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Swancreek Water District Fulton County 5565 County Road D Delta, Ohio 43515-9619

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 a February 2, 2005 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 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.

Betty Montgomeny

Betty Montgomery Auditor of State

June 15, 2005

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 This page intentionally left blank.



# INDEPENDENT ACCOUNTANTS' REPORT

Swancreek Water District Fulton County 5565 County Road D Delta, Ohio 43515-9619

To the Board of Trustees

We have audited the accompanying financial statements of Swancreek Water District, Fulton County, (the District) as of and for the years ended December 31, 2004 and 2003. These financial statements are the responsibility of the District'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 District 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 District 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 our audit provides a reasonable basis for our opinion.

As described more fully in Note 1, the District 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.

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 Swancreek Water District Fulton County Independent Accountants' Report Page 2

Revisions to GAAP would require the District to reformat its financial statement presentation and make other changes effective for the year ended December 31, 2004. Instead of the combined funds the accompanying financial statements present for 2004 (and 2003), the revisions require presenting entity wide statements and also to present its larger (i.e. major) funds separately for 2004. While the District 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 District has elected not to reformat its statements. Since this District 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 two paragraphs, the financial statements referred to above for the year ended December 31, 2004 do not present fairly, in conformity with accounting principles generally accepted in the United States of America, the financial position of the District as of December 31, 2004, or their changes in financial position or cash flows of its proprietary funds 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 and reserves for encumbrances of Swancreek Water District, Fulton County, as of December 31, 2004 and 2003, and its combined cash receipts and disbursements for the years then ended on the accounting basis Note 1 describes.

The aforementioned revision to generally accepted accounting principles also requires the District to include Management's Discussion and Analysis for the year ended December 31, 2004. The District 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 June 15, 2005, on our consideration of the District'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.

Betty Montgomeny

Betty Montgomery Auditor of State

June 15, 2005

# COMBINED STATEMENT OF CASH RECEIPTS, CASH DISBURSEMENTS, AND CHANGES IN FUND CASH BALANCES FOR THE YEARS ENDED DECEMBER 31, 2004 AND 2003

_	2004	 2003
<b>Operating Cash Receipts:</b> Charges for Services Miscellaneous	\$ 90,190 12,463	\$ 28,707
Total Operating Cash Receipts	102,653	 28,707
Operating Cash Disbursements: Personal Services Utilities Contractual Services Supplies and Materials Insurance Capital Outlay	21,226 23,988 296,883 9,428 3,153 2,864,088	 19,193 12,907 140,588 6,658 2,000
Total Operating Cash Disbursements	3,218,766	 181,346
Operating (Loss)	(3,116,113)	 (152,639)
Non-Operating Cash Receipts: Specials Assessments Proceeds from Sale of Public Debt:	449,386	124,863
Other Proceeds from Sale of Public Debt Miscellaneous	3,245,781 76,500	167,086 964
Total Non-Operating Cash Receipts	3,771,667	292,913
Non-Operating Cash Disbursements: Debt Service Other Non-Operating Cash Disbursements Total Non-Operating Cash Disbursements	414,546 66,337 480,883	 124,155 13,313 137,468
Excess of Receipts Over Disbursements Before Interfund Transfers and Advances	174,671	 2,806
Transfers-In Advances-In Transfers-Out	750 - (750)	- 2,364 - (2,364)
Advances-Out	174 674	 (2,364)
Net Receipts Over Disbursements	174,671	2,806
Fund Cash Balances, January 1	83,952	 81,146
Fund Cash Balances, December 31	\$ 258,623	\$ 83,952
Reserve for Encumbrances, December 31	\$ 222,313	\$ 195

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

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# NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2004 AND 2003

# 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 for Swancreek Water District, Fulton County, (the District) as a body corporate and politic. The District is directed by a five-member Board of Trustees. The Board members are appointed by Swancreek Township; the only subdivision covered by the District. The District provides water services to residents of the District.

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

#### B. Basis of Accounting

These financial statements follow the basis of accounting the Auditor of State prescribes or permits. This basis is similar to the cash receipts and disbursements basis of accounting. This basis recognizes receipts when received in cash rather than when earned, and recognizes disbursements when paid rather than when a liability is incurred.

These statements include adequate disclosure of material matters, as the Auditor of State prescribes or permits.

#### C. Deposits and Investments

The accounting basis includes investments as assets. This basis does not report purchases of investments as disbursements or investment sales as receipts. This basis recognizes gains or losses at the time of sale as receipts or disbursements, respectively.

Money market mutual funds (including STAR Ohio) are recorded at share values the mutual fund reports.

#### D. Fund Accounting

The District uses fund accounting to segregate cash and investments that are restricted as to use. The District classifies its funds into the Enterprise Fund Type.

Enterprise 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 District had the following significant Enterprise Funds:

<u>Rd 2 Planning Loan 3633</u> - This fund received loan proceeds from the Ohio Water Development Authority to fund the cost of planning for the Rd 2 waterline construction project. This loan will be repaid from Special Assessments accounted for in the Rd 2 Plan Water Assessment Fund.

<u>Rd 2 Plan Water Assessment</u> - This fund receives Special Assessments to cover the cost of the related OWDA debt used to pay for the planning of Rd 2 waterline construction project.

# NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2004 AND 2003 (Continued)

<u>Rd 2 Construction Loan 3961</u> - This fund received loan proceeds from the Ohio Water Development Authority to fund the Rd 2 waterline construction project. This loan will be repaid from Special Assessments accounted for in an Rd 2 Waterline Construction Water Assessment Fund.

# E. Budgetary Process

The Ohio Revised Code requires the District to budget annually.

# 1. Appropriations

Budgetary expenditures (that is, disbursements and encumbrances) may not exceed appropriations at the function or object level of control, and appropriations may not exceed estimated resources. Appropriation Authority includes current year appropriations plus encumbrances carried over from the prior year (if any). The Board must annually approve appropriation measures and subsequent amendments. Unencumbered appropriations lapse at year end.

# 2. Estimated Resources

Estimated resources include estimates of cash to be received (budgeted receipts) plus unencumbered cash as of January 1.

# 3. Encumbrances

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

A summary of 2004 and 2003 budgetary activity appears in Note 3.

# F. Property, Plant and Equipment

The accounting basis records acquisitions of property, plant, and equipment as capital outlay disbursements when paid. The accompanying financial statements do not include these assets.

# 2. EQUITY IN POOLED CASH AND INVESTMENTS

The District maintains a cash and investments pool used by all funds. The carrying amount of cash and investments at December 31 follows:

## NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2004 AND 2003 (Continued)

	2004		2003	
Demand deposits	\$	227,154	\$	39,176
Total deposits		227,154		39,176
STAR Ohio		31,469		44,776
Total investments		31,469		44,776
Total deposits and investments	\$	258,623	\$	83,952

<u>Deposits</u>: Deposits are insured by the Federal Depository Insurance Corporation and collateralized by securities specifically pledged by the financial institution to the District.

<u>Investments</u>: 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, 2004 and 2003 follows:

Budgeted vs. Actual Receipts					
		2004		2003	
Budgeted Receipts	\$	3,618,486	\$	420,340	
Actual Receipts		3,875,070		321,620	
Variance	\$	256,584	\$	(98,720)	

Budgeted vs. Actual Budgetary Basis Expenditures				
		2004		2003
Appropriation Authority	\$	4,165,249	\$	409,433
Budgetary Expenditures		3,922,712		319,009
Variance	\$	242,537	\$	90,424

Contrary to Ohio law, appropriations have exceeded total estimated resources in 2004 by the amount of \$124,080 and \$600,000 for the Water Operating and Loan #3960 Rd 2 Construction #2 funds, respectively. During 2003, appropriations exceeded estimated resources in the Loan # 2116 Plan fund.

# 4. DEBT

Debt outstanding at December 31, 2004 was as follows:

### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2004 AND 2003 (Continued)

	Principal		Interest Rate
Swancreek Township Loan	\$	10,000	0.00%
Swancreek Township Loan		41,403	0.00%
OWDA Loan 3310		164,165	6.39%
OWDA Loan 3342		412,585	6.39%
OWDA Loan 3633		248,245	5.65%
OWDA Loan 3960		253,369	3.85%
OWDA Loan 3961		3,014,840	1.00%
Total	\$	4,144,607	

The District obtained loans from the Ohio Water Development Authority for planning and construction of water lines. OWDA Loans 3633, 3960, and 3961 are not completed and amortization schedules have not been finalized.

The District obtained start up loans from Swancreek Township in 1997 for the purpose of conducting a feasibility study for the formation of the Water District; legal and engineering expenses; and constructing, maintaining, repairing, and operating a water system. The loan agreements allow for repayment as it is permissible and practicable.

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

OWD	A Loan	OW	DA Loan
	3342		3310
\$	17,410	\$	6,927
	34,821		13,855
	34,821		13,855
	34,821		13,855
	34,821		13,855
	174,104		69,275
	174,104		69,275
	174,104		69,275
	104,463		41,565
\$	783,469	\$	311,737
		3342 \$ 17,410 34,821 34,821 34,821 34,821 174,104 174,104 174,104 174,104 104,463	3342   \$ 17,410   \$ 34,821   34,821   34,821   34,821   34,821   174,104   174,104   174,104   104,463

# 5. RETIREMENT SYSTEMS

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

The Ohio Revised Code also prescribes contribution rates. For 2004 and 2003, OPERS members contributed 8.5 percent of their gross salaries. The District contributed an amount equal to 13.55 percent of participants' gross salaries through. The District has paid all contributions required through December 31, 2004.

### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2004 AND 2003 (Continued)

#### 6. RISK MANAGEMENT

#### **Risk Pool Membership**

The Township belongs to the Ohio Government Risk Management Plan (the Plan), an unincorporated non-profit association providing a formalized, jointly administered self-insurance risk management program and other administrative services to approximately 500 Ohio governments (Members).

Pursuant to Section 2744.081 of the Ohio Revised Code, the Plan is a separate legal entity. The Plan provides property, liability, errors and omissions, law enforcement, automobile, excess liability, crime, surety and bond, inland marine and other coverages, modified for each Member's needs. The Plan pays judgments, settlements and other expenses resulting from covered claims that exceed the Member's deductible.

The Plan issues its own policies and reinsures the Plan with A- VII or better rated carriers, except for the 5 percent portion retained by the Plan. After September 1, 2003, the Plan pays the lesser of 5 percent or \$25,000 of casualty losses and the lesser of 5 percent or \$50,000 of property losses. The individual members are only responsible for their self-retention (deductible) amounts, which vary from member to member.

The Pool's audited financial statements conform with generally accepted accounting principles, and reported the following assets, liabilities and retained earnings at December 31:

	2004		2003	
Assets	\$	6,685,522	\$	5,402,167
Liabilities		2,227,808		1,871,123
Members' Equity	\$	4,457,714	\$	3,531,044

You can read the complete audited financial statements for The Ohio Government Risk Management Plan at the Plan's website, <u>www.ohioplan.org</u>.

#### 7. RELATED PARTY TRANSACTIONS

The Board of Trustees of Swancreek Water District (the District) is appointed by the Swancreek Township (the Township) Board of Trustees.

During 1997, the Township loaned the District \$51,403 for the purpose of conducting a feasibility study for the construction, maintenance, repair, and operation of a water system. As of December 31, 2004, the District owes the Township \$51,403.

The Township currently does not charge the District rent for use of the Township building offices.

The District has an employment services agreement with the Township. The agreement allows the District to utilize the services of Township employees for the purpose of performing District business. The District agrees to pay for such services. Total services billed in 2004 and 2003 were \$4,096 and \$1,142, respectively.

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

Swancreek Water District Fulton County 5565 County Road D Delta, Ohio 43515-9619

To the Board of Trustees:

We have audited the financial statements of the Swancreek Water District, Fulton County, (the District) as of and for the years ended December 31, 2004 and 2003, and have issued our report thereon dated June 15, 2005, wherein we noted the District followed accounting practices the Auditor of State prescribes rather than accounting principles generally accepted in the United States of America. We also noted that the District uses the Auditor of State's Uniform Accounting Network (UAN) to process its financial transactions. *Government Auditing Standards* considers this service to impair the Auditor of State's independence to audit the District because the Auditor of State designed, developed, implemented, and, as requested, operates UAN. 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 District's internal control over financial reporting to determine our auditing procedures to express our opinion on the financial statements and not to opine on the internal control over financial reporting. Our consideration of the internal control would not necessarily disclose all matters in the internal control over financial reporting that might be material weaknesses. A material weakness is a reportable 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 caused by error or fraud in amounts material to the financial statements we audited may occur and not be timely detected by employees when performing their assigned functions. We noted no matters involving the internal control over financial reporting and its operation that we consider material weaknesses.

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Swancreek Water District Fulton 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 District'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 audits and, accordingly, we do not express an opinion. The results of our tests disclosed instances of noncompliance or other matters that we must report under *Government Auditing Standards*, which are described in the accompanying schedule of findings as items 2004-001 and 2004-002. In a separate letter to the District's management dated June 15, 2005, we reported other matters related to noncompliance we deemed immaterial.

We intend this report solely for the information and use of the audit committee, management, and the Board of Trustees. It is not intended for anyone other than these specified parties.

Betty Montgomeny

Betty Montgomery Auditor of State

June 15, 2005

## SCHEDULE OF FINDINGS DECEMBER 31, 2004 AND 2003

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

# FINDING NUMBER 2004-001

# **Noncompliance Citation**

Ohio Revised Code § 5705.41(D)(1) prohibits a subdivision or taxing entity 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 is in the process of collection to the credit of an appropriate fund free from any previous encumbrance.

There are several exceptions to the standard requirement stated 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 <u>main</u> 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.

1. "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 the fiscal officer 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 Water District can authorize the drawing of a warrant for the payment of the amount due. The Water District has thirty days from the receipt of the "then and now" certificate to approve payment by ordinance or resolution.

Amounts of less than \$3,000 (\$1,000 prior to 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 Water District.

- 2. Blanket Certificate Fiscal officers may prepare "blanket" certificates for a certain sum of money not in excess of an amount established by resolution or ordinance adopted by a majority of the members of the legislative authority against any specific line item account over a period not running beyond the end of the current fiscal year. (Prior to September 26, 2003, blanket certificates were limited to \$5,000 and three months.) 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 one particular line item appropriation.
- 3. Super Blanket Certificate The Water District 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. More than one super blanket certificate may be outstanding at a particular time for any line item appropriation.

Swancreek Water District Fulton County Schedule of Findings Page 2

# FINDING NUMBER 2004-001 (Continued)

Thirty eight percent of the transactions tested were not certified by the fiscal officer at the time the commitment was incurred and there was no evidence that the Water District followed the aforementioned exceptions. Failure to properly certify the availability of funds can result in overspending funds and negative cash fund balances.

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 Water District'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 Water District. When prior certification is not possible, "then and now" certification should be used.

We recommend the Water District certify purchases to which § 5705.41(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 fiscal officer should sign the certification at the time the Water District incurs a commitment, and only when the requirements of § 5705.41(D) are satisfied. The fiscal officer should post approved purchase commitments to the proper appropriation code, to reduce the available appropriation.

# FINDING NUMBER 2004-002

Ohio Revised Code § 5705.28(B)(2)(c) states the total appropriations from each fund of a taxing unit that does not levy a tax shall not exceed the total estimated resources available for expenditures from the fund, and appropriations shall be made from each fund only for the purposes for which the fund is established.

Appropriations exceeded total estimated resources for the following funds and amounts:

Fund	2004	 2003
Water Operating (5101)	\$ 124,080	 
Loan # 3960 Rd. 2 Construction #2 (5109)	600,000	
Loan # 2116 Plan (5107)		\$ 12,217

This could result in the over expenditure of available resources lead to deficit balances. In order to ensure that resources are adequate to meet expenditures we recommend that the Board periodically compare the actual resources to the approved estimated resources and the approved appropriations to the estimated resources. The Board should make any modifications, if needed, to estimated resources and appropriations based on the results of their review.

# SCHEDULE OF PRIOR AUDIT FINDINGS DECEMBER 31, 2004 AND 2003

Finding Number	Finding Summary	Fully Corrected?	Not Corrected, Partially Corrected; Significantly Different Corrective Action Taken; or Finding No Longer Valid; <i>Explain</i>
2002-40126-001	ORC 5705.28(B)(2)(a) Water District passing an operating budget resulting in appropria- tions exceeding total estimated revenue.	Yes	
2002-40126-002	ORC 5705.41(B) Expenditures exceeded appropriations	Yes	



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# SWANCREEK WATER DISTRICT

# **FULTON 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 AUGUST 04, 2005