

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

FINANCIAL STATEMENTS REVIEW REPORT

OF

RAILROAD TOWNSHIP

STARKE COUNTY, INDIANA

January 1, 2016 to December 31, 2018



**FILED**

06/29/2020



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SCHEDULE OF OFFICIALS

<u>Office</u>	<u>Official</u>	<u>Term</u>
Trustee	Mandy Thomason Roger Chaffins	01-01-16 to 12-31-18 01-01-19 to 12-31-20
Chairman of the Township Board	Clarence Gerhke Clayton Redlin Joseph Krzyzanowski	01-01-16 to 12-31-16 01-01-17 to 12-31-19 01-01-20 to 12-31-20



## INDEPENDENT ACCOUNTANT'S REVIEW REPORT

TO: THE OFFICIALS OF RAILROAD TOWNSHIP, STARKE COUNTY, INDIANA

We have reviewed the accompanying financial statements of Railroad Township (Township), for the period of January 1, 2016 to December 31, 2018. A review includes primarily applying analytical procedures to management's financial data and making inquiries of the Township'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 Township 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 the 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, CPA  
State Examiner

May 13, 2020

## FINANCIAL STATEMENTS AND ACCOMPANYING NOTES

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

RAILROAD TOWNSHIP, STARKE COUNTY  
 STATEMENT OF RECEIPTS, DISBURSEMENTS,  
 AND CASH AND INVESTMENT BALANCES -  
 REGULATORY BASIS  
 For the Years Ended December 31, 2016 and 2017

Fund	Cash and Investments 01-01-16	Receipts	Disbursements	Cash and Investments 12-31-16	Receipts	Disbursements	Cash and Investments 12-31-17
Township	\$ 89,645	\$ 62,662	\$ 45,043	\$ 107,264	\$ 58,133	\$ 101,218	\$ 64,179
Township Assistance	23,170	4,463	2,013	25,620	4,116	1,300	28,436
Fire Fighting	212,978	88,658	76,698	224,938	94,266	72,156	247,048
Rainy Day	174	4,076	-	4,250	-	-	4,250
Levy Excess	5,221	-	5,221	-	-	-	-
Cumulative Fire	19,771	4,522	-	24,293	4,395	-	28,688
Totals	<u>\$ 350,959</u>	<u>\$ 164,381</u>	<u>\$ 128,975</u>	<u>\$ 386,365</u>	<u>\$ 160,910</u>	<u>\$ 174,674</u>	<u>\$ 372,601</u>

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

RAILROAD TOWNSHIP, STARKE COUNTY  
 STATEMENT OF RECEIPTS, DISBURSEMENTS,  
 AND CASH AND INVESTMENT BALANCES -  
 REGULATORY BASIS  
 For the Year Ended December 31, 2018

Fund	Cash and Investments 01-01-18	Receipts	Disbursements	Cash and Investments 12-31-18
Township	\$ 64,179	\$ 68,152	\$ 54,397	\$ 77,934
Township Assistance	28,436	612	1,601	27,447
Fire Fighting	247,048	94,352	57,493	283,907
Rainy Day	4,250	-	-	4,250
Cumulative Fire	<u>28,688</u>	<u>5,085</u>	<u>-</u>	<u>33,773</u>
Totals	<u>\$ 372,601</u>	<u>\$ 168,201</u>	<u>\$ 113,491</u>	<u>\$ 427,311</u>

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

RAILROAD TOWNSHIP, STARKE COUNTY  
NOTES TO FINANCIAL STATEMENTS

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

**A. Reporting Entity**

The Township was established under the laws of the State of Indiana. The Township operates under a township trustee/township board form of government and provides some or all of the following services: public safety (fire), health and social services (township assistance), culture and recreation (parks and/or community centers), and general administrative services (weed and dog control).

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

**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 Township.

*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.

RAILROAD TOWNSHIP, STARKE COUNTY  
NOTES TO FINANCIAL STATEMENTS  
(Continued)

*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.

*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.

**F. Interfund Transfers**

The Township 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.

RAILROAD TOWNSHIP, STARKE COUNTY  
NOTES TO FINANCIAL STATEMENTS  
(Continued)

**G. Fund Accounting**

Separate funds are established, maintained, and reported by the Township. 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 Township. 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 Township 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 Township 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 Township 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 December 31 of the year preceding the budget year or January 15 of the budget year if the Township is issuing debt after December 1 or intends on filing a shortfall appeal. These rates were based upon the assessed valuations adjusted for various tax credits from the preceding year's lien date of January 1. 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.

State statutes authorize the Township 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.

RAILROAD TOWNSHIP, STARKE COUNTY  
NOTES TO FINANCIAL STATEMENTS  
(Continued)

**Note 5. Risk Management**

The Township 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 Township 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. Subsequent Events**

Two trucks for the Fire Department were purchased in June of 2019 for a total of \$61,974.

RAILROAD TOWNSHIP, STARKE COUNTY  
REVIEW RESULTS AND COMMENTS

**ADVANCE PAYMENTS**

A similar comment also appeared in prior Report B47554, entitled *CURRENT PERIOD COMMENTS*.

*Condition and Context*

The Township paid the compensation of the Trustee in advance of when the services were provided for 2016 through 2018. The Trustee was paid at the beginning of each month before providing services to the Township.

*Criteria*

Compensation and any other payments for goods and services must not be paid in advance of receipt of the goods or services unless specifically authorized by law. Payments made for goods or services which are not received may be the personal obligation of the responsible official or employee. (Accounting and Uniform Compliance Guidelines Manual for Townships, Chapter 1)

**LEGAL SERVICES SUPPORTING DOCUMENTATION**

*Condition and Context*

The Township paid attorney fees in 2017 and 2018 totaling \$54,351 and \$13,157, respectively. A contract between the Township and the attorney was not presented for review. Invoices were located in Township records; however, because of the lack of detail on the invoices, it could not be determined if the payments were related to Township business.

*Criteria*

Supporting documentation such as receipts, canceled checks, tickets, invoices, bills, contracts, and other public records must be available for examination to provide supporting information for the validity and accountability of monies disbursed. Payments without supporting documentation may be the personal obligation of the responsible official or employee. (Accounting and Uniform Compliance Guidelines Manual for Townships, Chapter 1)

Indiana Code 5-11-10-1.6 states in part:

". . . (b) As used in this section, 'claim' means a bill or an invoice submitted to a governmental entity for goods or services.

(c) The fiscal officer of a governmental entity may not draw a warrant or check for payment of a claim unless:

(1) there is a fully itemized invoice or bill for the claim; . . ."

Payments made or received for contractual services must be supported by a written contract. Each unit is responsible for complying with the provisions of its contracts. (Accounting and Uniform Compliance Guidelines Manual for Townships, Chapter 1)

RAILROAD TOWNSHIP, STARKE COUNTY  
REVIEW RESULTS AND COMMENTS  
(Continued)

***FIRE PROTECTION SERVICES***

*Condition and Context*

The Trustee contracted with a volunteer fire department that had been organized to fight fires in the Township without the approval of the Township Board as required by Indiana Code 36-8-13-3.

*Criteria*

Indiana Code 36-8-13-3(a) states in part:

"The executive of a township, with the approval of the legislative body, may do the following:  
. . .

- (4) Contract with a volunteer fire department that has been organized to fight fires in the township for the use and operation of firefighting apparatus and equipment that has been purchased by the township in order to save the private and public property of the township from destruction by fire, including use of the apparatus and equipment in an adjoining township by the department if the department has made a contract with the executive of the adjoining township for the furnishing of firefighting service within the township.
- (5) Contract with a volunteer fire department that maintains adequate firefighting service in accordance with [IC 36-8-12](#). . . ."

***ADOPTION OF TOWNSHIP ASSISTANCE STANDARDS***

The same comment also appeared in prior Report B47554, entitled *CURRENT PERIOD COMMENTS*.

*Condition and Context*

Township Assistance Standards were not established or adopted by the Township Board.

*Criteria*

Indiana Code 12-20-5.5-1 states:

- "(a) The township trustee shall process all applications for township assistance according to uniform written standards and without consideration of the race, creed, nationality, or gender of the applicant or any member of the applicant's household.
- (b) The township's standards for the issuance of township assistance and the processing of applications must be:
  - (1) governed by the requirements of this article;
  - (2) proposed by the township trustee, adopted by the township board, and filed with the board of county commissioners;

RAILROAD TOWNSHIP, STARKE COUNTY  
REVIEW RESULTS AND COMMENTS  
(Continued)

- (3) reviewed and updated annually to reflect changes in the cost of basic necessities in the township and changes in the law;
- (4) published in a single written document, including addenda attached to the document; and
- (5) posted in a place prominently visible to the public in all offices of the township trustee where township assistance applications are taken or processed."

**ADOPTION OF AND TRAINING AND CERTIFICATION ON INTERNAL CONTROL STANDARDS**

*Condition and Context*

The Township failed to adopt the acceptable minimum level of internal control standards and ensure that training was provided for all personnel over internal control standards adopted as required by Indiana Code 5-11-1-27(g).

The Township incorrectly certified on the Indiana Gateway for Government Units financial reporting system that the Township had adopted internal control standards and that training was provided to personnel as required by Indiana Code 5-11-1-27(e).

*Criteria*

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

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

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](#)."

# **RAILROAD TOWNSHIP TRUSTEE**

**ROGER CHAFFINS SR.**

**6960 W 250S**

**NORTH JUDSON, IN 46366**

**574-806-0682**

**574-806-0142**

**May 19, 2020**

**I am writing in regard to filing an official response to Form 4 of the Audit of Railroad Township for the years 2016-2018. Mandy Thomason was the Township Trustee during that time.**

**The reason for the official response is because the Township Board, myself, the Trustee and my Clerk, and the majority of the residents of Railroad Township want a response as to how, why and what exactly did the over \$70,000.00 in Attorney Fees actually pay for. Why is the attorney's client directly Mandy Thomason and not Railroad Township when the township paid the bill? Why does Mandy Thomason have control of the invoice when it requires Board approval? Did the Township Board give authority to the Trustee to even hire an attorney or set a price on what was to be spent on an attorney? Who actually authorized the Attorney? When does the Attorney refuse to share the invoices with the Township, the actual entity who paid the \$70,000.00 attorney fees?**

**We are conducting further investigation into this issue and will be contacting the Public Access Counselor to provide the contact that division had with the Railroad Township Trustee.**

**We will also be investigating the Board minutes and notes to see what information the Board was given by the Trustee.**

**Sincerely,**

  
**Roger Chaffins,**  
**Railroad Township Trustee**

RAILROAD TOWNSHIP, STARKE COUNTY  
EXIT CONFERENCE

The contents of this report were discussed on May 13, 2020, with Roger Chaffins, Trustee; Clayton Redlin, Township Board member; and Katherine Chaffins, Township Clerk.

The contents of this report were discussed via telephone on May 12, 2020, with Joseph Krzyzanowski, Chairman of the Township Board.