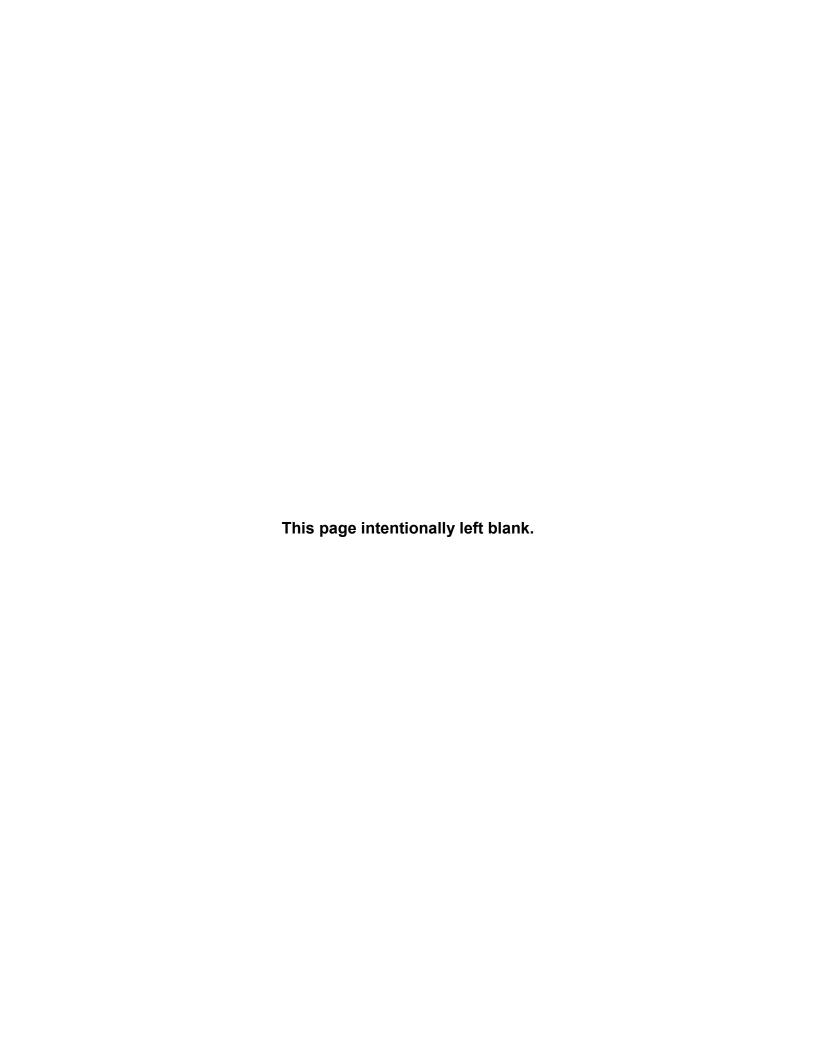




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#### INDEPENDENT AUDITOR'S REPORT

Village of Warsaw Coshocton County 322 Mill Street P.O. Box 399 Warsaw, Ohio 43844

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 Warsaw, Coshocton County, Ohio (the Village), 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 Ohio Revised Code § 117.38 and Ohio Administrative Code § 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.

Village of Warsaw Coshocton 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 § 117.38 and Ohio Administrative Code § 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 § 117.38 and Ohio Administrative Code § 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, 2016 and 2015, or changes in financial position or cash flows thereof for the years then ended.

### Basis for Additional Opinion Qualification

Charges for services receipts in the Recreation Fund are reported at \$14,004 for the year ended December 31, 2015 which are 7 percent of Special Revenue Fund receipts for the year ended December 31, 2015.

Charges for services receipts in the Park Fund are reported at \$63,399 for the year ended December 31, 2015 which are 32 percent of Special Revenue Fund receipts for the year ended December 31, 2015.

Miscellaneous revenue in the Special Revenue Funds are reported at \$32,090 for the year ended December 31, 2015, which is 16 percent of Special Revenue Fund receipts for the year ended December 31, 2015.

We were unable to obtain sufficient appropriate audit evidence supporting the amounts recorded as charges for services receipts and miscellaneous receipts. Consequently, we were unable to determine whether any adjustments to these amounts were necessary.

### Additional Opinion Qualification

In our opinion, except for the possible effects of the matters described in the *Basis for Additional Opinion Qualification* paragraphs, the financial statements referred to above present fairly, in all material respects, the combined cash balances of the Village of Warsaw, Coshocton County, Ohio, 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 § 117.38 and Ohio Administrative Code § 117-2-03(D) permit, described in Note 2.

Village of Warsaw Coshocton County Independent Auditor's Report Page 3

### Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued our report dated May 10, 2017, 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.

**Dave Yost** Auditor of State

Columbus, Ohio

May 10, 2017

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# 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	Permanent	Totals (Memorandum Only)
Cash Receipts				
Property and Other Local Taxes	\$50,158	\$7,479	\$0	\$57,637
Intergovernmental	31,938	61,135	0	93,073
Charges for Services	3,750	107,414	1,749	112,913
Fines, Licenses and Permits	5,672	0	0	5,672
Earnings on Investments	186	25	25	236
Miscellaneous _	1,938	39,762	0	41,700
Total Cash Receipts	93,642	215,815	1,774	311,231
Cash Disbursements Current:				
Security of Persons and Property	59,834	0	0	59,834
Public Health Services	3,500	13,442	5,000	21,942
Leisure Time Activities	1,620	175,605	0	177,225
Community Environment	7,093	0	0	7,093
Basic Utility Services	2,661	0	0	2,661
Transportation	0	66,963	0	66,963
General Government	52,533	1,000	0	53,533
Total Cash Disbursements	127,241	257,010	5,000	389,251
Excess of Receipts (Under) Disbursements	(33,599)	(41,195)	(3,226)	(78,020)
Other Financing Receipts (Disbursements)				
- ,	1.031	0	0	1.031
<u> </u>		0	0	(844)
<u>-</u>	· · · · · · · · · · · · · · · · · · ·			
Total Other Financing Receipts (Disbursements)	187	0	0	187
Special Items	·	72,650		72,650
Net Change in Fund Cash Balances	(33,412)	31,455	(3,226)	(5,183)
Fund Cash Balances, January 1	125,533	143,522	33,581	302,636
Fund Cash Balances. December 31				
	0	0	30.355	30.355
Restricted	0		0	54,601
Committed	0		0	120,376
Assigned	92,121	0	0	92,121
Fund Cash Balances, December 31	\$92,121	\$174,977	\$30,355	\$297,453
Cother Financing Receipts (Disbursements) Other Financing Sources Other Financing Uses  Total Other Financing Receipts (Disbursements) Special Items  Net Change in Fund Cash Balances Fund Cash Balances, January 1  Fund Cash Balances, December 31 Nonspendable Restricted Committed Assigned	(33,599)  1,031 (844)  187  (33,412)  125,533  0 0 0 0 92,121	(41,195)  0 0 72,650 31,455 143,522  0 54,601 120,376 0	(3,226) 0 0 0 (3,226) 33,581 30,355 0 0 0	1,031 (844 187 72,650 (5,183 302,636 303,55 54,601 120,376 92,121

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) PROPRIETARY FUND TYPE FOR THE YEAR ENDED DECEMBER 31, 2016

	Proprietary Fund Type Enterprise
Operating Cash Receipts	Litterprise
Charges for Services	\$181,093
Fines, Licenses and Permits	6,403
Total Operating Cash Receipts	187,496
Operating Cash Disbursements	
Personal Services	79,707
Employee Fringe Benefits	21,886
Contractual Services	72,288
Supplies and Materials	32,937
Total Operating Cash Disbursements	206,818
Operating (Loss)	(19,322)
Non-Operating Receipts (Disbursements)	
Miscellaneous Receipts	696
Capital Outlay	(2,000)
Other Financing Sources	46
Total Non-Operating (Disbursements)	(1,258)
Net Change in Fund Cash Balances	(20,580)
Fund Cash Balances, January 1	184,251
Fund Cash Balances, December 31	\$163,671

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

### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2016

### 1. Reporting Entity

### **Description of the Entity**

The Village of Warsaw, Coshocton County (the Village), 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, park operations, cemetery maintenance and police services. The Village contracts with the Coshocton County Sheriff's department to provide security of persons and property.

The Village participates in a jointly governed organization. Note 10 to the financial statements provides additional information for this entity.

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

### 2. Summary of Significant Accounting Policies

### A. 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.

#### **B.** 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:

#### 1. 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 and transferred according to the general laws of Ohio.

### 2. 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> – This fund receives gasoline tax and motor vehicle license tax money for constructing, maintaining, and repairing Village streets.

<u>Cemetery Fund</u> – This fund receives interest and money from sales of plots for maintaining its cemeteries.

<u>Park Fund</u> – This fund receives donations and swimming pool fees for Village recreation.

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

### 2. Summary of Significant Accounting Policies (Continued)

### **B.** Fund Accounting (Continued)

### 2. Special Revenue Funds (Continued)

Oil and Gas Royalties Fund – This fund was established to collect royalties from oil deposits for land donated to the Village. The land is part of the Village park and used for recreation.

#### 3. Permanent Funds

These funds account for and report resources that are restricted to the extent that only earnings, and not principal, may be used for purposes that support the reporting government's programs (for the benefit of the government or its citizenry). The Village had the following significant permanent fund:

<u>Cemetery Endowment Fund</u> – This fund receives interest on the nonexpendable corpus from a trust agreement. Additionally, a portion of the sale of cemetery lots is received in this fund. These earnings are used for the general maintenance and upkeep of the Village's cemetery.

### 4. 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 Funds:

<u>Water Fund</u> - This fund receives charges for services from residents to cover water service costs.

<u>Sewer Fund</u> - This fund receives charges for services from residents to cover sewer service costs.

### C. Basis of Accounting

These financial statements follow the accounting basis permitted by the financial reporting provisions of Ohio Revised Code § 117.38 and Ohio Administrative Code 117-2-03(D). This basis is similar to the cash receipts and disbursements accounting basis. The Village 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 § 117.38 and Ohio Administrative Code 117-2-03(D) permit.

### D. Budgetary Process

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

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

### 2. Summary of Significant Accounting Policies (Continued)

### D. Budgetary Process (Continued)

### 1. Appropriations

Budgetary expenditures (that is, disbursements and encumbrances) may not exceed appropriations at the 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.

### 2. Estimated Resources

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

#### 3. Encumbrances

The Ohio Revised Code requires the Village 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 budgetary activity appears in Note 3.

### E. Deposits

All deposits are maintained in certificates of deposits, savings accounts and interest bearing checking accounts.

### F. 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.

#### G. 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.

### H. Special Items

Special items are transactions or events that are within the control of management and are either unusual in nature or infrequent in occurrence.

### I. 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:

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

### 2. Summary of Significant Accounting Policies (Continued)

### I. Fund Balance (Continued)

### 1. Nonspendable

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

#### 2. 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.

#### 3. 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.

### 4. 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.

### 5. 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.

### 3. Budgetary Activity

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

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

### 3. Budgetary Activity (Continued)

2016 Budgeted vs. Actual Receipts

	Budgeted	Actual	
Fund Type	Receipts	Receipts	Variance
General	\$111,233	\$94,673	(\$16,560)
Special Revenue	302,649	288,465	(14,184)
Permanent	2,012	1,774	(238)
Enterprise	205,443	188,238	(17,205)
Total	\$621,337	\$573,150	(\$48,187)

2016 Budgeted vs. Actual Budgetary Basis Expenditures

	Appropriation	Budgetary	
Fund Type	Authority	Expenditures	Variance
General	\$236,766	\$128,085	\$108,681
Special Revenue	414,813	257,010	157,803
Permanent	7,012	5,000	2,012
Enterprise	389,694	208,818	180,876
Total	\$1,048,285	\$598,913	\$449,372

### 4. Equity in Pooled Deposits

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

	2016
Demand deposits	\$454,624
Certificates of deposit	6,500
Total deposits	\$461,124

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

### 5. Property Tax

Real property taxes become a lien on January 1 preceding the October 1 date for which rates are adopted by Village Council. 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 DECEMBER 31, 2016 (Continued)

### 6. Risk Management

Commercial Insurance

The Village has obtained commercial insurance for the following risks:

- Comprehensive property and general liability;
- Vehicles; and
- Errors and omissions.

### 7. Defined Benefit Pension Plans

The Village'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 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 Council members contributed to Social Security. This plan provides retirement benefits, including survivor and disability benefits to participants.

Council members 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.

### 8. Postemployment Benefits

OPERS offers a cost-sharing, multiple-employer defined benefit postemployment plan, 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. OPERS contributes 2 percent of the employer contribution to fund these benefits.

#### 9. Leases

The Village leases a police vehicle under noncancelable leases. The Village disbursed \$8,327 to pay lease costs for the year ended December 31, 2016.

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

Year Ending	
December 31:	<u>Lease</u>
2017	\$8,327
2018	8,327
	\$16,654

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

### 10. Jointly Governed Organization

### Walhonding Valley Fire District (the District)

The District provides fire protection services for the Village. The District is directed by an appointed eleven-member Board of Trustees. One board member is appointed by each political subdivision within the District with one member at large appointed from one of the political subdivisions. Those subdivisions are the Bedford Township, Bethlehem Township, Clark Township, Jefferson Township, Monroe Township, Newcastle Township, Perry Township, Tiverton Township, Village of Nellie and Village of Warsaw. The District provides fire protection services to citizens within those areas. During 2016, the Village paid no monies to the District.

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# COMBINED STATEMENT OF RECEIPTS, DISBURSEMENTS AND CHANGES IN FUND BALANCES (REGULATORY CASH BASIS) ALL GOVERNMENTAL FUND TYPES FOR THE YEAR ENDED DECEMBER 31, 2015

	General	Special Revenue	Permanent	Totals (Memorandum Only)
Cash Receipts				
Property and Other Local Taxes	\$51,987	\$8,770	\$0	\$60,757
Intergovernmental	28,154	64,755	0	92,909
Charges for Services	9,750	91,202	1,050	102,002
Fines, Licenses and Permits	5,371	0	0	5,371
Earnings on Investments	385	9	10	404
Miscellaneous	1,898	32,090	0	33,988
Total Cash Receipts	97,545	196,826	1,060	295,431
Cash Disbursements				
Current:				
Security of Persons and Property	63,705	0	0	63,705
Public Health Services	34	17,797	0	17,831
Leisure Time Activities	3,929	134,337	0	138,266
Community Environment	7,944	0	0	7,944
Basic Utility Services	56	0	0	56
Transportation	0	61,238	0	61,238
General Government	63,556	0	0	63,556
Debt Service:	0	4.000	0	4.000
Principal Retirement	0	1,266	0	1,266
Interest and Fiscal Charges	0	9	0	9
Total Cash Disbursements	139,224	214,647	0	353,871
Excess of Receipts Over (Under) Disbursements	(41,679)	(17,821)	1,060	(58,440)
Other Financing Receipts (Disbursements)				
Other Financing Sources	1,041	1,834	0	2,875
Other Financing Uses	(2,702)	0	0	(2,702)
Total Other Financing Receipts (Disbursements)	(1,661)	1,834	0	173
Net Change in Fund Cash Balances	(43,340)	(15,987)	1,060	(58,267)
Fund Cash Balances, January 1	168,873	159,509	32,521	360,903
Fund Cash Balances, December 31				
Nonspendable	0	0	33,581	33,581
Restricted	0	74,200	0	74,200
Committed	0	69,322	0	69,322
Assigned	125,533	0	0	125,533
Fund Cash Balances, December 31	\$125,533	\$143,522	\$33,581	\$302,636

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, 2015

	Proprietary Fund Types		Totals
	Internal		(Memorandum
	Enterprise	Service	Only)
Operating Cash Receipts	<b>.</b>		
Charges for Services	\$182,776	\$0	\$182,776
Fines, Licenses and Permits	5,902	0	5,902
Total Operating Cash Receipts	188,678	0	188,678
Operating Cash Disbursements			
Personal Services	72,006	0	72,006
Employee Fringe Benefits	16,492	0	16,492
Contractual Services	56,852	0	56,852
Supplies and Materials	33,874	0	33,874
Total Operating Cash Disbursements	179,224	0	179,224
Operating Income	9,454	0	9,454
Non-Operating Receipts (Disbursements)			
Miscellaneous Receipts	1,232	0	1,232
Capital Outlay	(75)	0	(75)
Other Financing Sources	3,295		3,295
Other Financing Uses	0	(3,311)	(3,311)
Total Non-Operating (Disbursements)	4,452	(3,311)	1,141
Net Change in Fund Cash Balances	13,906	(3,311)	10,595
Fund Cash Balances, January 1	170,345	3,311	173,656
Fund Cash Balances, December 31	\$184,251	\$0	\$184,251

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

### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2015

### 1. Reporting Entity

### **Description of the Entity**

The Village of Warsaw, Coshocton County (the Village), 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, park operations, cemetery maintenance and police services. The Village contracts with the Coshocton County Sheriff's department to provide security of persons and property.

The Village participates in a jointly governed organization. Note 10 to the financial statements provides additional information for this entity.

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

### 2. Summary of Significant Accounting Policies

### A. 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.

### **B.** 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:

#### 1. 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 and transferred according to the general laws of Ohio.

### 2. 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> – This fund receives gasoline tax and motor vehicle license tax money for constructing, maintaining, and repairing Village streets.

<u>Cemetery Fund</u> – This fund receives interest and money from sales of plots for maintaining its cemeteries.

<u>Park Fund</u> – This fund receives donations and swimming pool fees for Village recreation.

## NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2015 (Continued)

### 2. Summary of Significant Accounting Policies (Continued)

### **B.** Fund Accounting (Continued)

### 2. Special Revenue Funds (Continued)

Oil and Gas Royalties Fund – This fund was established to collect royalties from oil deposits for land donated to the Village. The land is part of the Village park and used for recreation.

#### 3. Permanent Funds

These funds account for and report resources that are restricted to the extent that only earnings, and not principal, may be used for purposes that support the reporting government's programs (for the benefit of the government or its citizenry). The Village had the following significant permanent fund:

<u>Cemetery Endowment Fund</u> – This fund receives interest on the nonexpendable corpus from a trust agreement. Additionally, a portion of the sale of cemetery lots is received in this fund. These earnings are used for the general maintenance and upkeep of the Village's cemetery.

### 4. 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 Funds:

<u>Water Fund</u> – This fund receives charges for services from residents to cover water service costs.

<u>Sewer Fund</u> – This fund receives charges for services from residents to cover sewer service costs.

#### 5. Internal Service Fund

This fund accounts for services provided by one department to other departments of the government unit. The Village had the following Internal Service Fund:

<u>Health Insurance Fund</u> – This fund receives funding from other Village funds to reimburse employees for health fees.

### C. Basis of Accounting

These financial statements follow the accounting basis permitted by the financial reporting provisions of Ohio Revised Code § 117.38 and Ohio Administrative Code 117-2-03(D). This basis is similar to the cash receipts and disbursements accounting basis. The Village 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 § 117.38 and Ohio Administrative Code 117-2-03(D) permit.

## NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2015 (Continued)

### 2. Summary of Significant Accounting Policies (Continued)

### D. Budgetary Process

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

### 1. Appropriations

Budgetary expenditures (that is, disbursements and encumbrances) may not exceed appropriations at the 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.

#### 2. Estimated Resources

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

#### 3. Encumbrances

The Ohio Revised Code requires the Village 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.

### E. Deposits

All deposits are maintained in certificates of deposits, savings accounts and interest bearing checking accounts.

### F. 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.

#### G. 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.

#### H. 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:

### 1. Nonspendable

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

## NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2015 (Continued)

### 2. Summary of Significant Accounting Policies (Continued)

### H. Fund Balance (Continued)

#### 2. 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.

### 3. 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.

### 4. 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.

### 5. 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.

### 3. Budgetary Activity

Budgetary activity for the year ending December 31, 2015 is as follows:

2015 Budgeted vs. Actual Receipts

	Budgeted	Actual	
Fund Type	Receipts	Receipts	Variance
General	\$145,276	\$98,586	(\$46,690)
Special Revenue	212,545	198,660	(13,885)
Permanent	2,858	1,060	(1,798)
Enterprise	206,145	193,205	(12,940)
Total	\$566,824	\$491,511	(\$75,313)

## NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2015 (Continued)

### 3. Budgetary Activity (Continued)

2015 Budgeted vs. Actual Budgetary Basis Expenditures

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	Appropriation	Budgetary	
Fund Type	Authority	Expenditures	Variance
General	\$314,149	\$141,926	\$172,223
Special Revenue	372,054	214,647	157,407
Permanent	35,379	0	35,379
Enterprise	376,490	179,299	197,191
Internal Service	3,311	3,311	0
Total	\$1,101,383	\$539,183	\$562,200

### 4. Equity in Pooled Deposits

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

	2015
Demand deposits	\$480,387
Certificates of deposit	6,500
Total deposits	\$486,887

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

### 5. Property Tax

Real property taxes become a lien on January 1 preceding the October 1 date for which rates are adopted by Village Council. 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.

### 6. Risk Management

Commercial Insurance

The Village has obtained commercial insurance for the following risks:

- Comprehensive property and general liability;
- Vehicles; and
- Errors and omissions.

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## NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2015 (Continued)

### 7. Defined Benefit Pension Plans

The Village'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 Village contributed an amount equaling 14%, of participants' gross salaries. The Village has paid all contributions required through December 31, 2015.

### **Social Security**

Village's Council members contributed to Social Security. This plan provides retirement benefits, including survivor and disability benefits to participants.

Council members 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, 2015.

### 8. Postemployment Benefits

OPERS offers a cost-sharing, multiple-employer defined benefit postemployment plan, 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. OPERS contributes 2 percent of the employer contribution to fund these benefits.

### 9. Leases

The Village leases a police vehicle under noncancelable leases. The Village disbursed \$8,327 to pay lease costs for the year ended December 31, 2015.

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

Year Ending	
December 31:	<u>Lease</u>
2016	\$ 8,327
2017	8,327
2018	8,327
	\$24,981

### 10. Jointly Governed Organizations

#### Walhonding Valley Fire District (the District)

The District provides fire protection services for the Village. The District is directed by an appointed eleven-member Board of Trustees. One board member is appointed by each political subdivision within the District with one member at large appointed from one of the political subdivisions. Those subdivisions are the Bedford Township, Bethlehem Township, Clark Township, Jefferson Township, Monroe Township, Newcastle Township, Perry Township, Tiverton Township, Village of Nellie and Village of Warsaw. The District provides fire protection services to citizens within those areas. During 2015, the Village paid no monies to the District.

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

Village of Warsaw Coshocton County 322 Mill Street P.O. Box 399 Warsaw, Ohio 43844

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 Warsaw, Coshocton County, Ohio (the Village), 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 May 10, 2017, wherein we noted the Village followed financial reporting provisions Ohio Revised Code § 117.38 and Ohio Administrative Code § 117-2-03(D) permit. We also qualified our opinion on the Special Revenue Fund combined fund types for the year ended December 31, 2015 because we were unable to obtain sufficient appropriate audit evidence supporting the amounts recorded as charges for services receipts in the amount of \$14,004 in the Recreation Fund for the year ended December 31, 2015, for amounts recorded as charges for services in the amount of \$63,398 in the Park Fund for the year ended December 31, 2015, and for amounts recorded as miscellaneous revenue in the amount of \$32,090 in the Special Revenue Funds for the year ended December 31, 2015.

### 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. Therefore, unidentified material weaknesses or significant deficiencies may exist. We did identify certain deficiencies in internal control, described in the accompanying Schedule of Findings that we consider material weaknesses. We consider Findings 2016-001 through 2016-003 to be material weaknesses.

743 East State Street, Athens Mall Suite B, Athens, Ohio 45701-2157 Phone: 740-594-3300 or 800-441-1389 Fax: 740-594-2110

Village of Warsaw Coshocton 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 an instance of noncompliance or other matter we must report under *Government Auditing Standards*, which is described in the accompanying Schedule of Findings as item 2016-001.

### Village's Response to Findings

The Village's responses to the findings identified in our audit are described in the accompanying Schedule of Findings. We did not audit the Village's responses and, accordingly, we express no opinion on them.

### 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.

**Dave Yost** Auditor of State Columbus, Ohio

May 10, 2017

### SCHEDULE OF FINDINGS DECEMBER 31, 2016 AND 2015

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

#### **FINDING NUMBER 2016-001**

### **Noncompliance and Material Weakness**

Ohio Rev. Code § 5705.15 states that in addition to the transfers authorized in § 5705.14, the taxing authority of any political subdivision may, in the manner provided in this section and § 5705.16, transfer from one fund to another any public funds under its supervision, except the proceeds or balances of loans, bond issues, special levies for the payment of loans or bond issues, the proceeds or balances of funds derived from any excise tax levied by law for a specified purpose, and the proceeds or balances of any license fees imposed by law for a specified purpose. Ohio Rev. Code § 5705.16 states that a resolution of the taxing authority of any political subdivision shall be passed by a majority of all the members thereof, declaring the necessity for the transfer of funds authorized by § 5705.15 of the Revised Code, and such taxing authority shall prepare a petition addressed to the court of common pleas of the county in which the funds are held. The petition shall set forth the name and amount of the fund, the fund to which it is desired to be transferred, a copy of such resolution with a full statement of the proceedings pertaining to its passage, and the reason or necessity for the transfer. A duplicate copy of said petition shall be forwarded to the tax commissioner for the commissioner's examination and approval.

The permanent Cemetery Endowment Fund was comprised of a permanent principal balance as well as charges for services and interest received in this fund. Only the non-principal balance was expendable. During 2016, the Village made a \$5,000 transfer from the permanent Cemetery Endowment fund to the special revenue Cemetery Fund. This transfer did not meet the criteria of Ohio Rev. Code § 5705.14. Additionally, the Village did not attain approval from the tax commissioner of the County Common Pleas Court. The amount of the transfer was less than charges for services revenue received over the last several years. Therefore, instead of a transfer, expenditures of \$5,000 made in the Cemetery special revenue fund should have been reported in the permanent Cemetery Endowment Fund. An adjustment to the financial statements was made in the permanent Cemetery Endowment Fund and the special revenue Cemetery Fund to properly reflect this transaction.

Additionally, the Village cannot locate the original trust agreement that created the Cemetery Endowment permanent fund. As a result, it is not known whether the principal balance is actually nonexpendable and if the Village can utilize this money to meet current cemetery expenditure needs.

The Village should not make transfers from the Cemetery Endowment permanent fund unless the proper approval is obtained. The Village should make expenditures from the Cemetery Endowment permanent fund, as long as they do not exceed the original principal balance. Additionally, the Village should either attempt to locate the trust agreement or obtain legal counsel regarding whether or not the Village can expend the principal balance. If the principal balance is determined to be expendable, the Village should restate subsequent year financial statements to report the Cemetery Endowment fund as a Special Revenue Fund instead of as a Permanent Fund. This will provide the Village with additional funds that can be expended in support of their cemetery, should they choose to expend these monies.

Officials' Response: We will correct in the future and do perpetual care for future use.

### SCHEDULE OF FINDINGS DECEMBER 31, 2016 AND 2015 (Continued)

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

#### **FINDING NUMBER 2016-002**

#### **Material Weakness**

Maintaining organized documentation and support for financial transactions is essential in assuring the Village's financial statements are accurately presented and complete. The Village Park Fund collects revenue for pool admissions, pool memberships, pool punch passes, concessions, pool rentals, pavilion shelter rentals, dunk tank rentals, and campsite and shower rentals. The Recreation Fund collects revenue for recreation league participants, sponsors, and recreation fundraisers. Miscellaneous revenue is collected from various sources.

For 2015, the Park Fund reported \$63,399 in Charges for Services revenue. The Village did not maintain support for amounts tested totaling \$5,002. When applied to the entire population, it was determined that support was not maintained for \$55,694 of the \$63,399 balance. The Recreation Fund reported \$14,004 in Charges for Services revenue. Documentation was not maintained for support of the reported balances as sponsorship forms, pool membership forms, detailed cash register receipts, and other receipts were either not maintained or could not be matched to receipts. Additionally, the Village reported \$32,090 in Miscellaneous Revenue in the Special Revenue Funds. The Village did not maintain support for amounts totaling \$8,559. When applied to the entire population, it was determined that support was not maintained for \$11,757 of the \$32,090 balance. Lack of detailed supporting documentation of the Village receipts could result in not all monies being collected or deposited.

The Village should implement procedures to ensure that all types of daily park collections sheets have support attached detailing the purpose of the revenue being collected, who it was received from, and the amount that was collected. For the recreation program, the Village should maintain player applications, team rosters, team applications for tournaments, sign sponsor forms, t-shirt sale forms, etc. along with corresponding information, such as duplicate receipts and deposit slips showing how money was received and recorded. For miscellaneous revenue, support should be maintained either in the form of remittances, ticket counts and summaries for fundraisers, etc. This will help mitigate the risk of fraud and help ensure the Village collects all revenue due them.

Officials' Response: We have made multiple changes in 2016 for checks and balances.

#### **FINDING NUMBER 2016-003**

#### **Material Weakness**

The Village should maintain an accounting system and accounting records sufficient to enable the Village to identify, assemble, analyze, classify, record and report its transactions, maintain accountability for the related assets, document compliance with finance-related legal and contractual requirements and prepare financial statements in accordance with the accounting basis permitted by the financial reporting provisions of Ohio Rev. Code § 117.38 and Ohio Admin. Code § 117-2-03(D).

### SCHEDULE OF FINDINGS DECEMBER 31, 2016 AND 2015 (Continued)

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

### FINDING NUMBER 2016-003 (Continued)

### **Material Weakness (Continued)**

As a result of audit procedures performed, errors were noted in the Village's financial statements that required audit reclassifications as follows:

- The Village received \$72,650 from the sale of timber rights in 2016 in the Park Fund. This was identified as Miscellaneous Revenue but should have been reported as Special Items. Special Items represent revenue that was significant transactions or events that were either unusual in nature or infrequent in occurrence but were within the control of management. The sale of timber rights was infrequent in occurrence and within the control of management. Therefore, they represent Special Items.
- The Village received \$8,717 from a gun raffle in 2016 in the Recreation Fund. This was identified as Specials Items but should have been reported as Miscellaneous Revenue. Special Items represent revenue that was significant transactions or events that were either unusual in nature or infrequent in occurrence but were within the control of management. This raffle is held annually over the last several years. Therefore, it was not unusual or infrequent for the Village. Therefore, it was more accurate to report the revenue as Miscellaneous Revenue.
- Governmental Accounting Standards Board (GASB) Statement No. 54 defined how fund balances were to be classified and was codified as follows:
  - GASB Cod. 1800.176 states that an appropriation of existing fund balance to eliminate a
    projected budgetary deficit in the subsequent year's budget in an amount no greater than
    the projected excess of expected expenditures over expected revenues satisfies the
    criteria to be classified as an assignment of fund balance.

The Village General Fund appropriations exceeded estimated revenues by \$92,121 for 2016. Therefore, the Assigned Fund Balance was misclassified as Unassigned Fund Balance.

Sound financial reporting is the responsibility of the Village Fiscal Officer and is essential to help ensure the information provided to the readers of the financial statements is complete and accurate. These reclassifications were agreed to by management and the financial statements have been adjusted accordingly.

To help ensure the Village's financial statements are complete and accurate, the Village should adopt policies and procedures to identify and correct errors and omissions in reporting.

Officials' Response: We will make corrections for special funds coming into the Village.

### SUMMARY SCHEDULE OF PRIOR AUDIT FINDINGS DECEMBER 31, 2016 AND 2015

Finding Number	Finding Summary	Status	Additional Information
2014-001	Financial Reporting – material reclassifications and adjustments	Repeat	The adjustments have been made.
2014-002	Maintaining Support – No documentation was maintained for miscellaneous receipts	Repeat	We have corrected this finding for 2016.
2014-003	Maintaining Support – No documentation was maintained for Park and Recreation services provided	Repeat	The Park Board and Village has made vast improvements for documentation on service. The Recreation Board is ongoing in trying to improve these issues. This is a volunteer board and the President changes each year, but we are working to get things in place for each year.



### **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 MAY 25, 2017