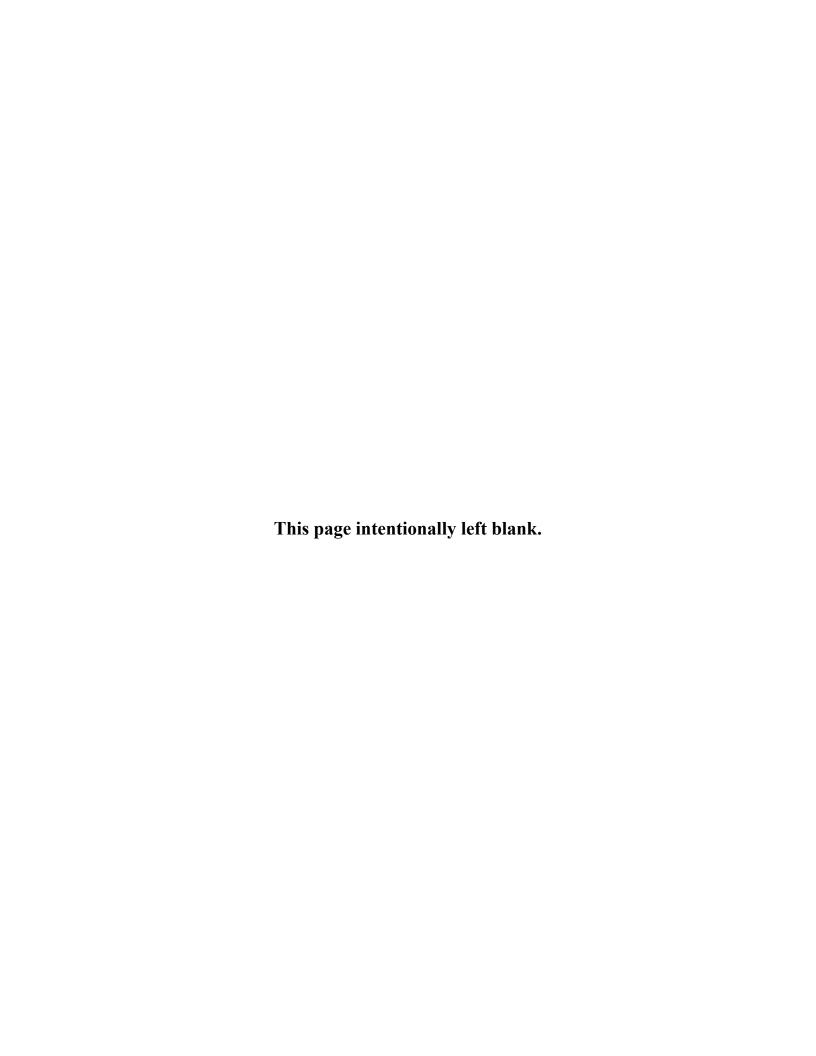




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INDEPENDENT ACCOUNTANTS' REPORT

Village of Clay Center Ottawa County 420 Main Street, P.O. Box 92 Clay Center, Ohio 43408-0092

To the Village Council:

We have audited the accompanying financial statements of the Village of Clay Center (the Village) as of and for the years ended December 31, 2003 and 2002. These financial statements are the responsibility of the Village's management. Our responsibility is to express an opinion on these financial statements based on our audits.

We conducted our audits 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 audits 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.

The Village's financial transactions were processed using 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 conduct the audits of the Village because the Auditor of State designed, developed, implemented, and, as requested, operates UAN. However, *Government Auditing Standards* permits the Auditor of State to audit and opine on this entity, because Ohio Revised Code § 117.101 requires the Auditor of State to provide UAN services, and Ohio Revised Code §§ 117.11(B) and 115.56 mandate the Auditor of State to audit Ohio governments

We believe that our audits provide a reasonable basis for our opinion.

One Government Center / Room 1420 / Toledo, OH 43604-2246 Telephone: (419) 245-2811 (800) 443-9276 Fax: (419) 245-2484 www.auditor.state.oh.us Village of Clay Center Ottawa County Independent Accountants' Report Page 2

As described in Note 1, the Village 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.

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 the Village of Clay Center, Ottawa County, as of December 31, 2003 and 2002, 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 April 16, 2004 on our consideration of the Village'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 audits.

This report is intended solely for the information and use of the audit committee, management, Village Council, 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

Betty Montgomery

April 16, 2004

COMBINED STATEMENT OF CASH RECEIPTS, CASH DISBURSEMENTS, AND CHANGES IN FUND CASH BALANCES - ALL GOVERNMENTAL FUND TYPES FOR THE YEAR ENDED DECEMBER 31, 2003

	Governmental Fund Types							
	General			Special Levenue	Capital Projects		Totals (Memorandum Only)	
Cash Receipts Property Tax and Other Local Taxes Municipal Income Tax Intergovernmental Receipts Charges for Services Fines, Licenses, and Permits Earnings on Investments Miscellaneous	\$	11,460 24,719 3,900 990 1,994 888	\$	57,709 21,069 197 42	\$	23,767	\$	11,460 57,709 69,555 3,900 990 2,191 930
Total Cash Receipts		43,951		79,017		23,767		146,735
Cash Disbursements Current: Security of Persons and Property Public Health Services Leisure Time Activities Community Environment Basic Utility Services Transportation General Government Capital Outlay		14,885 756 537 546 14,331 25,978		20 55 3,685 2,719 11,900		137,471		14,905 756 537 546 14,386 3,685 28,697 149,371
Total Cash Disbursements		57,033		18,379		137,471		212,883
Total Receipts Over/(Under) Disbursements		(13,082)		60,638		(113,704)		(66,148)
Other Financing Receipts and (Disbursements) Transfers-In Advances-In Transfers-Out Advances-Out Other Financing Uses		23,000 (40,000) (284)		(46,000)		23,000 40,000		46,000 40,000 (46,000) (40,000) (284)
Total Other Financing Receipts/(Disbursements)		(17,284)		(46,000)		63,000		(284)
Excess of Cash Receipts and Other Financing Receipts Over/(Under) Cash Disbursements and Other Financing Disbursements Fund Cash Balances, January 1		(30,366) 123,501		14,638 27,089		(50,704) 137,497		(66,432) 288,087
Fund Cash Balances, December 31	\$	93,135	\$	41,727	\$	86,793	\$	221,655
Reserves for Encumbrances, December 31								

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, 2002

	Governmental Fund Types					_		
	General		Special Revenue		Capital Projects		Totals (Memorandum Only)	
Cash Receipts Property Tax and Other Local Taxes Municipal Income Tax Intergovernmental Receipts Charges for Services Fines, Licenses, and Permits Earnings on Investments Miscellaneous	\$	7,713 23,168 3,900 1,905 4,258 1,091	\$	62,380 19,155 341 247			\$	7,713 62,380 42,323 3,900 1,905 4,599 1,338
Total Cash Receipts		42,035		82,123				124,158
Cash Disbursements Current: Security of Persons and Property Public Health Services Leisure Time Activities Community Environment Basic Utility Services Transportation General Government Capital Outlay Total Cash Disbursements Total Receipts Over/(Under) Disbursements		11,792 770 2,270 627 12,924 24,774 53,157 (11,122)		7,166 3,859 8,550 19,607 62,516	\$	75 75 (75)		11,824 770 2,270 627 12,924 7,166 28,633 8,625 72,839 51,319
Other Financing Receipts and (Disbursements) Transfers-In Transfers-Out		27,500		(55,000)		27,500		55,000 (55,000)
Total Other Financing Receipts/(Disbursements)		27,500		(55,000)		27,500		
Excess of Cash Receipts and Other Financing Receipts Over/(Under) Cash Disbursements and Other Financing Disbursements Fund Cash Balances, January 1		16,378 107,123		7,516 19,573		27,425 110,072		51,319 236,768
Fund Cash Balances, December 31	\$	123,501	\$	27,089	\$	137,497	\$	288,087
Reserves for Encumbrances, December 31		· · ·	\$	9		·	\$	9

THE NOTES TO THE FINANCIAL STATEMENTS ARE AN INTEGRAL PART OF THIS STATEMENT

NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2003 AND 2002

1. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

A. Description of the Entity

The Village of Clay Center, Ottawa 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 Village provides general government services including park operations, and police services. Fire protection services are provided by the Allen-Clay Joint Fire District which includes the Village.

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).

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.

STAR Ohio is recorded at share values reported by the mutual fund.

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:

NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2003 AND 2002 (Continued)

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 Fund

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

<u>Income Tax Fund</u> -This fund receives revenue from tax collected from individuals who reside or are employed in the Village.

3. Capital Project 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:

<u>Capital Projects Fund</u> - This fund receives transfers of income tax revenue for capital projects.

<u>Permanent Improvements Fund</u> – This fund receives revenue from the General Fund for permanent improvements.

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 Council 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.

NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2003 AND 2002 (Continued)

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 Village to reserve (encumber) appropriations when commitments are made. Encumbrances outstanding at year end are carried over, and need not be reappropriated. The Village did not encumber all commitments required by Ohio law.

A summary of 2003 and 2002 budgetary activity appears in Note 3.

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 AND INVESTMENTS

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

	 2003	2002		
Demand deposits	\$ 112,797	\$	59,934	
STAR Ohio	 108,858		228,153	
Total deposits and investments	\$ 221,655	\$	288,087	

Deposits: Deposits are either (1) insured by the Federal Depository Insurance Corporation, or (2) collateralized by securities specifically pledged by the financial institution to the Village.

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

NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2003 AND 2002 (Continued)

3. BUDGETARY ACTIVITY

Budgetary activity for the years ending December 31, 2003 and 2002 follows:

2003 Budgeted vs. Actual Receipts

				1		
	Budgeted			Actual		_
Fund Type	Receipts		Receipts		Variance	
General	\$	62,114	\$	66,951	\$	4,837
Special Revenue		78,795		79,017		222
Capital Projects		63,926		86,767		22,841
Total	\$	204,835	\$	232,735	\$	27,900

2003 Budgeted vs. Actual Budgetary Basis Expenditures

	Appropriation		Budgetary			
Fund Type	Authority		Expenditures		Variance	
General	\$	89,950	\$	57,317	\$	32,633
Special Revenue		75,608		64,379		11,229
Capital Projects		182,072		137,471		44,601
Total	\$	347,630	\$	259,167	\$	88,463

2002 Budgeted vs. Actual Receipts

	В	Budgeted		Actual		
Fund Type	Receipts		Receipts		Variance	
General	\$	65,918	\$	69,535	\$	3,617
Special Revenue		79,267		82,123		2,856
Capital Projects		25,000		27,500		2,500
Total	\$	170,185	\$	179,158	\$	8,973

2002 Budgeted vs. Actual Budgetary Basis Expenditures

	Appropriation		Budgetary			
Fund Type	Authority		Expenditures		Variance	
General	\$	91,385	\$	53,157	\$	38,228
Special Revenue		91,082		74,616		16,466
Capital Projects		135,072		75		134,997
Total	\$	317,539	\$	127,848	\$	189,691

NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2003 AND 2002 (Continued)

Contrary to Ohio law, budgetary expenditures exceeded appropriation authority in the Special Revenue – Federal Grant Fund by \$11,800 for the year ended December 31, 2003. Also contrary to Ohio law, appropriations exceeded estimated resources in the Capital Projects – Permanent Improvement Fund by \$47,000 for the year ended December 31, 2003

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.

5. LOCAL INCOME TAX

The Village levies a municipal income tax of 1.5 percent on substantially all earned income arising from employment, residency, or business activities within the Village as well as certain income of residents earned outside of the Village.

Employers within the Village withhold income tax on employee compensation and remit the tax to the Village either monthly or quarterly, as required. Corporations and other individual taxpayers pay estimated taxes quarterly and file a declaration annually.

6. RETIREMENT SYSTEMS

The Village's employees belong to the Ohio Public Employees Retirement System (OPERS). OPERS is a cost-sharing, multiple-employer plans. This plan provides retirement benefits, including postretirement healthcare, and survivor and disability benefits to participants as prescribed by the Ohio Revised Code.

NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2003 AND 2002 (Continued)

Contribution rates are also prescribed by the Ohio Revised Code. For 2003 and 2002, members of OPERS contributed 8.5 percent of their wages. The Village contributed an amount equal to 13.55 percent of participants' gross salaries for 2003 and 2002. The Village has paid all contributions required through December 31, 2003.

7. RISK MANAGEMENT

Risk Pool Membership

The Village belongs to the Ohio Municipal Joint Self-Insurance Pool, (the Pool), an unincorporated non-profit association available to municipal corporations and their instrumentalities. Pursuant to § 2744.081 of the Ohio Revised Code, the Plan is deemed a separate legal entity. The Pool provides a program of property and casualty insurance for its members. The Plan pays judgments, settlements, and other expenses resulting for covered claims that exceed the members' deductibles.

Casualty excess-of-loss contracts at December 31, 2002 and 2001 generally protect against individual losses exceeding \$150,000 for policies issued prior to April 1, 2000; \$100,000 for policies issued between April 1, 2000 and March 31, 2002; and \$125,000 for policies issued April 1, 2002 or later (the latest available information).

Property coverage contracts protect against losses, subject to a deductible of \$50,000, limited to an annual aggregate loss of the greater of \$300,000 or 1 percent of total coverage.

The Pool cedes reinsurance to reinsurers or excess reinsurers. The Pool is contingently liable should any reinsurer become unable to meet its obligations under the reinsurance agreements.

The Pool's financial statements (audited by other auditors) conform with generally accepted accounting principles, and reported the following assets, liabilities and retained deficit at December 31, 2002 and 2001 (the latest available information):

	2002	2001
Assets	\$ 1,852,060	\$ 3,354,251
Liabilities	(3,627,321)	(4,851,866)
Retained Deficit	\$ (1,775,261)	\$ (1,497,615)



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

Village of Clay Center Ottawa County 420 Main Street, P.O. Box 92 Clay Center, Ohio 43408-0092

To the Village Council:

We have audited the accompanying financial statements of the Village of Clay Center, Ottawa County, (the Village) as of and for the years ended December 31, 2003 and 2002 and have issued our report thereon dated April 16, 2004 wherein we noted that the Village's financial transactions were processed using 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 conduct the audit of the Village because the Auditor of State designed, developed, implemented, and, as requested, operates UAN. We conducted our audits 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 Village'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 audits and, accordingly, we do not express such an opinion. The results of our tests disclosed instances of noncompliance that are required to be reported under *Government Auditing Standards which* are described in the accompany schedule of findings as items 2003-001, 2003-002, and 2003-003. We also noted a certain immaterial instance of noncompliance that we have reported to the management of the Village in a separate letter dated April 16, 2004.

Village of Clay Center Ottawa County Independent Accountants' Report on Compliance and on Internal Control Required by *Government Auditing Standards* Page 2

Internal Control over Financial Reporting

In planning and performing our audits, we considered the Village'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. Our consideration of the internal control over financial reporting would not necessarily disclose all matters in the internal control over financial reporting that might be material weaknesses. 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. We noted no matters involving the internal control over financial reporting and its operation that we consider to be material weaknesses. However, 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 Village in a separate letter dated April 16, 2004.

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

Betty Montgomery

Betty Montgomeny

Auditor of State

April 16, 2004

SCHEDULE OF FINDINGS DECEMBER 31, 2003 AND 2002

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

FINDING NUMBER 2003-001

Noncompliance Citation

Ohio Revised Code § 5705.41(B) states that no subdivision or taxing unit is to expend money unless it has been appropriated. In 2003, the Village's expenditures exceeded appropriations in the Special Revenue – Federal Grant Fund by \$11,800.

The Village should review expenditures versus appropriations during the course of the year in order to identify instances in which expenditures exceed amounts appropriated. The failure to limit expenditures to amounts appropriated may result in expenditures exceeding available resources. This will allow the Village to be aware of diminishing appropriations and allow for an amendment of appropriations before the line-item is overspent.

FINDING NUMBER 2003-002

Noncompliance Citation

Ohio Revised Code § 5705.39 states that total appropriations from each fund shall not exceed total estimated revenue. In 2003, the Village's appropriations exceeded estimated resources in the Capital Projects – Permanent Improvement Fund by \$47,000. The failure to limit appropriations to amounts certified may result in expenditures exceeding available resources. The Village should amend the certificate of estimated resources prior to appropriating the funds from any unexpected revenues during the year.

FINDING NUMBER 2003-003

Noncompliance Citation

Ohio Revised Code § 5705.41 (D)(1) prohibits a subdivision or taxing authority from making any contract or ordering any expenditure of money unless a certificate signed by the fiscal officer is attached thereto. The fiscal officer must certify that the amount required to meet any such contract or expenditure has been lawfully appropriated and is in the treasury, or in the process of collection to the credit of an appropriate fund free from any previous encumbrance.

Village of Clay Center Ottawa County Schedule of Findings Page 2

FINDING NUMBER 2003-003 (Continued)

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

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

Amounts of less than \$1,000 (\$3,000 after April 7, 2003) may be paid by the fiscal officer without a resolution or ordinance upon completion of the "then and now" certificate, provided that the expenditure is otherwise lawful. This does not eliminate any otherwise applicable requirement for approval of expenditures by the taxing authority.

- **B. Blanket Certificate** Fiscal officers may prepare "blanket certificates not exceeding \$5,000 (an amount established by resolution or ordinance adopted by the legislative authority after September 26, 2003) against any specific line item account over a period not exceeding three month or running beyond the current fiscal year. The blanket certificates may, but need not, be limited to a specific vendor. Only one blanket certificate may be outstanding at one particular time for any particular line item appropriation.
- C. Super Blanket Certificate The taxing authority may also make expenditures and contracts for any amount from a specific line-item appropriation account in a specified fund upon certification of the fiscal officer for most professional services, fuel, oil, food items, and any other specific recurring and reasonably predictable operating expense. This certification is not to extend beyond the current year (or quarterly spending plan for counties). More than one super blanket certificate may be outstanding at a particular time for any line item appropriation.

The Village did not properly certify 30 percent of expenditures tested prior to the purchase commitment and there was no evidence the Village followed the aforementioned exceptions for these transactions. Failure to properly certify the availability of funds can result in overspending funds and negative cash balances.

Village of Clay Center Ottawa County Schedule of Findings Page 3

FINDING NUMBER 2003-003 (Continued)

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

We recommend the Village certify purchases to which § 5704.41(D) applies. The most convenient certification method is to use purchase orders that include the certification language § 5705.41(D) requires to authorize disbursements. The Clerk -Treasurer should sign the certification at the time the Village incurs the commitment, and only when the requirements of § 5705.41(D) are satisfied. The Clerk-Treasurer should post approved purchase commitments to the proper appropriation code, to reduce the available appropriation.

SCHEDULE OF PRIOR AUDIT FINDINGS DECEMBER 31, 2003 AND 2002

Finding Number	Finding Summary	Fully Corrected?	Not Corrected, Partially Corrected; Significantly Different Corrective Action Taken; or Finding No Longer Valid; <i>Explain</i> :
2001-001	Ohio Revised Code § 5705.41 (D) Clerk's Certification	No	Not corrected. Repeated as finding number 2003-003.



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VILLAGE OF CLAY CENTER OTTAWA 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 MAY 18, 2004