

**REPORT OF THE AUDIT OF THE  
EDMONSON COUNTY  
CLERK**

**For The Year Ended  
December 31, 2017**



**MIKE HARMON  
AUDITOR OF PUBLIC ACCOUNTS  
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**MIKE HARMON**  
**AUDITOR OF PUBLIC ACCOUNTS**

The Honorable Wil Cannon, Edmonson County Judge/Executive  
The Honorable Kevin Alexander, Edmonson County Clerk  
Members of the Edmonson County Fiscal Court

Independent Auditor's Report

**Report on the Financial Statement**

We have audited the accompanying Statement of Receipts, Disbursements, and Excess Fees - Regulatory Basis of the County Clerk of Edmonson County, Kentucky, for the year ended December 31, 2017, and the related notes to the financial statement.

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

Management is responsible for the preparation and fair presentation of this financial statement in accordance with accounting practices prescribed or permitted by the laws of Kentucky to demonstrate compliance with the Commonwealth of Kentucky's regulatory basis of accounting and budget laws. Management is also responsible for the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of a 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, the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States, and the *Audit Guide for County Fee Officials* issued by the Auditor of Public Accounts, Commonwealth of Kentucky. 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 entity'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 entity'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.



The Honorable Wil Cannon, Edmonson County Judge/Executive  
The Honorable Kevin Alexander, Edmonson County Clerk  
Members of the Edmonson County Fiscal Court

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

As described in Note 1 of the financial statement, the financial statement is prepared by the Edmonson County Clerk on the basis of the accounting practices prescribed or permitted by the laws of Kentucky to demonstrate compliance with the Commonwealth of Kentucky’s regulatory basis of accounting, 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 of each fund of the Edmonson County Clerk, as of December 31, 2017, or changes in financial position or cash flows thereof for the year then ended.

**Opinion on Regulatory Basis of Accounting**

In our opinion, the financial statement referred to above presents fairly, in all material respects, the receipts, disbursements, and excess fees of the Edmonson County Clerk for the year ended December 31, 2017, in accordance with the basis of accounting practices prescribed or permitted by the Commonwealth of Kentucky as described in Note 1.

**Other Reporting Required by *Government Auditing Standards***

In accordance with *Government Auditing Standards*, we have also issued our report dated July 16, 2018, on our consideration of the Edmonson County Clerk’s internal control over financial reporting and on our tests of its compliance with certain provisions of laws, regulations, contracts, grant agreements, and other matters. The purpose of that report is to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the 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 Edmonson County Clerk’s internal control over financial reporting and compliance.

Based on the results of our audit, we have presented the accompanying Schedule of Findings and Responses, included herein, which discusses the following report comment:

2017-001 The County Clerk’s Office Lacks Adequate Segregation Of Duties Over Cash, Receipts, Disbursements, And Reconciliations

Respectfully submitted,



Mike Harmon  
Auditor of Public Accounts

July 16, 2018

EDMONSON COUNTY  
 KEVIN ALEXANDER, COUNTY CLERK  
STATEMENT OF RECEIPTS, DISBURSEMENTS, AND EXCESS FEES - REGULATORY BASIS

For The Year Ended December 31, 2017

Receipts

State Grants		\$ 61,989
State Revenue Supplement		66,599
State Fees For Services		8,561
Fiscal Court		95,669
Licenses and Taxes:		
Motor Vehicle-		
Licenses and Transfers	\$ 395,584	
Usage Tax	528,930	
Tangible Personal Property Tax	1,108,523	
Notary Fees	1,702	
Other-		
Fish and Game Licenses	5,839	
Marriage Licenses	2,898	
Occupational Licenses	23	
Miscellaneous	260	
Legal Process Tax	3,253	
Deed Transfer Tax	42,843	
Delinquent Tax	317,468	2,407,323
Fees Collected for Services:		
Recordings-		
Deeds, Easements, and Contracts	9,149	
Real Estate Mortgages	22,099	
Chattel Mortgages and Financing Statements	32,833	
Powers of Attorney	1,259	
Affordable Housing Trust	17,292	
All Other Recordings	14,067	
Charges for Other Services-		
Candidate Filing Fees	1,220	
Copywork	3,245	
Postage	991	102,155
Other:		
Refunds		5,234

The accompanying notes are an integral part of this financial statement.

EDMONSON COUNTY  
 KEVIN ALEXANDER, COUNTY CLERK  
 STATEMENT OF RECEIPTS, DISBURSEMENTS, AND EXCESS FEES - REGULATORY BASIS  
 For The Year Ended December 31, 2017  
 (Continued)

Receipts (Continued)

Interest Earned	\$ 768
Total Receipts	2,748,298

Disbursements

Payments to State:

Motor Vehicle-		
Licenses and Transfers	\$ 277,611	
Usage Tax	512,903	
Tangible Personal Property Tax	420,514	
Licenses, Taxes, and Fees-		
Fish and Game Licenses	5,599	
Delinquent Tax	29,031	
Legal Process Tax	13,404	
Affordable Housing Trust	<u>19,518</u>	\$ 1,278,580

Payments to Fiscal Court:

Tangible Personal Property Tax	127,372	
Delinquent Tax	32,172	
Deed Transfer Tax	40,160	
Occupational Licenses	<u>19</u>	199,723

Payments to Other Districts:

Tangible Personal Property Tax	506,684	
Delinquent Tax	<u>156,645</u>	663,329

Payments to Sheriff 27,267

Payments to County Attorney 43,977

Operating Disbursements:

Materials and Supplies-	
Office Supplies	4,627

The accompanying notes are an integral part of this financial statement.



EDMONSON COUNTY  
 KEVIN ALEXANDER, COUNTY CLERK  
 STATEMENT OF RECEIPTS, DISBURSEMENTS, AND EXCESS FEES - REGULATORY BASIS  
 For The Year Ended December 31, 2017  
 (Continued)

Operating Disbursements: (Continued)

Other Charges-			
Grant Expenditures	\$	61,989	
Refunds		6,156	
Miscellaneous		792	\$ 73,564
Total Disbursements			<u>\$ 2,286,440</u>
Net Receipts			461,858
Less: Statutory Maximum			<u>83,059</u>
Excess Fees			378,799
Less: Expense Allowance		3,600	
Training Incentive Benefit		<u>5,023</u>	<u>8,623</u>
Excess Fees Due County for 2017			370,176
Payments to Fiscal Court - Monthly			<u>369,791</u>
Balance Due Fiscal Court at Completion of Audit *			<u><u>\$ 385</u></u>

\* - The county clerk presented a check to the fiscal court for excess fees on July 7, 2018.

EDMONSON COUNTY  
NOTES TO FINANCIAL STATEMENT

December 31, 2017

Note 1. Summary of Significant Accounting Policies

A. Fund Accounting

A fee official uses a fund to report on the results of operations. A fund is a separate accounting entity with a self-balancing set of accounts. Fund accounting is designed to demonstrate legal compliance and to aid financial management by segregating transactions related to certain government functions or activities.

A fee official uses a fund for fees to account for activities for which the government desires periodic determination of the excess of receipts over disbursements to facilitate management control, accountability, and compliance with laws.

B. Basis of Accounting

KRS 64.820 directs the fiscal court to collect any amount, including excess fees, due from the county clerk as determined by the audit. KRS 64.152 requires the county clerk to settle excess fees with the fiscal court by March 15 each year.

The financial statement has been prepared on a regulatory basis of accounting, which demonstrates compliance with the laws of Kentucky and is a special purpose framework. Under this regulatory basis of accounting, receipts and disbursements are generally recognized when cash is received or disbursed, with the exception of accrual of the following items (not all-inclusive) at December 31 that may be included in the excess fees calculation:

- Interest receivable
- Collection on accounts due from others for 2017 services
- Reimbursements for 2017 activities
- Payments due other governmental entities for December tax and fee collections and payroll
- Payments due vendors for goods or services provided in 2017

The measurement focus of a fee official is upon excess fees. Remittance of excess fees is due to the county treasurer in the subsequent year.

C. Cash and Investments

KRS 66.480 authorizes the county clerk's office to invest in obligations of the United States and of its agencies and instrumentalities, obligations and contracts for future delivery or purchase of obligations backed by the full faith and credit of the United States, obligations of any corporation of the United States government, bonds or certificates of indebtedness of this state, and certificates of deposit issued by or other interest-bearing accounts of any bank or savings and loan institution which are insured by the Federal Deposit Insurance Corporation (FDIC) or which are collateralized, to the extent uninsured, by any obligation permitted by KRS 41.240(4).

D. Fee Pooling

The Edmonson County Clerk's office is required by the fiscal court to participate in a fee pooling system. Fee officials who are required to participate in fee pooling deposit all funds collected into their official operating account. The county clerk is responsible for paying all amounts collected for others and applicable refunds to customers. Residual funds are then paid to the county treasurer on a monthly basis. Invoices are submitted to the county treasurer to document operating expenses. The fiscal court pays all operating expenses for the fee official.

EDMONSON COUNTY  
 NOTES TO FINANCIAL STATEMENT  
 December 31, 2017  
 (Continued)

Note 2. Employee Retirement System and Other Post-Employment Benefits

The county official and employees have elected to participate, pursuant to KRS 78.530, in the County Employees Retirement System (CERS), which is administered by the Board of Trustees of the Kentucky Retirement Systems (KRS). This is a cost-sharing, multiple-employer, defined benefit pension plan, which covers all eligible full-time employees and provides for retirement, disability, and death benefits to plan members. Benefit contributions and provisions are established by statute.

Nonhazardous covered employees are required to contribute five percent of their salary to the plan. Nonhazardous covered employees who begin participation on or after September 1, 2008, are required to contribute six percent of their salary to be allocated as follows: five percent will go to the member's account and one percent will go to the KRS insurance fund. The county's contribution rate for nonhazardous employees was 18.68 percent for the first six months and 19.18 percent for the last six months.

In accordance with Senate Bill 2, signed by the Governor on April 4, 2013, plan members who began participating on, or after, January 1, 2014, were required to contribute to the Cash Balance Plan. The Cash Balance Plan is known as a hybrid plan because it has characteristics of both a defined benefit plan and a defined contribution plan. Members in the plan contribute a set percentage of their salary each month to their own accounts. Nonhazardous members contribute five percent of their annual creditable compensation and one percent to the health insurance fund which is not credited to the member's account and is not refundable. The employer contribution rate is set annually by the Board based on an actuarial valuation. The employer contributes a set percentage of the member's salary. Each month, when employer contributions are received, an employer pay credit is deposited to the member's account. A nonhazardous member's account is credited with a four percent employer pay credit. The employer pay credit represents a portion of the employer contribution.

Benefits fully vest on reaching five years of service for nonhazardous employees. Aspects of benefits for nonhazardous employees include retirement after 27 years of service or age 65. Nonhazardous employees who begin participation on or after September 1, 2008, must meet the rule of 87 (member's age plus years of service credit must equal 87, and the member must be a minimum of 57 years of age) or the member is age 65, with a minimum of 60 months service credit.

Health Insurance Coverage

CERS also provides post-retirement health care coverage as follows:

For members participating prior to July 1, 2003, years of service and respective percentages of the maximum contribution are as follows:

<b>Years of Service</b>	<b>% paid by Insurance Fund</b>	<b>% Paid by Member through Payroll Deduction</b>
20 or more	100%	0%
15-19	75%	25%
10-14	50%	50%
4-9	25%	75%
Less than 4	0%	100%

EDMONSON COUNTY  
NOTES TO FINANCIAL STATEMENT  
December 31, 2017  
(Continued)

Note 2. Employee Retirement System and Other Post-Employment Benefits (Continued)

As a result of House Bill 290 (2004 General Assembly), medical insurance benefits are calculated differently for members who began participation on or after July 1, 2003. Once members reach a minimum vesting period of ten years, non-hazardous employees whose participation began on or after July 1, 2003, earn ten dollars per month for insurance benefits at retirement for every year of earned service without regard to a maximum dollar amount. This dollar amount is subject to adjustment annually based on the retiree cost of living adjustment, which is updated annually due to changes in the Consumer Price Index.

KRS issues a publicly available annual financial report that includes financial statements and required supplementary information on CERS. This report may be obtained by writing the Kentucky Retirement Systems, 1260 Louisville Road, Frankfort, KY 40601-6124, or by telephone at (502) 564-4646.

Note 3. Deposits

The Edmonson County Clerk maintained deposits of public funds with depository institutions insured by the Federal Deposit Insurance Corporation (FDIC) as required by KRS 66.480(1)(d). According to KRS 41.240, the depository institution should pledge or provide sufficient collateral which, together with FDIC insurance, equals or exceeds the amount of public funds on deposit at all times. In order to be valid against the FDIC in the event of failure or insolvency of the depository institution, this pledge or provision of collateral should be evidenced by an agreement between the county clerk and the depository institution, signed by both parties, that is (a) in writing, (b) approved by the board of directors of the depository institution or its loan committee, which approval must be reflected in the minutes of the board or committee, and (c) an official record of the depository institution.

Custodial Credit Risk - Deposits

Custodial credit risk is the risk that in the event of a depository institution failure, the county clerk's deposits may not be returned. The Edmonson County Clerk does not have a deposit policy for custodial credit risk but rather follows the requirements of KRS 66.480(1)(d) and KRS 41.240. As of December 31, 2017, all deposits were covered by FDIC insurance or a properly executed collateral security agreement.

Note 4. Grants

- A. The Edmonson County Clerk's office received a local records microfilming grant from the Kentucky Department for Libraries and Archives in the amount of \$26,451 on September 2, 2015, which was deposited into a separate account. The account has earned interest of \$88, leaving a balance of \$26,539 in the grant account as of January 1, 2017. The account earned an additional \$33 in interest in calendar year 2017. Funds totaling \$26,451 were expended during the year and the interest of \$121 was turned over as excess fees. The unexpended grant balance was \$0 as of December 31, 2017.
- B. The Edmonson County Clerk's office received a local records project grant from the Kentucky Department for Libraries and Archives in the amount of \$35,538, which was deposited into a separate account. The account earned \$19 in interest, which was turned over as excess fees, and grant funds totaling \$35,538 were expended during the year. The unexpended grant balance was \$0 as of December 31, 2017.

EDMONSON COUNTY  
NOTES TO FINANCIAL STATEMENT  
December 31, 2017  
(Continued)

Note 5. Escrow Account

The Edmonson County Clerk's office maintained an escrow account opened by the former county clerk. The beginning balance of the account was \$191. Partial delinquent tax payments of \$3,679, outstanding checks of \$70 from 2017 fees, and monies from 2014 fees of \$78 were received during calendar year 2017. Bank fees of \$27 were charged due to inactivity, \$35 for returned check charges, and \$1,064 was transferred to the fee account for full payment of a delinquent tax. The ending balance as of December 31, 2016, was \$2,892.

Note 6. On Behalf Payments

The Edmonson County Clerk's office is required by the fiscal court to participate in a fee pooling system. Since the Edmonson County Clerk is fee pooling, the Edmonson County Fiscal Court pays the Edmonson County Clerk's statutory maximum as reflected on the Edmonson County Clerk's financial statement. For the year ended December 31, 2017, the Edmonson County Fiscal Court's contributions recognized by the Edmonson County Clerk included the amounts that were based on the statutory maximum as required by KRS 64.5275. The Edmonson County Clerk recognized receipts from the fiscal court and disbursements for the statutory maximum of \$83,059, training fringe benefit of \$5,023, and expense allowance of \$3,600 for the year ended December 31, 2017.

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REPORT ON INTERNAL CONTROL OVER FINANCIAL REPORTING AND  
ON COMPLIANCE AND OTHER MATTERS BASED ON AN AUDIT OF THE FINANCIAL  
STATEMENT PERFORMED IN ACCORDANCE WITH *GOVERNMENT AUDITING STANDARDS*

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MIKE HARMON  
AUDITOR OF PUBLIC ACCOUNTS

The Honorable Wil Cannon, Edmonson County Judge/Executive  
The Honorable Kevin Alexander, Edmonson County Clerk  
Members of the Edmonson County Fiscal Court

Report On Internal Control Over Financial Reporting And  
On Compliance And Other Matters Based On An Audit Of The Financial  
Statement Performed In Accordance With *Government Auditing Standards*

Independent Auditor's Report

We have audited, in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States, the Statement of Receipts, Disbursements, and Excess Fees - Regulatory Basis of the Edmonson County Clerk for the year ended December 31, 2017, and the related notes to the financial statement and have issued our report thereon dated July 16, 2018. The Edmonson County Clerk's financial statement is prepared on a regulatory basis of accounting, which demonstrates compliance with the Commonwealth of Kentucky's regulatory basis of accounting and budget laws, which is a basis of accounting other than accounting principles generally accepted in the United States of America.

**Internal Control over Financial Reporting**

In planning and performing our audit of the financial statement, we considered the Edmonson County Clerk's internal control over financial reporting (internal control) to determine the audit procedures that are appropriate in the circumstances for the purpose of expressing our opinion on the financial statement, but not for the purpose of expressing an opinion on the effectiveness of the Edmonson County Clerk's internal control. Accordingly, we do not express an opinion on the effectiveness of the Edmonson County Clerk's internal control.

Our consideration of internal control was for the limited purpose described in the preceding paragraph and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies and therefore, material weaknesses or significant deficiencies may exist that were not identified. However, as described in the accompanying Schedule of Findings and Responses, we identified a certain deficiency in internal control that we consider to be a material weakness.

A *deficiency in internal control* exists when the design or operation of a control does not allow management or employees in the normal course of performing their assigned functions, to prevent, or detect and correct misstatements on a timely basis. A *material weakness* is a deficiency, or a combination of deficiencies, in internal control, such that there is a reasonable possibility that a material misstatement of the entity's financial statement will not be prevented, or detected and corrected on a timely basis. We consider the deficiency described in the accompanying Schedule of Findings and Responses as item 2017-001 to be a material weakness.

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Report On Internal Control Over Financial Reporting And  
On Compliance And Other Matters Based On An Audit Of The Financial  
Statement Performed In Accordance With *Government Auditing Standards*  
(Continued)

**Compliance And Other Matters**

As part of obtaining reasonable assurance about whether the Edmonson County Clerk's financial statement is free of material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the determination of financial statement amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit and, accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards*.

**Views of Responsible Official and Planned Corrective Action**

The Edmonson County Clerk's views and planned corrective action for the finding identified in our audit are described in the accompanying Schedule of Findings and Responses. The Edmonson County Clerk's response was not subjected to the auditing procedures applied in the audit of the financial statement and, accordingly, we express no opinion on it.

**Purpose of this Report**

The purpose of this report is solely to describe the scope of our testing of internal control and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the entity's internal control or on compliance. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the entity's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Mike Harmon", with a long horizontal line extending to the right.

Mike Harmon  
Auditor of Public Accounts

July 16, 2018

## SCHEDULE OF FINDINGS AND RESPONSES

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EDMONSON COUNTY  
KEVIN ALEXANDER, COUNTY CLERK  
SCHEDULE OF FINDINGS AND RESPONSES

For The Year Ended December 31, 2017

INTERNAL CONTROL - MATERIAL WEAKNESS:

2017-001 The County Clerk's Office Lacks Adequate Segregation Of Duties Over Cash, Receipts, Disbursements, And Reconciliations

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This is a repeat finding and was included in the prior year audit report as finding 2016-001. The county clerk's office has a lack of segregation of duties over cash, receipts, disbursements, and the reconciliation process. The county clerk collects receipts, prepares deposits and daily checkout sheets, prints and signs checks, and prepares quarterly reports. He also posts to the ledgers and reconciles the bank statements. According to the county clerk, this condition is a result of a limited budget, which restricts the number of employees the county clerk can hire or delegate duties to.

The lack of oversight could result in undetected misappropriation of assets and inaccurate financial reporting to external agencies, such as the Department for Local Government. The segregation of duties over various accounting functions such as preparing deposits, preparing daily checkout sheets, and issuance of cash receipts, is essential for providing protection from asset misappropriation and inaccurate financial reporting. Additionally, proper segregation of duties protects employees in the normal course of performing their daily responsibilities.

We recommend the county clerk implement adequate segregation of duties to prevent the same person from having a significant role in the receiving process, recording, and reporting of receipts and disbursements. If this is not feasible, due to a limited budget, cross checking procedures could be implemented and documented by the individual performing the procedure.

*County Clerk's Response: As stated after both the 2015 and 2016 audits, both Deputy Clerk [name redacted] and I perform daily deposits, print-out reports, and input information and figures into our QuickBooks accounting software. With just the four of us in our office, it is a very difficult thing to try and train others on the preparation of reports. We will continue to have dual signatures on checks, have multiple reviews of reports, and have each employee review our mail and sign off the mail log.*