

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

FINANCIAL STATEMENT AUDIT REPORT  
OF  
MERRILLVILLE CONSERVANCY DISTRICT  
LAKE COUNTY, INDIANA  
January 1, 2018 to December 31, 2019



**FILED**  
11/17/2020



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SCHEDULE OF OFFICIALS

<u>Office</u>	<u>Official</u>	<u>Term</u>
Financial Clerk	Vickee Edwards	01-01-18 to 12-31-20
Chair of the Board of Directors	Edward Yerga	01-01-18 to 12-31-20



## INDEPENDENT AUDITOR'S REPORT

TO: THE OFFICIALS OF THE MERRILLVILLE CONSERVANCY DISTRICT, LAKE COUNTY, INDIANA

### **Report on the Financial Statement**

We have audited the accompanying financial statement of the Merrillville Conservancy District (District), which comprises the financial position and results of operations for the period of January 1, 2018 to December 31, 2019, and the related notes to the financial statement as listed in the Table of Contents.

### ***Management's Responsibility for the Financial Statement***

Management is responsible for the preparation and fair presentation of this financial statement in accordance with the financial reporting provisions of the Indiana State Board of Accounts as allowed by state statute (IC 5-11-1-6). Management is responsible for and has determined that the regulatory basis of accounting, as established by the Indiana State Board of Accounts, is an acceptable basis of presentation. Management is also responsible for the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of the financial statement that is free from material misstatement, whether due to fraud or error.

### ***Auditor's Responsibility***

Our responsibility is to express an opinion on this financial statement based on our audit. We conducted our audit in accordance with auditing standards generally accepted in the United States of America. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statement is free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial statement. The procedures selected depend on the auditor's judgment, including the assessment of the risks of material misstatement of the financial statement, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the District's preparation and fair presentation of the financial statement in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the District's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial statement.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.

INDEPENDENT AUDITOR'S REPORT  
(Continued)

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

As discussed in Note 1 to the financial statement, the District prepares its financial statement on 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 basis of accounting other than accounting principles generally accepted in the United States of America.

The effects on the financial statement of the variances between the regulatory basis of accounting described in Note 1 and accounting principles generally accepted in the United States of America, although not reasonably determinable, are presumed to be material.

***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 statement referred to above does not present fairly, in accordance with accounting principles generally accepted in the United States of America, the financial position and results of operations of the District for the period of January 1, 2018 to December 31, 2019.

***Opinion on Regulatory Basis of Accounting***

In our opinion, the financial statement referred to above presents fairly, in all material respects, the financial position and results of operations of the District for the period of January 1, 2018 to December 31, 2019, in accordance with the financial reporting provisions of the Indiana State Board of Accounts described in Note 1.

***Other Matters***

*Other Information*

Our audit was conducted for the purpose of forming an opinion on the District's financial statement. The Combining Schedules of Receipts, Disbursements, and Cash and Investment Balances - Regulatory Basis, Schedule of Payables and Receivables, Schedule of Leases and Debt, and Schedule of Capital Assets, as listed in the Table of Contents, are presented for additional analysis and are not required parts of the financial statement. They have not been subjected to the auditing procedures applied by us in the audit of the financial statement and, accordingly, we express no opinion on them.

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

November 4, 2020

## FINANCIAL STATEMENT AND ACCOMPANYING NOTES

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

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MERRILLVILLE CONSERVANCY DISTRICT  
 STATEMENT OF RECEIPTS, DISBURSEMENTS,  
 AND CASH AND INVESTMENT BALANCES -  
 REGULATORY BASIS  
 For the Years Ended December 31, 2018 and 2019

Fund	Cash and Investments 01-01-18	Receipts	Disbursements	Cash and Investments 12-31-18	Receipts	Disbursements	Cash and Investments 12-31-19
General Fund	\$ 4,151,869	\$ 5,125,485	\$ 5,329,144	\$ 3,948,210	\$ 5,529,616	\$ 6,310,733	\$ 3,167,093
2011 Bond Fund	1,014,606	16,279	2,020	1,028,865	23,518	1,480	1,050,903
Cumulative Fund	3,808,564	1,009,047	893,120	3,924,491	449,822	805,572	3,568,741
Payroll	-	1,140,177	1,140,177	-	1,207,285	1,207,285	-
ALBANESE SURCHARGE FUND	-	264,651	264,651	-	456,862	456,862	-
IHCD's Share of GSD True-Ups	-	562,194	-	562,194	-	191,535	370,659
Construction	1,334,761	24,280	211,897	1,147,144	30,021	12,829	1,164,336
Debt Service	1,653,865	3,696,978	3,518,824	1,832,019	2,803,815	3,505,168	1,130,666
Totals	<u>\$ 11,963,665</u>	<u>\$ 11,839,091</u>	<u>\$ 11,359,833</u>	<u>\$ 12,442,923</u>	<u>\$ 10,500,939</u>	<u>\$ 12,491,464</u>	<u>\$ 10,452,398</u>

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

MERRILLVILLE CONSERVANCY DISTRICT  
NOTES TO FINANCIAL STATEMENT

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

**A. Reporting Entity**

The District was established under the laws of the State of Indiana. The District operates under a governing board.

The accompanying financial statement presents the financial information for the District.

**B. Basis of Accounting**

The financial statement is 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 statement. 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 District.

*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.

MERRILLVILLE CONSERVANCY DISTRICT  
NOTES TO FINANCIAL STATEMENT  
(Continued)

*E. Disbursements*

Disbursements are presented in the aggregate on the face of the financial statement. 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.

*Debt service - principal and interest.* Amounts disbursed for fixed obligations resulting from financial transactions previously entered into by the District. It includes all expenditures for the reduction of the principal and interest of the District's general obligation indebtedness.

*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 District 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 District. 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 District. 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 District 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.

MERRILLVILLE CONSERVANCY DISTRICT  
NOTES TO FINANCIAL STATEMENT  
(Continued)

**Note 2. Budgets**

The operating budget is initially prepared and approved at the local level. The fiscal officer of the District 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 District 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 District 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 District 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 District 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 District to set aside money for claim settlements. The self-insurance fund would be included in the financial statement. The purpose of participation in a risk pool is to provide a medium for the funding and administration of the risks.

MERRILLVILLE CONSERVANCY DISTRICT  
NOTES TO FINANCIAL STATEMENT  
(Continued)

**Note 6. Pension Plan**

The District contributes \$1.50 per hour to the full-time employees' retirement funds. The employees may also contribute an additional amount per pay up to an amount set by law.

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#### OTHER INFORMATION - UNAUDITED

The District's Annual Financial Reports information can be found on the Indiana Gateway for Government Units website: <https://gateway.ifionline.org/>.

Differences may be noted between the financial information presented in the financial statement contained in this report and the financial information presented in the District's Annual Financial Reports referenced above. These differences, if any, are due to adjustments made to the financial information during the course of the audit. This is a common occurrence in any financial statement audit. The financial information presented in this report is audited information, and the accuracy of such information can be determined by reading the opinion given in the Independent Auditor's Report.

The other information presented was approved by management of the District. It is presented as intended by the District.

MERRILLVILLE CONSERVANCY DISTRICT  
 COMBINING SCHEDULE OF RECEIPTS, DISBURSEMENTS,  
 AND CASH AND INVESTMENT BALANCES -  
 REGULATORY BASIS  
 For the Year Ended December 31, 2018

	General Fund	2011 Bond Fund	Cumulative Fund	Payroll	ALBANESE SURCHARGE FUND	IHCD's Share of GSD True-Ups	Construction	Debt Service	Totals
Cash and investments - beginning	\$ 4,151,869	\$ 1,014,606	\$ 3,808,564	\$ -	\$ -	\$ -	\$ 1,334,761	\$ 1,653,865	\$ 11,963,665
Receipts:									
Taxes	-	-	-	-	-	-	-	3,607,672	3,607,672
Charges for services	4,871,685	-	638,540	-	264,651	562,194	-	55,000	6,392,070
Other receipts	253,800	16,279	370,507	1,140,177	-	-	24,280	34,306	1,839,349
Total receipts	5,125,485	16,279	1,009,047	1,140,177	264,651	562,194	24,280	3,696,978	11,839,091
Disbursements:									
Personal services	1,479,877	-	-	1,140,177	-	-	-	-	2,620,054
Supplies	95,749	-	-	-	-	-	-	-	95,749
Other services and charges	3,415,631	355	-	-	264,651	-	-	-	3,680,637
Debt service - principal and interest	-	-	-	-	-	-	-	3,518,824	3,518,824
Capital outlay	330,458	415	893,120	-	-	-	211,897	-	1,435,890
Other disbursements	7,429	1,250	-	-	-	-	-	-	8,679
Total disbursements	5,329,144	2,020	893,120	1,140,177	264,651	-	211,897	3,518,824	11,359,833
Excess (deficiency) of receipts over disbursements	(203,659)	14,259	115,927	-	-	562,194	(187,617)	178,154	479,258
Cash and investments - ending	\$ 3,948,210	\$ 1,028,865	\$ 3,924,491	\$ -	\$ -	\$ 562,194	\$ 1,147,144	\$ 1,832,019	\$ 12,442,923

MERRILLVILLE CONSERVANCY DISTRICT  
 COMBINING SCHEDULE OF RECEIPTS, DISBURSEMENTS,  
 AND CASH AND INVESTMENT BALANCES -  
 REGULATORY BASIS  
 For the Year Ended December 31, 2019

	General Fund	2011 Bond Fund	Cumulative Fund	Payroll	ALBANESE SURCHARGE FUND	IHCD's Share of GSD True-Ups	Construction	Debt Service	Totals
Cash and investments - beginning	\$ 3,948,210	\$ 1,028,865	\$ 3,924,491	\$ -	\$ -	\$ 562,194	\$ 1,147,144	\$ 1,832,019	\$ 12,442,923
Receipts:									
Taxes	-	-	-	-	-	-	-	2,707,249	2,707,249
Charges for services	5,256,394	-	354,677	-	456,862	-	-	60,000	6,127,933
Other receipts	273,222	23,518	95,145	1,207,285	-	-	30,021	36,566	1,665,757
Total receipts	5,529,616	23,518	449,822	1,207,285	456,862	-	30,021	2,803,815	10,500,939
Disbursements:									
Personal services	1,611,008	-	-	1,207,285	-	-	-	-	2,818,293
Supplies	71,468	-	-	-	-	-	-	-	71,468
Other services and charges	4,566,480	1,480	75,741	-	456,862	-	-	-	5,100,563
Debt service - principal and interest	-	-	-	-	-	-	-	3,505,168	3,505,168
Capital outlay	50,915	-	365,721	-	-	-	6,479	-	423,115
Other disbursements	10,862	-	364,110	-	-	191,535	6,350	-	572,857
Total disbursements	6,310,733	1,480	805,572	1,207,285	456,862	191,535	12,829	3,505,168	12,491,464
Excess (deficiency) of receipts over disbursements	(781,117)	22,038	(355,750)	-	-	(191,535)	17,192	(701,353)	(1,990,525)
Cash and investments - ending	\$ 3,167,093	\$ 1,050,903	\$ 3,568,741	\$ -	\$ -	\$ 370,659	\$ 1,164,336	\$ 1,130,666	\$ 10,452,398

MERRILLVILLE CONSERVANCY DISTRICT  
 SCHEDULE OF PAYABLES AND RECEIVABLES  
 December 31, 2019

<u>Government or Enterprise</u>	<u>Accounts Payable</u>	<u>Accounts Receivable</u>
Governmental activities	<u>\$ 42,253</u>	<u>\$ 447,225</u>

MERRILLVILLE CONSERVANCY DISTRICT  
 SCHEDULE OF LEASES AND DEBT  
 December 31, 2019

Description of Debt		Ending	Principal and
Type	Purpose	Principal	Interest Due
		Balance	Within One
			Year
Governmental activities:			
General obligation bonds	2007 BONDS - REFUNDING BONDS OF 2017	\$ 3,196,465	\$ 1,416,413
General obligation bonds	2011 BONDS	7,179,363	1,354,298
General obligation bonds	GSD CAPITAL COST	<u>1,968,067</u>	<u>362,838</u>
Total governmental activities		<u>12,343,895</u>	<u>3,133,549</u>
Totals		<u>\$ 12,343,895</u>	<u>\$ 3,133,549</u>

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MERRILLVILLE CONSERVANCY DISTRICT  
 SCHEDULE OF CAPITAL ASSETS  
 December 31, 2019

Capital assets are reported at actual or estimated historical cost based on appraisals or deflated current replacement cost. Contributed or donated assets are reported at estimated fair value at the time received.

	<u>Ending Balance</u>
Governmental activities:	
Land	\$ 349,726
Infrastructure	59,876,680
Buildings	1,448,931
Improvements other than buildings	87,003
Machinery, equipment, and vehicles	<u>1,941,279</u>
Total governmental activities	<u>63,703,619</u>
Total capital assets	<u><u>\$ 63,703,619</u></u>

## OTHER REPORTS

In addition to this report, other reports may have been issued for the District. All reports can be found on the Indiana State Board of Accounts' website: <http://www.in.gov/sboa/>.