# **REGULAR AUDIT**

# FOR THE YEAR ENDED DECEMBER 31, 2004



Auditor of State Betty Montgomery

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# Auditor of State Betty Montgomery

Perry Township Coshocton County 19849 TR 383 Walhonding, Ohio 43843

To the Board of Trustees:

As you are aware, the Auditor of State's Office (AOS) must modify the *Independent Accountants' Report* we provide on your financial statements due to a February 2, 2005 interpretation from the American Institute of Certified Public Accountants (AICPA). While AOS does not legally require your government to prepare financial statements pursuant to Generally Accepted Accounting Principles (GAAP), the AICPA interpretation requires auditors to formally acknowledge that you did not prepare your financial statements in accordance with GAAP. Our Report includes an opinion relating to GAAP presentation and measurement requirements, but does not imply the amounts the statements present are misstated under the non-GAAP basis you follow. The AOS report also includes an opinion on the financial statements you prepared using the cash basis and financial statement format the AOS permits.

Betty Montgomeny

Betty Montgomery Auditor of State

September 15, 2006

101 Central Plaza South / 700 Chase Tower / Canton, OH 44702 Telephone: (330) 438-0617 (800) 443-9272 Fax: (330) 471-0001 www.auditor.state.oh.us This page intentionally left blank.



# Auditor of State Betty Montgomery

# INDEPENDENT ACCOUNTANTS' REPORT

Perry Township Coshocton County 19849 TR 383 Walhonding, Ohio 43843

To the Board of Trustees:

We have audited the accompanying financial statements of Perry Township, Coshocton County, Ohio, (the Township) as of and for the year ended December 31, 2004. These financial statements are the responsibility of the Township's management. Our responsibility is to express an opinion on these financial statements based on our audit.

We conducted our audit in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in the Comptroller General of the United States' *Government Auditing Standards*. Those standards require that we plan and perform the audit to reasonably assure whether the financial statements are free of material misstatement. An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements. An audit also includes assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall financial statement presentation. The Township processes its financial transactions with the Auditor of State's Uniform Accounting Network (UAN). *Government Auditing Standards* considers this service to impair the independence of the Auditor of State to audit the Township because the Auditor of State designed, developed, implemented, and as requested, operates UAN. However, *Government Auditing Standards* permits the Auditor of State to audit and opine on this entity, because Ohio Revised Code § 117.101 requires the Auditor of State to provide UAN services, and Ohio Revised Code § 117.11(B) and 115.56 mandate the Auditor of State to audit Ohio governments. We believe our audit provides a reasonable basis for our opinion.

As described more fully in Note 1, the Township has prepared these financial statements using accounting practices the Auditor of State prescribes or permits. These practices differ from accounting principles generally accepted in the United States of America (GAAP). Although we cannot reasonably determine the effects on the financial statements of the variances between these regulatory accounting practices and GAAP, we presume they are material.

As described in Note 8, the Township restated beginning fund balance at December 31, 2003 to reflect a correction of an error for the reporting of interest.

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Perry Township Coshocton County Independent Accountants' Report Page 2

Revisions to GAAP would require the Township to reformat its financial statement presentation and make other changes effective for the year ended December 31, 2004. Instead of the combined funds the accompanying financial statements present for 2004, the revisions require presenting entity wide statements and also to present its larger (i.e. major) funds separately for 2004. While the Township does not follow GAAP, generally accepted auditing standards requires us to include the following paragraph if the statements do not substantially conform to the new GAAP presentation requirements. The Auditor of State permits, but does not require governments to reformat their statements. The Township has elected not to reformat its statements. Since this Township does not use GAAP to measure financial statement amounts, the following paragraph does not imply the amounts reported are materially misstated under the accounting basis the Auditor of State permits. Our opinion on the fair presentation of the amounts reported pursuant to its non-GAAP basis is in the second following paragraph.

In our opinion, because of the effects of the matter discussed in the preceding two paragraphs, the financial statements referred to above for the year ended December 31, 2004 do not present fairly, in conformity with accounting principles generally accepted in the United States of America, the financial position of the District as of December 31, 2004, or its changes in financial position for the years then ended.

Also, in our opinion, the financial statements referred to above present fairly, in all material respects, the combined fund cash balances of Perry Township, Coshocton County, as of December 31, 2004, and its combined cash receipts and disbursements for the years then ended on the accounting basis Note 1 describes.

The aforementioned revision to generally accepted accounting principles also requires the Township to include Management's Discussion and Analysis for the year ended December 31, 2004. The Township has not presented Management's Discussion and Analysis, which accounting principles generally accepted in the United States of America has determined is necessary to supplement, although not required to be part of, the financial statements.

In accordance with *Government Auditing Standards*, we have also issued our report dated September 15, 2006, on our consideration of the Township's internal control over financial reporting and our tests of its compliance with certain provisions of laws, regulations, contracts and grant agreements and other matters. While we did not opine on the internal control over financial reporting or on compliance, that report describes the scope of our testing of internal control over financial reporting and compliance, and the results of that testing. That report is an integral part of an audit performed in accordance with *Government Auditing Standards*. You should read it in conjunction with this report in assessing the results of our audit.

Betty Montgomeny

Betty Montgomery Auditor of State

September 15, 2006

# COMBINED STATEMENT OF CASH RECEIPTS, CASH DISBURSEMENTS, AND CHANGES IN FUND CASH BALANCES ALL GOVERNMENTAL FUND TYPES FOR THE YEAR ENDED DECEMBER 31, 2004

	Governmental Fund Types		Totals
	General	Special Revenue	(Memorandum Only)
<b>Cash Receipts:</b> Local Taxes Intergovernmental Earnings on Investments Other Revenue	\$21,309 17,665 1,357 566	\$75,287 1,626	\$21,309 92,952 2,983 566
Total Cash Receipts	40,897	76,913	117,810
Cash Disbursements: Current: General Government Public Works Debt Service: Redemption of Principal Interest and Fiscal Charges Total Cash Disbursements	45,528 44,651 <u>6,873</u> <u>97,052</u>	83,224	45,528 83,224 44,651 6,873 180,276
Total Cash Receipts (Under) Cash Disbursements	(56,155)	(6,311)	(62,466)
Other Financing Receipts: Proceeds from Sale of Public Debt: Sale of Notes	60,362		60,362
Excess of Cash Receipts and Other Financing Receipts Over/(Under) Cash Disbursements and Other Financing Receipts	4,207	(6,311)	(2,104)
Fund Cash Balances, January 1 (Restated)	8,667	51,140	59,807
Fund Cash Balances, December 31	\$12,874	\$44,829	<u>\$57,703</u>

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

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#### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2004

#### 1. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

#### A. Description of the Entity

The constitution and laws of the State of Ohio establish the rights and privileges of Perry Township, Coshocton County, (the Township) as a body corporate and politic. A publiclyelected three-member Board of Trustees directs the Township. The Township provides road and bridge maintenance, cemetery maintenance and other governmental services including public works and public health services.

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

# B. Basis of Accounting

These financial statements follow the basis of accounting the Auditor of State prescribes or permits, which is similar to the cash receipts and disbursements basis of accounting. This basis recognizes receipts when received in cash rather than when earned and recognizes disbursements when paid rather than when a liability is incurred. Budgetary presentations report budgetary expenditures when a commitment is made (i.e., when an encumbrance is approved).

These statements adequately disclose material matters the Auditor of State prescribes.

#### C. Cash and Investments

Investments are reported as assets. Accordingly, purchases of investments are not recorded as disbursements, and sales of investments are not recorded as receipts. Gains or losses at the time of sale are recorded as receipts or disbursements, respectively.

The Township invests in certificates of deposit, which are valued at cost.

#### D. Fund Accounting

The Township uses fund accounting to segregate cash and investments that are restricted as to use. The Township classifies its funds into the following type:

#### 1. General Fund

The General Fund accounts for all financial resources except those required to be accounted for in another fund.

#### 2. Special Revenue Funds

These funds account for proceeds from specific sources (other than from trusts or for capital projects) that are restricted to expenditure for specific purposes. The Township had the following significant Special Revenue Funds:

<u>Motor Vehicle License Tax Fund</u> - This fund receives motor vehicle license tax money for constructing, maintaining, and repairing Township roads.

<u>Gasoline Tax Fund</u> - This fund receives gasoline tax money to pay for constructing, maintaining, and repairing Township roads.

#### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2004 (Continued)

## 1. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

#### E. Budgetary Process

The Ohio Revised Code requires the District to budget each fund annually.

#### 1. Appropriations

Budgetary expenditures (that is, disbursements and encumbrances) may not exceed appropriations at the fund level of control, and appropriations may not exceed estimated resources. The Board of Trustees must annually approve appropriation measures and subsequent amendments. The County Budget Commission must also approve the annual appropriation measure. Unencumbered appropriations lapse at year end.

# 2. Estimated Resources

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

# 3. Encumbrances

The Ohio Revised Code requires the Township to reserve (encumber) appropriations when commitments are made. Encumbrances outstanding at year end are carried over, and need not be reappropriated.

A summary of 2005 and 2004 budgetary activity appears in Note 3.

# F. Property, Plant, and Equipment

The Township records disbursements for acquisitions of property, plant, and equipment when paid. The accompanying financial statements do not report these items as assets.

# 2. EQUITY IN POOLED CASH

The District maintains a cash pool used by all funds. The Ohio Revised Code prescribes allowable deposits and investments. The carrying amount of cash at December 31 follows:

	2004
Demand deposits	\$37,703
Certificates of deposit	20,000
Total deposits	\$57,703

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

#### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2004 (Continued)

## 3. BUDGETARY ACTIVITY

Budgetary activity for the year ended December 31, 2004 follows:

2004 Budgeted vs. Actual Receipts					
Budgeted Actual					
Fund Type	Receipts	Receipts	Variance		
General	\$35,167	\$101,259	\$66,092		
Special Revenue	134,829	76,913	(57,916)		
Total	\$169,996	\$178,172	\$8,176		

2004 Budgeted vs. Actual Budgetary Basis Expenditures				
Appropriation Budgetary				
Fund Type	Authority	Expenditures	Variance	
General	\$49,906	\$97,052	(\$47,146)	
Special Revenue	118,928	83,224	35,704	
Total	\$168,834	\$180,276	(\$11,442)	

During 2004, certain Township expenditures were not certified by the Clerk prior to incurring the obligation, contrary to Ohio Revised Code Section 5705.41(D).

Also, the General Fund expenditures exceeded appropriations by \$47,146, contrary to Ohio Revised Code Section 5705.41(B).

#### 4. **PROPERTY TAX**

Real property taxes become a lien on January 1 preceding the October 1 date for which the Board of Trustees adopts rates. The State Board of Tax Equalization adjusts these rates for inflation. Property taxes are also reduced for applicable homestead and rollback deductions. The State then pays the Township amounts equaling the homestead and rollback deductions. Payments are due to the County by December 31. If the property owner elects to pay semiannually, the first half is due December 31. The second half payment is due the following June 20.

Tangible personal property tax owners assess that property. The property owners must file a tangible property list to the County by each April 30.

The County is responsible for assessing property, and for billing, collecting, and distributing all property taxes on behalf of the Township.

#### 5. DEBT

Debt outstanding at December 31, 2004 was as follows:

	Principal	Interest Rate
General Obligation Notes	\$60,362	3.95%

The Township issued general obligation notes to finance the purchase of a tractor for Township road maintenance. The note is secured by the tractor.

#### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2004 (Continued)

# 5. DEBT (Continued)

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

Veen eedien Deeeschen 24	General Obligation
Year ending December 31:	Notes
2005	\$10,923
2006	10,582
2007	10,242
2008	9,904
2009	9,561
2010	9,220
2011	8,879
Total	\$69,311

#### 6. RETIREMENT SYSTEM

The Township's Trustees and Clerk belong to the Ohio Public Employees Retirement System (OPERS). OPERS are cost-sharing, multiple-employer plans. The Ohio Revised Code prescribes retirement benefits, including postretirement healthcare and survivor and disability benefits.

The Ohio Revised Code also prescribes contribution rates. OPERS member employees contributed 8.5 percent of their gross salaries. The Township contributed an amount equal to 13.55 percent of participants' gross salaries. The Township has paid all contributions required through December 31, 2004.

#### 7. RISK MANAGEMENT

#### Risk Pool Membership

The Township belongs to the Ohio Government Risk Management Plan (the "Plan"), an unincorporated non-profit association providing a formalized, jointly administered self-insurance risk management program and other administrative services to approximately 500 Ohio governments ("Members").

Pursuant to Section 2744.081 of the Ohio Revised Code, the Plan is a separate legal entity. The Plan provides property, liability, errors and omissions, law enforcement, automobile, excess liability, crime, surety and bond, inland marine and other coverages, modified for each Member's needs.

The Plan pays judgments, settlements and other expenses resulting from covered claims that exceed the Member's deductible.

The Plan issues its own policies and reinsures the Plan with A- VII or better rated carriers, except for the 5% portion retained by the Plan. After September 1, 2003, the Plan pays the lesser of 5% or \$25,000 of casualty losses and the lesser of 5% or \$50,000 of property losses. The individual members are only responsible for their self-retention (deductible) amounts, which vary from member to member.

#### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2004 (Continued)

# 7. RISK MANAGEMENT (Continued)

The Pool's audited financial statements conform with generally accepted accounting principles, and reported the following assets, liabilities and retained earnings at December 31: 2004 and 2003 (the latest information available):

	<u>2004</u>	<u>2003</u>
Assets	\$6,685,522	\$5,402,167
Liabilities	2,227,808	<u>1,871,123</u>
Members' Equity	<u>\$4,457,714</u>	<u>\$3,531,044</u>

You can read the complete audited financial statements for The Ohio Government Risk Management Plan at the Plan's website, <u>www.ohioplan.org</u>.

#### 8. PRIOR PERIOD ADJUSTMENT

In the prior audit, amounts for the interest earned was incorrectly reported in the General and Special Revenue funds. The correction of these errors had the following effect on fund balances as previously reported at December 31, 2003.

	Balance Previously		Restated Balance
	<u>Reported</u>	Restatement	<u>January 1, 2004</u>
General Fund	\$10,406	(\$1,739)	\$8,667
Special Revenue Fund	52,127	(987)	51,140

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Auditor of State Betty Montgomery

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

Perry Township Coshocton County 19849 TR 383 Walhonding, Ohio 43843

To the Board of Trustees:

We have audited the financial statements of Perry Township, Coshocton County, Ohio, (the Township) as of and for the year ended December 31, 2004, and have issued our report thereon dated September 15, 2006, wherein we noted the Township followed accounting practices the Auditor of State prescribes rather than accounting principles generally accepted in the United States of America and beginning fund balance was restated to reflect a correction of an error for the reporting of interest. We also noted that the Township uses the Auditor of State's Uniform Accounting Network (UAN) to process its financial transactions. *Government Auditing Standards* considers this service to impair the Auditor of State's independence to audit the Township because the Auditor of State designed, developed, implemented, and, as requested, operates UAN. We conducted our audit in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in the Comptroller General of the United States' *Government Auditing Standards*.

# Internal Control Over Financial Reporting

In planning and performing our audit, we considered the Township's internal control over financial reporting to determine our auditing procedures to express our opinion on the financial statements and not to opine on the internal control over financial reporting. Our consideration of the internal control would not necessarily disclose all matters in the internal control over financial reporting that might be material weaknesses. A material weakness is a reportable condition in which the design or operation of one or more of the internal control components does not reduce to a relatively low level the risk that misstatements caused by error or fraud in amounts material to the financial statements we audited may occur and not be timely detected by employees when performing their assigned functions. We noted no matters involving the internal control over financial reporting and its operation that we consider material weaknesses. In a separate letter to the Township's management dated September 15, 2006, we reported other matters involving internal control over financial reporting.

# **Compliance and Other Matters**

As part of reasonably assuring whether the Township's financial statements are free of material misstatement, we tested its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could directly and materially affect the determination of financial statement amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit and, accordingly, we do not express an opinion. The results of our tests disclosed instances of noncompliance which we must report under *Government Auditing Standards* which is described in the accompanying Schedule of Findings as items 2004-001 through 2004-003.

101 Central Plaza South / 700 Chase Tower / Canton, OH 44702 Telephone: (330) 438-0617 (800) 443-9272 Fax: (330) 471-0001 www.auditor.state.oh.us Perry Township Coshocton County Independent Accountants' Report on Internal Control Over Financial Reporting and on Compliance and Other Matters Required by *Government Auditing Standards* 

We also noted other immaterial instance of noncompliance that we have reported to the Township's management in a separate letter dated September 15, 2006.

We intend this report solely for the information and use of management and the Board of Trustees.

Betty Montgomery

Betty Montgomery Auditor of State

September 15, 2006

### SCHEDULE OF FINDINGS DECEMBER 31, 2004

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

# FINDING NUMBER 2004-001

#### Finding for Recovery

**Ohio Rev. Code Section 9.39** states all public officials are liable for all public money received or collected by them or by their subordinates under color of office.

As a result of our test of the elected officials' insurance payments, we noted the following discrepancy:

• Upon review of the insurance payments, a payment to Continental General Insurance Company for the Clerk's insurance was made by the Township in the amount of \$564.40 but should have been in the amount of \$56.44. The check amount was for the \$564.40 but the invoice was for \$56.44 which resulted in an overpayment of \$507.96. When the overpayment was returned to the Township it was in the name of the clerk and was subsequently deposited into the Clerk's personal checking account.

In accordance with the foregoing facts and pursuant to Ohio Rev. Code Section 117.28, a Finding for Recovery for public monies due but not collected is hereby issued against Janette Donaker, Clerk in the amount of \$507.96 and in favor of the Perry Township's General Fund (Fund No. 1000). This finding for recovery was repaid by the Clerk, Janette Donaker on June 20, 2006.

Officials' Response: We did not receive a response from officials to the findings reported above.

#### FINDING NUMBER 2004-002

#### Noncompliance Citation

**Ohio Rev. Code Section 5705.41(D)** states in part, that no subdivision or taxing unit shall make any contract or order any expenditure of money unless there is attached thereto a certificate of the fiscal officer of the subdivision that the amount required to meet the same has been lawfully appropriated for such purpose and is in the treasury or in the process of collection to the credit of an appropriate fund free from any previous encumbrances. Every such contract made without such a certificate shall be null and void and no warrant shall be issued in payment of any amount due thereon.

There are several exceptions to the standard requirement stated above that a clerk's certificate must be obtained prior to a subdivision or taxing authority entering into a contract or order involving the expenditure of money. The main exceptions are: "then and now" certificates, blanket certificates, and super blanket certificates, which are provided for in sections 5705.41(D)(1) and 5705.41(D)(3), respectively, of the Ohio Revised Code.

1. "Then and Now" Certificate – If the clerk can certify that both at the time that the contract or order was made ("then"), and at the time that the clerk is completing the certification ("now"), that sufficient funds were available or in the process of collection, to the credit of a proper fund, properly appropriated and free from any previous encumbrance, the Township can authorize the drawing of a warrant for the payment of the amount due. The Township has thirty days from the receipt of the "then and now" certificate to approve payment by ordinance or resolution.

Amounts of less than \$3,000 may be paid by the clerk without a resolution or ordinance upon completion of the "then and now" certificate, provided that the expenditure is otherwise lawful. This does not eliminate any otherwise applicable requirement for approval of expenditures by the Township.

Perry Township Coshocton County Schedule of Findings Page 2

#### FINDING NUMBER 2004-002 (Continued)

# **Noncompliance Citation (Continued)**

- 2. Blanket Certificate Clerks may prepare "blanket" certificates for a certain sum of money not in excess of an amount established by resolution or ordinance adopted by a majority of the members of the legislative authority against any specific line item account over a period not running beyond the end of the current fiscal year. The blanket certificates may, but need not, be limited to a specific vendor. Only one blanket certificate may be outstanding at one particular time for any one particular line item appropriation.
- 3. Super Blanket Certificate The Township may also make expenditures and contracts for any amount from a specific line-item appropriation account in a specified fund upon certification of the fiscal officer for most professional services, fuel, oil, food items, and any other specific recurring and reasonably predictable operating expense. This certification is not to extend beyond the current year. More than one super blanket certificate may be outstanding at a particular time for any line item appropriation.

Of the 29 expenditures tested, none were certified by the Clerk prior to incurring the commitment, and none of the exceptions noted above were utilized. Failure to properly certify the availability of funds can result in overspending funds and negative cash fund balances.

Unless the exceptions noted above are used, prior certification is not only required by statute but is a key control in the disbursement process to assure that purchase commitments receive prior approval. To improve controls over disbursements and to help reduce the possibility of the Township's funds exceeding budgetary spending limitations, we recommend that the Clerk certify that the funds are or will be available prior to obligation by the Township. When prior certification is not possible, "then and now" certification should be used.

We recommend the Township certify purchases to which section 5705.41(D) applies. The most convenient certification method is to use purchase orders that include the certification language 5705.41(D) requires to authorize disbursements. The Clerk should sign the certification at the time the Township incurs a commitment, and only when the requirements of 5705.41(D) are satisfied. The Clerk should post approved purchase commitments to the proper appropriation code, to reduce the available appropriation.

**Officials' Response:** We did not receive a response from officials to the findings reported above.

#### FINDING NUMBER 2004-003

#### Noncompliance Citation

Ohio Rev. Code Section 5705.41(B) requires that no subdivision or taxing unit is to expend money unless it has been appropriated.

At December 31, 2004, fund level expenditures exceeded appropriations within the following funds:

General Fund

#### \$47,146

The Clerk should frequently compare actual expenditures to appropriations to avoid overspending.

**Officials' Response:** We did not receive a response from officials to the findings reported above.

# SCHEDULE OF PRIOR AUDIT FINDINGS DECEMBER 31, 2004

Finding	Finding	Fully	Not Corrected, Partially Corrected; Significantly Different Corrective Action Taken; or Finding No Longer Valid;
Number	Summary	Corrected?	Explain:
2002-001	Ohio Rev. Code 5705.41 (D), Failure to certify funds.	No	Not Corrected. Refer to finding 2004-002.



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PERRY TOWNSHIP

# **COSHOCTON COUNTY**

# **CLERK'S CERTIFICATION**

This is a true and correct copy of the report which is required to be filed in the Office of the Auditor of State pursuant to Section 117.26, Revised Code, and which is filed in Columbus, Ohio.

Susan Babbett

CLERK OF THE BUREAU

CERTIFIED NOVEMBER 14, 2006