### AUDIT REPORT

**JANUARY 1, 2004 – DECEMBER 31, 2005** 

Wolfe, Wilson, & Phillips, Inc. 37 South Seventh Street Zanesville, Ohio 43701



Auditor of State Betty Montgomery

Board of Trustees Jefferson Township 1620 South Main Street Dresden, Ohio 43821

We have reviewed the *Independent Auditors' Report* of Jefferson Township, Muskingum County, prepared by Wolfe, Wilson, & Phillips, Inc. for the audit period January 1, 2004 through December 31, 2005. Based upon this review, we have accepted these reports in lieu of the audit required by Section 117.11, Revised Code. The Auditor of State did not audit the accompanying financial statements and, accordingly, we are unable to express, and do not express an opinion on them.

The financial statements in the attached report are presented in accordance with a regulatory basis of accounting prescribed or permitted by the Auditor of State's Office (AOS). Due to a February 2, 2005 interpretation from the American Institute of Certified Public Accountants (AICPA), modifications were required to the *Independent Auditors' Report* on your financial statements. While the 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. The attached report includes an opinion relating to GAAP presentation and measurement requirements, but does not imply the statements are misstated under the non-GAAP regulatory basis. The *Independent Auditors' Report* also includes an opinion on the financial statements using the regulatory format the AOS permits.

Our review was made in reference to the applicable sections of legislative criteria, as reflected by the Ohio Constitution, and the Revised Code, policies, procedures and guidelines of the Auditor of State, regulations and grant requirements. Jefferson Township is responsible for compliance with these laws and regulations.

Betty Montgomeny

BETTY MONTGOMERY Auditor of State

September 20, 2006

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

#### **INDEPENDENT AUDITORS' REPORT**

Jefferson Township Muskingum County 1620 Main Street Dresden, Ohio 43821

We have audited the accompanying financial statements of Jefferson Township, Muskingum County as of and for the years ended December 31, 2005 and 2004. 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 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. Although we cannot reasonably determine the effects on the financial statements of the variances between these regulatory accounting practices and accounting principles generally accepted in the United States of America, we presume they are material.

Revisions to GAAP would require the Township to reformat its financial statement presentation and make other changes effective for the year ended December 31, 2005 and 2004. Instead of the combined funds the accompanying financial statements present for 2005 and 2004, the revisions require presenting entity wide statements and also to present its larger (i.e. major) funds separately for 2005 and 2004. 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 the new GAAP presentation requirements. The Auditor of State permits, but does not require governments to reformat their statements. The Township has elected not to reformat its statements. Since this Township does not use GAAP to measure financial statement amounts, the following paragraph does not imply the amounts reported are materially misstated under the accounting basis the Auditor of State permits. Our opinion on the fair presentation of the amounts reported pursuant to its non-GAAP basis is in the second following paragraph.

In our opinion, because of the effects of the matter discussed in the preceding paragraph, the financial statements referred to above do not present fairly, in conformity with accounting principles generally accepted in the United States of America, the financial position of Jefferson Township's combined funds as of December 31, 2005 and 2004, and their changes in financial position.

Also, in our opinion, the financial statements referred to above present fairly, in all material respects, the combined fund cash balances of Jefferson Township, Muskingum County, as of December 31, 2005 and 2004, and its combined cash receipts and disbursements for the years then ended on the basis of accounting described in Note 1.

Jefferson Township Independent Auditors' Report Page Two

The aforementioned revision to generally accepted accounting principles also require the Township to include Management's Discussion and Analysis for the year ended December 31, 2005 and 2004. 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 a report dated July 24, 2006, on our consideration of Jefferson Township's internal control structure over financial reporting and our tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters. The purpose of that report is to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with Government Auditing Standards and should be read in conjunction with this report in considering the results of our audit.

*Wolfe, Wilson, & Phillips, Inc.* Zanesville, Ohio July 24, 2006

# COMBINED STATEMENT OF CASH RECEIPTS, CASH DISBURSEMENTS, AND CHANGES IN FUND CASH BALANCES ALL GOVERNMENTAL FUND TYPES FOR THE YEAR ENDED DECEMBER 31, 2005

	<b>Governmental Fund Types</b>					
	G	eneral		Special Revenue		Totals morandum Only)
Cash Receipts:	¢	0.004	٠		<b>^</b>	~
Property and Other Local Taxes	\$	9,894	\$	14,251	\$	24,145
Intergovernmental		18,323		86,487		104,810
Earnings on Investments		393		378		771
Total Cash Receipts		28,610		101,116		129,726
Cash Disbursements:						
Current:						
General Government		37,829		-		37,829
Public Safety		-		6,025		6,025
Public Works		-		60,265		60,265
Capital Outlay		-		24,167		24,167
Debt Service:						
Redemption of Principal		-		28,563		28,563
Interest and Other Fiscal Charges		-		3,760		3,760
Total Cash Disbursements		37,829		122,780		160,609
Total Cash Receipts Over/(Under) Cash Disbursements		(9,219)		(21,664)		(30,883)
Other Financing Receipts:						
Sale of Notes		-		24,167		24,167
Other Financing Sources		13		-		13
Total Other Financing Sources		13		24,167		24,180
Excess of Cash Receipts and Other Financing Receipts Over/(Under) Cash Disbursements						
and Other Financing Disbursements		(9,206)		2,503		(6,703)
Fund Cash Balances, January 1		16,976		56,280		73,256
Fund Cash Balances, December 31	\$	7,770	\$	58,783	\$	66,553

See notes to financial statements.

# COMBINED STATEMENT OF CASH RECEIPTS, CASH DISBURSEMENTS, AND CHANGES IN FUND CASH BALANCES ALL GOVERNMENTAL FUND TYPES FOR THE YEAR ENDED DECEMBER 31, 2004

	Governmental Fund Types					
	6	General	Special Revenue		Totals (Memorandum Only)	
Cash Receipts:	¢	0.007	¢	10 (04	۴	<b>22</b> (21
Property and Other Local Taxes	\$	9,997	\$	13,684	\$	23,681
Intergovernmental		18,287		70,136		88,423
Earnings on Investments		95		95		190
Total Cash Receipts		28,379		83,915		112,294
Cash Disbursements:						
Current:						
General Government		44,643		-		44,643
Public Safety		-		5,850		5,850
Public Works		-		80,922		80,922
Capital Outlay		-		45,350		45,350
Debt Service:						
Redemption of Principal		-		14,647		14,647
Interest and Other Fiscal Charges		-		3,536		3,536
Total Cash Disbursements		44,643		150,305		194,948
Total Cash Receipts Over/(Under) Cash Disbursements		(16,264)		(66,390)		(82,654)
Other Financing Receipts:						
Sale of Notes		-		40,000		40,000
Sale of Fixed Assets		-		10,101		10,101
Other Financing Sources		5,000		-		5,000
Total Other Financing Sources		5,000		50,101		55,101
Excess of Cash Receipts and Other Financing Receipts Over/(Under) Cash Disbursements						
and Other Financing Disbursements		(11,264)		(16,289)		(27,553)
Fund Cash Balances, January 1		28,240		72,569		100,809
Fund Cash Balances, December 31	\$	16,976	\$	56,280	\$	73,256

See notes to financial statements.

# NOTES TO THE FINANCIAL STATEMENTS

### 1. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

### A. Description of the Entity

The Township of Jefferson, Muskingum County, is a body politic and corporate established to exercise the rights and privileges conveyed to it by the constitution and laws of the Sate of Ohio. The Township is directed by a publicly-elected three member Board of Trustees and a publicly elected Fiscal Officer. The Township provides road and bridge maintenance, and fire protection. The Township contracts with the Village of Dresden Fire Department to provide fire 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 cash 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 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

All cash is maintained in an interest-bearing checking account.

### D. <u>Fund Accounting</u>

The Township uses fund accounting to segregate cash that is restricted as to use. The Township classifies its funds into the following types:

### **General Fund**

The General Fund is the general operating fund. It is used to account for all financial resources except those required by law or contract to be restricted.

#### 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

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

### D. Fund Accounting (Continued)

#### **Special Revenue Funds (Continued)**

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

**Road and Bridge Fund** – This fund receives property tax money for the construction, repair and maintenance of Township roads.

**Motor Vehicle License Tax Fund** – This fund receives motor vehicle license tax money for the construction, repair and maintenance of Township roads.

### E. Budgetary Process

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

#### **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.

#### 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.

### Encumbrances

The Ohio Revised Code requires the Township to reserve (encumber) appropriations when commitments are made. Encumbrances outstanding at year-end are canceled and reappropriated in the subsequent year. The Township did not properly encumber all commitments required by Ohio law.

A Summary of 2005 and 2004 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 in the accompanying financial statements.

# NOTES TO THE FINANCIAL STATEMENTS

# 2. EQUITY IN POOLED CASH

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

	2005			2004		
Demand Deposits	\$	66,553	\$	73,256		

### Deposits:

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

# 3. BUDGETARY ACTIVITY

Budgetary activity for the years ended December 31, 2005 and 2004 was as follows:

### 2005 Budgeted vs. Actual Receipts

Fund Type	Budge	ted Receipts	Actu	al Receipts	Va	riance
General Special Revenue	\$	28,587 123,227	\$	28,623 125,283	\$	36 2 <u>,056</u>
Total	<u>\$</u>	151,814	<u>\$</u>	153,906	<u>\$</u>	2,092

2005 Budgeted	vs. Actual Budgetary	Expenditures

Fund Type	<u>Appropriatio</u>	n Authority	<u>Actual</u>	Expenditures	<u>Varia</u>	ince
General Special Revenue	\$	45,769 <u>157,516</u>	\$	37,829 122,780	\$	7,940 34,736
Total	<u>\$</u>	203,285	\$	160,609	\$	42,676

# NOTES TO THE FINANCIAL STATEMENTS

### 3. BUDGETARY ACTIVITY (continued)

### 2004 Budgeted vs. Actual Receipts

Fund Type	Budge	ted Receipts	<u>Actu</u>	al Receipts	V	ariance
General Special Revenue	\$	33,054 122,956	\$	33,379 <u>134,016</u>	\$	325 11,060
Total	<u>\$</u>	156,010	<u>\$</u>	167,395	<u>\$</u>	11,385

### 2004 Budgeted vs. Actual Budgetary Expenditures

Fund Type	<u>Appropri</u>	ation Authority	<u>Actua</u>	ll Expenditures	-	Variance
General Special Revenue	\$	61,200 185,388	\$	44,643 150,305	\$	16,557 35,083
Total	<u>\$</u>	246,588	<u>\$</u>	194,948	<u>\$</u>	51,640

Contrary to Ohio Revised Code Section 5705.39, In 2005, the General Fund had appropriations greater than estimated revenues by \$206 and the Motor Vehicle License Tax Fund had appropriations greater than estimated revenues by \$305.

### 4. PROPERTY TAX

Real property taxes become a lien on January 1 proceeding 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 payments, 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 June 30.

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

### NOTES TO THE FINANCIAL STATEMENTS

### 5. RETIREMENT SYSTEMS

The Township's Trustees, Clerk and other employees of the Township belong to the Public Employees Retirement System (PERS) of Ohio. PERS is a cost-sharing, multiple-employer plan. This plan provides retirement benefits, including post-retirement health care, 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 2005 and 2004, members of PERS contributed 8.5% of their gross salaries. The Township contributed an amount equal to 13.55% of participants' gross salaries. The Township has paid all contributions required through December 31, 2005.

### 6. DEBT

Debt outstanding at December 31, 2005 was as follows:

	Principal	Interest rate
Street Improvement Note	\$ 50,059	4.42%
Ford Truck Note	26,731	3.84%
Tractor Note	24,167	4.99%
Total	\$ 100,957	

The street improvement note was issued to finance the improvement of streets and sidewalks within the Township. The note is collateralized solely by the Township's taxing authority.

The Ford Truck note was issued in 2004 for the purchase of a new truck to be used in maintaining township roads. The note is collateralized by the truck.

The tractor note was issued in 2005 to finance the purchase of a tractor to be used for maintaining township roads. The not is collateralized by the tractor.

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

Year Ended December 31	Im	Street provements	Truck	Tractor
2006	\$	18,182	\$ 14,140	\$ 5,582
2007		18,182	14,140	5,582
2008		18,182	-	5,582
2009		-	-	5,582
2010		-	-	5,582
Thereafter		-	-	-
Total	\$	54,546	\$ 28,280	\$ 27,910

# NOTES TO THE FINANCIAL STATEMENTS

# 7. RISK MANAGEMENT

The Township has obtained commercial insurance for the following risks:

- General liability and casualty
- Vehicles
- Property
- Public Officials Bond

The Township also provides health, dental, and life insurance coverage to elected officials through a private carrier.

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

### INDEPENDENT AUDITORS' REPORT ON COMPLIANCE AND ON INTERNAL CONTROL OVER FINANCIAL REPORTING BASED ON AN AUDIT OF FINANCIAL STATEMENT PERFORMED IN ACCORDANCE WITH GOVERNMENT AUDITING STANDARDS.

Jefferson Township Muskingum County 1620 Main Street Dresden, Ohio 43821

We have audited the financial statements of Jefferson Township as of and for the years ended December 31, 2005 and 2004, and have issued our report thereon dated July 24, 2006, 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 conducted our audit in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the comptroller General of the United States.

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

In planning and performing our audit, we considered Jefferson 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 an opinion 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. However, we noted a certain matter involving the internal control over financial reporting and its operation that we consider to be a reportable condition. 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 Jefferson Township's ability to record, process, summarize, and report financial data consistent with the assertions of management in the financial statements. Reportable conditions are described in the accompanying Schedule of Findings as item 2005-02.

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 caused by error or fraud 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 do not believe the reportable condition described above is a material weakness. We also noted other matters involving internal control over financial reporting that we have reported to management in a separate letter dated July 24, 2006.

Jefferson Township Independent Accountants' Report on Compliance and Internal Control Page Two

#### **Compliance and Other matters**

As part of obtaining reasonable assurance about whether Jefferson Township's combined financial statements are free of material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts and grant agreements, noncompliance with which could have a direct and material effect on the determination of financial statement amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit and, accordingly, we do not express such an opinion. The results of our tests disclosed one instance of noncompliance that is required to be reported under *Government Auditing Standards* and is described in the accompanying schedule of findings as item 2005-01. We also noted immaterial instances of noncompliance that we have reported to the management of Jefferson Township in a separate letter dated July 24, 2006.

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

*Wolfe, Wilson, & Phillips, Inc.* Zanesville, Ohio July 24, 2006

### SCHEDULE OF FINDINGS DECEMBER 31, 2005 AND 2004

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

### FINDING NUMBER 2005-01

Ohio Revised Code Section 5705.41(D) states in part that no subdivision shall make any contract or give any order involving the expenditure of money unless there is attached thereto a certificate of fiscal officer of the subdivision. The fiscal officer must certify that the amount required to meet such a commitment 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.

Prior certification was not obtained for 30% in 2005 and 29% in 2004 of the expenditures tested.

The Fiscal Officer should certify funds before each payment is made through the issuance of a regular, blanket, or super blanket purchase order. Blanket certificates should be issued 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 council against any specific line item account over a period not running beyond the end of the current fiscal year. A super blanket purchase order can be completed for any amount for expenditures and contracts from a specific line item appropriation account in a specified fund for most recurring or reasonable predictable operating expenditures. This is not to extend beyond the current year. More than one super blanket may be outstanding at one particular time for a particular line item appropriation account.

Also, as an alternative, the Township can issue then and now certificates for expenses up to \$3,000. Then and now certificates allow the Fiscal Officer to certify that both at the time the expenditure was made and at the time that the certification is completed, sufficient funds are available. These certificates can be certified by the Fiscal Officer without subsequent authorization from the Trustees. However, then and now certificates issued by the Fiscal Officer over \$3,000 must be authorized by the Trustees within thirty days after payment.

Client Response: Client agrees with finding, will review expenditures and try to certify prior to disbursement.

#### FINDING NUMBER 2005-02 Reportable Condition

The Township did not have a control in place to ensure that amended certificates of estimated resources as certified by the County Auditor are reconciled to estimated resources that were posted to the accounting system.

As a result, the amounts certified by the County Auditor did not agree to the amounts posted in the financial records. If the amounts posted do not agree to those authorized, the Township may pass appropriations based on inaccurate estimates.

We recommend that procedures be implemented to ensure that estimated resources are accurately posted to the revenue ledger. The budgetary amounts listed in Note 3 Budgetary Activity are the amounts certified by the County Auditor.

Client Response: Client agrees with finding, will properly post estimated resources to receipt ledger.

# SCHEDULE OF PRIOR AUDIT FINDINGS DECEMBER 31, 2005 AND 2004

Finding Number	Finding Summary	Fully Corrected	Not Corrected, Partially Corrected Significantly Different Corrective Action Taken; or Finding No Longer Valid; Explain:
2003-001	Reportable Condition: Certificate of Estimated Resources not posted to accounting system.	No	Not Corrected: Cited in current report as finding 2005-02.
2003-002	ORC 5705.40 Appropriations not approved by trustees	Yes	Finding No Longer Valid
2003-003	ORC 5705.41(B) Expenditures greater than appropriations.	Yes	Finding No Longer Valid
2003-004	ORC 5705.41(D) Invoice dated prior to fiscal certification	No	Not Corrected: Cited in current report as finding 2005-01.



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**JEFFERSON 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.

Susan Babbett

CLERK OF THE BUREAU

CERTIFIED OCTOBER 3, 2006