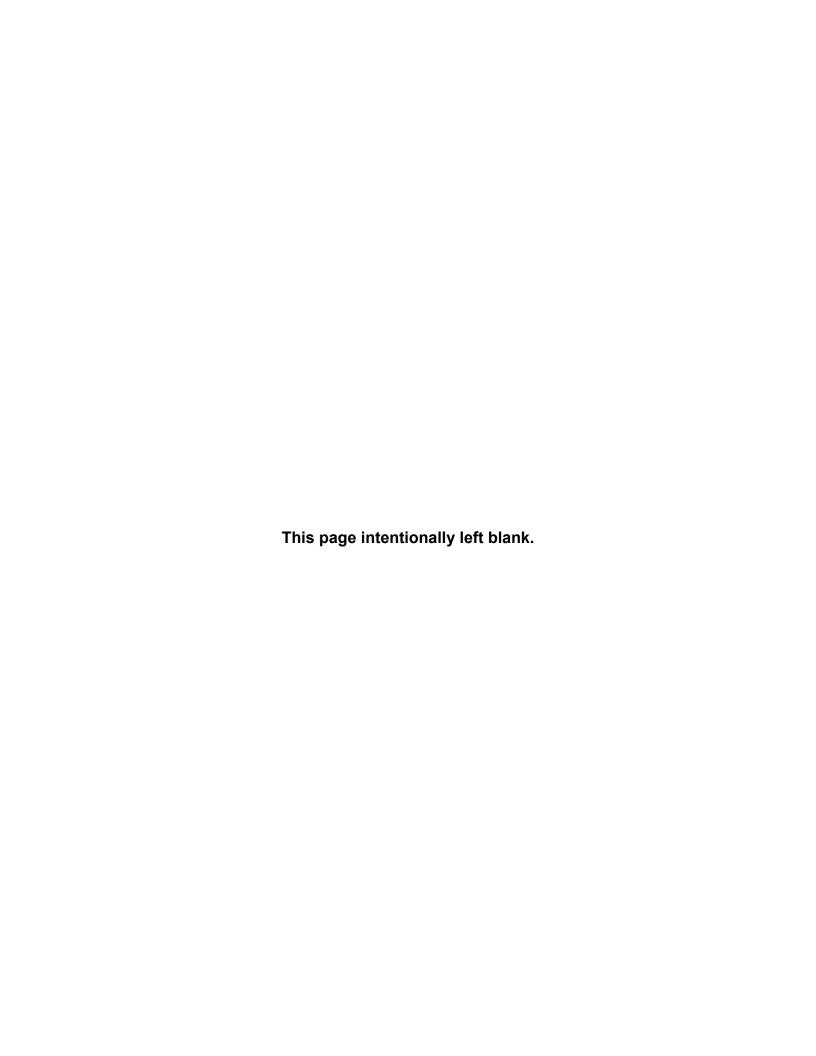




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#### INDEPENDENT ACCOUNTANTS' REPORT

Clay Township Muskingum County 9375 Elks Run Road Roseville, Ohio 43777

To the Board of Trustees:

We have audited the accompanying financial statements of Clay Township, Muskingum County, Ohio (the Township), as of and for the years ended December 31, 2002 and 2001. 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 discussed in Note 1, the Township prepares its financial statements on the basis of accounting prescribed or permitted by the Auditor of State, which is a comprehensive basis of accounting other than generally accepted accounting principles.

The basis of accounting prescribed by the Auditor of State requires the Township to report outstanding encumbrances at year-end as budgetary expenditures. The Township did not record encumbrances. It was not practical for us to determine the amount of unrecorded encumbrances at year-end.

In our opinion, except for such adjustments, if any, that would have been necessary to reflect year-end outstanding encumbrances, as discussed in the preceding paragraph, the financial statements referred to above present fairly, in all material respects, the combined fund cash balances of Clay Township, Muskingum County, as of December 31, 2002 and 2001, and its combined cash receipts and disbursements for the years then ended on the basis of accounting described in Note 1.

In accordance with *Government Auditing Standards*, we have also issued our report dated August 8, 2003 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 grants. 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.

743 E. State St. / Athens Mall Suite B / Athens, OH 45701 Telephone: (740) 594-3300 (800) 441-1389 Fax: (740) 594-2110 www.auditor.state.oh.us Clay Township Muskingum County Independent Accountants' Report Page 2

Butty Montgomery

This report is intended solely for the information and use of management, the Board of Trustees, and other officials authorized to receive this report under § 117.26, Ohio Revised Code, and is not intended to be and should not be used by anyone other than these specified parties.

**Betty Montgomery** Auditor of State

August 8, 2003

# COMBINED STATEMENT OF CASH RECEIPTS, CASH DISBURSEMENTS, AND CHANGES IN FUND CASH BALANCES ALL GOVERNMENTAL FUND TYPES FOR THE YEAR ENDED DECEMBER 31, 2002

_	Governmental Fund Types				
	General	Special Revenue	Capital Projects	Totals (Memorandum Only)	
Cash Receipts:					
Local Taxes	\$5,168	\$5,769	\$	\$10,937	
Intergovernmental	18,175	55,388	5,000	78,563	
Other Revenue	1,947	581		2,528	
Total Cash Receipts	25,290	61,738	5,000	92,028	
Cash Disbursements:					
Current:					
General Government	19,700			19,700	
Public Safety	5,000	30,739		35,739	
Public Works	764			764	
Capital Outlay		21,748		21,748	
Total Cash Disbursements	25,464	52,487	0	77,951	
Total Cash Receipts Over/(Under) Cash Disbursements	(174)	9,251	5,000	14,077	
Other Financing Receipts/(Disbursements):					
Transfers-In			20,000	20,000	
Transfers-Out	(5,000)	(15,000)		(20,000)	
Other Sources	4			4	
Total Other Financing Receipts/(Disbursements)	(4,996)	(15,000)	20,000	4	
Excess of Cash Receipts and Other Financing					
Receipts Over/(Under) Cash Disbursements					
and Other Financing Disbursements	(5,170)	(5,749)	25,000	14,081	
Fund Cash Balances, January 1	19,929	65,769	0	85,698	
Fund Cash Balances, December 31	\$14,759	\$60,020	\$25,000	\$99,779	

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 FUND TYPES FOR THE YEAR ENDED DECEMBER 31, 2001

_	Governmental Fund Types				
	General	Special Revenue	Capital Projects	Totals (Memorandum Only)	
Cash Receipts:					
Local Taxes	\$5,459	\$10,725	\$	\$16,184	
Intergovernmental	21,523	54,474	5,000	80,997	
Other Revenue		182		182	
Total Cash Receipts	26,982	65,381	5,000	97,363	
Cash Disbursements:					
Current:					
General Government	23,153			23,153	
Public Safety		5,472		5,472	
Public Works	910	33,183		34,093	
Capital Outlay		13,641	53,063	66,704	
Total Cash Disbursements	24,063	52,296	53,063	129,422	
Total Cash Receipts Over/(Under) Cash Disbursements	2,919	13,085	(48,063)	(32,059)	
Other Financing Receipts/(Disbursements):					
Transfers-In	3,937		22,000	25,937	
Transfers-Out	(10,000)	(12,000)	(3,937)	(25,937)	
Other Sources	522			522	
Total Other Financing Receipts/(Disbursements)	(5,541)	(12,000)	18,063	522	
Excess of Cash Receipts and Other Financing					
Receipts Over/(Under) Cash Disbursements					
and Other Financing Disbursements	(2,622)	1,085	(30,000)	(31,537)	
Fund Cash Balances, January 1	22,551	64,684	30,000	117,235	
Fund Cash Balances, December 31	\$19,929	\$65,769	\$0	\$85,698	

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

### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2002 AND 2001

#### 1. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

#### A. Description of the Entity

Clay Township, Muskingum County (the Township), 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 Township is directed by a publicly-elected three-member Board of Trustees. The Township provides road and bridge maintenance, fire protection and emergency medical services. The Township contracts with the Village of Roseville Volunteer Fire Department to provide 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.** 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).

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

### 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.

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

#### 2. 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:

### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2002 AND 2001 (Continued)

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

#### D. Fund Accounting (Continued)

#### 2. Special Revenue Funds (Continued)

Road and Bridge Fund - This fund receives property tax money for constructing, maintaining and repairing Township roads.

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

#### 3. 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 enterprise or trust funds). The Township had the following significant Capital Project Fund:

Capital Equipment Fund – This fund receives grant monies from the Muskingum County Commissioners for the purpose of accumulating resources towards the purchase of a new dump truck to be used for Township road maintenance.

#### E. Budgetary Process

The Ohio Revised Code requires that each fund 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. Appropriations lapse at year end.

#### 2. Estimated Resources

Estimated resources include estimates of cash to be received (budgeted receipts) plus 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 canceled, and reappropriated in the subsequent year. The Township did not encumber all commitments required by Ohio law.

A summary of 2002 and 2001 budgetary activity appears in Note 3.

### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2002 AND 2001 (Continued)

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

### F. Property, Plant and Equipment

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

#### 2. EQUITY IN POOLED CASH

The Township 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 was as follows:

	2002	2001
Demand deposits	\$99,779	\$85,698

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

#### 3. BUDGETARY ACTIVITY

Budgetary activity for the years ending December 31, 2002 and 2001 follows:

2002 Budgeted vs. A	Actual R	Receipts
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	Budgeted	Actual	
Fund Type	Receipts	Receipts	Variance
General	\$23,609	\$25,294	\$1,685
Special Revenue	54,630	61,738	7,108
Capital Projects	0	25,000	25,000
Total	\$78,239	\$112,032	\$33,793

2002 Budgeted vs. Actual Budgetary Basis Expenditures

Appropriation	Budgetary	
Authority	Expenditures	Variance
\$43,364	\$30,464	\$12,900
109,307	67,487	41,820
0	0	0
\$152,671	\$97,951	\$54,720
	Authority \$43,364 109,307	Authority         Expenditures           \$43,364         \$30,464           109,307         67,487           0         0

2001 Budgeted vs. Actual Receipts

Budgeted	Actual			
Receipts	Receipts	Variance		
\$23,819	\$31,441	\$7,622		
63,725	65,381	1,656		
27,000	27,000	0		
\$114,544	\$123,822	\$9,278		
	Receipts \$23,819 63,725 27,000	Receipts         Receipts           \$23,819         \$31,441           63,725         65,381           27,000         27,000		

### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2002 AND 2001 (Continued)

#### 3. **BUDGETARY ACTIVITY (Continued)**

2001 Budgeted vs. Actual Budgetary Basis Expenditures

	Appropriation	Budgetary	
Fund Type	Authority	Expenditures	Variance
General	\$51,039	\$34,063	\$16,976
Special Revenue	121,061	64,296	56,765
Capital Projects	57,000	57,000	0
Total	\$229,100	\$155,359	\$73,741

### **Accountability and Compliance**

Contrary to Ohio law, the certification of availability of unencumbered appropriations for expenditure was not made prior to purchase commitments being incurred. As a result, there were no encumbrances to report on the financial statements and outstanding purchase commitments are not included in budgetary disbursements shown above.

#### 4. PROPERTY TAX

Real property taxes become a lien on January 1 preceding 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 payment, 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 Township.

#### 5. RETIREMENT SYSTEMS

The Township's employees belong to the Public Employees Retirement System (PERS) of Ohio. PERS is a cost-sharing, multiple-employer plan. This plan provides retirement benefits, including postretirement healthcare, 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 2002 and 2001, PERS members contributed 8.5% of their gross salaries. The Township contributed an amount equal to 13.55% of participants' gross salaries for 2002 and 2001. The Township has paid all contributions required through December 31, 2002.

### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2002 AND 2001 (Continued)

#### 6. RISK MANAGEMENT

#### **Risk Pool Membership**

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. OTARMA is a member of the American Public Entity Excess Pool (APEEP). 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 Coverage

OTARMA retains casualty risks up to \$250,000 per claim, including loss adjustment expenses. Claims exceeding \$250,000 are reinsured with APEEP up to \$1,750,000 per claim and \$5,000,000 in the aggregate per year. Governments can elect additional coverage, from \$2,000,000 to \$10,000,000, from the General Reinsurance Corporation.

If losses exhaust OTARMA's retained earnings, APEEP covers OTARMA losses up to \$5,000,000 per year, subject to a per-claim limit of \$2,000,000.

#### **Property Coverage**

OTARMA retains property risks, including automobile physical damage, up to \$10,000 on any specific loss with an annual aggregate of \$700,000 for 2001 and \$1,250,000 for 2002. The Travelers Indemnity Company reinsures losses exceeding \$10,000 if the annual aggregate is reached and all specific losses exceeding \$100,000. APEEP's Operating Fund and Guarantee Fund pay for losses and loss adjustment expenses should they exceed operating contributions.

The aforementioned casualty and property reinsurance agreements do 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:

Casualty Coverage	2002	<u>2001</u>
Assets	\$23,757,036	\$23,703,776
Liabilities	(9,197,512)	(9,379,003)
Retained earnings	<u>\$14,559,524</u>	<u>\$14,324,773</u>

### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2002 AND 2001 (Continued)

## 6. RISK MANAGEMENT (Continued)

Property Coverage	2002	<u>2001</u>
Assets	\$6,596,996	\$5,011,131
Liabilities	(1,204,326)	(647,667)
Retained earnings	<u>\$5,392,670</u>	<u>\$4,363,464</u>



# INDEPENDENT ACCOUNTANTS' REPORT ON COMPLIANCE AND ON INTERNAL CONTROL REQUIRED BY GOVERNMENT AUDITING STANDARDS

Clay Township Muskingum County 9375 Elks Run Road Roseville, Ohio 43777

To the Board of Trustees:

We have audited the accompanying financial statements of Clay Township, Muskingum County, Ohio (the Township), as of and for the years ended December 31, 2002 and 2001, and have issued our report thereon dated August 8, 2003 wherein we noted the Township had not recorded encumbrances. 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.

#### Compliance

As part of obtaining reasonable assurance about whether the Township's financial statements are free of material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts and grants, 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 instances of noncompliance which are required to be reported under *Government Auditing Standards* which are described in the accompanying Schedule of Findings as items 2002-001 and 2002-002. We also noted certain immaterial instances of noncompliance that we have reported to management of the Township in a separate letter dated August 8, 2003.

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

In planning and performing our audit, we considered the Township's internal control over financial reporting in order to determine our auditing procedures for the purpose of expressing our opinion on the financial statements and not to provide assurance on the internal control over financial reporting. However, we noted certain matters involving the internal control over financial reporting and its operation that we consider to be reportable conditions. Reportable conditions involve matters coming to our attention relating to significant deficiencies in the design or operation of the internal control over financial reporting that, in our judgment, could adversely affect the Township's ability to record, process, summarize and report financial data consistent with the assertions of management in the financial statements. The reportable conditions are described in the accompanying Schedule of Findings as items 2002-001 and 2002-002.

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Muskingum County
Independent Accountants' Report on Compliance and on Internal Control
Required by *Government Auditing Standards*Page 2

A material weakness is a 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 in amounts that would be material in relation to the financial statements being audited may occur and not be detected within a timely period by employees in the normal course of performing their assigned functions. Our consideration of the internal control over financial reporting would not necessarily disclose all matters in the internal control that might be reportable conditions and, accordingly, would not necessarily disclose all reportable conditions that are also considered to be material weaknesses. However, we consider the reportable conditions described above to be material weaknesses. We noted other matters involving the internal control over financial reporting that do not require inclusion in this report, that we have reported to management of the Township in a separate letter dated August 8, 2003.

This report is intended solely for the information and use of management and Board of Trustees, and is not intended to be and should not be used by anyone other than these specified parties.

**Betty Montgomery** Auditor of State

Butty Montgomeny

August 8, 2003

### SCHEDULE OF FINDINGS DECEMBER 31, 2002 AND 2001

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

#### **FINDING NUMBER 2002-001**

#### **Noncompliance Citation - Material Weakness**

Ohio Admin. Code Section 117-2-02(A) r equires all public offices to maintain an accounting system and accounting records sufficient to enable the public office to identify, assemble, analyze, classify, record and report its transactions, maintain accountability for the related assets, document compliance with finance-related legal and contractual requirements and prepare financial statements required by rule 117-2-03 of the Administrative Code.

All local public offices should integrate the budgetary accounts, at the legal level of control or lower, into the financial accounting system. This means designing an accounting system to provide ongoing and timely information on unrealized budgetary receipts and remaining uncommitted balances of appropriations.

A. The Township did not record appropriations or encumbrances in the appropriations ledger. As a result, there was no method established whereby the fiscal officer could determine if unencumbered appropriations were available for expenditure and comparisons of budgeted (appropriated) expenditures to actual expenditures were not readily available.

We recommend the Township Clerk post appropriation and encumbrance amounts to the appropriations ledger, once appropriations are adopted by the Board of Trustees and certified by the Budget Commission. This would help the Clerk to document compliance with finance-related legal requirements. Comparisons of budgeted (appropriated) expenditures to actual expenditures should then be presented to management as a tool to manage the Township. Guidance for maintaining the appropriations ledger is now included in Ohio Admin. Code Section 117-2-02(D)(3), which became effective July 1, 2000.

B. Estimated receipts were not posted to the receipts ledger. As a result, there was no method established whereby Township management could compare budgeted receipts to actual receipts to determine if budget adjustments, and/or filing of an amended certificate of estimated resources were needed.

We recommend budgeted as well as actual receipts be posted to the receipts ledger as recommended in Ohio Admin. Code Section 117-2-02(D)(2) to provide useful monthly budget vs. actual comparisons to assist management in monitoring Township operations. This would help the Clerk to document compliance with finance-related legal requirements concerning the filing of estimated resources and any amendments thereto.

### SCHEDULE OF FINDINGS DECEMBER 31, 2002 AND 2001 (Continued)

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

#### **FINDING NUMBER 2002-002**

#### **Noncompliance Citation - Material Weakness**

Ohio Rev. Code § 5705.41(D) states 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. This section also provides two "exceptions" to the above requirements:

- A. Then and Now Certificate This exception provides that, if the fiscal officer can certify that both at the time that the contract or order was made and at the time the certification is being completed, 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 Board of Trustees may authorize the drawing of a warrant. The taxing authority has 30 days from the receipt of such certificate to approve payment by resolution or ordinance. If approval is not made within 30 days, there is no legal liability on the part of the Township.
- B. If the amount involved is less than one thousand dollars (which was increased to three thousand dollars on April 7, 2003), the fiscal officer may authorize it to be paid without the affirmation of the Board of Trustees, if such expenditure is otherwise valid.

The Township did not utilize purchase orders and expenditures tested were not certified by the Clerk until the voucher package was prepared which was after the liability had been incurred. These commitments were not subsequently certified with a "then and now certificate" or approved by the Board of Trustees within the aforementioned 30 day time period.

We recommend liabilities, contracts and open purchase commitments be certified by the Clerk prior to a liability being incurred.

### SCHEDULE OF PRIOR AUDIT FINDINGS DECEMBER 31, 2002 AND 2001

Finding Number 2000-41060-001	Finding Summary Finding for Adjustment based on Trustees	Fully Corrected?	Not Corrected, Partially Corrected; Significantly Different Corrective Action Taken; or Finding No Longer Valid; Explain:  Corrected – Adjustment made prior to release of prior audit report and salaries
2000 41000 001	salaries being allocated to funds improperly	103	were properly allocated for the current audit.
2000-41060-002	Revised Code 135.18, additional collateral exceeding FDIC amounts	Yes	Corrected – Additional collateral pledged for balances exceeding \$100,000
2000-41060-003	Revised Code 5705.41 (D), certification of available appropriations for expenditures	No	Not Corrected – Will be repeated in the current audit as Finding Number 2002-002
2000-41060-004	Revised Code 5705.41 (B), expenditures exceeding appropriations	No	Partially Corrected – Current year violations were only at the line item level. This will be cited in the current audit Management Letter
2000-41060-005	Revised Code 5705.40, amendments made to appropriations without approval of Board of Trustees	Yes	Corrected – All adjustments made to appropriations were approved by the Board of Trustees and noted in the minutes.



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#### **CLAY TOWNSHIP**

### **MUSKINGUM 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 SEPTEMBER 11, 2003