



Dave Yost • Auditor of State

## TABLE OF CONTENTS

TITLE	PAGE
Cover Letter	1
Independent Accountants' Report	3
Combined Statement of Cash Receipts, Cash Disbursements, and Changes in Fund Cash Balances - All Governmental and Fiduciary Fund Types - For the Year Ended December 31, 2010	5
Combined Statement of Cash Receipts, Cash Disbursements, and Changes in Fund Cash Balances - All Governmental and Fiduciary Fund Types - For the Year Ended December 31, 2009	6
Notes to the Financial Statements	7
Independent Accountants' Report on Internal Control Over Financial Reporting and on Compliance and Other Matters Required by <i>Government Auditing Standards</i>	13
Schedule of Findings	15
Schedule of Prior Audit Findings	17

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# Dave Yost • Auditor of State

Sandusky Township Sandusky County 551 Northcrest Avenue Fremont, Ohio 43420-9010

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 an 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 adverse 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.

Dave Yost Auditor of State

September 14, 2011

One Government Center, Suite 1420, Toledo, Ohio 43604-2246 Phone: 419-245-2811 or 800-443-9276 Fax: 419-245-2484 www.auditor.state.oh.us This page intentionally left blank.



# Dave Yost • Auditor of State

## INDEPENDENT ACCOUNTANTS' REPORT

Sandusky Township Sandusky County 551 Northcrest Avenue Fremont, Ohio 43420-9010

To the Board of Trustees:

We have audited the accompanying financial statements of Sandusky Township, Sandusky County, Ohio (the Township), as of and for the years ended December 31, 2010 and 2009. 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(A) mandates 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.

Instead of the combined funds the accompanying financial statements present, GAAP require presenting entity wide statements and also presenting the Township's larger (i.e. major) funds separately. 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 GAAP presentation requirements. The Auditor of State permits, but does not require townships to reformat their statements. The Township has elected not to follow GAAP statement formatting requirements. 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.

One Government Center, Suite 1420, Toledo, Ohio 43604-2246 Phone: 419-245-2811 or 800-443-9276 Fax: 419-245-2484 www.auditor.state.oh.us Sandusky Township Sandusky County Independent Accountants' Report Page 2

In our opinion, because of the effects of the matter discussed in the preceding two paragraphs, the financial statements referred to above for the years ended December 31, 2010 and 2009 do not present fairly, in conformity with accounting principles generally accepted in the United States of America, the financial position of the Township as of December 31, 2010 and 2009, 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 and reserves for encumbrances of Sandusky Township, Sandusky County, as of December 31, 2010 and 2009, and its combined cash receipts and disbursements for the years then ended on the accounting basis Note 1 describes.

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 14, 2011, 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.

Dave Yost Auditor of State

September 14, 2011

#### COMBINED STATEMENT OF CASH RECEIPTS, CASH DISBURSEMENTS, AND CHANGES IN FUND CASH BALANCES ALL GOVERNMENTAL AND FIDUCIARY FUND TYPES FOR THE YEAR ENDED DECEMBER 31, 2010

	Governmental Fund Types		Fiduciary Fund		
	General	Special Revenue	Agency	Totals (Memorandum Only)	
<b>Cash Receipts:</b> Property and Other Local Taxes Charges for Services Licenses, Permits, and Fees Intergovernmental Earnings on Investments Donations Miscellaneous	\$250,321 11,677 179,158 4,245 33,334 158	\$268,744 41,815 600 191,254 1,441 1,553	\$25,682	\$519,065 41,815 12,277 370,412 5,686 33,334 27,393	
Total Cash Receipts	478,893	505,407	25,682	1,009,982	
Cash Disbursements: Current: General Government Public Safety Public Works Health Conservation - Recreation Capital Outlay Total Cash Disbursements	265,229 36,506 10,542 1,357 143,692 457,326	90,264 300,168 7,019 <u>73,206</u> 470,657		265,229 126,770 300,168 17,561 1,357 216,898 927,983	
Total Receipts Over Disbursements	21,567	34,750	25,682	81,999	
Other Financing Receipts: Other Financing Sources	14			14	
Excess of Cash Receipts and Other Financing Receipts Over Cash Disbursements	21,581	34,750	25,682	82,013	
Fund Cash Balances, January 1	1,642,739	2,348,460	1,024	3,992,223	
Fund Cash Balances, December 31	\$1.664.320	\$2.383.210	\$26.706	\$4.074.236	
Reserve for Encumbrances, December 31		\$68,195		\$68,195	

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

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

	Governmental Fund Types		Fiduciary Fund	
	General	Special Revenue	Agency	Totals (Memorandum Only)
<b>Cash Receipts:</b> Property and Other Local Taxes Charges for Services Licenses, Permits, and Fees Intergovernmental Earnings on Investments Miscellaneous	\$246,989 2,445 253,104 11,732 7,166	\$264,914 46,076 2,000 200,301 3,393 8,513	\$39,600	\$511,903 46,076 4,445 453,405 15,125 55,279
Total Cash Receipts	521,436	525,197	39,600	1,086,233
Cash Disbursements: Current: General Government Public Safety Public Works Health Conservation - Recreation Other Capital Outlay	312,856 34,513 4,205 1,254 10,595	95,666 281,374 7,953 5,765	33,100	312,856 130,179 281,374 12,158 1,254 33,100 16,360
Total Cash Disbursements	363,423	390,758	33,100	787,281
Total Receipts Over Disbursements	158,013	134,439	6,500	298,952
Other Financing Disbursements: Other Financing Uses		(8,971)	(6,500)	(15,471)
Excess of Cash Receipts Over Cash Disbursements and Other Financing Disbursements	158,013	125,468		283,481
Fund Cash Balances, January 1	1,484,726	2,222,992	1,024	3,708,742
Fund Cash Balances, December 31	\$1.642.739	\$2.348.460	\$1.024	\$3.992.223

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

#### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2010 AND 2009

### 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 Sandusky Township, Sandusky County, Ohio (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, fire protection and emergency medical services.

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

#### B. Accounting Basis

These financial statements follow the accounting basis the Auditor of State prescribes or permits. This basis is similar to the cash receipts and disbursements accounting basis. The Township 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 include adequate disclosure of material matters, as the Auditor of State prescribes or permits.

#### C. Deposits and Investments

The Township'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 or losses at the time of sale as receipts or disbursements, respectively.

STAR Ohio is recorded at share values reported by the State Treasurer.

### 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 types:

#### 1. General Fund

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

### D. Fund Accounting

#### 2. Special Revenue Funds

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

<u>Road and Bridge Fund</u> - This fund receives property tax money for constructing, maintaining, and repairing Township roads and bridges.

#### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2010 AND 2009 (Continued)

#### 1. Summary of Significant Accounting Policies (Continued)

Fire District Grant Fund - This fund receives grants to pay for fire equipment and training.

#### 3. Fiduciary Funds

Agency funds are purely custodial in nature and are used to hold resources for individuals, organizations or other governments. The Township disburses these funds as directed by the individual, organization or other government. The Township's agency fund accounts for insurance proceeds to be held until a property within the Township is repaired from fire damage.

### E. Budgetary Process

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

#### 1. 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.

#### E. Budgetary Process

### 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 individual commitments are made. Encumbrances outstanding at year end are carried over, and need not be reappropriated.

A summary of 2010 and 2009 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.

#### G. Accumulated Leave

In certain circumstances, such as upon leaving employment, employees are entitled to cash payments for unused leave. The financial statements do not include a liability for unpaid leave.

#### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2010 AND 2009 (Continued)

#### 2. Equity in Pooled Deposits and Investments

The Township maintains a deposit and investments pool all funds use. The Ohio Revised Code prescribes allowable deposits and investments. The carrying amount of deposits and investments at December 31 was as follows:

	2010	2009
Demand deposits	\$1,770,458	\$1,690,936
STAR Ohio	2,303,778	2,301,287
Total deposits and investments	\$4,074,236	\$3,992,223

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

**Investments:** Investments in STAR Ohio are not evidenced by securities that exist in physical or book-entry form.

## 3. Budgetary Activity

Budgetary activity for the years ending December 31, 2010 and 2009 follows:

2010 Budgeted vs. Actual Receipts				
	Budgeted Actual			
Fund Type	Receipts	Receipts	Variance	
General	\$217,524	\$478,907	\$261,383	
Special Revenue	471,239	505,407	34,168	
Total	\$688,763	\$984,314	\$295,551	
2010 Budgeted vs. A			es	
	Appropriation	Budgetary		
Fund Type	Authority	Expenditures	Variance	
General	\$1,001,600	\$457,326	\$544,274	
Special Revenue	875,285	538,852	336,433	
Total	\$1,876,885	\$996,178	\$880,707	
2009 Budgeted vs. Actual Receipts				
	Budgeted	Actual		
Fund Type	Receipts	Receipts	Variance	
General	\$243,303	\$521,436	\$278,133	
Special Revenue	438,481	525,197	86,716	
Total	\$681,784	\$1,046,633	\$364,849	
2009 Budgeted vs. Actual Budgetary Basis Expenditures				
2009 Budgeted vs. A			es	
	Appropriation	Budgetary		
Fund Type	Appropriation Authority	Budgetary Expenditures	Variance	
Fund Type General	Appropriation Authority \$926,410	Budgetary Expenditures \$363,423	Variance \$562,987	
Fund Type	Appropriation Authority	Budgetary Expenditures	Variance	

#### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2010 AND 2009 (Continued)

### 4. Property Tax

Real property taxes become a lien on January 1 preceding the October 1 date for which the Trustees adopted tax rates. The State Board of Tax Equalization adjusts these rates for inflation. Property taxes are also reduced for applicable homestead and rollback deductions. The financial statements include homestead and rollback amounts the State pays as Intergovernmental Receipts. 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.

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 April 30.

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

## 5. Retirement System

The Township's employees belong to the Ohio Public Employees Retirement System (OPERS). OPERS is a cost-sharing, multiple-employer plan. The Ohio Revised Code prescribes this plan's benefits, which include postretirement healthcare and survivor and disability benefits.

The Ohio Revised Code also prescribes contribution rates. For 2010 and 2009, OPERS members contributed 10% of their gross salaries and the Township contributed an amount equaling 14% of participants' gross salaries. The Township has paid all contributions required through December 31, 2010.

### 6. 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 Township Association Risk Management Authority (OTARMA), a risk-sharing pool available to Ohio townships. OTARMA provides property and casualty coverage for its members. American Risk Pooling Consultants, Inc. (ARPCO), a division of York Insurance Services Group, Inc. (York), functions as the administrator of OTARMA and provides underwriting, claims, loss control, risk management, and reinsurance services for OTARMA. OTARMA is a member of the American Public Entity Excess Pool (APEEP), which is also administered by ARPCO. Member governments pay annual contributions to fund OTARMA. OTARMA pays judgments, settlements and other expenses resulting from covered claims that exceed the members' deductibles.

### Casualty and Property Coverage

APEEP provides OTARMA with an excess risk-sharing program. Under this arrangement, OTARMA retains insured risks up to an amount specified in the contracts. At December 31, 2010, OTARMA retained \$350,000 for casualty claims and \$150,000 for property claims.

#### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2010 AND 2009 (Continued)

#### 6. Risk Management (Continued)

The aforementioned casualty and property reinsurance agreement does not discharge OTARMA's primary liability for claims payments on covered losses. Claims exceeding coverage limits are the obligation of the respective government.

#### **Financial Position**

OTARMA's financial statements (audited by other accountants) conform with generally accepted accounting principles, and reported the following assets, liabilities and retained earnings at December 31, 2010 and 2009.

	2010	2009
Assets Liabilities	\$35,855,252 (10,664,724)	\$38,982,088 (12,880,766)
Net Assets	\$25,190,528	\$26,101,322

At December 31, 2010 and 2009, respectively, the liabilities above include approximately \$9.9 and \$12.0 million of estimated incurred claims payable. The assets above also include approximately \$9.5 and \$11.5 million of unpaid claims to be billed to approximately 940 member governments in the future, as of December 31, 2010 and 2009, respectively. These amounts will be included in future contributions from members when the related claims are due for payment. As of December 31, 2010, the Township's share of these unpaid claims collectible in future years is approximately \$15,000.

Based on discussions with OTARMA, the expected rates OTARMA charges to compute member contributions, which are used to pay claims as they become due, are not expected to change significantly from those used to determine the historical contributions detailed below. By contract, the annual liability of each member is limited to the amount of financial contributions required to be made to OTARMA for each year of membership.

Contributions to OTARMA		
2010	2009	
\$20,068	\$15,919	

After one year of membership, a member may withdraw on the anniversary of the date of joining OTARMA, if the member notifies OTARMA in writing 60 days prior to the anniversary date. Upon withdrawal, members are eligible for a full or partial refund of their capital contributions, minus the subsequent year's contribution. Withdrawing members have no other future obligation to the pool. Also upon withdrawal, payments for all casualty claims and claim expenses become the sole responsibility of the withdrawing member, regardless of whether a claim occurred or was reported prior to the withdrawal.

## 7. Related Organization

The Sandusky Township Sewer District is a related organization as the Township appoints a voting majority of the board, but is not financially accountable. The Township disbursed \$13,604 to the Sandusky Township Sewer District during 2010 and \$45,591 in 2009.

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Dave Yost · Auditor of State

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

Sandusky Township Sandusky County 551 Northcrest Avenue Fremont, Ohio 43420-9010

To the Board of Trustees:

We have audited the financial statements of Sandusky Township, Sandusky County, Ohio (the Township), as of and for the years ended December 31, 2010 and 2009, and have issued our report thereon dated September 14, 2011 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 also noted 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 provide UAN services, and Ohio Revised Code § 117.101 requires the Auditor of State to provide UAN services, and Ohio Revised Code § 117.11(A) mandates the Auditor of State to audit Ohio governments. 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 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 opining 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.

Our consideration of internal control over financial reporting was for the limited purpose described in the preceding paragraph and was not designed to identify all deficiencies in internal control over financial reporting that might be significant deficiencies or material weaknesses. Therefore, we cannot assure that we have identified all deficiencies, significant deficiencies or material weaknesses. However, as described in the accompanying schedule of findings we identified a certain deficiency in internal control over financial reporting, that we consider a material weakness.

A *deficiency in internal control* exists when the design or operation of a control does not allow management or employees, when performing their assigned functions, to prevent, or detect and timely correct misstatements. 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 statements will not be prevented, or detected and timely corrected. We consider finding 2010-001 described in the accompanying schedule of findings to be a material weakness.

Sandusky Township Sandusky County Independent Accountants' 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 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 no instances of noncompliance or other matters we must report under *Government Auditing Standards*.

We did note certain matters not requiring inclusion in this report that we reported to the Township's management in a separate letter dated September 14, 2011.

The Township's response to the finding identified in our audit is described in the accompanying schedule of findings. We did not audit the Township's response and, accordingly, we express no opinion on it.

We intend this report solely for the information and use of management, the audit committee, Board of Trustees, and others within the Township. We intend it for no one other than these specified parties.

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Dave Yost Auditor of State

September 14, 2011

## SCHEDULE OF FINDINGS DECEMBER 31, 2010 AND 2009

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

## FINDING NUMBER 2010-001

## Material Weakness - Financial Reporting

As a result of the audit procedures performed, errors were noted in the financial statements that required material audit adjustments.

During 2009, revenue sharing amounts with the City of Fremont were recorded as taxes in the Road and Bridge Fund (\$30,000) and Fire District Fund (\$7,200) instead of as intergovernmental revenues within the General fund. Intergovernmental revenues were recorded as taxes within the Road and Bridge Fund (\$24,417) and Fire District Fund (\$9,152).

During 2010, revenue sharing amounts with the City of Fremont was correctly recorded in the General fund (\$60,000) but was misclassified as taxes instead of intergovernmental revenues. Also within the General fund; licenses, permits and fees (\$7,202), intergovernmental revenues (\$9,113) and donations (\$33,334) were incorrectly recorded as Miscellaneous Receipts. Finally, intergovernmental revenues were misclassified as taxes within the Road and Bridge Fund (\$25,115) and Fire District Fund (\$9,039).

The accompanying financial statements and, where applicable, the Township accounting records have been adjusted to correct these errors.

To ensure the Township's financial statements and notes to the statements are complete and accurate, the Board should adopt policies and procedures, including a final review of the annual report by the audit committee to identify and correct errors and omissions. The Fiscal Officer should also review the Township Handbook's charge of accounts to ensure all accounts are being properly recorded to the financial statements.

### Officials' Response:

Sandusky Township acknowledges errors were made and will properly post these transactions in the future.

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## SCHEDULE OF PRIOR AUDIT FINDINGS DECEMBER 31, 2010 AND 2009

Finding Number	Finding Summary	Fully Corrected?	Not Corrected, Partially Corrected; Significantly Different Corrective Action Taken; or Finding No Longer Valid; <b>Explain</b>
2008-001	Material weakness over financial reporting.	No	Repeated as Finding Number 2010-001 in this report.

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# Dave Yost • Auditor of State

SANDUSKY TOWNSHIP

# SANDUSKY 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 SEPTEMBER 29, 2011

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