limited to encumbrances outstanding at year end.

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

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

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

Note 3- Budgetary Activity

Budgetary activity for the year ended December 31, 2024 follows:

2024 Budgeted vs. Actual Receipts			
Fund Type	Budgeted Receipts	Actual Receipts	Variance
General	\$ 346,224	\$ 416,224	\$ 70,000
Special Revenue	1,425,487	1,425,487	-

Carroll County General Health District
Carroll County
Notes to the Financial Statements
For the Year Ended December 31, 2024

Note 3- Budgetary Activity (continued)

2024 Budgeted vs. Actual Budgetary Basis Disbursements			
	Appropriation	Budgetary	
Fund Type	Authority	Disbursements	Variance
General	\$ 486,080	\$ 427,349	\$ 58,731
Special Revenue	1,652,169	1,462,511	189,658

Note 4 – Deposits and Investments

As required by the Ohio Revised Code, the Carroll County Treasurer is custodian for the District’s deposits. The County’s deposit and investment pool holds the District’s assets, valued at the Treasurer’s reported carrying amount.

Note 5- Intergovernmental Funding

The County apportions the excess of the District’s appropriations over other estimated receipts among the townships and municipalities composing the District, based on their taxable property valuations. The County withholds the apportioned excess from property tax settlements and distributes it to the District. The financial statements present these amounts as intergovernmental receipts.

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

Note 6 - Risk Management

Workers’ Compensation

Workers’ Compensation coverage is provided by the State of Ohio. The Entity 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 District is a member of the Public Entities Pool of Ohio (The Pool). The Pool assumes the risk of loss up to the limits of the District’s policy. The Pool covers the following risks:

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

Carroll County General Health District
Carroll County
Notes to the Financial Statements
For the Year Ended December 31, 2024

Note 6 - Risk Management (continued)

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

	<u>2024</u>
Cash and investments	\$ 48,150,572
Actuarial liabilities	\$ 22,652,556

Note 7 - Defined Benefit Pension Plan

Public Employees Retirement System

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

The Ohio Revised Code also prescribes contribution rates. OPERS members contributed 10% of their gross salaries and the District contributed an amount equaling 14% of participants' gross salaries. The District has paid all contributions required through December 31, 2024.

Note 8 – Postemployment Benefits

Public Employees Retirement System

OPERS offers a cost-sharing, multiple-employer defined benefit postemployment plan. OPERS offers a health reimbursement arrangement (HRA) allowance to benefit recipients meeting certain age and service credit requirements. The HRA is an account funded by OPERS that provides tax-free reimbursement for qualified medical expenses such as monthly post-tax insurance premiums, deductibles, co-insurance, and co-pays incurred by eligible benefit recipients and their dependents. For calendar year 2024, the portion of OPERS employer contributions allocated to health care was 0% for members in the traditional pension plan and 2% for members in the combined plan. For 2024, the portion of employer contributions OPERS allocated to health care for members in the member-directed plan was 4%; however, a portion of the health care rate was funded with reserves.

Note 9 - Contingent Liabilities

The District may be a defendant in lawsuits. Although management cannot presently determine the outcome of any suit, management believes that the resolution of any matter will not materially adversely affect the District's financial condition.

Amounts grantor agencies pay to the District 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.

Carroll County General Health District
Carroll County
Notes to the Financial Statements
For the Year Ended December 31, 2024

Note 10 – Related Party Transactions

During 2024, the District engaged in transactions with a business owned by a member of its Board of Health. The District began utilizing this business for tire disposal events in September 2022 after it provided a quote lower than that of the previously used vendor. The board member was appointed in March 2023, after the District had already engaged the vendor.

All transactions in 2024 were conducted at the quoted rates, and no preferential treatment was given due to the relationship. The engagement continued to be based on cost-effectiveness for the District’s operations.

Note 11 – Fund Balances

Encumbrances are commitments related to unperformed contracts for goods or services. Encumbrance accounting is utilized to the extent necessary to assure effective budgetary control and accountability and to facilitate effective cash planning and control. At year end, the District had no encumbrances.

The fund balance of special revenue funds is either restricted or committed. These restricted and committed amounts in the special revenue funds would include the outstanding encumbrances. In the general fund, outstanding encumbrances would be considered assigned.

Note 12 – Ohio Department of Health Receipts

The following table shows federal grant receipts that were received during fiscal year 2024 for grants that were passed through the Ohio Department of Health to the District.

<u>Grant</u>	<u>AL Number</u>	<u>Amount Received</u>
Adolescent Health Resiliency	93.994	\$100,500
Public Health Workforce	93.967	61,995
COVID-19 Enhanced Operations	93.323	81,816
Public Health Emergency Preparedness	93.069	<u>65,000</u>
Total		<u>\$309,311</u>

Note 13 – Interfund Balances

During 2024, advances were made from the Public Health Workforce fund and the COVID-19 Enhanced Operations fund to the General fund to repay advances made in 2023. Outstanding advances as of December 31, 2024 consisted of \$32,000. These funds were advanced from the General fund to the following special revenue funds- \$20,000 advanced to the Public Health Workforce fund (20200) and \$12,000 advanced to the COVID-19 Enhanced Operations fund (20206) to provide working capital for operations or projects.

Carroll County General Health District
Carroll County
Combined Statement of Receipts, Disbursements
and Changes in Fund Balances (Regulatory Cash Basis)
All Governmental Fund Types
For the Year Ended December 31, 2023

	General	Special Revenue	Totals (Memorandum Only)
Cash Receipts			
Charges for Services	\$ 82,554	\$ 358,994	\$ 441,547
Fines, Licenses and Permits	0	209,273	209,273
Intergovernmental:			
Apportionments	177,818	0	177,818
Grants	51,979	416,071	468,050
Other	52,788	105,336	158,124
<i>Total Cash Receipts</i>	<u>365,139</u>	<u>1,089,674</u>	<u>1,454,813</u>
Cash Disbursements			
Current:			
Health:			
Personnel Services	144,321	733,586	877,907
Employee Fringe Benefits	45,891	252,281	298,172
Administrative Fees	21,234	30,874	52,108
Contract Services	72,013	191,271	263,284
Advertising	350	3,979	4,329
Supplies	12,338	95,199	107,537
Equipment	2,000	14,500	16,500
Remittance to State	18,973	19,507	38,480
Other Expenses	201	768	969
Rental/Lease	631	6,423	7,054
Repairs	25	229	254
<i>Total Cash Disbursements</i>	<u>317,977</u>	<u>1,348,617</u>	<u>1,666,594</u>
<i>Excess of Receipts Over (Under) Disbursements</i>	<u>47,162</u>	<u>(258,943)</u>	<u>(211,782)</u>
Other Financing Receipts (Disbursements)			
Transfers In	504	71,988	72,492
Transfers Out	(71,650)	(842)	(72,492)
Advances In	22,000	20,000	42,000
Advances Out	(20,000)	(22,000)	(42,000)
<i>Total Other Financing Receipts (Disbursements)</i>	<u>(69,146)</u>	<u>69,146</u>	<u>0</u>
<i>Net Change in Fund Cash Balances</i>	(21,984)	(189,797)	(48,149)
<i>Fund Cash Balances, January 1</i>	<u>244,278</u>	<u>697,361</u>	<u>941,639</u>
<i>Fund Cash Balances, December 31</i>	<u>\$ 222,294</u>	<u>\$ 507,564</u>	<u>\$ 729,858</u>

See accompanying notes to the basic financial statements

Carroll County General Health District
Carroll County
Notes to the Financial Statements
For the Year Ended December 31, 2023

Note 1- Reporting Entity

The constitution and laws of the State of Ohio establish the rights and privileges of the Carroll County General Health District, Carroll County, Ohio (the District), as a body corporate and politic. A five-member Board and a Health Commissioner govern the District. The District's services include immunization clinics, inspections, public health nursing services and issuing health-related licenses and permits.

Public Entity Risk Pool

The District participates in Public Entity Pool (PEP), a public entity risk pool. Note 6 to the financial statements provides additional information for this entity.

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

Note 2- Summary of Significant Accounting Policies

Basis of Presentation

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

Fund Accounting

The District 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 District 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 District for any purpose provided it is expended or transferred according to the general laws of Ohio.

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

Public Health Nursing Fund The public health nursing fund accounts for and reports the receipt of fees restricted for providing nursing services to elderly and homebound persons.

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 (C). This basis is similar to the cash receipts and disbursements accounting basis. The District 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 disbursements when a commitment is made (i.e., when an encumbrance is approved).

Carroll County General Health District
Carroll County
Notes to the Financial Statements
For the Year Ended December 31, 2023

Note 2- Summary of Significant Accounting Policies (continued)

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 (C) permit.

Budgetary Process

The Ohio Revised Code requires the District to budget each fund annually.

Appropriations Budgetary disbursements (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 District Board must annually approve appropriation measures and subsequent amendments. Appropriations lapse at year end.

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

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

A summary of 2023 budgetary activity appears in Note 3.

Capital Assets

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

Accumulated Leave

In certain circumstances, such as leaving employment or retirement, employees are entitled to cash payouts for unused leave. The financial statements do not include a liability for unpaid leave.

Leases

The District is the lessee in various leases (as defined by GASB 87) related to vehicles under noncancelable leases. Lease revenue/disbursements are recognized when they are received/paid.

Fund Balance

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

Nonspendable The District classifies assets as nonspendable when legally or contractually required to maintain the amounts intact. For regulatory purposes, nonspendable fund balance includes unclaimed monies that are required to be held for five years before they may be utilized by the District and the nonspendable portion of the corpus in permanent funds.

Carroll County General Health District
Carroll County
Notes to the Financial Statements
For the Year Ended December 31, 2023

Note 2 - Summary of Significant Accounting Policies (continued)

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 The Board can commit amounts via formal action (resolution). The District must adhere to these commitments unless the Board 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. For regulatory purposes, assigned fund balance in the general fund is limited to encumbrances outstanding at year end.

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

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

For regulatory purposes, limited disclosure related to fund balance is included in Note 10.

Note 3- Budgetary Activity

Budgetary activity for the year ended December 31, 2023 follows:

2023 Budgeted vs. Actual Receipts			
Fund Type	Budgeted Receipts	Actual Receipts	Variance
General	\$ 337,642	\$ 387,643	\$ 50,001
Special Revenue	1,181,549	1,181,662	113

2023 Budgeted vs. Actual Budgetary Basis Disbursements			
Fund Type	Appropriation Authority	Budgetary Disbursement	Variance
General	\$ 469,975	\$ 409,627	\$ 60,348
Special Revenue	1,594,331	1,371,459	222,872

Carroll County General Health District
Carroll County
Notes to the Financial Statements
For the Year Ended December 31, 2023

Note 4 – Deposits and Investments

As required by the Ohio Revised Code, the Carroll County Treasurer is custodian for the District’s deposits. The County’s deposit and investment pool holds the District’s assets, valued at the Treasurer’s reported carrying amount.

Note 5- Intergovernmental Funding

The County apportions the excess of the District’s appropriations over other estimated receipts among the townships and municipalities composing the District, based on their taxable property valuations. The County withholds the apportioned excess from property tax settlements and distributes it to the District. The financial statements present these amounts as intergovernmental receipts.

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

Note 6 - Risk Management

The District is exposed to various risks of property and casualty losses, and injuries to employees. The District insures against injuries to employees through the Ohio Bureau of Worker’s Compensation.

Risk Pool Membership

The District is a member of the Public Entities Pool of Ohio (The Pool). The Pool assumes the risk of loss up to the limits of the District’s policy. The Pool covers the following risks:

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

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

	<u>2023</u>
Cash and investments	\$ 43,996,442
Actuarial liabilities	19,743,401

Carroll County General Health District
Carroll County
Notes to the Financial Statements
For the Year Ended December 31, 2023

Note 7 - Defined Benefit Pension Plan

Public Employees Retirement System

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

The Ohio Revised Code also prescribes contribution rates. OPERS members contributed 10% of their gross salaries and the District contributed an amount equaling 14% of participants' gross salaries. The District has paid all contributions required through December 31, 2023.

Note 8 – Postemployment Benefits

Public Employees Retirement System

OPERS offers a cost-sharing, multiple-employer defined benefit postemployment plan. OPERS offers a health reimbursement arrangement (HRA) allowance to benefit recipients meeting certain age and service credit requirements. The HRA is an account funded by OPERS that provides tax-free reimbursement for qualified medical expenses such as monthly post-tax insurance premiums, deductibles, co-insurance, and co-pays incurred by eligible benefit recipients and their dependents. For calendar year 2023, the portion of OPERS employer contributions allocated to health care was 0% for members in the traditional pension plan and 2% for members in the combined plan. For 2023, the portion of employer contributions OPERS allocated to health care for members in the member-directed plan was 4%; however, a portion of the health care rate was funded with reserves.

Note 9 - Contingent Liabilities

The District may be a defendant in lawsuits. Although management cannot presently determine the outcome of any suit, management believes that the resolution of any matter will not materially adversely affect the District's financial condition.

Amounts grantor agencies pay to the District 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 10 – Fund Balances

Encumbrances are commitments related to unperformed contracts for goods or services. Encumbrance accounting is utilized to the extent necessary to assure effective budgetary control and accountability and to facilitate effective cash planning and control. At year end, the District had no encumbrances.

The fund balance of special revenue funds is either restricted or committed. These restricted and committed amounts in the special revenue would include the outstanding encumbrances. In the general fund, outstanding encumbrances would be considered assigned.

Carroll County General Health District
Carroll County
Notes to the Financial Statements
For the Year Ended December 31, 2023

Note 11 – Transfer & Advances

During 2023, advances were made from the Public Health Workforce fund and the COVID-19 Enhanced Operations fund to the General fund to repay advances made in 2022. Outstanding advances as of December 31, 2023 consisted of \$20,000. These funds were advanced from the General fund to the following special revenue funds- \$10,000 advanced to the Public Health Workforce fund (20200) and \$10,000 advanced to the Enhanced Operations fund (20206) to provide working capital for operations or projects. In 2023, transfers were made to cover the additional expense for the 2023 employee wage adjustment increase utilizing Public Health Workforce funds. These funds were transferred from the General fund to the following special revenue funds- Food Service, Public Health Nursing, Water system, Septic, and the General Environmental and Injury prevention funds to subsidize operations. All advances and transfers were made in accordance with the Ohio Revised Code.

Note 12 – Ohio Department of Health Receipts

The following table shows federal grant receipts that were received during fiscal year 2023 for grants that were passed through the Ohio Department of Health to the District.

Grant	AL Number	Amount Received
Adolescent Health Resiliency	93.994	\$ 9,500
Public Health Workforce	93.391	5,000
Public Health Workforce	93.354	89,820
Public Health Emergency Preparedness	93.069	66,029
Tobacco Use Prevention and Cessation	93.276	26,250
COVID-19 Enhanced Operations	93.323	<u>60,840</u>
Total		<u>\$257,439</u>

Note 13 – Related Party Transactions

During 2023, the District engaged in transactions with a business owned by a member of its Board of Health. The District began utilizing this business for tire disposal events in September 2022 after it provided a quote lower than that of the previously used vendor. The board member was appointed in March 2023, after the District had already engaged the vendor.

All transactions in 2023 were conducted at the quoted rates, and no preferential treatment was given due to the relationship. The engagement continued to be based on cost-effectiveness for the District’s operations.

OHIO AUDITOR OF STATE KEITH FABER



65 East State Street
Columbus, Ohio 43215
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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

Carroll County General Health District
Carroll County
PO Box 98
Carrollton, Ohio 44615

To the Board of Health:

We have audited, in accordance with the auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States (*Government Auditing Standards*), the financial statements of the cash balances, receipts, and disbursements for each governmental fund type as of and for the years ended December 31, 2024 and 2023 and the related notes to the financial statements of the Carroll County General Health District, Carroll County, Ohio (the Health District), and have issued our report thereon dated November 12, 2025, wherein we noted the Health District followed financial reporting provisions Ohio Rev. Code § 117.38 and Ohio Admin. Code 117-2-03(C) permit.

Report on Internal Control Over Financial Reporting

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

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

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies and therefore, material weaknesses or significant deficiencies may exist that were not identified. We identified a certain deficiency in internal control, described in the accompanying schedule of findings as item 2024-001 that we consider to be a material weakness.

Report on Compliance and Other Matters

As part of obtaining reasonable assurance about whether the Health District's financial statements are free from material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the financial statements. However, providing an opinion on compliance with those provisions was not an objective of our audit and accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards*.


Health District's Response to Findings

Government Auditing Standards requires the auditor to perform limited procedures on the Health District's response to the finding identified in our audit and described in the accompanying schedule of findings. The Health District's response was not subjected to the other auditing procedures applied in the audit of the financial statements and, accordingly, we express no opinion on the response.

Purpose of This Report

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

KEITH FABER
Ohio Auditor of State



Tiffany L. Ridenbaugh, CPA, CFE, CGFM
Chief Deputy Auditor

November 12, 2025

**CARROLL COUNTY GENERAL HEALTH DISTRICT
CARROLL COUNTY**

**SCHEDULE OF FINDINGS
DECEMBER 31, 2024 AND 2023**

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

FINDING NUMBER 2024-001

Material Weakness

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

The following errors were noted for 2023:

- General Fund Intergovernmental Revenue - Apportionment was understated by \$50,000 and Transfers Out were understated by \$50,000 due to incorrect posting of a transfer as a reduction of revenue. The financial statements have been adjusted for this error.
- Special Revenue Intergovernmental Revenue - Grants were understated and Intergovernmental - Other were overstated by \$6,600 due to improper classification of Cribs for Kids grant receipts.
- Special Revenue Fines, Licenses and Permits revenue was overstated, and Charges for Services revenue was understated by \$26,156 due to improperly recording Reproductive Health Clinic Charges for Services revenue as Fines, Licenses, and Permits.
- Special Revenue Fund opening balances and Transfers Out were both understated by \$730 due to the omission of the Safe Communities Fund and Injury Prevention Funds on the financial statements. The financial statements have been adjusted for this error.
- Intergovernmental - Other Revenue was overstated, and Charges For Services Revenue was understated in the General Fund by \$43,671 due to improperly recording Charges for Services revenue as Intergovernmental - Other. The financial statements have been adjusted for this error.
- Intergovernmental - Other Revenue was overstated, and Charges For Services Revenue was understated in the Special Revenue Fund by \$182,053 due to improperly recording Charges for Services revenue as Intergovernmental - Other. The financial statements have been adjusted for this error.
- Intergovernmental – Other Revenue and Transfers Out were understated by \$111 due to the omission of two funds on the financial statements. The financial statements have been adjusted for this error.

The following errors were noted for 2024:

- General Fund Intergovernmental Revenue - Apportionment was understated and Transfers Out were understated by \$70,000 due to incorrect posting of a transfer as a reduction of revenue. The financial statements have been adjusted for this error.
- Special Revenue Fund Intergovernmental Revenue - Grants was overstated by \$139,467 and Charges For Services revenue understated by the same amount due to improper classification of Charges for Services revenue. The financial statements have been

adjusted for this error.

- Intergovernmental - Other Revenue was overstated, and Charges for Services Revenue was understated in the General Fund by \$38,726 due to improperly recording Charges for Services revenue as Intergovernmental - Other. The financial statements have been adjusted for this error.
- Intergovernmental - Other Revenue was overstated, and Charges For Services Revenue was understated in the Special Revenue Fund by \$65,362 due to improperly recording Charges for Services revenue as Intergovernmental - Other.

To help ensure the Health District's financial statements and notes to the financial statements are complete and accurate, the Health District should adopt policies and procedures to identify and correct errors and omissions. In addition, the Health District should review the financial statements and notes prior to submission for audit.

Official's Response:

CCGHD has partnerships with other local government entities, school districts, and healthcare organizations where we enter into agreements to provide services for the community for compensation. These contracts that CCGHD enters into were being classified as Other revenue or Grant revenue based from the source of the revenue and not the scope of the executed contract. CCGHD has already begun to address these findings and has set-up the 2026 operating budget to correct these errors to be receipted as Charges for Services revenue. CCGHD will modify their reporting for this revenue in the fiscal reports for 2025 and 2026 classifying as Charge for Service Revenue based from the terms outlined in the contract.



**SUMMARY SCHEDULE OF PRIOR AUDIT FINDINGS
DECEMBER 31, 2024 AND 2023**

Finding Number	Finding Summary	Status	Additional Information
2022-001	Material Weakness – Posting of Receipts	Partially Corrected	<p>During the 2021 & 2022 Audit there were findings in the classifications of Charges for Services receipts, Other receipts, and Fines/Licenses/Permit receipts which was a result in how accounts were labeled in the County Auditor system. For example, one fund the 400 account may have been labeled as Fines/Licenses/Permits and another fund the 400 account was labeled as Other, which caused for the errors these audit years on how they were classified. CCGHD Fiscal Officer worked with the County Auditor’s Office at the beginning of 2023 to rename and streamline these account names so they were all labeled correctly, every fund 100 account is Charges For Services, every fund 400 account is Fines/Licenses/Permits and every fund 600 account is Other revenue. This has resolved this error in reporting but the CCGHD is working to correct how they classify revenue received by contracts. CCGHD has partnerships with other local government entities, school districts, and healthcare organizations where we enter into agreements to provide services for the community for compensation. The source of the revenue from the partnership was used in the classification of the revenue instead of the scope of the executed contract. CCGHD is already addressing this for the reporting of fiscal years 2025 and 2026.</p>

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OHIO AUDITOR OF STATE KEITH FABER



CARROLL COUNTY GENERAL HEALTH DISTRICT

CARROLL COUNTY

AUDITOR OF STATE OF OHIO CERTIFICATION

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



Certified for Release 12/16/2025

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

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