ASHLAND COUNTY DISTRICT BOARD OF HEALTH

ASHLAND COUNTY, OHIO

AUDIT REPORT

For the Years Ended December 31, 2016 and 2015





Dave Yost • Auditor of State

Board of Trustees Ashland County District Board of Health 1763 State Route 60 Ashland, Ohio 44805

We have reviewed the *Independent Auditor's Report* of the Ashland County District Board of Health, Ashland County, prepared by Charles E. Harris & Associates, Inc., for the audit period January 1, 2015 through December 31, 2016. 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 Ashland County District Board of Health is responsible for compliance with these laws and regulations.

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Dave Yost Auditor of State

August 31, 2017

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ASHLAND COUNTY DISTRICT BOARD OF HEALTH ASHLAND COUNTY, OHIO Audit Report For the years ended December 31, 2016 and 2015

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Charles E. Harris & Associates, Inc.

Certified Public Accountants

INDEPENDENT AUDITOR'S REPORT

Ashland County District Board of Health Ashland County 1763 State Route 60 Ashland, Ohio 44805

To the Board of Health:

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 Ashland County District Board of Health, Ashland County (the District) as of and for the years ended December 31, 2016 and 2015.

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 of 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 District'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 District'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.

Ashland County District Board of Health Ashland 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 District 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 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 District 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 District as of December 31, 2016 and 2015, or changes in financial position 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 combined cash balances of the Ashland County District Board of Health, Ashland County as of December 31, 2016 and 2015, and its combined cash receipts and disbursements 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 15, 2017, on our consideration of the 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. 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 District's internal control over financial reporting and compliance.

Charles Having Association

Charles E. Harris & Associates, Inc. June 15, 2017

Ashland County District Board of Health

Ashland County Combined Statement of Receipts, Disbursements and Changes in Fund Balances All Governmental Fund Types For the Year Ended December 31, 2016

			Totals
		Special	(Memorandum
	General	Revenue	Only)
Cash Receipts	¢195 400	0	¢195 400
Property Taxes Charges for Services	\$185,490 141,152	$\begin{array}{c} 0\\ 0\end{array}$	\$185,490 141,152
Fines, Licenses and Permits	128,248	\$95,320	223,568
Intergovernmental:	120,240	\$95,520	225,508
Grants	29,507	57,874	87,381
Other	39,090	0	39,090
Miscellaneous	2,011	36,912	38,923
Total Cash Receipts	525,498	190,106	715,604
Cash Disbursements			
Current:			
Health:			
Wages	241,694	68,819	310,513
Fringe Benefits	79,337	37,402	116,739
Contract Services	11,313	2,500	13,813
Supplies and Materials	83,043	6,672	89,715
Remittance to State	25,478	9,224	34,702
Equipment	8,488	4,527	13,015
Special Projects	0	11,421	11,421
Other Travel Reimbursement	29,268	634 3,759	29,902 15,924
Haver Kennbursement	12,165	3,739	15,924
Total Cash Disbursements	490,786	144,958	635,744
Excess of Receipts Over (Under) Disbursements	34,712	45,148	79,860
Other Financing Receipts (Disbursements)			
Advances In	33,341	12,600	45,941
Advances Out	(12,600)	(33,341)	(45,941)
Total Other Financing Receipts (Disbursements)	20,741	(20,741)	0
Net Change in Fund Cash Balances	55,453	24,407	79,860
Fund Cash Balances, January 1	137,825	71,064	208,889
Fund Cash Balances, December 31			
Restricted	0	95,471	95,471
Assigned	40,651	0	40,651
Unassigned	152,627	0	152,627
Fund Cash Balances, December 31	\$193,278	\$95,471	\$288,749

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

Ashland County District Board of Health

Ashland County Combined Statement of Receipts, Disbursements and Changes in Fund Balances All Governmental Fund Types For the Year Ended December 31, 2015

	General	Special Revenue	Totals (Memorandum Only)
Cash Receipts	¢102 201	0	¢102 201
Property Taxes	\$183,201 273,687	0 \$104.454	\$183,201
Fines, Licenses and Permits	2/3,08/	\$104,454	378,141
Intergovernmental: Grants	8,798	61,888	70,686
Other	41,781	01,888	41,781
Miscellaneous	1,698	4,002	5,700
Miscenaneous	1,098	4,002	5,700
Total Cash Receipts	509,165	170,344	679,509
Cash Disbursements Current: Health:			
Wages	258,882	70,497	329,379
Fringe Benefits	78,984	32,113	111,097
Contract Services	7,476	12,500	19,976
Supplies and Materials	77,527	18,487	96,014
Remittance to State	19,066	0	19,066
Special Projects	0	11,489	11,489
Other	35,277	34,442	69,719
Travel Reimbursement	10,653	0	10,653
Total Cash Disbursements	487,865	179,528	667,393
Excess of Receipts Over (Under) Disbursements	21,300	(9,184)	12,116
Other Financing Receipts (Disbursements)			
Advances In	0	33,341	33,341
Advances Out	(33,341)	0	(33,341)
Total Other Financing Receipts (Disbursements)	(33,341)	33,341	0
Net Change in Fund Cash Balances	(12,041)	24,157	12,116
Fund Cash Balances, January 1	149,866	46,907	196,773
Fund Cash Balances, December 31			
Restricted	0	71,064	71,064
Assigned	11,482	0	11,482
Unassigned	126,343	0	126,343
Fund Cash Balances, December 31	\$137,825	\$71,064	\$208,889

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

Note 1 - Reporting Entity

The constitution and laws of the State of Ohio establish the rights and privileges of the Ashland County General Health District, Ashland County, (the District) as a body corporate and politic. A five-member Board and a Health Commissioner govern the District. The District's services include recording of vital statistics, communicable disease investigations, immunization clinics, inspections of food services, private water and sewage systems, public health nursing services, acting upon various complaints made to the district concerning the health and welfare of Ashland County and issues health-related licenses and permits.

Public Entity Risk Pool

The District participates in the Public Entities Pool of Ohio (PEP), public entity risk pool. Note 7 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 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 to expenditure for specified purposes other than debt service or capital projects. The District had the following significant Special Revenue Funds:

Public Health Emergency Preparedness (PHEP) Fund The public health emergency preparedness (PHEP) fund accounts for and reports Federal grant monies received for the purpose of addressing bioterrorism, outbreaks of infectious disease and other public health threats and emergencies at the county and regional level.

Food Protection Fund The food protection fund accounts for and reports the receipts of charges for services for performing inspections of food service institutions.

Note 2 - Summary of Significant Accounting Policies (continued)

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 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).

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 the District to budget each fund annually.

Appropriations Budgetary disbursements (that is, disbursements and encumbrances) may not exceed appropriations at the 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 reappropriated in the subsequent year.

A summary of 2016 and 2015 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 upon leaving employment, employees are entitled to cash payments for unused leave. The financial statements do not include a liability for unpaid leave.

Fund Balance

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

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.

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*. 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 the Board or a District official delegated that authority by resolution, or by State Statute. The Board may also assign fund balance as it does when appropriating fund balance to cover a gap between estimated revenues and appropriations in the subsequent year's appropriated budget in the General Fund.

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.

Note 3 - Budgetary Activity

2016 Budgeted vs. Actual Receipts						
	Budgeted Actual					
Fund Type	F	Receipts	F	Receipts	Va	ariance
General	\$	550,036	\$	558,839	\$	8,803
Special Revenue		202,855		202,706		(149)

Budgetary activity for the years ending December 31, 2016 and 2015 follows:

Note 3 - Budgetary Activity (continued)

2016 Budgeted vs. A	ctual	Budgetary	Basis	Disburseme	ents	
	App	propriation	B	udgetary		
Fund Type	Authority		Disbursements		Variance	
General	\$	545,546	\$	503,386	\$	42,160
Special Revenue		208,363		178,299		30,064
2015 Budgeted vs. Actual Receipts						
	Budgeted Actual		Actual			
	Receipts			ipts Receipts		
Fund Type	F	Receipts	F	Receipts	V	ariance
Fund Type General	F	Receipts 504,136		Receipts 509,165	V \$	fariance 5,029
7 1		1				
General	\$	504,136 212,455	\$	509,165 203,685	\$	5,029
General Special Revenue	\$ ctual	504,136 212,455	\$ Basis	509,165 203,685	\$	5,029
General Special Revenue	\$ ctual App	504,136 212,455 Budgetary	\$ Basis B	509,165 203,685 Disburseme	\$ ents	5,029

Note 4 - Deposits and Investments

Special Revenue

As required by the Ohio Revised Code, the Ashland 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.

235,046

179,528

55,518

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 Commissioners serve as a special taxing authority for a special levy outside the ten-mill limitation to provide the District with sufficient funds for health programs. The levy generated \$185,490 and \$183,201 in 2016 and 2015, respectively. The financial statements present these amounts as property tax receipts.

Note 6 – Interfund Balances

Advances

Outstanding advances at December 31, 2016, consisted of \$12,600 advanced to Public Health Emergency Preparedness fund to provide working capital for operations or projects.

Note 7 – Risk Management

Risk Pool Membership

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.

The District belongs to the Public Entities Pool of Ohio (PEP), a risk-sharing pool available to Ohio local governments. PEP provides property and casualty coverage for its members. York Insurance Services Group, Inc. (York) functions as the administrator of PEP and provides underwriting, claims, loss control, risk management, and reinsurance services for PEP. PEP is a member of the American Public Entity Excess Pool (APEEP), which is also administered by York. Member governments pay annual contributions to fund PEP. PEP pays judgments, settlements and other expenses resulting from covered claims that exceed the members' deductibles.

Casualty and Property Coverage

APEEP provides PEP with an excess risk-sharing program. Under this arrangement, PEP retains insured risks up to an amount specified in the contracts. At December 31, 2016, PEP retained \$350,000 for casualty claims and \$100,000 for property claims.

The aforementioned casualty and property reinsurance agreement does not discharge PEP's primary liability for claims payments on covered losses. Claims exceeding coverage limits are the obligation of the respective government.

Financial Position

PEP's financial statements (audited by other auditor's) conform with generally accepted accounting principles, and reported the following assets, liabilities and net position at December 31, 2016 and 2015.

	<u>2016</u>	<u>2015</u>
Assets	\$42,182,281	\$38,307,677
Liabilities	<u>(13,396,700)</u>	<u>(12,759,127)</u>
Net Position	<u>\$28,785,581</u>	<u>\$25,548,550</u>

At December 31, 2016 and 2015, respectively, the liabilities above include approximately \$12.0 million and \$11.1 million of estimated incurred claims payable. The assets above also include approximately \$11.5 million and \$10.8 million of unpaid claims to be billed. The Pool's membership increased from 499 members in 2015 to 520 members in 2016. These amounts will be included in future contributions from members when the related claims are due for payment. As of December 31, 2016, the Government's share of these unpaid claims collectible in future years is approximately \$2,000.

Based on discussions with PEP, the expected rates PEP charges to compute member contributions, which are used to pay claims as they become due, are not expected to change significantly from those used to determine the historical contributions detailed below. By contract, the annual liability of each member is limited to the amount of financial contributions required to be made to PEP for each year of membership.

Note 7 – Risk Management (continued)

Contributions to PEP				
<u>2016</u>	<u>2015</u>			
\$3,360	\$3,000			

After one year of membership, a member may withdraw on the anniversary of the date of joining PEP, if the member notifies PEP in writing 60 days prior to the anniversary date. Upon withdrawal, members are eligible for a full or partial refund of their capital contributions, minus the subsequent year's contribution. Withdrawing members have no other future obligation to PEP. Also upon withdrawal, payments for all casualty claims and claim expenses become the sole responsibility of the withdrawing member, regardless of whether a claim occurred or was reported prior to the withdrawal.

Note 8 – Defined Benefit Pension Plan

Ohio Public Employees Retirement System

All of the District's employees belong to the Ohio Public Employees Retirement System (OPERS). OPERS is a cost-sharing, multiple-employer plan. The Ohio Revised Code prescribes this 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, 2016.

Note 9 - Postemployment Benefits

OPERS offers a cost-sharing, multiple-employer defined benefit postemployment plan, that includes 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 of both the traditional pension and the combined plans. OPERS contributes 2% of the employer contribution to fund these benefits.

Note 10 – 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, principally the state and federal government. The grantor may require refunding any disallowed costs. Management cannot presently determine amounts grantors may disallow. However, based on prior experience, management believes any refunds would be immaterial.

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

Ashland County District Board of Health Ashland County 1763 State Route 60 Ashland, Ohio 44805

To the Board of Health:

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 Ashland County District Board of Health, Ashland County, (the District) as of and for the years ended December 31, 2016 and 2015, and the related notes to the financial statements and have issued our report thereon dated June 15, 2017, wherein we noted the District 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 District's internal control over financial reporting (internal control) to determine the audit procedures appropriate in the circumstances to the extent necessary to support our opinion on the financial statements, but not to the extent necessary to opine on the effectiveness of the District'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 District'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.

Compliance and Other Matters

As part of reasonably assuring whether the District'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*.

Ashland County District Board of Health Ashland County Independent Auditor's Report on Internal Control Over Financial Reporting and on Compliance and Other Matters Required by *Government Auditing Standards* Page 2

We did certain matters not requiring inclusion in this report that we reported to the District's management in a separate letter dated June 15, 2017.

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 District's internal control or on compliance. This report is an integral part of an audit performed under *Government Auditing Standards* in considering the District's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.

Charles Having Association

Charles E. Harris and Associates, Inc. June 15, 2017

ASHLAND COUNTY DISTRICT BOARD OF HEALTH ASHLAND COUNTY

SCHEDULE OF PRIOR AUDIT FINDINGS December 31, 2016 and 0215

The prior report, for the years ending December 31, 2014 and 2013, reported no material citations or recommendations.

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Dave Yost • Auditor of State

ASHLAND COUNTY DISTRICT BOARD OF HEALTH

ASHLAND COUNTY

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

Susan Babbett

CLERK OF THE BUREAU

CERTIFIED SEPTEMBER 14, 2017

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