## VILLAGE OF CALDWELL AUDIT REPORT

**JANUARY 1, 2009 - DECEMBER 31, 2009** 



# Mary Taylor, CPA Auditor of State

Village Council Village of Caldwell 215 West Street Caldwell, Ohio 43724

We have reviewed the *Independent Auditors' Report* of the Village of Caldwell, Noble County, prepared by Wolfe, Wilson & Phillips, Inc., for the audit period January 1, 2009 through December 31, 2009. 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. The Village of Caldwell is responsible for compliance with these laws and regulations.

Mary Taylor, CPA Auditor of State

Mary Saylor

June 8, 2010



#### VILLAGE OF CALDWELL NOBLE COUNTY JANUARY 1, 2009 - DECEMBER 31, 2009

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

#### INDEPENDENT AUDITORS' REPORT

Mayor and Village Council Village of Caldwell 215 West Street Caldwell, Ohio 43724

We have audited the accompanying financial statements of the Village of Caldwell, Noble County, as of and for the year ended December 31, 2009. These financial statements are the responsibility of the Village of Caldwell'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 Unites 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 Village of Caldwell 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 2009, the revisions require presenting entity wide statements and also to present its larger (i.e. major) funds separately for 2009. While the Village 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 Village has elected not to reformat its statements. Since this Village 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 do not present fairly, in conformity with accounting principles generally accepted in the United States of America, the financial position of the Village of Caldwell's combined funds as of December 31, 2009, and their changes in financial position or cash flows, where applicable, for the year then ended.

Also, in our opinion, the financial statements referred to above present fairly, in all material respects, the combined fund cash balances of the Village of Caldwell, Noble County, as of December 31, 2009, and its combined cash receipts and disbursements and reserve for encumbrances for the year then ended on the basis of accounting described in Note 1.

Independent Auditors' Report Page Two

The aforementioned revision to generally accepted accounting principles also require the Village to include Management's Discussion and Analysis for the year ended December 31, 2009. The Village 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 May 10, 2010, on our consideration of the Village of Caldwell's internal control structure over financial reporting and 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 and should be read in conjunction with this report in considering the results of our audit.

*Wolfe, Wilson, & Phillips, Inc.* Zanesville, Ohio May 10, 2010

## COMBINED STATEMENT OF CASH RECEIPTS, CASH DISBURSEMENTS, AND CHANGES IN FUND CASH BALANCES - ALL GOVERNMENTAL FUND TYPES FOR THE YEAR ENDED DECEMBER 31, 2009

	Governmental Fund Types								
		General		Special Revenue	 Capital Projects	P	ermanent	(Me	Totals emorandum Only)
Cash Receipts:									
Property and Local Taxes	\$	38,400	\$	<del>-</del>	\$ <del>-</del>	\$	-	\$	38,400
Intergovernmental		287,582		100,842	209,292		-		597,716
Charges for Services				7,484	-		650		8,134
Fines, Licenses, and Permits		923		-	-		-		923
Earnings on Investments		161,512		744			2,191		164,447
Miscellaneous		6,782		645	 				7,427
Total Cash Receipts		495,199		109,715	209,292		2,841		817,047
Cash Disbursements:									
Current:									
Security of Persons and Property		95,769		1,743	-		-		97,512
Public Health Services		-		2,493	-		150		2,643
Leisure Time Activities		250		-	-		-		250
Community Environment		1,000		44,000	-		-		45,000
Transportation		67,521		175,849	-		-		243,370
General Government		96,840		-	-		-		96,840
Capital Outlay				1,000	231,914		-		232,914
Total Cash Disbursements		261,380		225,085	231,914		150		718,529
Total Cash Receipts Over/(Under) Cash Disbursements		233,819		(115,370)	(22,622)		2,691		98,518
Other Financing Receipts and (Disbursements):									
Debt Proceeds					 692				692
Total Other Financing Receipts/(Disbursements)		-		-	692		-		692
Excess/(Deficiency) of Cash Receipts and Other Financing Receipts Over/(Under) Cash Disbursements									
and Other Financing Disbursements		233,819		(115,370)	(21,930)		2,691		99,210
Fund Cash Balances, January 1		1,575,631		328,106	 21,930		102,936		2,028,603
Fund Cash Balances, December 31	\$	1,809,450	\$	212,736	\$ 	\$	105,627	\$	2,127,813
Reserves for Encumbrances, December 31	\$	481	\$	349	\$ 	\$		\$	830

## COMBINED STATEMENT OF CASH RECEIPTS, CASH DISBURSEMENTS, AND CHANGES IN FUND CASH BALANCES - PROPRIETARY FUND TYPE FOR THE YEAR ENDED DECEMBER 31, 2009

	P	roprietary
	E	Enterprise
Operating Cash Receipts: Charges for Services	\$	2,015,547
Operating Cash Disbursements:		
Personal Services		487,125
Employee Fringe Benefits		122,129
Contractual Services		182,691
Supplies and Materials		341,046
Other		14,441
Total Operating Cash Disbursements		1,147,432
Operating Income		868,115
Non-Operating Cash Receipts:		
Miscellaneous		11,200
Debt Proceeds		861
Total Non-Operating Cash Receipts		12,061
Non-Operating Cash Disbursements:		
Debt Service:		
Principal Payments		423,910
Interest Payments		87,920
Capital Outlay		311,100
Total Non-Operating Cash Disbursements		822,930
Net Receipts Over Disbursements		57,246
Fund Cash Balances, January 1		2,448,701
Fund Cash Balances, December 31	\$	2,505,947
Reserve for Encumbrances, December 31	\$	1,933

#### NOTES TO FINANCIAL STATEMENTS

#### 1. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

#### A. Description of the Entity

The Village of Caldwell, Noble County, (the Village) is a body corporate and politic established to exercise the rights and privileges conveyed to it by the constitution and laws of the State of Ohio. The Village is directed by a publicly-elected six-member Council. The Mayor is elected to a four year term and votes only to break a tie. The Village provides general government services, water and sewer utilities, and maintenance of Village roads, park operations and police services. The Village has a fire contract with the Volunteer Fire Department.

The Village of Caldwell, Noble County, Ohio also has a 3-member Board of Public Affairs elected at large for four year terms. This Board oversees the Business Funds of Water and Sewer.

The Village's management believes these financial statements present all activities for which the Village 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 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 budgetary expenditures when a commitment is made (i.e., when an encumbrance is approved).

#### C. Deposits and Investments

The Village's accounting basis includes investments as assets. This basis does not record disbursements for investment purchases or receipts for investment sales. This basis records gains and losses at the time of sale as receipts or disbursements, respectively.

The Village values certificates of deposit at cost. The Village's money market mutual fund and the mortgage backed securities are recorded at the cost amount reported by Citigroup Smith Barney at December 31, 2009.

#### D. Fund Accounting

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

#### **General Fund**

The General Fund is the general operating fund. It is used to account for all financial resources except those required to be accounted for in another fund.

#### **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 Village had the following significant Special Revenue Funds:

**Street Construction, Maintenance and Repair Fund** – This fund is used to account for gasoline tax monies for constructing, maintaining and repairing Village streets.

#### NOTES TO FINANCIAL STATEMENTS

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

#### D. Fund Accounting (Continued)

#### **Capital Projects Funds**

These funds are used to account for receipts that are restricted for the acquisition or construction of major capital projects. The Village had the following significant Capital Project Funds:

**GAC Water Treatment Fund** – This fund was established to keep record of monies received and expended related to the GAC Water Treatment Project.

**Caldwell Dam Project Fund** – This fund was established to keep record of monies received and expended related to the Caldwell Dam Project.

#### Permanent Funds

These funds account for assets held under a trust agreement that are legally restricted to the extent that only earnings, not principal, are available to support the Village's programs. The Village had the following significant permanent fund:

**Cemetery Perpetual Care Fund** – This fund receives interest earned on the principal corpus from a trust agreement. These earnings are used for the general maintenance and upkeep of the Village's cemetery

#### **Enterprise Funds**

These funds account for operations that are similar to private business enterprises where management intends that the significant costs of providing certain goods or services will be recovered through user charges. The Village had the following significant Enterprise Funds:

**Water Operating Fund** – This fund is used to account for charges for services from residents to cover the cost of providing water services.

**Sewer Operating Fund** – This fund is used to account for charges for services from residents to cover the cost of providing wastewater services.

#### E. Budgetary Process

The Ohio Revised Code requires that each fund be budgeted annually.

#### **Appropriations**

Budgetary expenditures (that is, disbursements and encumbrances) may not exceed appropriations at the fund, function and object level of control and appropriations may not exceed estimated resources. The Council must annually approve appropriation measures and subsequent amendments. The County Budget Commission must also approve the annual appropriation. 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.

#### NOTES TO FINANCIAL STATEMENTS

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

#### Encumbrances

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

A summary of 2009 budgetary activity appears in Note 3.

#### F. Property, Plant and Equipment

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

#### G. Accumulated Leave

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 Village's basis of accounting.

#### 2. EQUITY IN POOLED CASH AND INVESTMENTS

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

	2009
Demand deposits	\$ 1,700,507
Savings Accounts	11,730
Certificates of Deposit	1,393,800
Total Deposits	3,106,037
Money Market Account	80,683
Mortgaged Backed Securities	1,447,040
Total Investments	1,527,723
Total Deposits	\$ 4,633,760

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

Investments: Mortgage-backed securities are held in book-entry form by the investment firm in the Village's name. Investments in mutual funds are not evidenced by securities that exist in physical or book-entry form.

#### NOTES TO FINANCIAL STATEMENTS

#### 3. BUDGETARY ACTIVITY

Budgetary activity for the year ended December 31, 2009 is as follows:

2009 Budgeted vs. Actual Receipts

	Budgeted		Actual		
Fund Type	Receipts		Receipts		Variance
General	\$ 276,351	\$	495,199	\$	218,848
Special Revenue	121,045		109,715		(11,330)
Capital Projects	249,457		209,984		(39,473)
Permanent	4,550		2,841		(1,709)
Enterprise	2,234,000		2,027,608		(206,392)
Total	\$ 2,885,403	\$	2,845,347	\$	(40,056)

2009 Budgeted vs. Actual Budgetary Basis Expenditures

Fund Type	Appropriation Authority		Budgetary Expenditures		Variance	
General	\$ 378,803	\$	261,861		\$	116,942
Special Revenue	315,664		225,434			90,230
Capital Projects	305,319		231,914			73,405
Permanent	150		150			-
Enterprise	2,719,766		1,972,295			747,471
Total	\$ 3,719,702	\$	2,691,654		\$	1,028,048

Contrary to Ohio Revised Code Section 5705.41(D), some invoices were dated prior to certification.

Contrary to Ohio revised Code Section 5705.39, the Village had one fund that had appropriations exceed estimated resources.

#### 4. PROPERTY TAX

Real property taxes become a lien on January 1 preceding the October 1 date for which rates are adopted by Village Council. 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.

Tangible personal property tax is assessed by the property owners, who must file a list of such property 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 Village.

#### NOTES TO FINANCIAL STATEMENTS

#### 5. DEBT

Debt outstanding at December 31, 2009 was as follows:

	Principal	Interest rate
Cap Mark Mortgage Revenue Bond	\$ 861,600	5.00%
Ohio Public Works – Sewer Replacement	90,228	2.00%
Ohio Public Works – WWTP Headworks Project	127,449	0.00%
Ohio Public Works – Sunset Drive Sewer Project	12,750	0.00%
Ohio Public Works – GAC Water Treatment Project	292,500	4.12%
Ohio Public Works – WWTP South Headworks	21	0.00%
Ohio Water Development Authority – Sewer Plant	87,364	2.00%
Ohio Water Development Authority – Sewer Prison	1,073,867	2.20%
Ohio Water development Authority – Sewer Lines	256,824	2.20%
Ohio Water Development Authority – Water Treatment	308,522	1.50%
Total	\$ 3,111,125	

The CAPMARK mortgage revenue bonds were for improvements to utilities and further improvements and extensions for water services. Revenue of the water fund has been pledged to repay these debts.

The Ohio Water Development Authority (OWDA) loans for Sewer-Prison and Sewer lines were used to expand the sewer system facility and provide lines for sewer services to the prison. The OWDA loans for the sewer plant were used for improvements to the Village's utility systems. The OWDA Loan for Water Treatment was to make improvements to the Village's water treatment plant. The OWDA loans are collateralized by water and sewer receipts. The Village has agreed to set utility rates sufficient to cover OWDA debt service requirements.

The Ohio Public Works Commission (OPWC) loans were used for a sanitary sewer replacement project, a sanitary sewer improvement project on Sunset Drive, the Wastewater Treatment Plant Headworks project and for the GAC water treatment project. All loans are collateralized by water and sewer receipts. The Village has agreed to set rates sufficient to cover OPWC debt service requirements.

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

			Water
Year	OPWC	OWDA	Bond
2010	\$ 14,115	\$ 308,981	\$ 100,080
2011	14,115	219,689	100,230
2012	14,115	219,688	99,230
2013	14,116	219,688	100,130
2014	14,116	219,686	99,830
2015-2019	70,577	478,978	472,500
2020-2024	70,577	67,671	165,680
2025-2029	21,596	67,673	=
2030-2034	-	67,674	-
2035-2039	<u> </u>	40,604	<u> </u>
Total	\$ 233,327	\$ 1,910,332	\$ 1,137,680

#### NOTES TO FINANCIAL STATEMENTS

#### 6. RETIREMENT SYSTEMS

The Village's law enforcement officers belong to the Ohio Police and Fire Pension Fund (OPFPF). Other full-time employees belong to the Ohio Public Employees' Retirement System(OPERS). OPFPF and OPERS are cost-sharing, multiple-employer plans. The Ohio Revised Code prescribes the plans retirement benefits, including post-retirement healthcare and survivor and disability benefits.

Contribution rates are also prescribed by the Ohio Revised Code. For 2009, OPFPF participants contributed 10 percent of their wages. The Village contributed an amount equal to 19.5 percent of police participants wages. OPERS members contributed 10 percent of their wages. The Village contributed an amount equal to 14 percent of participants gross salaries. The Village has paid all required contributions through December 31, 2009.

#### 7. RISK MANAGEMENT

The Village is exposed to various risks of loss related to torts; theft of, damage to, and destruction of assets; errors and omissions; injuries to employees and natural disasters. The Village contracts with the Ohio Plan through Crum Richards Insurance Agency, Inc. for property general liability insurance which includes boiler machinery coverage.

Vehicles are covered by the Ohio Plan and have a \$100 deductible. Automobile liability coverage has a \$2,000,000 limit for collision, and \$2,000,000 limit for bodily injury. Settled claims have not exceeded any aforementioned commercial coverage in any of the past three years.

The Village pays the State Workers' Compensation System a premium based on a rate per \$100 of salaries. This rate is based on accident history and administrative costs. The Village is in a group rating system through Gates McDonald.

The Village provides life insurance, accidental death, and dismemberment insurance to its employees. The Village also provides Health, Dental and Vision insurance for their employees. The employees pay 10.0% of the cost and the Village picks up the 90.0%. Premiums are paid from the same funds that pay the employees' salary.

The Village contracts with Allstate for national Flood Insurance as required by the Federal Emergency Management Agency (FEMA). The insurance coverage obtained is in accordance with FEMA regulations needed for any reimbursement claims that may occur in the future.

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

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

Mayor and Village Council Village of Caldwell P.O. Box 190 Caldwell, Ohio 45711-0190

We have audited the financial statements of The Village of Caldwell as of and for the years ended December 31, 2009, and have issued our report thereon dated May 10, 2010, wherein we noted the Village 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 Financing Reporting**

In planning and performing our audit, we considered the Village's internal control over financial reporting as a basis for designing our audit procedures for the purpose of expressing our opinion on the financial statements, but not for the purpose of expressing an opinion on the effectiveness of the Village's internal control over financial reporting. Accordingly, we do not express an opinion on the effectiveness of the Village's internal control over financial reporting.

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 Village's financial statements will not be prevented, or detected and corrected on a timely basis.

Our consideration of internal control over financial reporting was for the limited purposes described in the first paragraph of this section and was not designed to identify all deficiencies in internal control over financial reporting that might be deficiencies, 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 May 10, 2010.

Independent Auditors' Report on Internal Control Over Financial Reporting and on Compliance and Other Matters Required by Government Auditing Standards Page 2

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

As part of obtaining reasonable assurance about whether the Village of Caldwell's combined 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 that are required to be reported under *Government Auditing Standards*. However, we noted certain immaterial instances of noncompliance that we have reported to the management of the Village of Caldwell in a separate letter dated May 10, 2010.

This report is intended for the information of the Mayor, Clerk/Treasurer, Council and the 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 May 10, 2010

#### SCHEDULE OF PRIOR AUDIT FINDINGS December 31, 2009

Finding Number	Finding Summary	Fully Corrected	Not Corrected, Partially Corrected Significantly Different Corrective Action Taken; or Finding No Longer Valid; Explain:
2008-001	Recording transactions for on-behalf of payments	Yes	Finding No longer valid.
2008-002	ORC 5705.39 Appropriations exceeding estimated resources	No	Partially Corrected; Included in Management Letter



# Mary Taylor, CPA Auditor of State

#### **VILLAGE OF CALDWELL**

#### **NOBLE 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.

**CLERK OF THE BUREAU** 

Susan Babbitt

CERTIFIED JUNE 22, 2010