

**STATE BOARD OF ACCOUNTS**  
**302 West Washington Street**  
**Room E418**  
**INDIANAPOLIS, INDIANA 46204-2769**

FINANCIAL STATEMENTS REVIEW REPORT

OF

DUNKIRK PUBLIC LIBRARY

JAY COUNTY, INDIANA

January 1, 2013 to December 31, 2017



**FILED**  
02/01/2019



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SCHEDULE OF OFFICIALS

<u>Office</u>	<u>Official</u>	<u>Term</u>
Director	Karen Rees	01-01-13 to 05-31-13
	Gay Rife	06-01-13 to 08-04-13
	Beth Davidson	08-05-13 to 07-31-16
	Mary Foor	08-01-16 to 12-31-17
	Stephanie Crouch (interim)	01-01-18 to 07-31-18
	Beth Davidson	08-01-18 to 12-31-18
Treasurer	Stephanie Walter	01-01-13 to 10-02-16
	Pamela Robbins	10-03-16 to 12-31-18
President of the Library Board	Tommy Phillips II	01-01-13 to 10-02-16
	John Crosbie	10-03-16 to 12-31-18



**STATE OF INDIANA**  
AN EQUAL OPPORTUNITY EMPLOYER

STATE BOARD OF ACCOUNTS  
302 WEST WASHINGTON STREET  
ROOM E418  
INDIANAPOLIS, INDIANA 46204-2769

Telephone: (317) 232-2513  
Fax: (317) 232-4711  
Web Site: [www.in.gov/sboa](http://www.in.gov/sboa)

INDEPENDENT ACCOUNTANT'S REVIEW REPORT

TO: THE OFFICIALS OF THE DUNKIRK PUBLIC LIBRARY, JAY COUNTY, INDIANA

We have reviewed the accompanying financial statements of the Dunkirk Public Library (Library), for the period of January 1, 2013 to December 31, 2017. A review includes primarily applying analytical procedures to management's financial data and making inquiries of the Library's management. A review is substantially less in scope than an audit, the objective of which is the expression of an opinion regarding the financial statements as a whole. Accordingly, we do not express such an opinion.

***Management's Responsibility for the Financial Statements***

Management is responsible for the preparation and fair presentation of these financial statements in accordance with a regulatory basis of accounting that demonstrates compliance with the reporting requirements established by the Indiana State Board of Accounts as allowed by state statute (IC 5-11-1-6); which is a comprehensive basis of accounting other than accounting principles generally accepted in the United States of America. This includes determining that the basis of accounting the Library uses is an acceptable basis for the preparation of the financial statements in the circumstances. 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 misstatements whether due to fraud or error.

***Accountant's Responsibility***

Our responsibility is to conduct the review engagement in accordance with *Statements on Standards for Accounting and Review Services* promulgated by the Accounting and Review Services Committee of the AICPA. Those standards require us to perform procedures to obtain limited assurance as a basis for reporting whether we are aware of any material modifications that should be made to the financial statements for them to be in accordance with the prescribed basis of accounting described in Note 1. We believe that the results of our procedures provide a reasonable basis for our conclusion.

INDEPENDENT ACCOUNTANT'S REVIEW REPORT  
(Continued)

***Accountant's Conclusion***

Based on our review, we are not aware of any material modifications that should be made to the accompanying financial statements in order for them to be in accordance with the prescribed basis of accounting described in Note 1.

***Basis of Accounting***

We draw attention to Note 1 of the financial statements, which describes the basis of accounting. The financial statements are prepared in accordance with the prescribed basis of accounting that demonstrates compliance with the reporting requirements established by the Indiana State Board of Accounts as allowed by state statute (IC 5-11-1-6), which is a comprehensive basis of accounting other than accounting principles generally accepted in the United States of America. Our conclusion is not modified with respect to this matter.

*Paul D. Joyce*  
Paul D. Joyce, CPA  
State Examiner

December 12, 2018

## FINANCIAL STATEMENTS AND ACCOMPANYING NOTES

The financial statements and accompanying notes were approved by management of the Library.  
The financial statements and notes are presented as intended by the Library.

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DUNKIRK PUBLIC LIBRARY  
STATEMENT OF RECEIPTS, DISBURSEMENTS, AND  
CASH AND INVESTMENT BALANCES - REGULATORY BASIS  
For the Years Ended December 31, 2013 and 2014

Fund	Cash and Investments 01-01-13	Receipts	Disbursements	Cash and Investments 12-31-13	Receipts	Disbursements	Cash and Investments 12-31-14
Operating	\$ 43,687	\$ 156,142	\$ 119,809	\$ 80,020	\$ 155,455	\$ 142,029	\$ 93,446
Museum Petty Cash	40	-	-	40	-	-	40
Rainy Day	1,861	-	-	1,861	-	-	1,861
State Technology Grant	1,739	-	1,798	(59)	-	2,815	(2,874)
Summer Reading Gift	252	1,255	14	1,493	-	616	877
Library Improvement Reserve	13,110	-	-	13,110	-	-	13,110
LIRF INVESTMENT 2	10,000	161	-	10,161	-	-	10,161
LIRF INVESTMENT 3	10,040	40	-	10,080	-	-	10,080
LIRF INVESTMENT 1	5,270	-	-	5,270	-	-	5,270
Video	107	168	172	103	-	-	103
Levy Excess	912	-	-	912	-	-	912
Petty Cash	50	-	-	50	-	-	50
Cash Change	30	-	-	30	-	-	30
Gift	1	7,998	7,998	1	-	-	1
Teens Read	176	-	-	176	-	-	176
Museum Endowment Distribution	-	2,619	-	2,619	-	-	2,619
Payroll Withholdings	230	13,430	9,750	3,910	17,909	18,924	2,895
Museum Gift	307	2,914	1,567	1,654	-	160	1,494
Totals	<u>\$ 87,812</u>	<u>\$ 184,727</u>	<u>\$ 141,108</u>	<u>\$ 131,431</u>	<u>\$ 173,364</u>	<u>\$ 164,544</u>	<u>\$ 140,251</u>

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

DUNKIRK PUBLIC LIBRARY  
STATEMENT OF RECEIPTS, DISBURSEMENTS, AND  
CASH AND INVESTMENT BALANCES - REGULATORY BASIS  
For the Years Ended December 31, 2015 and 2016

Fund	Cash and Investments 01-01-15	Receipts	Disbursements	Cash and Investments 12-31-15	Receipts	Disbursements	Cash and Investments 12-31-16
Operating	\$ 93,446	\$ 154,849	\$ 145,753	\$ 102,542	\$ 158,925	\$ 136,142	\$ 125,325
Museum Petty Cash	40	-	-	40	-	-	40
Rainy Day	1,861	-	-	1,861	14,643	-	16,504
State Technology Grant	(2,874)	3,131	3,064	(2,807)	-	2,370	(5,177)
Summer Reading Gift	877	1,175	856	1,196	1,445	1,086	1,555
Library Improvement Reserve	13,110	-	-	13,110	-	-	13,110
LIRF INVESTMENT 2	10,161	-	-	10,161	-	-	10,161
LIRF INVESTMENT 3	10,080	-	-	10,080	-	-	10,080
LIRF INVESTMENT 1	5,270	-	-	5,270	-	-	5,270
Video	103	-	-	103	-	-	103
Levy Excess	912	-	-	912	-	-	912
Petty Cash	50	-	-	50	-	-	50
Cash Change	30	-	-	30	-	-	30
Gift	1	-	-	1	-	-	1
Teens Read	176	-	-	176	-	-	176
Museum Endowment Distribution	2,619	8,053	1,702	8,970	17,556	21,851	4,675
Payroll Withholdings	2,895	21,122	20,511	3,506	16,906	15,802	4,610
Museum Gift	1,494	-	-	1,494	-	-	1,494
Totals	<u>\$ 140,251</u>	<u>\$ 188,330</u>	<u>\$ 171,886</u>	<u>\$ 156,695</u>	<u>\$ 209,475</u>	<u>\$ 177,251</u>	<u>\$ 188,919</u>

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

DUNKIRK PUBLIC LIBRARY  
STATEMENT OF RECEIPTS, DISBURSEMENTS, AND  
CASH AND INVESTMENT BALANCES - REGULATORY BASIS  
For the Year Ended December 31, 2017

Fund	Cash and Investments 01-01-17	Receipts	Disbursements	Cash and Investments 12-31-17
Operating	\$ 125,325	\$ 144,591	\$ 132,945	\$ 136,971
Museum Petty Cash	40	-	-	40
Rainy Day	16,504	-	-	16,504
State Technology Grant	(5,177)	2,357	691	(3,511)
Summer Reading Gift	1,555	285	346	1,494
Library Improvement Reserve	13,110	129	-	13,239
LIRF INVESTMENT 2	10,161	-	87	10,074
LIRF INVESTMENT 3	10,080	-	32	10,048
LIRF INVESTMENT 1	5,270	122	-	5,392
Video	103	-	-	103
Levy Excess	912	-	-	912
Petty Cash	50	-	-	50
Cash Change	30	-	-	30
Gift	1	-	-	1
Teens Read	176	-	-	176
Museum Endowment Distribution	4,675	9,680	2,270	12,085
Payroll Withholdings	4,610	12,915	14,366	3,159
Museum Gift	1,494	256	-	1,750
Totals	<u>\$ 188,919</u>	<u>\$ 170,335</u>	<u>\$ 150,737</u>	<u>\$ 208,517</u>

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

DUNKIRK PUBLIC LIBRARY  
NOTES TO FINANCIAL STATEMENTS

**Note 1. Summary of Significant Accounting Policies**

*A. Reporting Entity*

The Library was established under the laws of the State of Indiana. The Library operates under a governing board and provides culture services.

The accompanying financial statements present the financial information for the Library.

*B. Basis of Accounting*

The financial statements are reported on a regulatory basis of accounting prescribed by the Indiana State Board of Accounts in accordance with state statute (IC 5-11-1-6), which is a comprehensive basis of accounting other than accounting principles generally accepted in the United States of America. The basis of accounting involves the reporting of only cash and investments and the changes therein resulting from cash inflows (receipts) and cash outflows (disbursements) reported in the period in which they occurred.

The regulatory basis of accounting differs from accounting principles generally accepted in the United States of America, in that receipts are recognized when received in cash, rather than when earned, and disbursements are recognized when paid, rather than when a liability is incurred.

*C. Cash and Investments*

Investments are stated at cost. Any changes in fair value of the investments are reported as receipts in the year of the sale of the investment.

*D. Receipts*

Receipts are presented in the aggregate on the face of the financial statements. The aggregate receipts include the following sources:

*Taxes.* Amounts received from one or more of the following: property tax, certified shares (local option tax), property tax replacement credit (local option tax), county option income tax, wheel tax, innkeeper's tax, food and beverage tax, county economic development income tax, boat and trailer excise tax, county adjusted gross income tax, and other taxes that are set by the Library.

*Licenses and permits.* Amounts received from businesses, occupations, or non-businesses that must be licensed before doing business within the government's jurisdiction, or permits levied according to the benefits presumably conferred by the permit. Examples of licenses and permits include the following: peddler licenses, animal licenses, auctioneer licenses, building and planning permits, demolition permits, electrical permits, sign permits, and gun permits.

DUNKIRK PUBLIC LIBRARY  
NOTES TO FINANCIAL STATEMENTS  
(Continued)

*Intergovernmental receipts.* Amounts received from other governments in the form of operating grants, entitlements, or payments in lieu of taxes. Examples of intergovernmental receipts include, but are not limited to, the following: federal grants, state grants, cigarette tax distributions received from the state, motor vehicle highway distributions received from the state, local road and street distributions received from the state, financial institution tax received from the state, auto excise surtax received from the state, commercial vehicle excise tax received from the state, major moves distributions received from the state, and riverboat receipts received from the county.

*Charges for services.* Amounts received for services including, but not limited to, the following: planning commission charges, building department charges, copies of public records, copy machines charges, accident report copies, gun permit applications, 911 telephone services, recycling fees, dog pound fees, emergency medical service fees, park rental fees, swimming pool receipts, cable TV receipts, ordinance violations, fines and fees, bond forfeitures, court costs, and court receipts.

*Fines and forfeits.* Amounts received from fines and penalties imposed for the commission of statutory offenses, violation of lawful administrative rules and regulations (fines), and for the neglect of official duty and monies derived from confiscating deposits held as performance guarantees (forfeitures).

*Other receipts.* Amounts received from various sources, including, but not limited to, the following: net proceeds from borrowings; interfund loan activity; transfers authorized by statute, ordinance, resolution, or court order; internal service receipts; and fiduciary receipts.

**E. Disbursements**

Disbursements are presented in the aggregate on the face of the financial statements. The aggregate disbursements include the following uses:

*Personal services.* Amounts disbursed for salaries, wages, and related employee benefits provided for all persons employed. In those units where sick leave, vacation leave, overtime compensation, and other such benefits are appropriated separately, such payments would also be included.

*Supplies.* Amounts disbursed for articles and commodities that are entirely consumed and materially altered when used and/or show rapid depreciation after use for a short period of time. Examples of supplies include, but are not limited to, the following: office supplies, operating supplies, and repair and maintenance supplies.

*Other services and charges.* Amounts disbursed for services including, but not limited to, the following: professional services, communication and transportation, printing and advertising, insurance, utility services, repairs and maintenance, and rental charges.

*Capital outlay.* Amounts disbursed for land, infrastructure, buildings, improvements, and machinery and equipment having an appreciable and calculable period of usefulness.

*Other disbursements.* Amounts disbursed for various other purposes including, but not limited to, the following: interfund loan payments; loans made to other funds; internal service disbursements; and transfers out that are authorized by statute, ordinance, resolution, or court order.

DUNKIRK PUBLIC LIBRARY  
NOTES TO FINANCIAL STATEMENTS  
(Continued)

*F. Interfund Transfers*

The Library may, from time to time, make transfers from one fund to another. These transfers, if any, are included as a part of the receipts and disbursements of the affected funds and as a part of total receipts and disbursements. The transfers are used for cash flow purposes as provided by various statutory provisions.

*G. Fund Accounting*

Separate funds are established, maintained, and reported by the Library. Each fund is used to account for amounts received from and used for specific sources and uses as determined by various regulations. Restrictions on some funds are set by statute while other funds are internally restricted by the Library. The amounts accounted for in a specific fund may only be available for use for certain, legally-restricted purposes. Additionally, some funds are used to account for assets held by the Library in a trustee capacity as an agent of individuals, private organizations, other funds, or other governmental units and, therefore, the funds cannot be used for any expenditures of the unit itself.

**Note 2. Budgets**

The operating budget is initially prepared and approved at the local level. The fiscal officer of the Library submits a proposed operating budget to the governing board for the following calendar year. The budget is advertised as required by law. Prior to adopting the budget, the governing board conducts public hearings and obtains taxpayer comments. Prior to November 1, the governing board approves the budget for the next year. The budget for funds for which property taxes are levied or highway use taxes are received is subject to final approval by the Indiana Department of Local Government Finance.

**Note 3. Property Taxes**

Property taxes levied are collected by the County Treasurer and are scheduled to be distributed to the Library in June and December; however, situations can arise which would delay the distributions. State statute (IC 6-1.1-17-16) requires the Indiana Department of Local Government Finance to establish property tax rates and levies by February 15. These rates were based upon the preceding year's lien date (March 1 in a year ending before January 1, 2016 and January 1 in a year beginning after December 31, 2015) assessed valuations adjusted for various tax credits. Taxable property is assessed at 100 percent of the true tax value (determined in accordance with rules and regulations adopted by the Indiana Department of Local Government Finance). Taxes may be paid in two equal installments which normally become delinquent if not paid by May 10 and November 10, respectively.

**Note 4. Deposits and Investments**

Deposits, made in accordance with state statute (IC 5-13), with financial institutions in the State of Indiana, at year end, should be entirely insured by the Federal Depository Insurance Corporation or by the Indiana Public Deposit Insurance Fund. This includes any deposit accounts issued or offered by a qualifying financial institution.

DUNKIRK PUBLIC LIBRARY  
NOTES TO FINANCIAL STATEMENTS  
(Continued)

State statutes authorize the Library to invest in securities including, but not limited to, the following: federal government securities, repurchase agreements, and certain money market mutual funds. Certain other statutory restrictions apply to all investments made by local governmental units.

**Note 5. Risk Management**

The Library may be exposed to various risks of loss related to torts; theft of, damage to, and destruction of assets; errors and omissions; job-related illnesses or injuries to employees; medical benefits to employees, retirees, and dependents; and natural disasters.

These risks can be mitigated through the purchase of insurance, establishment of a self-insurance fund, and/or participation in a risk pool. The purchase of insurance transfers the risk to an independent third-party. The establishment of a self-insurance fund allows the Library to set aside money for claim settlements. The self-insurance fund would be included in the financial statements. The purpose of participation in a risk pool is to provide a medium for the funding and administration of the risks.

**Note 6. Cash Balance Deficits**

The financial statements contain a fund with deficits in cash. This is a result of posting errors in the State Technology Grant fund.

DUNKIRK PUBLIC LIBRARY  
REVIEW RESULTS AND COMMENTS

**ANNUAL FINANCIAL REPORTS**

The Annual Financial Reports (AFRs) submitted by the Library for 2013, 2014, 2015, 2016, and 2017 were incorrect and did not match the financial records of the Library. For each year, the receipts, disbursements, and balances of between five and seven of the sixteen funds reported did not agree with the Library's ledgers. Also, the Museum Endowment Distribution and Payroll Withholdings funds were excluded from the AFRs and financial statements for each year. Adjustments were proposed, accepted by the Library, and made to the AFRs and financial statements.

Indiana Code 5-11-1-4(a) states:

"The state examiner shall require from every municipality and every state or local governmental unit, entity, or instrumentality financial reports covering the full period of each fiscal year. These reports shall be prepared, verified, and filed with the state examiner not later than sixty (60) days after the close of each fiscal year. The reports must be in the form and content prescribed by the state examiner and filed electronically in the manner prescribed under [IC 5-14-3.8-7](#)."

**ADOPTION OF INTERNAL CONTROL STANDARDS**

The Library had not adopted the acceptable minimum level of internal control standards as defined by the Indiana State Board of Accounts and required by statute.

Indiana Code 5-11-1-27(g) states in part:

"After June 30, 2016, the legislative body of a political subdivision shall ensure that:

- (1) the internal control standards and procedures developed under subsection (e) are adopted by the political subdivision . . ."

**TRAINING ON INTERNAL CONTROL STANDARDS**

Library personnel whose official duties included receiving, processing, depositing, disbursing, or otherwise having access to funds that belonged to the Library, had not received training over internal control standards.

Indiana Code 5-11-1-27(g) states in part:

"After June 30, 2016, the legislative body of a political subdivision shall ensure that: . . .

- (2) personnel receive training concerning the internal control standards and procedures adopted by the political subdivision."

**CERTIFICATION ON INTERNAL CONTROL STANDARDS**

The Library certified on the AFR for 2016 and 2017 that the minimum internal control standards had been adopted by the political subdivision and personnel had received training as required. As noted above, these actions had not taken place and the certifications were incorrect.

Indiana Code 5-11-1-4(a) states:

"The state examiner shall require from every municipality and every state or local governmental unit, entity, or instrumentality financial reports covering the full period of each fiscal year. These reports shall be prepared, verified, and filed with the state examiner not later than sixty (60) days after the close of each fiscal year. The reports must be in the form and content prescribed by the state examiner and filed electronically in the manner prescribed under [IC 5-14-3.8-7](#)."

DUNKIRK PUBLIC LIBRARY  
EXIT CONFERENCE

The contents of this report were discussed on December 12, 2018, with Beth Davidson, Director; John Crosbie, President of the Library Board; and Pamela Robbins, Treasurer.