## AUDIT REPORT

**JANUARY 1, 2007 – DECEMBER 31, 2008** 

Wolfe, Wilson, & Phillips, Inc. 37 South Seventh Street Zanesville, Ohio 43701



Mary Taylor, CPA Auditor of State

Board of Trustees Jefferson Township 11233 McCleary Mill Road Kimbolton, Ohio 43749

We have reviewed the *Independent Auditors' Report* of Jefferson Township, Guernsey County, prepared by Wolfe, Wilson & Phillips, Inc., for the audit period January 1, 2007 through December 31, 2008. Based upon this review, we have accepted these reports in lieu of the audit required by Section 117.11, Revised Code. The Auditor of State did not audit the accompanying financial statements and, accordingly, we are unable to express, and do not express an opinion on them.

The financial statements in the attached report are presented in accordance with a regulatory basis of accounting prescribed or permitted by the Auditor of State. Due to a February 2, 2005 interpretation from the American Institute of Certified Public Accountants (AICPA), modifications were required to the *Independent Auditors' Report* on your financial statements. While the Auditor of State 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. The attached report includes an opinion relating to GAAP presentation and measurement requirements, but does not imply the statements are misstated under the non-GAAP regulatory basis. The *Independent Auditors' Report* also includes an opinion on the financial statements using the regulatory format the Auditor of State permits.

Our review was made in reference to the applicable sections of legislative criteria, as reflected by the Ohio Constitution, and the Revised Code, policies, procedures and guidelines of the Auditor of State, regulations and grant requirements. Jefferson Township is responsible for compliance with these laws and regulations.

Mary Jaylor

Mary Taylor, CPA Auditor of State

May 4, 2009

88 E. Broad St. / Fifth Floor / Columbus, OH 43215-3506 Telephone: (614) 466-4514 (800) 282-0370 Fax: (614) 466-4490 www.auditor.state.oh.us

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## WOLFE, WILSON, & PHILLIPS, INC. 37 SOUTH SEVENTH STREET ZANESVILLE, OHIO 43701

### **INDEPENDENT AUDITORS' REPORT**

Jefferson Township Guernsey County 11233 McCleary Mill Road Kimbolton, Ohio 43749

We have audited the accompanying financial statements of Jefferson Township, Guernsey County as of and for the years ended December 31, 2008 and 2007. 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 *Government Auditing Standards* issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about 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. We believe that 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. Although we cannot reasonably determine the effects on the financial statements of the variances between these regulatory accounting practices and accounting principles generally accepted in the United States of America, we presume they are material.

Instead of the combined funds the accompanying financial statements present for 2008 and 2007, the revisions require presenting entity wide statements and also to present its larger (i.e. major) funds separately for 2008 and 2007. 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 paragraph, the financial statements referred to above for the years ending December 31, 2008 and 2007 do not present fairly, in conformity with accounting principles generally accepted in the United States of America, the financial position of Jefferson Township as of December 31, 2008 and 2007, or its changes in financial position for the years then ended.

Jefferson Township Independent Auditors' Report Page Two

Also, in our opinion, the financial statements referred to above present fairly, in all material respects, the combined fund cash balances of Jefferson Township, Guernsey County, as of December 31, 2008 and 2007, and its combined cash receipts and disbursements for the years then ended on the basis of accounting described in Note 1.

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 a report dated March 27, 2009, on our consideration of Jefferson Township's internal control structure over financial reporting and our tests of its compliance with certain provisions of laws, regulations, contracts, and 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 and should be read in conjunction with this report in considering the results of our audit.

*Wolfe, Wilson, & Phillips, Inc.* Zanesville, Ohio March 27, 2009

### STATEMENT OF CASH RECEIPTS, DISBURSEMENTS AND CHANGES IN FUND CASH BALANCES ALL GOVERNMENTAL FUNDS AND FIDUCIARY FUND TYPES FOR THE YEAR ENDED DECEMBER 31, 2008

	Governmental Fund Types						Total			
			S	Special	Ca	apital			Governmental	
	(	General	R	evenue	Pr	ojects	Perr	nanent		Funds
CASH RECEIPTS										
Property and Other Local Taxes	\$	105,700	\$	-	\$	-	\$	-	\$	105,700
Intergovernmental		1,951		94,415		625		-		96,991
Interest		1,832		1,692		-		14		3,538
Total Receipts		109,483		96,107		625		14		206,229
CASH DISBURSEMENTS:										
Current:										
General Government		64,857		3,300		-		-		68,157
Public Safety		5,250		-		-		-		5,250
Public Works		32,536		85,525		-		-		118,061
Health		3,090		-		-		-		3,090
Debt Service										
Principal Retirement		-		9,797		-		-		9,797
Interest and Fiscal Charges		-		1,674		-		-		1,674
Capital Outlay		-		-		4				4
Total Disbursements		105,733		100,296		4				206,033
Total of Receipts Over (Under) Disbursements		3,750		(4,189)		621		14		196
Other Financing Receipts(Disbursements)										
Other Financing Sources		1,876		-		-		-		1,876
Total Other Financing Receipts(Disbursements)		1,876		-		-		-		1,876
Excess of Receipts and Other Financing Receipts										
Over/(Under) Disbursements and Other Financing Disbursements		5,626		(4,189)		621		14		2,072
Cash Fund Balances Beginning of Year		36,935		29,491	. <u> </u>			502	. <u> </u>	66,928
Cash Fund Balances End of Year	\$	42,561	\$	25,302	\$	621	\$	516	\$	69,000

See notes to financial statements.

### STATEMENT OF CASH RECEIPTS, DISBURSEMENTS AND CHANGES IN FUND CASH BALANCES ALL GOVERNMENTAL FUNDS AND FIDUCIARY FUND TYPES FOR THE YEAR ENDED DECEMBER 31, 2007

	Governmental Fund Types						Total			
			Special		Capital				Governmental	
	(	General	R	evenue	Pr	ojects	Pern	nanent		Funds
CASH RECEIPTS										
Property and Other Local Taxes	\$	105,712	\$	-	\$	-	\$	-	\$	105,712
Intergovernmental		2,023		93,775		751		-		96,549
Interest		1,216		1,655		-		-		2,871
Other		-		548				-		548
Total Receipts		108,951		95,978		751		-		205,680
CASH DISBURSEMENTS:										
Current:										
General Government		84,286		3,236		-		-		87,522
Public Safety		5,250		200		-		-		5,450
Public Works		16,683		82,719		751		-		100,153
Health		2,910		780		-		-		3,690
Debt Service										
Principal Retirement		-		9,295		-		-		9,295
Interest and Fiscal Charges		-		2,176		-		-		2,176
Total Disbursements		109,129		98,406		751		-		208,286
Total of Receipts Over (Under) Disbursements		(178)		(2,428)		-		-		(2,606)
Cash Fund Balances Beginning of Year		37,113		31,919				502		69,534
Cash Fund Balances End of Year	\$	36,935	\$	29,491	\$		\$	502	\$	66,928

See notes to financial statements.

## NOTES TO THE FINANCIAL STATEMENTS

## 1. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

### A. Description of the Entity

The Township of Jefferson, Guernsey County, is a body politic and corporate established to exercise the rights and privileges conveyed to it by the constitution and laws of the State of Ohio. The Township is directed by a publicly-elected three member Board of Trustees and a publicly elected Fiscal Officer. The Township provides general governmental services including road and bridge maintenance, cemetery maintenance and fire protection. The Township contracts with the Old Washington Volunteer Fire Department and the Antrim Volunteer Fire Department to provide fire protection.

The Township participates in the Ohio Governmental Risk Management Plan public entity risk pool. Note 7 to the financial statements provides additional information for this entity. This organization is:

Public Entity Risk Pool:

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 plan. Member governments pay annual contributions to fund the Plan. The Plan pays judgments, settlements and other expenses resulting from covered claims exceeding the member's deductible

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 prescribed or permitted by the Auditor of State, which is similar to the cash receipts and cash disbursements basis of accounting. Receipts are recognized when received in cash rather than when earned, and disbursements are recognized when paid rather than when a liability is incurred. Budgetary presentations report expenditures when a commitment is made (i.e., when an encumbrance is approved.)

These statements include adequate disclosure of material matters, as prescribed or permitted by the Auditor of State.

## C. Cash and Investments

All funds are maintained in an interest-bearing checking account and a certificate of deposit.

### D. Fund Accounting

The Township uses fund accounting to segregate cash that is restricted as to use. The Township classifies its funds into the following types:

## NOTES TO THE FINANCIAL STATEMENTS

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

#### D. Fund Accounting (Continued)

### **General Fund**

The General Fund is the general operating fund. It is used to account for all financial resources except those required by law or contract to be restricted.

#### **Special Revenue Funds**

These funds are used to 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:

**Gasoline Tax Fund** – This fund receives gasoline tax receipts for constructing, maintaining and repairing Township roads and bridges.

#### **Capital Project Funds**

These funds are used to account for receipts that are restricted for the acquisition or construction of major capital projects (except those financed through trust funds). The Township had the following significant Capital Project Fund:

**Local Public Works Fund** – The Township received funds from the Guernsey County Engineer to fund Township road projects.

#### Permanent Fund

This fund is used to account for resources restricted by legally binding trust agreements. The Township had the following permanent fund:

**Cemetery Bequest Fund** – The Township received funds from a bequest to maintain a portion of the cemetery.

## NOTES TO THE FINANCIAL STATEMENTS

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

### E. <u>Budgetary Process</u>

The Ohio Revised Code requires that each fund (except certain agency funds) be budgeted annually.

## **Appropriations**

Budgetary expenditures (that is, disbursements and encumbrances) may not exceed appropriations at the fund, function or object 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.

### 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.

#### **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 in the subsequent year.

A Summary of 2008 and 2007 budgetary activity appears in Note 4.

#### F. Property, Plant and Equipment

Acquisitions of property, plant and equipment are recorded as disbursements when paid. These items are not reflected as assets in the accompanying financial statements.

## G. <u>Accumulated Leave</u>

In certain circumstances, such as upon leaving employment, employees are entitled to cash payments for unused leave. Unpaid leave is not reflected as a liability under the Township's basis of accounting

## 2. CHANGES IN BASIS OF ACCOUNTING AND RESTATEMENT OF FUND BALANCE

Last audit period the Township reported fund financial statements by using the cash basis of accounting presenting each major fund in a separate column with nonmajor funds aggregated and presented in a single column. This audit period the Township has implemented the cash basis of accounting. The fund financial statements now present each fund type in a separate column under the regulatory basis of accounting as prescribed by the State Auditor's Office. There is no restatement of fund equity due to this change.

## NOTES TO THE FINANCIAL STATEMENTS

## 3. EQUITY IN POOLED CASH

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

	2008			2007
Demand Deposits	\$	69,000	\$	66,928
	\$	69,000	\$	66,928

## Deposits:

Deposits are either 1) insured by the Federal Depository Insurance Corporation or 2) collateralized by the financial institution's public entity deposit pool.

## 4. BUDGETARY ACTIVITY

Budgetary activity for the years ended December 31, 2008 and 2007 was as follows:

## 2008 Budgeted vs. Actual Receipts

Fund Type	Budge	Budgeted Receipts		Actual Receipts		ariance
General Special Revenue Capital Projects Permanent Fund	\$	110,697 95,577 751	\$	111,359 96,107 625 <u>14</u>	\$	662 530 (126) <u>14</u>
Total	<u>\$</u>	207,025	<u>\$</u>	208,105	<u>\$</u>	1,080
<u>20</u>	08 Budgeted vs. A	Actual Budgeta	ary Exper	<u>nditures</u>		
Fund Type	Appropriation	Authority	Actual ]	Expenditures	<u>Varia</u>	nce
General Special Revenue Capital Projects	\$	147,632 125,067 751	\$	105,733 100,296 <u>4</u>	\$	41,899 24,771 <u>747</u>
Total	<u>\$</u>	273,450	<u>\$</u>	206,033	<u>\$</u>	67,417
	<u>2007 Budg</u>	eted vs. Actual	<u>Receipts</u>			
Fund Type	Budg	eted Receipts	Actu	al Receipts	7	/ariance
General Special Revenue Capital Projects Permanent Fund	\$	106,723 88,942 751 <u>18</u>	\$	108,951 95,978 751	\$	2,228 7,036 
Total	<u>\$</u>	196,434	<u>\$</u>	205,680	<u>\$</u>	9,246

## NOTES TO THE FINANCIAL STATEMENTS

### 4. BUDGETARY ACTIVITY (Continued)

### 2007 Budgeted vs. Actual Budgetary Expenditures

Fund Type	Appropri	iation Authority	<u>Actua</u>	al Expenditures	-	Variance
General	\$	143,796	\$	109,129	\$	34,667
Special Revenue		120,861		98,406		22,455
Capital Projects		751		751		-
Permanent Fund		20				20
Total	<u>\$</u>	265,428	<u>\$</u>	208,286	<u>\$</u>	57,142

Contrary to ORC Section 5705.36, in 2008, the Township had the MVL Tax Fund, Cemetery Fund, Permissive Tax Fund and the Issue II fund in which appropriations were greater than unencumbered balance plus actual receipts which should have resulted in getting a new certificate of estimated resources. In 2007 it was the MVL Tax Fund.

Contrary to ORC Section 5705.41(D), the Township had expenditures were invoices were dated prior to fiscal certificates.

### 5. PROPERTY TAX

Real property taxes become a lien on January 1 proceeding the October 1 date for which rates are adopted by Board of Trustees. The State Board of Tax Equalization adjusts these rates for inflation. Property taxes are also reduced for applicable homestead and rollback deductions. Homestead and rollback amounts are then paid by the State, and are reflected in the accompanying financial statements as Intergovernmental Receipts. Payments are due to the county by December 31. If the property owner elects to make semiannual payments, the first half is due December 31. The second half payment is due the following June 20.

Public utilities are also taxed on personal and real property located within the Township.

Tangible personal property tax is assessed by the property owners who must file a list of such property to the County by each June 30.

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

### 6. RETIREMENT SYSTEMS

The Township's Trustees, Clerk and other employees of the Township belong to the Public Employees Retirement System (PERS) of Ohio. PERS is a cost-sharing, multiple-employer plan. This plan provides retirement benefits, including post-retirement health care, and survivor and disability benefits to participants as prescribed by the Ohio Revised Code. Contribution rates are also prescribed by the Ohio Revised Code. For 2008 and 2007, members of PERS contributed 10.0% and 9.5% of their gross salaries, respectively. The Township contributed an amount equal to 14.00% and 13.85% of participants' gross salaries, respectively. The Township has paid all contributions required through December 31, 2008.

## NOTES TO THE FINANCIAL STATEMENTS

### 7. DEBT

Debt outstanding at December 31, 2008 was as follows:

	I	Principal	Interest rate
2006 Tractor Loan	\$	21,208	5.39%
Total	\$	21,208	

The Township entered into a loan agreement in 2006 for the purchase of a Massey Ferguson tractor with mower attachment for Township road maintenance. The tractor serves as collateral for this loan. Payments are made annually.

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

Year Ended	
December 31	Truck
2009	\$ 11,471
2010	11,471
Total	\$ 22,942

#### 8. RISK MANAGEMENT

The Township is exposed to various risks of property and casualty losses, and injuries to employees.

The Township insures against injuries to employees through the Ohio Bureau of Worker's Compensation.

The Township belongs to the Ohio Government Risk Management Plan (the "Plan"), a non-assessable, unincorporated non-profit association providing a formalized, jointly administered self-insurance risk management program and other administrative services to over 550 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 the Plan retains the lesser of 15% or \$37,500 of casualty losses and the lesser of 10% or \$100,000 of property losses. Individual Members are only responsible for their self-retention (deductible) amounts, which vary from member to member.

Plan members are responsible to notify the Plan of their intent to renew coverage by their renewal date. If a member chooses not to renew with the Plan, they have no other financial obligation to the Plan, but still need to promptly notify the Plan of any potential claims occurring during their membership period. The former member's covered claims, which occurred during their membership period, remain the responsibility of the Plan.

## NOTES TO THE FINANCIAL STATEMENTS

### 8. RISK MANAGEMENT(Continued)

Settlement amounts did not exceed insurance coverage for the past three years.

Property and casualty settlements did not exceed insurance coverage for the past three fiscal years.

The Plans audited financial statements conform with generally accepted accounting principles, and reported the following assets, liabilities and retained earnings at December 31, the latest information available.

	2007	2006
Assets	\$ 11,136,455	\$ 9,620,148
Liabilities	 (4,273,553)	 (3,329,620)
Retained Earnings	\$ 6,862,902	\$ 6,290,528

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>.

## 9. EXCISE TAX

The Township levies a three percent excise tax upon all transcations by which lodging by a hotel is or is to be furnished to transient guests throughout the Township. The Township receives the tax directly from the hotels and motels and is receipted into the General Fund and reflected in the accompanying financial statements as Local Taxes. The Township received 51% of its total receipts during 2008 and 51% of its total receipts during 2007 from this excise tax.

## WOLFE, WILSON, & PHILLIPS, INC. 37 SOUTH SEVENTH STREET ZANESVILLE, OHIO 43701

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

Jefferson Township Guernsey County 11233 McCleary Mill Road Kimbolton, Ohio 43749

We have audited the financial statements of Jefferson Township, Guernsey County, Ohio, as of and for the years ended December 31, 2008 and 2007, and have issued our report thereon dated March 27, 2009, 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. 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 *Government Auditing Standards*, issued by the Comptroller General of the United States.

### **Internal Control Over Financial Reporting**

In planning and performing our audit, we considered Jefferson Township's internal control over financial reporting as a basis for designing our audit procedures for expressing our opinion on the financial statements, but not to opine on the effectiveness of the Township's internal control over financial reporting. Accordingly, we have not opined on the effectiveness of the Township's internal control over financial reporting.

A control deficiency exists when the design or operation of a control does not allow management or employees, in performing their assigned functions, to prevent or detect misstatements on a timely basis. A significant deficiency is a control deficiency, or combination of control deficiencies, that adversely affects the Township's ability to initiate, authorize, record, process, or report financial data reliably in accordance with its applicable accounting basis, such that there is more than a remote likelihood that a misstatement of the Township's financial statements that is more than inconsequential will not be prevented or detected by the Township's internal control.

A material weakness is a significant deficiency, or combination of significant deficiencies, that results in more than a remote likelihood that a material misstatement of the financial statements will not be prevented or detected by the Township's internal control.

Our consideration of internal control over financial reporting was for the limited purposes described in the first paragraph of this section and would not necessarily identify all deficiencies in internal control that might be significant deficiencies or material weaknesses. We did not identify any deficiencies in internal control over financial reporting that we consider material weaknesses, as defined above. We noted certain matters that we have reported to management in a separate letter dated March 27, 2009.

Independent Auditors' Report on Internal Control Over Financial Reporting and on Compliance and Other Matters Required by Government Auditing Standards Page Two

#### **Compliance and Other Matters**

As part of obtaining reasonable assurance about whether Jefferson Township's financial statements are 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 Standard*. However, we noted certain immaterial instances of noncompliance that we have reported to the management of Jefferson Township in a separate letter dated March 27, 2009.

This report is intended for the information of the Township's management, fiscal officer, and Auditor of State, and is not intended to be and should not be used by anyone other than these specified parties.

*Wolfe, Wilson, & Phillips, Inc.* Zanesville, Ohio March 27, 2009

## SCHEDULE OF PRIOR AUDIT FINDINGS December 31, 2008

Finding Number	Finding Summary	Fully Corrected	Not Corrected, Partially Corrected Significantly Different Corrective Action Taken; or Finding No Longer Valid; <b>Explain:</b>
2006-1	Written policies	Yes	Finding No Longer Valid
2006-2	ORC 5705.36	No	Partially corrected; in Management Letter





## **JEFFERSON TOWNSHIP**

**GUERNSEY 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 MAY 14, 2009

> 88 E. Broad St. / Fourth Floor / Columbus, OH 43215-3506 Telephone: (614) 466-4514 (800) 282-0370 Fax: (614) 466-4490 www.auditor.state.oh.us