CITY OF HILLSBORO
HIGHLAND COUNTY
REGULAR AUDIT
FOR THE YEAR ENDED DECEMBER 31, 2019

Millhuff-Stang
CERTIFIED PUBLIC ACCOUNTANT

**Millhuff-Stang, CPA, Inc.**
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OHIO AUDITOR OF STATE
KEITH FABER

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Columbus, Ohio 43215
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(800) 282-0370

City Council
City of Hillsboro
130 North High Street
Hillsboro, Ohio 45133

We have reviewed the *Independent Auditor's Report* of the City of Hillsboro, Highland County, prepared by Millhuff-Stang, CPA, Inc., for the audit period January 1, 2019 through December 31, 2019. 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.

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. The City of Hillsboro is responsible for compliance with these laws and regulations.

Keith Faber
Auditor of State
Columbus, Ohio

December 9, 2020

**City of Hillsboro**
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*For the Year Ended December 31, 2019*

Millhuff-Stang
CERTIFIED PUBLIC ACCOUNTANT

## Independent Auditor's Report

City Council
City of Hillsboro
130 North High Street
Hillsboro, Ohio 45133

### Report on the Financial Statements

We have audited the accompanying financial statements of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of the City of Hillsboro, Highland County (the City), as of and for the year ended December 31, 2019, and the related notes to the financial statements, which collectively comprise the City's basic financial statements as listed in the table of contents.

### *Management's Responsibility for the Financial Statements*

Management is responsible for the preparation and fair presentation of these financial statements in accordance with accounting principles generally accepted in the United States of America; this includes the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

### *Auditor's Responsibility*

Our responsibility is to express opinions 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 from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial statements. The procedures selected depend on the auditor's judgment, including the assessment of the risks of material misstatement of the financial statements, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the City's preparation and fair presentation of the financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the City's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial statements.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinions.

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### *Opinions*

In our opinion, the financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of the City of Hillsboro, Highland County, as of December 31, 2019, and the respective changes in financial position and, where applicable, cash flows thereof and the respective budgetary comparisons for the General Fund and Street Fund thereof for the year then ended in accordance with accounting principles generally accepted in the United States of America.

### *Emphasis of Matter*

As discussed in note 20 to the financial statements, the financial impact of COVID-19 and the ensuing emergency measures will impact subsequent periods of the City. We did not modify our opinion regarding this matter.

### *Other Matters*

*Required Supplementary Information*

Accounting principles generally accepted in the United States of America require that the management's discussion and analysis on pages 3 through 11 and the net pension liability, net OPEB liability and employer contributions schedules on pages 73 through 80 be presented to supplement the basic financial statements. Such information, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

### Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued our report dated November 23, 2020 on our consideration of the City's internal control over financial reporting and on 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 effectiveness of the City's internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the City's internal control over financial reporting and compliance.

Millhuff-Stang, CPA, Inc.
Portsmouth, Ohio

November 23, 2020

The discussion and analysis of the City of Hillsboro's financial performance provides an overall review of the City's financial activities for the year ended December 31, 2019. The intent of this discussion and analysis is to look at the City's financial performance as a whole; readers should also review the basic financial statements and the notes to the basic financial statements to enhance their understanding of the City's financial performance.

## Financial Highlights

Key financial highlights for 2019 are as follows:

- In total, net position increased $3,537,142. Net position of governmental activities increased $2,771,262. Net position of business-type activities increased $765,880.

- Governmental activities general revenues accounted for $4,989,439 in revenue or 65 percent of all governmental activities revenues. Program specific revenues in the form of charges for services and sales, grants and contributions accounted for $2,676,307 or 35 percent of total governmental activities revenues of $7,665,746. Business-type activities general revenues and transfers accounted for $80,566 in revenue or 2 percent of all business-type activities revenues. Program specific revenues accounted for $4,327,615 or 98 percent of total business-type activities revenues and transfers of $4,408,181.

- The City had $4,894,484 in expenses related to governmental activities; $2,676,307 of these expenses was offset by program specific charges for services and sales, grants and contributions. The City had $3,642,301 in expenses related to business-type activities; all of these expenses were offset by program specific charges for services, grants and contributions.

## Using the Annual Financial Report

This annual report consists of a series of financial statements and notes to the financial statements. These statements are organized so the reader can understand the City of Hillsboro as a financial whole or as an entire operating entity. The statements then proceed to provide a detailed look at specific financial conditions.

The statement of net position and statement of activities provide information about the activities of the whole City, presenting both an aggregate view of the City's finances and a longer-term view of those assets. Fund financial statements provide the next level of detail. For governmental funds, these statements tell how services were financed in the short-term as well as what monies remain for future spending. The fund financial statements also look at the City's most significant funds with all other non-major funds presented in total in a single column.

## Reporting the City as a Whole

Statement of Net Position and Statement of Activities

While this report contains information about the funds used by the City to provide services to our citizens, the view of the City as a whole looks at all financial transactions and asks the question, "How did we do financially during 2019?" The statement of net position and the statement of activities answer this question. These statements include all assets, liabilities and deferred inflows and outflows of resources using the accrual basis of accounting similar to the accounting basis used by private sector companies. This basis of accounting takes into account all of the current year's revenues and expenses regardless of when the cash is received or paid.

These two statements report the City's net position and the change in net position. The change in net position is important because it identifies whether the financial position of the City has improved or diminished for the City as a whole. However, in evaluating the overall position of the City, nonfinancial information such as changes in the City's tax base and the condition of the City's capital assets will also need to be evaluated.

In the statement of net position and the statement of activities, the City is divided into two types of activities:

- Governmental Activities - Most of the City's services are reported as governmental activities including police, fire, administration, and all departments with the exception of business-type activities (wastewater treatment and water services).

- Business-Type Activities - These services have a charge based upon usage. The City charges fees to recoup the cost of the entire operation of the Water Plant and Wastewater Treatment Plant as well as all capital expenses associated with these facilities.

**Reporting the City's Most Significant Funds**

Fund Financial Statements

Fund financial statements provide detailed information about the City's major funds. Based on restrictions on the use of monies, the City has established many funds which account for the multitude of services provided to our residents; however, fund financial statements focus on the City's most significant funds. The City of Hillsboro's major funds are the General Fund, the Street Fund and the Water and Sewer Enterprise Funds.

Governmental Funds **-** Most of the City's activities are reported in governmental funds, which focus on how monies flow into and out of those funds and the year-end balances available for spending in the future periods. These funds are reported using the modified accrual basis of accounting, which measures cash and all other financial assets that can readily be converted to cash. The governmental fund statements provide a detailed short-term view of the City's general governmental operations and the basic services provided. Governmental fund information helps determine whether there are more or less financial resources that can be spent in the near future on services provided to residents. The relationships between governmental activities reported in the statement of net position and the statement of activities and the governmental fund statements are reconciled in the financial statements.

Enterprise Funds **-** When the City charges customers for the services it provides, these services are generally reported in enterprise funds. Enterprise funds use the same basis of accounting as business-type activities; therefore, these statements are essentially the same.

Fiduciary Funds **-** Fiduciary funds are used to account for resources held for the benefit of parties outside the City. Fiduciary funds are not reflected on the government-wide financial statements because the resources from these funds are not available to support the City's programs. These funds also use the accrual basis of accounting.

**The City as a Whole**

The statement of net position reviews the City as a whole. Table 1 provides a summary of the City's net position for 2019 compared to the prior year:

Table 1
Net Position

| | Governmental Activities | | Business-Type Activities | | Total | |
|---|---|---|---|---|---|---|
| | 2019 | 2018 | 2019 | 2018 | 2019 | 2018 |
| **Assets** | | | | | | |
| Current and Other Assets | $ 4,686,542 | $ 4,369,397 | $ 5,566,896 | $ 5,148,771 | $ 10,253,438 | $ 9,518,168 |
| Capital Assets, Net | 19,535,692 | 18,298,250 | 30,415,534 | 30,336,423 | 49,951,226 | 48,634,673 |
| Total Assets | 24,222,234 | 22,667,647 | 35,982,430 | 35,485,194 | 60,204,664 | 58,152,841 |
| **Deferred Outflows of Resources** | | | | | | |
| Deferred Charge on Refunding | 60,950 | 121,902 | - | - | 60,950 | 121,902 |
| Pensions | 1,543,341 | 691,946 | 541,482 | 243,554 | 2,084,823 | 935,500 |
| OPEB | 403,638 | 303,800 | 74,762 | 72,995 | 478,400 | 376,795 |
| Total Deferred Outflows of Resources | 2,007,929 | 1,117,648 | 616,244 | 316,549 | 2,624,173 | 1,434,197 |
| **Liabilities** | | | | | | |
| Current and Other Liabilities | 108,484 | 517,753 | 142,219 | 96,758 | 250,703 | 614,511 |
| Long-Term Liabilites: | | | | | | |
| Due Within One Year | 327,695 | 351,754 | 863,693 | 837,647 | 1,191,388 | 1,189,401 |
| Due in More Than One Year | | | | | | |
| Net Pension Liability | 5,018,822 | 3,263,367 | 1,804,722 | 1,102,206 | 6,823,544 | 4,365,573 |
| Net OPEB Liability | 1,371,066 | 2,652,439 | 828,138 | 736,332 | 2,199,204 | 3,388,771 |
| Other Amounts | 2,315,449 | 2,345,897 | 10,574,437 | 11,162,397 | 12,889,886 | 13,508,294 |
| Total Liabilities | 9,141,516 | 9,131,210 | 14,213,209 | 13,935,340 | 23,354,725 | 23,066,550 |
| **Deferred Inflows of Resources** | | | | | | |
| Property Taxes not Levied to Finance Current Year Operations | 337,783 | 333,457 | - | - | 337,783 | 333,457 |
| Pensions | 216,753 | 585,476 | 80,827 | 305,099 | 297,580 | 890,575 |
| OPEB | 185,456 | 157,759 | 34,920 | 57,466 | 220,376 | 215,225 |
| Total Deferred Inflows of Resources | 739,992 | 1,076,692 | 115,747 | 362,565 | 855,739 | 1,439,257 |
| **Net Position** | | | | | | |
| Net Investment in Capital Assets | 17,042,925 | 15,774,691 | 19,058,196 | 18,411,432 | 36,101,121 | 34,186,123 |
| Restricted | 2,090,845 | 1,719,060 | - | - | 2,090,845 | 1,719,060 |
| Unrestricted (Deficit) | (2,785,115) | (3,916,358) | 3,211,522 | 3,092,406 | 426,407 | (823,952) |
| Total Net Position | $ 16,348,655 | $ 13,577,393 | $ 22,269,718 | $ 21,503,838 | $ 38,618,373 | $ 35,081,231 |

The net pension liability (NPL) is a large liability reported by the City at December 31, 2019 and is reported pursuant to GASB Statement 68, "Accounting and Financial Reporting for Pensions—an Amendment of GASB Statement 27." The net OPEB liability is another significant liability reported at December 31, 2019 and is reported pursuant to GASB Statement 75, "Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions," which significantly revises accounting for costs and liabilities related to other postemployment benefits (OPEB). For reasons discussed below, many end users of this financial statement will gain a clearer understanding of the City's actual financial condition by adding deferred inflows related to pension and OPEB, the net pension liability and the net OPEB liability to the reported net position and subtracting deferred outflows related to pension and OPEB.

Governmental Accounting Standards Board standards are national and apply to all government financial reports prepared in accordance with generally accepted accounting principles. Prior accounting for pensions (GASB 27) and postemployment benefits (GASB 45) focused on a funding approach. This approach limited pension and OPEB costs to contributions annually required by law, which may or may not be sufficient to fully fund each plan's *net pension liability* or *net OPEB liability*. GASB 68 and GASB 75 take an earnings approach to pension and OPEB accounting; however, the nature of Ohio's statewide pension/OPEB plans and state law governing those systems requires additional explanation in order to properly understand the information presented in these statements.

GASB 68 and GASB 75 require the net pension liability and the net OPEB liability to equal the City's proportionate share of each plan's collective:

1. Present value of estimated future pension/OPEB benefits attributable to active and inactive employees' past service
2. Minus plan assets available to pay these benefits

GASB notes that pension and OPEB obligations, whether funded or unfunded, are part of the "employment exchange" – that is, the employee is trading his or her labor in exchange for wages, benefits, and the promise of a future pension and other postemployment benefits. GASB noted that the unfunded portion of this promise is a present obligation of the government, part of a bargained-for benefit to the employee, and should accordingly be reported by the government as a liability since they received the benefit of the exchange. However, the City is not responsible for certain key factors affecting the balance of these liabilities. In Ohio, the employee shares the obligation of funding pension benefits with the employer. Both employer and employee contribution rates are capped by State statute. A change in these caps requires action of both Houses of the General Assembly and approval of the Governor. Benefit provisions are also determined by State statute. The Ohio revised Code permits, but does not require the retirement systems to provide healthcare to eligible benefit recipients. The retirement systems may allocate a portion of the employer contributions to provide for these OPEB benefits.

The employee enters the employment exchange with the knowledge that the employer's promise is limited not by contract but by law. The employer enters the exchange also knowing that there is a specific, legal limit to its contribution to the retirement system. In Ohio, there is no legal means to enforce the unfunded liability of the pension/OPEB plan *as against the public employer.* State law operates to mitigate/lessen the moral obligation of the public employer to the employee, because all parties enter the employment exchange with notice as to the law. The retirement system is responsible for the administration of the pension and OPEB plans.

Most long-term liabilities have set repayment schedules or, in the case of compensated absences (i.e. sick and vacation leave), are satisfied through paid time-off or termination payments. There is no repayment schedule for the net pension liability or the net OPEB liability. As explained above, changes in benefits, contribution rates, and return on investments affect the balance of these liabilities, but are outside the control of the local government. In the event that contributions, investment returns, and other changes are insufficient to keep up with required payments, State statute does not assign/identify the responsible party for the unfunded portion. Due to the unique nature of how the net pension liability and the net OPEB liability are satisfied, these liabilities are separately identified within the long-term liability section of the statement of net position.

In accordance with GASB 68 and GASB 75, the City's statements prepared on an accrual basis of accounting include an annual pension expense and an annual OPEB expense for their proportionate share of each plan's *change* in net pension liability and net OPEB liability, respectively, not accounted for as deferred inflows/outflows.

Capital assets reported on the government-wide statements represent the largest portion of the City's assets. At year-end, capital assets represented 81% of total assets. Capital assets include land, land improvements, buildings and improvements, furniture and equipment, vehicles, construction in progress and infrastructure. These capital assets are used to provide services to citizens and are not available for future spending. Although the City's investment in capital assets is reported net of related debt, it should be noted that the resources to repay the debt must be provided from other sources, since capital assets may not be used to liquidate these liabilities.

Total governmental activities net position increased $2,771,262 primarily due to an increase in capital assets, a decrease in current liabilities, and an increase in deferred outflows of resources which were partially offset by an increase in long term liabilities. The increase in current and other assets is due mainly to an increase in equity in pooled cash and cash equivalents. The increase in deferred outflows is primarily due to actuarial changes related to pension and OPEB. The decrease to current liabilities is due to a decrease in amounts due to other governments related to amounts owed for a road project from previous years. Long-term liabilities for governmental activities increased primarily as a result of the increase to the net pension liability, which was partially offset by a decrease to the net OPEB liability. Capital assets and net investment in capital assets for the City as a whole increased primarily due to road projects through the Ohio Department of Transportation and reduction of debt balances, which is partially offset by depreciation expense. The City also received donations of Land in the amount of $205,900.

Business-type activities net position increased $765,880 primarily due to the increase in cash and cash equivalents, an increase in deferred outflows of resources in pensions and a decrease in deferred inflows of resources. Total liabilities of business-type activities increased $277,869 primarily as a result of incurring new debt and an increase in the net pension liability, which was partially offset by debt payments.

Table 2 shows the changes in net position for the year 2019 compared to the prior year.

Table 2
Changes in Net Position

| | Governmental Activities | | Business Type Activities | | Total | |
|---|---|---|---|---|---|---|
| | 2019 | 2018 | 2019 | 2018 | 2019 | 2018 |
| **Revenue** | | | | | | |
| Program Revenues: | | | | | | |
| Charges for Services and Sales | $ 680,192 | $ 473,090 | $ 4,240,747 | $ 3,799,465 | $ 4,920,939 | $ 4,272,555 |
| Operating Grants and Contributions | 397,583 | 413,802 | 86,868 | - | 484,451 | 413,802 |
| Capital Grants and Contributions | 1,598,532 | 1,389,711 | - | - | 1,598,532 | 1,389,711 |
| Total Program Revenues | 2,676,307 | 2,276,603 | 4,327,615 | 3,799,465 | 7,003,922 | 6,076,068 |
| General Revenues and Transfers: | | | | | | |
| Property & Income Taxes | 4,513,513 | 4,239,979 | - | - | 4,513,513 | 4,239,979 |
| Unrestricted Investment Earnings | 34,950 | 33,536 | 16,881 | 1,783 | 51,831 | 35,319 |
| Grants and Contributions Not Restricted to Specific Programs | 354,028 | 119,572 | - | - | 354,028 | 119,572 |
| Gain on Sale of Capital Assets | - | - | 2,946 | - | 2,946 | - |
| Miscellaneous | 70,584 | 138,465 | 77,103 | 54,195 | 147,687 | 192,660 |
| Transfers | 16,364 | - | (16,364) | - | - | - |
| Total General Revenues and Transfers | 4,989,439 | 4,531,552 | 80,566 | 55,978 | 5,070,005 | 4,587,530 |
| Total Revenues | 7,665,746 | 6,808,155 | 4,408,181 | 3,855,443 | 12,073,927 | 10,663,598 |
| **Program Expenses** | | | | | | |
| General Government - | | | | | | |
| Legislative and Executive | 1,329,272 | 1,380,089 | - | - | 1,329,272 | 1,380,089 |
| Judicial | 524,118 | 447,620 | - | - | 524,118 | 447,620 |
| Security of Persons and Property | 1,399,705 | 2,708,702 | - | - | 1,399,705 | 2,708,702 |
| Public Health | 12,472 | 19,633 | - | - | 12,472 | 19,633 |
| Leisure Time Activities | 81,615 | 95,194 | - | - | 81,615 | 95,194 |
| Community Environment | 102,129 | 45,384 | - | - | 102,129 | 45,384 |
| Transportation | 1,324,507 | 846,420 | - | - | 1,324,507 | 846,420 |
| Interest and Fiscal Charges | 120,666 | 121,593 | - | - | 120,666 | 121,593 |
| Water Fund | - | - | 1,605,816 | 1,644,346 | 1,605,816 | 1,644,346 |
| Storm Sewer Maintenance and Repair | - | - | 6,387 | - | 6,387 | - |
| Sewer Fund | - | - | 2,030,098 | 1,965,479 | 2,030,098 | 1,965,479 |
| Total Expenses | 4,894,484 | 5,664,635 | 3,642,301 | 3,609,825 | 8,536,785 | 9,274,460 |
| Increase in Net Position | 2,771,262 | 1,143,520 | 765,880 | 245,618 | 3,537,142 | 1,389,138 |
| Beginning Net Position | 13,577,393 | 12,433,893 | 21,503,838 | 21,258,220 | 35,081,231 | 33,692,113 |
| Ending Net Position | $ 16,348,655 | $ 13,577,413 | $ 22,269,718 | $ 21,503,838 | $ 38,618,373 | $ 35,081,251 |

**Governmental Activities**

Governmental activities net position increased $2,771,262 or 20% during 2019. Charges for Services revenue increased due to an increase in rent revenue in 2019. Capital Grants and Contributions increased due to a road construction project through the Ohio Department of Transportation in 2019. Security of persons and property decreased due to changes in pension and OPEB related to the Ohio Police and Fire Pension Fund. Transportation expenses increased primarily to repair and maintenance items in 2019.

General revenues primarily consist of property and income tax revenue of $4,513,513, which is 91% of total general revenues in 2019. General government expenses include legislative and executive and judicial programs, totaled $1,853,390 which is 38% of total governmental expenses. Security of persons and property is one of the major activities of the City, generating 29% of total expenses.

**Business-Type Activities**

The City's business-type activities are its water and sewer departments. The water and wastewater treatment plants provide services to the City's residents. The water plant generated operating revenues of $1,776,423 and had operating expenses of $1,408,112, and interest expense of $197,704. The wastewater treatment plant generated operating revenues of $2,279,345 and had operating expenses of $1,947,307, and interest expense of $80,822. Operating revenues increased between the two years for both the water and sewer funds. Materials and supplies expenses in the Water Fund decreased in 2019 due to a decrease in operating supplies used. The City's goal is to cover the costs of operations as well as to build the cash balance in these funds. The City is also generating funds for additional capital expansion to ensure continued capacity and capacity improvements for future growth and development.

**The City's Funds**

Information about the City's major funds starts on page 15. Governmental funds are accounted for using the modified accrual basis of accounting. All governmental funds had total revenues and other financing sources of $8,599,967 and expenditures and other financing uses of $7,874,588. The net change in fund balance for the year was most significant in the General Fund with an increase of $289,646. The General Fund revenue increased, while expenditures decreased from 2018 to 2019. The Street Fund had an increase in fund balance of $175,185 in 2019. The increase was due mainly to a transfer in from the General Fund in the amount of $250,000.

**General Fund Budgeting Highlights**

The City's budget is prepared according to Ohio law and is based on accounting for certain transactions on a basis of cash receipts, disbursements, and encumbrances.

During the course of 2019, the City amended its General Fund budget slightly. With the General Fund supporting many of the major activities such as the City's police and fire departments, as well as most general government activities, the General Fund is monitored closely to prevent possible revenue shortfalls or overspending by individual departments.

For the General Fund, original and final budgeted revenues and other financing sources were $4,624,200. The City's actual revenues and other financing sources were $202,067 greater than the final budgeted revenues and other financing sources due primarily to higher than expected taxes. Original budgeted expenditures and other financing uses were $5,302,293, while final budget amounts were $5,457,337.

The General Fund's actual expenditures were $731,287 less than final budgeted expenditures mainly due to conservative budgeting by the City.

## Capital Assets and Debt Administration

### Capital Assets

At the end of the 2019 the City had $49,951,226 invested in land, land improvements, construction in progress, buildings and improvements, furniture and equipment, vehicles, and infrastructure. Table 3 shows 2019 and 2018 balances.

Table 3
Capital Assets (Net of Accumulated Depreciation)

| | Governmental Activities | | Business-Type Activities | | Total | |
|---|---|---|---|---|---|---|
| | 2019 | 2018 | 2019 | 2018 | 2019 | 2018 |
| Land | $ 786,207 | $ 580,307 | $ 10,460 | $ 10,460 | $ 796,667 | $ 590,767 |
| Land Improvements | 844,076 | 699,816 | 64,288 | 70,150 | 908,364 | 769,966 |
| Buildings and Improvements | 2,876,491 | 2,948,323 | 25,322,177 | 25,794,309 | 28,198,668 | 28,742,632 |
| Furniture and Equipment | 498,502 | 463,307 | 626,682 | 502,688 | 1,125,184 | 965,995 |
| Vehicles | 171,529 | 307,120 | 598,176 | 558,181 | 769,705 | 865,301 |
| Infrastructure/Water & Sewer Lines | 14,345,063 | 12,753,255 | 2,989,696 | 2,973,392 | 17,334,759 | 15,726,647 |
| Construction in Progress | 13,824 | 546,122 | 804,055 | 427,243 | 817,879 | 973,365 |
| Totals | $ 19,535,692 | $ 18,298,250 | $ 30,415,534 | $ 30,336,423 | $ 49,951,226 | $ 48,634,673 |

See Note 13 for additional information on the City's capital assets.

### Debt

At December 31, 2019, the City of Hillsboro had $13,846,235 in bonds, loans, and leases outstanding, $1,166,080 was due within one year.

Table 4
Outstanding Debt, at Year End

| | Governmental Activities | | Business-Type Activities | | Total | |
|---|---|---|---|---|---|---|
| | 2019 | 2018 | 2019 | 2018 | 2019 | 2018 |
| O.W.D.A. Loan | $ - | $ - | $ 5,439,454 | $ 5,966,293 | $ 5,439,454 | $ 5,966,293 |
| Capital Lease | 110,278 | 145,634 | 279,904 | 320,736 | 390,182 | 466,370 |
| OPWC Loan | 443,619 | 222,925 | 803,980 | 593,962 | 1,247,599 | 816,887 |
| Improvement Revenue Bonds | - | - | 2,414,000 | 2,464,000 | 2,414,000 | 2,464,000 |
| GO Refunding and Improvement Bonds | 1,800,000 | 1,890,000 | 2,420,000 | 2,580,000 | 4,220,000 | 4,470,000 |
| General Obligation Bonds | 135,000 | 265,000 | - | - | 135,000 | 265,000 |
| Total | $ 2,488,897 | $ 2,523,559 | $ 11,357,338 | $ 11,924,991 | $ 13,846,235 | $ 14,448,550 |

The City's overall legal debt margin was $11,032,772 at December 31, 2019.

See Note 14 for additional information about the City's debt.

## The Future

The City of Hillsboro continues to work diligently to increase revenues and decrease costs to put the City on more stable footing. The City has continued to grow with new homes constructed annually, and several new commercial facilities opened with more planned for the future.

As described in Note 20 of this report, the United States and the State of Ohio declared a state of emergency in March 2020 due to the COVID-19 pandemic. The financial impact of COVID-19 and the ensuing emergency measures will impact subsequent periods of the City. The impact on the City's future operating costs, revenues, and any recovery from emergency funding, either federal or state, cannot be estimated.

The City of Hillsboro has committed itself to financial excellence in the coming years. Our commitment to the residents of the City of Hillsboro will be full disclosure of the financial position of the City.

## Contacting the City's Finance Department

This financial report is designed to provide our citizens, taxpayers, creditors, and investors with a general overview of the City's finances and to reflect the City's accountability for the monies it receives. Questions about this report or additional financial information needs should be directed to Alex Butler, City Auditor, 130 North High Street, Hillsboro, Ohio 45133, (937) 393-5791.

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**City of Hillsboro**

Statement of Net Position

December 31, 2019

| | Governmental Activities | Business-Type Activities | Totals |
|---|---|---|---|
| ASSETS: | | | |
| Equity in Pooled Cash and Cash Equivalents | $ 2,798,233 | $ 4,940,774 | $ 7,739,007 |
| Receivables: | | | |
| Taxes | 1,312,104 | - | 1,312,104 |
| Accounts | 74,104 | 626,122 | 700,226 |
| Due from Other Governments | 273,914 | - | 273,914 |
| Loans Receivable | 143,187 | - | 143,187 |
| Non-Depreciable Capital Assets | 800,031 | 814,515 | 1,614,546 |
| Depreciable Capital Assets, Net | 18,735,661 | 29,601,019 | 48,336,680 |
| Assets Held for Resale | 85,000 | - | 85,000 |
| *Total Assets* | 24,222,234 | 35,982,430 | 60,204,664 |
| DEFERRED OUTFLOWS OF RESOURCES: | | | |
| Deferred Charge on Debt Refunding | 60,950 | - | 60,950 |
| Pension | 1,543,341 | 541,482 | 2,084,823 |
| OPEB | 403,638 | 74,762 | 478,400 |
| *Total Deferred Outflows of Resources* | 2,007,929 | 616,244 | 2,624,173 |
| LIABILITIES: | | | |
| Accounts Payable | 19,398 | 19,141 | 38,539 |
| Accrued Wages and Benefits | 56,425 | 28,829 | 85,254 |
| Contracts Payable | 3,870 | 52,013 | 55,883 |
| Due to Other Governments | 25,252 | 11,166 | 36,418 |
| Accrued Interest Payable | 3,539 | 31,070 | 34,609 |
| Long-Term Liabilities: | | | |
| Due Within One Year | 327,695 | 863,693 | 1,191,388 |
| Due in More than One Year: | | | |
| Net Pension Liability (See Note 9) | 5,018,822 | 1,804,722 | 6,823,544 |
| Net OPEB Liability (See Note 10) | 1,371,066 | 828,138 | 2,199,204 |
| Other Amounts Due in More than One Year | 2,315,449 | 10,574,437 | 12,889,886 |
| *Total Liabilities* | 9,141,516 | 14,213,209 | 23,354,725 |
| DEFERRED INFLOWS OF RESOURCES: | | | |
| Property Taxes not Levied to Finance Current Year Operations | 337,783 | - | 337,783 |
| Pension | 216,753 | 80,827 | 297,580 |
| OPEB | 185,456 | 34,920 | 220,376 |
| Total Deferred Inflows of Resources | 739,992 | 115,747 | 855,739 |
| NET POSITION: | | | |
| Net Investment in Capital Assets | 17,042,925 | 19,058,196 | 36,101,121 |
| Restricted for: | | | |
| Capital Projects | 313,684 | - | 313,684 |
| Debt Service | 123,831 | - | 123,831 |
| Street | 433,441 | - | 433,441 |
| Recreation | 277,781 | - | 277,781 |
| Revolving Loan | 390,835 | - | 390,835 |
| Parking Meter | 201,660 | - | 201,660 |
| Other Purposes | 349,613 | - | 349,613 |
| Unrestricted (Deficit) | (2,785,115) | 3,211,522 | 426,407 |
| *Total Net Position* | $ 16,348,655 | $ 22,269,718 | $ 38,618,373 |

See accompanying notes to the basic financial statements.

**City of Hillsboro**

Statement of Activities

For the Year Ended December 31, 2019

| Functions/Programs | Expenses | Program Revenues: Charges for Services and Sales | Program Revenues: Operating Grants and Contributions | Program Revenues: Capital Grants and Contributions | Net (Expense) Revenue and Changes in Net Position: Governmental Activities | Net (Expense) Revenue and Changes in Net Position: Business-Type Activities | Totals |
|---|---|---|---|---|---|---|---|
| Governmental Activities: | | | | | | | |
| General Government: | | | | | | | |
| Legislative and Executive | $ 1,329,272 | $ 168,501 | $ 3,363 | $ - | $ (1,157,408) | | $ (1,157,408) |
| Judicial | 524,118 | 73,676 | 28,449 | - | (421,993) | | (421,993) |
| Security of Persons and Property | 1,399,705 | 299,787 | 106,789 | - | (993,129) | | (993,129) |
| Public Health | 12,472 | 1,612 | - | - | (10,860) | | (10,860) |
| Leisure Time Activities | 81,615 | 13,036 | 18,319 | - | (50,260) | | (50,260) |
| Community Environment | 102,129 | 15,835 | 33,073 | - | (53,221) | | (53,221) |
| Transportation | 1,324,507 | 106,255 | 205,527 | 1,598,532 | 585,807 | | 585,807 |
| Interest and Fiscal Charges | 120,666 | 1,490 | 2,063 | - | (117,113) | | (117,113) |
| Total Governmental Activities | 4,894,484 | 680,192 | 397,583 | 1,598,532 | (2,218,177) | | (2,218,177) |
| Business-Type Activities: | | | | | | | |
| Sewer | 2,030,098 | 2,279,345 | - | - | - | 249,247 | 249,247 |
| Storm Sewer Maintenance and Repair | 6,387 | 184,979 | 86,868 | - | - | 265,460 | 265,460 |
| Water | 1,605,816 | 1,776,423 | - | - | - | 170,607 | 170,607 |
| Total Business-Type Activities | 3,642,301 | 4,240,747 | 86,868 | - | - | 685,314 | 685,314 |
| Total Primary Government | $ 8,536,785 | $ 4,920,939 | $ 484,451 | $ 1,598,532 | (2,218,177) | 685,314 | (1,532,863) |
| | | General Revenues and Transfers: | | | | | |
| | | Taxes: | | | | | |
| | | Property Taxes Levied for: | | | | | |
| | | General Purposes | | | 357,027 | - | 357,027 |
| | | Special Purposes | | | 67,036 | - | 67,036 |
| | | Debt Service | | | 33,518 | - | 33,518 |
| | | Capital Projects | | | 79,021 | - | 79,021 |
| | | Income Taxes | | | 3,976,911 | - | 3,976,911 |
| | | Grants and Contributions | | | | | |
| | | Not Restricted to Specific Programs | | | 354,028 | - | 354,028 |
| | | Unrestricted Investment Earnings | | | 34,950 | 16,881 | 51,831 |
| | | Gain on Sale of Capital Assets | | | - | 2,946 | 2,946 |
| | | Miscellaneous | | | 70,584 | 77,103 | 147,687 |
| | | Transfers | | | 16,364 | (16,364) | - |
| | | Total General Revenues and Transfers | | | 4,989,439 | 80,566 | 5,070,005 |
| | | Change in Net Position | | | 2,771,262 | 765,880 | 3,537,142 |
| | | Net Position, Beginning of the Year | | | 13,577,393 | 21,503,838 | 35,081,231 |
| | | Net Position, End of the Year | | | $ 16,348,655 | $ 22,269,718 | $ 38,618,373 |

See accompanying notes to the basic financial statements.

**City of Hillsboro**
Balance Sheet
Governmental Funds
December 31, 2019

| | General | Street | All Other Governmental Funds | Total Governmental Funds |
|---|---|---|---|---|
| ASSETS: | | | | |
| Equity in Pooled Cash and Cash Equivalents | $ 1,133,444 | $ 296,529 | $ 1,368,260 | $ 2,798,233 |
| Accounts Receivable | 66,733 | - | 7,371 | 74,104 |
| Taxes Receivable | 1,206,942 | - | 105,162 | 1,312,104 |
| Due from Other Governments | 54,516 | 152,232 | 67,166 | 273,914 |
| Loans Receivable | - | - | 143,187 | 143,187 |
| Assets Held for Resale | - | - | 85,000 | 85,000 |
| *Total Assets* | $ 2,461,635 | $ 448,761 | $ 1,776,146 | $ 4,686,542 |
| LIABILITIES: | | | | |
| Accounts Payable | $ 10,667 | $ 8,172 | $ 559 | $ 19,398 |
| Contracts Payable | - | - | 3,870 | 3,870 |
| Accrued Wages and Benefits | 49,495 | 5,487 | 1,443 | 56,425 |
| Due to Other Governments | 12,055 | 1,661 | 11,536 | 25,252 |
| *Total Liabilities* | 72,217 | 15,320 | 17,408 | 104,945 |
| DEFERRED INFLOWS OF RESOURCES: | | | | |
| Property Taxes not Levied to Finanace Current Year Operations | 236,449 | - | 101,334 | 337,783 |
| Unavailable Revenue - Delinquent Taxes | 8,933 | - | 3,828 | 12,761 |
| Unavailable Revenue - Income Taxes | 582,428 | - | - | 582,428 |
| Unavailable Revenue - Grants | 39,992 | 101,488 | 53,421 | 194,901 |
| *Total Deferred Inflows of Resources* | 867,802 | 101,488 | 158,583 | 1,127,873 |
| FUND BALANCES: | | | | |
| Nonspendable | 20,231 | - | - | 20,231 |
| Restricted | - | 331,953 | 1,600,155 | 1,932,108 |
| Assigned | 822,877 | - | - | 822,877 |
| Unassigned | 678,508 | - | - | 678,508 |
| *Total Fund Balances* | 1,521,616 | 331,953 | 1,600,155 | 3,453,724 |
| *Total Liabilities, Deferred Inflows of Resources and Fund Balances* | $ 2,461,635 | $ 448,761 | $ 1,776,146 | $ 4,686,542 |

See accompanying notes to the basic financial statements.

**City of Hillsboro**
Reconciliation of Total Governmental Fund Balances to
Net Position of Governmental Activities
December 31, 2019

| | | |
|---|---|---|
| **Total Governmental Fund Balances** | | $ 3,453,724 |
| Amounts reported for governmental activities in the statement of net position are different because: | | |
| Capital assets used in governmental activities are not financial resources and therefore are not reported in the funds. | | 19,535,692 |
| Other long-term assets are not available to pay for current period expenditures and therefore are deferred in the funds. | | |
| Taxes | 595,189 | |
| Intergovernmental | 194,901 | |
| Total | | 790,090 |
| The net pension and OPEB liabilities are not due and payable in the current period: therefore, the liabilities and related deferred inflows/outflows are not reported in governmental funds: | | |
| Deferred Outflows - Pension | 1,543,341 | |
| Deferred Outflows - OPEB | 403,638 | |
| Deferred Inflows - Pension | (216,753) | |
| Deferred Inflows - OPEB | (185,456) | |
| Net Pension Liability | (5,018,822) | |
| Net OPEB Liability | (1,371,066) | |
| Total | | (4,845,118) |
| Long-term liabilities, including accrued interest payable, bonds, loans, capital lease obligations, the deferred charge on debt refunding, and the long-term portion of compensated absences, are not due and payable in the current period and therefore are not reported in the funds. | | |
| Accrued Interest Payable | (3,539) | |
| Capital Lease Payable | (110,278) | |
| Deferred Charge on Debt Refunding | 60,950 | |
| Compensated Absences | (154,247) | |
| OPWC Loans Payable | (443,619) | |
| General Obligation Bonds | (1,935,000) | |
| Total | | (2,585,733) |
| **Net Position of Governmental Activities** | | $ 16,348,655 |

See accompanying notes to the basic financial statements.

**City of Hillsboro**
Statement of Revenues, Expenditures and Changes in Fund Balances
Governmental Funds
For the Year Ended December 31, 2019

| | General | Street | All Other Governmental Funds | Total Governmental Funds |
|---|---|---|---|---|
| REVENUES: | | | | |
| Taxes | $ 4,267,939 | $ - | $ 179,782 | $ 4,447,721 |
| Charges for Services | 58 | - | - | 58 |
| Licenses and Permits | 113,307 | 39,393 | 2,747 | 155,447 |
| Fines and Forfeitures | 253,972 | - | 127,844 | 381,816 |
| Intergovernmental | 137,748 | 1,953,781 | 109,610 | 2,201,139 |
| Interest | 34,950 | 3,340 | 9,491 | 47,781 |
| Rent | - | - | 142,869 | 142,869 |
| Other | 61,622 | 3,220 | 5,742 | 70,584 |
| *Total Revenues* | 4,869,596 | 1,999,734 | 578,085 | 7,447,415 |
| EXPENDITURES: | | | | |
| Current: | | | | |
| General Government: | | | | |
| Legislative and Executive | 1,106,853 | - | 7,029 | 1,113,882 |
| Judicial | 377,017 | - | 59,462 | 436,479 |
| Security of Persons and Property | 2,146,968 | - | 223,205 | 2,370,173 |
| Public Health | 12,472 | - | - | 12,472 |
| Leisure Time Activities | - | - | 38,289 | 38,289 |
| Community Environment | 33,001 | - | 69,128 | 102,129 |
| Transportation | - | 414,829 | 16,458 | 431,287 |
| Capital Outlay | 78,728 | 1,944,307 | 117,500 | 2,140,535 |
| Debt Service: | | | | |
| Principal Retirements | 21,921 | 32,757 | 299,308 | 353,986 |
| Interest and Fiscal Charges | 3,885 | 4,313 | 52,158 | 60,356 |
| *Total Expenditures* | 3,780,845 | 2,396,206 | 882,537 | 7,059,588 |
| *Excess of Revenues Over (Under) Expenditures* | 1,088,751 | (396,472) | (304,452) | 387,827 |
| OTHER FINANCING SOURCES AND USES: | | | | |
| Transfers In | - | 250,000 | 565,000 | 815,000 |
| Inception of Capital Lease | - | 19,322 | - | 19,322 |
| Proceeds of OPWC Loan | - | 300,002 | - | 300,002 |
| Proceeds from Sale of Capital Assets | 15,895 | 2,333 | - | 18,228 |
| Transfers Out | (815,000) | - | - | (815,000) |
| *Total Other Financing Sources and Uses* | (799,105) | 571,657 | 565,000 | 337,552 |
| *Net Change in Fund Balances* | 289,646 | 175,185 | 260,548 | 725,379 |
| *Fund Balance at Beginning of Year* | 1,231,970 | 156,768 | 1,339,607 | 2,728,345 |
| *Fund Balance at End of Year* | $ 1,521,616 | $ 331,953 | $ 1,600,155 | $ 3,453,724 |

See accompanying notes to the basic financial statements.

Reconciliation of the Statement of Revenues, Expenditures and Changes
in Fund Balances of Governmental Funds to the Statement of Activities
For the Year Ended December 31, 2019

| | | |
|---|---|---|
| **Net Change in Fund Balances - Total Governmental Funds** | | $ 725,379 |
| Amounts reported for governmental activities in the statement of activities are different because: | | |
| Governmental funds report capital outlays as expenditures. However in the statement of activities, the cost of those assets is allocated over their estimated useful lives as depreciation expense. This is the amount by which capital asset additions exceeded depreciation in the current period. | | |
| Capital Asset Additions | 2,362,799 | |
| Current Year Depreciation | (991,977) | |
| Total | | 1,370,822 |
| Governmental funds only report the disposal of assets to the extent proceeds are received from the sale. In the statement of activities, a gain or loss is reported for each disposal. This is the proceeds from the sale of capital assets and the amount of the loss on the disposal of capital assets. | | |
| Proceeds from Sale of Capital Assets | (18,228) | |
| Loss on Disposal of Capital Assets | (115,152) | |
| Total | | (133,380) |
| Revenues in the statement of activities that do not provide current financial resources are not reported as revenues in the funds. | | |
| Taxes | 65,792 | |
| Intergovernmental | (69,725) | |
| Total | | (3,933) |
| Contractually required pension contributions are reported as expenditures in governmental funds; however, the statement of net position reports these amounts as deferred outflows. | | 312,304 |
| Contractually required OPEB contributions are reported as expenditures in governmental funds; however, the statement of net position reports these amounts as deferred outflows. | | 3,968 |
| Except for amounts reported as deferred inflows/outflows, changes in the net pension liability are reported as pension expense in the statement of activities. | | (847,641) |
| Except for amounts reported as deferred inflows/outflows, changes in the net OPEB liability are reported as OPEB expense in the statement of activities. | | 1,349,546 |
| Repayments of long-term debt and capital leases are expenditures in governmental funds, but the repayment reduces liabilities in the statement of net position and does not result in an expense in the statement of activities. | | |
| Bond Payments | 220,000 | |
| Amortization on deferred amount on refunding | (60,952) | |
| Capital Leases | 54,678 | |
| OPWC Loans | 79,308 | |
| Total | | 293,034 |
| Some expenses reported in the statement of activities do not require the use of current financial resources and therefore are not reported as expenditures in governmental funds. | | |
| Decrease in Compensated Absences | 19,845 | |
| Decrease in Accrued Interest Payable | 642 | |
| Total | | 20,487 |
| Proceeds from the issuance of OPWC Loans in the statement of revenues, expenditures and changes in fund balances that are reported as other financing sources are not reported as revenues in the statement of activities. | | (300,002) |
| Inception of capital leases is recorded as other financing sources in the governmental funds, but is recorded as a capital lease obligation and therefore is not recorded in the statement of activities. | | (19,322) |
| **Net Change in Net Position of Governmental Activities** | | $ 2,771,262 |

See accompanying notes to the basic financial statements.

**City of Hillsboro**
Statement of Revenues, Expenditures and Changes
In Fund Balance - Budget (Non-GAAP Budgetary Basis) and Actual
General Fund
For the Year Ended December 31, 2019

| | Budgeted Amounts | | | Variance With Final Budget Positive |
|---|---|---|---|---|
| | Original | Final | Actual | (Negative) |
| REVENUES: | | | | |
| Taxes | $ 4,115,200 | $ 4,115,200 | $ 4,216,122 | $ 100,922 |
| Charges for Services | 58 | 58 | 58 | - |
| Licenses and Permits | 102,200 | 102,200 | 113,307 | 11,107 |
| Fines and Forfeitures | 224,300 | 224,300 | 249,792 | 25,492 |
| Intergovernmental | 115,000 | 115,000 | 137,748 | 22,748 |
| Interest | 12,000 | 12,000 | 34,950 | 22,950 |
| Other | 39,547 | 39,547 | 58,395 | 18,848 |
| *Total Revenues* | 4,608,305 | 4,608,305 | 4,810,372 | 202,067 |
| EXPENDITURES: | | | | |
| Current: | | | | |
| General Government: | | | | |
| Legislative and Executive | 1,352,949 | 1,391,694 | 1,181,028 | 210,666 |
| Judicial | 425,371 | 437,882 | 381,364 | 56,518 |
| Security of Persons and Property | 2,442,690 | 2,514,322 | 2,183,472 | 330,850 |
| Public Health | 13,630 | 14,039 | 12,472 | 1,567 |
| Community Environment | 62,751 | 64,332 | 48,180 | 16,152 |
| Capital Outlay | 86,037 | 88,620 | 78,728 | 9,892 |
| Debt Service | | | | |
| Principal Retirements | 23,956 | 24,675 | 21,921 | 2,754 |
| Interest and Fiscal Charges | 4,246 | 4,373 | 3,885 | 488 |
| *Total Expenditures* | 4,411,630 | 4,539,937 | 3,911,050 | 628,887 |
| *Excess of Revenues Over Expenditures* | 196,675 | 68,368 | 899,322 | 830,954 |
| OTHER FINANCING SOURCES AND USES: | | | | |
| Proceed from sale of capital asset | 15,895 | 15,895 | 15,895 | - |
| Transfers Out | (890,663) | (917,400) | (815,000) | 102,400 |
| *Total Other Financing Sources and Uses* | (874,768) | (901,505) | (799,105) | 102,400 |
| *Net Change in Fund Balance* | (678,093) | (833,137) | 100,217 | 933,354 |
| *Fund Balance at Beginning of Year* | 750,889 | 750,889 | 750,889 | - |
| *Prior Year Encumbrances Appropriated* | 137,484 | 137,484 | 137,484 | - |
| *Fund Balance at End of Year* | $ 210,280 | $ 55,236 | $ 988,590 | $ 933,354 |

See accompanying notes to the basic financial statements.

**City of Hillsboro**
Statement of Revenues, Expenditures and Changes
In Fund Balance - Budget (Non-GAAP Budgetary Basis) and Actual
Street Fund
For the Year Ended December 31, 2019

| | Budgeted Amounts | | | Variance With Final Budget Positive |
|---|---|---|---|---|
| | Original | Final | Actual | (Negative) |
| REVENUES: | | | | |
| Licenses and Permits | $ 48,000 | $ 48,000 | $ 39,393 | $ (8,607) |
| Intergovernmental | 1,888,052 | 1,888,052 | 1,934,848 | 46,796 |
| Interest | 500 | 500 | 3,340 | 2,840 |
| Other | 2,300 | 2,300 | 3,220 | 920 |
| *Total Revenues* | 1,938,852 | 1,938,852 | 1,980,801 | 41,949 |
| EXPENDITURES: | | | | |
| Current: | | | | |
| Transportation | 543,675 | 771,195 | 517,341 | 253,854 |
| Capital Outlay | 2,185,032 | 2,079,197 | 2,079,197 | - |
| Debt Service | | | | |
| Principal Retirements | 34,424 | 32,757 | 32,757 | - |
| Interest and Fiscal Charges | 4,533 | 4,313 | 4,313 | - |
| *Total Expenditures* | 2,767,664 | 2,887,462 | 2,633,608 | 253,854 |
| *Excess of Revenues Under Expenditures* | (828,812) | (948,610) | (652,807) | 295,803 |
| OTHER FINANCING SOURCES: | | | | |
| Proceeds from OPWC Loans | 300,002 | 300,002 | 300,002 | - |
| Transfers In | 250,000 | 250,000 | 250,000 | - |
| Inception of Capital Lease | 19,322 | 19,322 | 19,322 | - |
| Proceed from Sale of Capital Assets | - | - | 2,333 | 2,333 |
| *Total Other Financing Sources* | 569,324 | 569,324 | 571,657 | 2,333 |
| *Net Change in Fund Balance* | (259,488) | (379,286) | (81,150) | 298,136 |
| *Fund Balance at Beginning of Year* | 145,607 | 145,607 | 145,607 | - |
| *Prior Year Encumbrances Appropriated* | 120,288 | 120,288 | 120,288 | - |
| *Fund Balance at End of Year* | $ 6,407 | $ (113,391) | $ 184,745 | $ 298,136 |

See accompanying notes to the basic financial statements.

**City of Hillsboro**
Statement of Net Position
Proprietary Funds
December 31, 2019

| | Water | Sewer | Other Enterprise Fund | Total |
|---|---|---|---|---|
| ASSETS: | | | | |
| *Current Assets* | | | | |
| Equity in Pooled Cash | | | | |
| and Cash Equivalents | $ 1,300,766 | $ 3,321,165 | $ 318,843 | $ 4,940,774 |
| Accounts Receivable | 238,740 | 317,667 | 69,715 | 626,122 |
| Interfund Receivable | - | 79,840 | - | 79,840 |
| Total Current Assets | 1,539,506 | 3,718,672 | 388,558 | 5,646,736 |
| *Noncurrent Assets* | | | | |
| Non-Depreciable Capital Assets | 53,234 | 724,347 | 36,934 | 814,515 |
| Depreciable Capital Assets, Net | 7,019,401 | 22,475,844 | 105,774 | 29,601,019 |
| Total Noncurrent Assets | 7,072,635 | 23,200,191 | 142,708 | 30,415,534 |
| *Total Assets* | $ 8,612,141 | $ 26,918,863 | $ 531,266 | 36,062,270 |
| DEFERRED OUTFLOWS OF RESOURCES: | | | | |
| Pensions | 271,826 | 269,656 | - | 541,482 |
| OPEB | 33,514 | 41,248 | - | 74,762 |
| *Total Deferred Outflows of Resources* | 305,340 | 310,904 | - | 616,244 |
| LIABILITIES: | | | | |
| *Current Liabilities* | | | | |
| Accounts Payable | $ 6,332 | $ 12,809 | $ - | $ 19,141 |
| Contracts Payable | - | 52,013 | - | 52,013 |
| Accrued Wages and Benefits | 15,147 | 13,682 | - | 28,829 |
| Due to Other Governments | 5,854 | 5,312 | - | 11,166 |
| Accrued Interest Payable | 31,070 | - | - | 31,070 |
| Interfund Payable | - | - | 79,840 | 79,840 |
| Compensated Absences - Current Portion | 6,648 | 6,648 | - | 13,296 |
| Capital Leases Payable - Current Portion | 55,634 | 55,634 | 6,236 | 117,504 |
| OWDA Loans - Current Portion | - | 495,637 | - | 495,637 |
| Revenue Bonds Payable - Current Portion | 53,000 | - | - | 53,000 |
| OPWC Loans - Current Portion | - | 19,256 | - | 19,256 |
| General Obligation Refunding and | | | | |
| Improvement Bonds - Current Portion | 165,000 | - | - | 165,000 |
| *Total Current Liabilities* | 338,685 | 660,991 | 86,076 | 1,085,752 |
| *Noncurrent Liabilities* | | | | |
| Long Term Liablities: | | | | |
| OWDA Loans Payable - Net of Current Portion | - | 4,943,817 | - | 4,943,817 |
| Compensated Absences Payable - Net of Current Portion | 38,714 | 28,782 | - | 67,496 |
| Revenue Bonds Payable - Net of Current Portion | 2,361,000 | - | - | 2,361,000 |
| Capital Leases Payable - Net of Current Portion | 74,657 | 74,657 | 13,086 | 162,400 |
| OPWC Loans - Net of Current Portion | - | 784,724 | - | 784,724 |
| General Obligation Refunding and | | | | |
| Improvement Bonds - Net of Current Portion | 2,255,000 | - | - | 2,255,000 |
| Net Pension Liability | 931,284 | 873,438 | - | 1,804,722 |
| Net OPEB Liability | 427,341 | 400,797 | - | 828,138 |
| *Total Noncurrent Liabilities* | 6,087,996 | 7,106,215 | 13,086 | 13,207,297 |
| *Total Liabilities* | 6,426,681 | 7,767,206 | 99,162 | 14,293,049 |
| DEFERRED INFLOWS OF RESOURCES: | | | | |
| Pensions | 34,689 | 46,138 | - | 80,827 |
| OPEB | 13,450 | 21,470 | - | 34,920 |
| *Total Deferred Inflows of Resources* | 48,139 | 67,608 | - | 115,747 |
| NET POSITION: | | | | |
| Net Investment in Capital Assets | 2,108,344 | 16,826,466 | 123,386 | 19,058,196 |
| Unrestricted | 334,317 | 2,568,487 | 308,718 | 3,211,522 |
| *Total Net Position* | $ 2,442,661 | $ 19,394,953 | $ 432,104 | $ 22,269,718 |

See accompanying notes to the basic financial statements.

**City of Hillsboro**
Statement of Revenues, Expenses and
Changes in Net Position
Proprietary Funds
For the Year Ended December 31, 2019

| | Water | Sewer | Other Enterprise Fund | Total |
|---|---|---|---|---|
| OPERATING REVENUES | | | | |
| Charges for Services | $ 1,770,723 | $ 2,277,845 | $ 184,979 | $ 4,233,547 |
| Tap-In Fees | 5,700 | 1,500 | - | 7,200 |
| *Total Operating Revenues* | 1,776,423 | 2,279,345 | 184,979 | 4,240,747 |
| OPERATING EXPENSES | | | | |
| Salaries and Wages | 549,045 | 505,791 | - | 1,054,836 |
| Fringe Benefits | 273,088 | 265,600 | - | 538,688 |
| Contractual Services | 159,668 | 269,388 | 820 | 429,876 |
| Materials & Supplies | 97,248 | 57,255 | - | 154,503 |
| Utilities | 69,920 | 164,826 | - | 234,746 |
| Other | 9,183 | 1,123 | - | 10,306 |
| Depreciation Expense | 249,960 | 683,324 | 5,567 | 938,851 |
| *Total Operating Expenses* | 1,408,112 | 1,947,307 | 6,387 | 3,361,806 |
| *Operating Income* | 368,311 | 332,038 | 178,592 | 878,941 |
| NONOPERATING REVENUES (EXPENSES) | | | | |
| Gain on Sale of Capital Assets | 1,473 | 1,473 | - | 2,946 |
| Intergovernmental | - | - | 86,868 | 86,868 |
| Loss on Disposal of Capital Assets | - | (1,969) | - | (1,969) |
| Interest | - | 16,881 | - | 16,881 |
| Other Non-Operating Revenues | 38,897 | 38,206 | - | 77,103 |
| Interest and Fiscal Charges | (197,704) | (80,822) | - | (278,526) |
| *Total Nonoperating Revenues (Expenses)* | (157,334) | (26,231) | 86,868 | (96,697) |
| *Changes in Net Position Before Transfers and Capital Contributions* | 210,977 | 305,807 | 265,460 | 782,244 |
| Capital Contributions to Other Funds | (9,500) | (9,500) | (20,592) | (39,592) |
| Capital Contributions from Other Funds | 6,864 | 6,864 | 9,500 | 23,228 |
| Transfers In | - | 7,146 | 77,658 | 84,804 |
| Transfers Out | (7,146) | (77,658) | - | (84,804) |
| *Total Transfers and Capital Contributions* | (9,782) | (73,148) | 66,566 | (16,364) |
| *Changes in Net Postion* | 201,195 | 232,659 | 332,026 | 765,880 |
| *Net Position at Beginning of Year* | 2,241,466 | 19,162,294 | 100,078 | 21,503,838 |
| *Net Position at End of Year* | $ 2,442,661 | $ 19,394,953 | $ 432,104 | $ 22,269,718 |

See accompanying notes to the basic financial statements.

**City of Hillsboro**
Statement of Cash Flows
Proprietary Funds
For the Year Ended December 31, 2019

| | Water | Sewer | Other Enterprise Fund | Total |
|---|---|---|---|---|
| ***Increase (Decrease) in Cash and Cash Equivalents:*** | | | | |
| ***Cash Flows from Operating Activities:*** | | | | |
| Cash Received from Customers | $ 1,763,196 | $ 2,283,732 | $ 115,264 | $ 4,162,192 |
| Cash Payments to Suppliers for Goods and Services | (332,828) | (447,454) | (5,005) | (785,287) |
| Cash Payments to Employees for Services and Benefits | (680,735) | (657,924) | - | (1,338,659) |
| *Net Cash Provided by Operating Activities* | 749,633 | 1,178,354 | 110,259 | 2,038,246 |
| ***Cash Flows from Noncapital Financing Activities:*** | | | | |
| Transfers Out | (7,146) | (77,658) | - | (84,804) |
| Transfers In | - | 7,146 | 77,658 | 84,804 |
| Other Nonoperating Receipts | 38,897 | 38,206 | - | 77,103 |
| Capital Contributions to Other Funds | (9,500) | (9,500) | (20,592) | (39,592) |
| Capital Contributions from Other Funds | 6,864 | 6,864 | 9,500 | 23,228 |
| *Net Cash Provided by (Used for) Noncapital Financing Activities* | 29,115 | (34,942) | 66,566 | 60,739 |
| ***Cash Flows from Capital and Related Financing Activities:*** | | | | |
| Proceeds from OWDA Loan | - | 14,796 | 78,107 | 92,903 |
| Receipts from Capital Grants | - | - | 86,868 | 86,868 |
| Proceeds from Capital Leases | 26,185 | 26,185 | 26,185 | 78,555 |
| Proceeds from OPWC Loans | - | 267,786 | - | 267,786 |
| Proceeds from Sale of Capital Assets | 19,000 | 32,500 | - | 51,500 |
| Payments for Capital Acquisitions | (136,160) | (851,289) | (81,036) | (1,068,485) |
| Principal Payments | (266,262) | (604,737) | (135,898) | (1,006,897) |
| Interest Payments | (197,704) | (80,822) | - | (278,526) |
| *Net Cash Used for Capital and Related Financing Activities* | (554,941) | (1,195,581) | (25,774) | (1,776,296) |
| ***Cash Flows from Investing Activities:*** | | | | |
| Interest on Investments | - | 16,881 | - | 16,881 |
| *Net Cash Provided by Investing Activities* | - | 16,881 | - | 16,881 |
| Net Increase (Decrease) in Cash and Cash Equivalents | 223,807 | (35,288) | 151,051 | 339,570 |
| Cash and Cash Equivalents at Beginning of Year | 1,076,959 | 3,356,453 | 167,792 | 4,601,204 |
| Cash and Cash Equivalents at End of Year | $ 1,300,766 | $ 3,321,165 | $ 318,843 | $ 4,940,774 |

(Continued)

**City of Hillsboro**
Statement of Cash Flows (Continued)
Proprietary Funds
For the Year Ended December 31, 2019

| | Water | Sewer | Other Enterprise Fund | Total |
|---|---|---|---|---|
| ***Reconciliation of Operating Income (Loss) to Net Cash Provided by (Used for) Operating Activities:*** | | | | |
| Operating Income | $ 368,311 | $ 332,038 | $ 178,592 | $ 878,941 |
| *Adjustments to Reconcile Operating Income to Net Cash Provided by Operating Activities:* | | | | |
| Depreciation | 249,960 | 683,324 | 5,567 | 938,851 |
| Pension expense not affecting cash | 92,453 | 87,863 | - | 180,316 |
| OPEB expense not affecting cash | 32,218 | 35,275 | - | 67,493 |
| Changes in Assets and Liabilities: | | | | |
| Decrease/(Increases) in Accounts Receivable | (13,227) | 4,387 | (69,715) | (78,555) |
| Decrease in Accounts Payable | (1,223) | (11,989) | (4,185) | (17,397) |
| Decrease in Contracts Payable | - | 52,013 | - | 52,013 |
| Increase in Accrued Wages and Benefits | 1,266 | 51 | - | 1,317 |
| Increase in Compensated Absences Payable | 15,461 | (9,722) | - | 5,739 |
| Decrease in Accrued Interest Payable | (1,239) | - | - | (1,239) |
| Decrease in Due to Other Governments | 5,653 | 5,114 | - | 10,767 |
| Total Adjustments | 381,322 | 846,316 | (68,333) | 1,159,305 |
| Net Cash Provided by Operating Activities | $ 749,633 | $ 1,178,354 | $ 110,259 | $ 2,038,246 |

See accompanying notes to the basic financial statements.

**City of Hillsboro**
Statement of Fiduciary Assets and Liabilities
Agency Fund
December 31, 2019

| | | Agency |
|---|---|---|
| ASSETS: | | |
| Cash and Cash Equivalents in Segregated Accounts | $ | 75,349 |
| Receivables: | | |
| Accounts | | 135,159 |
| *Total Assets* | $ | 210,508 |
| LIABILITIES : | | |
| Due to Other Governments | $ | 79,744 |
| Undistributed Monies | | 55,294 |
| Deposits Held and Due to Others | | 75,470 |
| *Total Liabilities* | $ | 210,508 |

See accompanying notes to the basic financial statements.

## 1. FINANCIAL REPORTING ENTITY

The financial statements of the City of Hillsboro have been prepared in conformity with accounting principles generally accepted in the United States of America (GAAP) as applied to local governmental units. The Governmental Accounting Standards Board (GASB) is the accepted standard-setting body for establishing governmental accounting and financial principles. The most significant of the City's accounting policies are described below.

CITY GOVERNMENT AND REPORTING ENTITY

The City of Hillsboro (the "City"), is a body politic and corporate established for the purpose of exercising the rights and privileges conveyed to it by the constitution and laws of the State of Ohio. The City, named in honor of Lord Hillsborough, was founded in 1807 by David Hayes and was named the City seat of Highland City. On January 1, 1952, Hillsboro was first organized as a city under the laws of the State of Ohio.

The City of Hillsboro is a home rule municipal corporation established under the laws of the State of Ohio. The legislative authority is vested in a seven member council three of whom are elected at-large and four by ward for four year terms. The presiding officer is the president, who is elected by the Council for a two year term. Council enacts ordinances and resolutions relating to tax levies, city services, and licensing, appropriates and borrows money, and accepts bids for materials and services and other municipal purposes. The mayor is elected at-large and is the Chief Executive Officer of the City. The Mayor supervises the administration of all departments and appoints their directors and all other employees in accordance with civil service requirements.

The reporting entity is comprised of the primary government, component units and other organizations that are included to ensure that the financial statements of the City are fairly presented and completed. The primary government consists of all funds, departments, boards and commissions that are not legally separate from the City. The City departments include a public safety department, a public service department, a parks and recreation department, a planning and zoning department, income tax department, utility departments including sewer and water, and staff to provide support to service providers.

Component units are legally separate organizations for which the City is financially accountable. The City is financially accountable for an organization if the City appoints a voting majority of the organization's governing board and (1) the City is able to significantly influence the programs or services performed or provided by the organization; or (2) the City is legally entitled to or can otherwise access the organization's resources; the City is legally obligated or has otherwise assumed the responsibility to finance the deficits of, or provide financial support to, the organization; or the City is obligated for the debt of the organization. Component units may also include organizations for which the City approves the budget, the issuance of debt or levying of taxes. The City has no blended or discretely presented component units.

The Hillsboro Municipal Court which provides judiciary services is included as an agency fund in the City's financial statements. The Municipal Court Judge is an elected City Official who has a fiduciary responsibility for the collection and distribution of the court fees and fines.

## 1. FINANCIAL REPORTING ENTITY (Continued)

The City has contracted with the Paint Creek Joint EMS/Fire District to provide EMS and fire protection services for the City. Paint Creek Joint EMS/Fire District is a jointly government organization made up of governments from Highland and Ross County. These entities include Madison Township, Buckskin Township, Paint Township (Ross County), Paint Township (Highland County), Jackson Township, Liberty Township, Washington Township, New Market Township, and the City of Greenfield. The City does not have representation on the District. During 2019, the City paid $650,000 to the Paint Creek Joint EMS/Fire District.

## 2. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

### BASIS OF PRESENTATION

The City's basic financial statements consist of government-wide statements, including a statement of net position and statement of activities, and fund financial statements which provide a more detailed level of financial information.

#### Government-wide Financial Statements

The statement of net position and the statement of activities display information about the City as a whole. These statements include the financial activities of the primary government, except for fiduciary funds. The statements distinguish between those activities of the City that are governmental in nature and those that are considered business-type.

The statement of net position presents the financial condition of the governmental and business-type activities of the City at year-end. The statement of activities presents a comparison between direct expenses and program revenues for each program or function of the City's governmental activities and for the business-type activities of the City. Direct expenses are those that are specifically associated with a service, program or department and therefore are clearly identifiable to a particular function. Program revenues include charges paid by the recipient of the goods or services offered by the program, grants and contributions that are restricted to meeting the operational or capital requirements of a particular program and interest earned on grants that is required to be used to support a particular program. Revenues not classified as program revenues are presented as general revenues, with certain limited exceptions. The comparison of direct expenses with program revenues identifies that extent to which each governmental function or business segment is self-financing or draws from the general revenues of the City.

#### Fund Financial Statements

During the year, the City segregates transactions related to certain functions or activities in separate funds in order to assist financial management and to demonstrate legal compliance. Fund financial statements are designed to present financial information of the City at this more detailed level. The focus of governmental financial statements is on major funds. Each major fund is presented in a separate column. Nonmajor funds are aggregated and presented in a single column.

### FUND ACCOUNTING

The City uses funds to maintain its financial records during the year. A fund is defined as a fiscal and accounting entity with a self-balancing set of accounts. There are three categories of funds: governmental, proprietary, and fiduciary.

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

Governmental Funds - Governmental funds are those through which most governmental functions typically are financed. The acquisition, use and balances of the City's expendable financial resources and the related current liabilities are accounted for through governmental funds. The City maintains records showing revenues, actual and accrued expenditures, and encumbrances to assure legal and accounting compliance and to assure that budgetary authority is not exceeded. The difference between governmental fund assets and deferred outflows and liabilities and deferred inflows is reported as fund balance. The following are the City's major governmental funds:

> *General Fund* - This fund is established to account for resources devoted to financing the general services that the City performs for its residents that are not accounted for or reported in another fund. Municipal income tax, general tax revenues, as well as other sources of revenue used to finance the fundamental operations of the City are included in this fund. The General Fund balance is available to the City for any purpose provided it is expended or transferred according to the general laws of Ohio.
>
> *Street Fund* – This fund is established to account for resources devoted to financing street repairs and construction. The primary source of revenue is intergovernmental gasoline tax monies.

The other governmental funds of the City account for grants and other resources, debt service and capital projects that are generally restricted to use for a particular purpose.

Proprietary Funds - Proprietary fund reporting focuses on the determination of operating income, changes in net position, financial position, and cash flows.

*Enterprise Funds* – Enterprise funds may be used to account for any activity for which a fee is charged to external users for goods or services. The following are the City's major enterprise funds:

> *Water Fund* – This fund accounts for the provision of water treatment and distribution to residential and commercial users within the City.
>
> *Sewer Fund* – This fund accounts for the provision of wastewater treatment services to residential and commercial users within the City.

The other enterprise fund of the City is comprised of the storm sewer maintenance and repair fund. The primary source of revenue is charges for services.

Fiduciary Funds - Fiduciary funds are used to account for assets held by the City as a trustee or as an agent for individuals, private organizations, or other units of government. The fiduciary fund category is split into four classifications: agency funds, pension trust funds, investment trust funds, and private purpose trust funds. Agency funds are custodial in nature (assets equal liabilities) and do not involve measurement of results of operations. Trust funds are used to account for assets held under a trust agreement for individuals, private organizations, or other governments and are therefore not available to support the City's own programs. The City's fiduciary fund consists only of an agency fund which is used to account for the activities of the Hillsboro Municipal Court.

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

MEASUREMENT FOCUS

Government-wide Financial Statements
The government-wide financial statements are prepared using the economic resources measurement focus. All assets, all liabilities and all deferred inflows and outflows of resources associated with the operation of the City are included on the statement of net position. The statement of activities presents increases (i.e. revenues) and decreases (i.e. expenses) in total net position.

Fund Financial Statements
All governmental funds are accounted for using a flow of current financial resources measurement focus. With this measurement focus, only current assets and liabilities and deferred inflows generally are included on the balance sheet. The statement of revenues, expenditures and changes in fund balances reports on the sources (i.e., revenues and other financing sources) and uses (i.e., expenditures and other financing uses) of current financial resources. This approach differs from the manner in which the governmental activities on the government-wide financial statements are prepared. Governmental fund financial statements therefore include a reconciliation with brief explanations to better identify the relationship between the government-wide statements and the statements of governmental funds.

Like the government-wide financial statements, all enterprise funds are accounted for on a flow of economic resources measurement focus. With this measurement focus, all assets, all liabilities, and all deferred inflows and outflows of resources associated with the operation of these funds are included on the statement of net position. The statement of revenues, expenses and changes in net position presents increases (i.e., revenues) and decreases (i.e., expenses) in total net position. The statement of cash flows reflects how the City finances and meets the cash flow needs of its enterprise activities.

BASIS OF ACCOUNTING

Accounting basis determines when transactions and economic events are reflected in its financial statements. Government-wide financial statements are prepared using the accrual basis of accounting. Governmental funds use the modified accrual basis of accounting; proprietary and fiduciary funds use the accrual basis of accounting. Differences in the accrual and modified accrual bases of accounting arise in the recognition of revenue, the recording of unavailable revenue, the reporting of deferred inflows and outflows of resources, the presentation of expenses versus expenditures, the recording of net pension/OPEB liabilities.

***Revenues-Exchange and Non-exchange Transactions*** Revenue resulting from exchange transactions, in which each party gives and receives essentially equal value, is recorded on the accrual basis when the exchange takes place. On a modified accrual basis, revenue is recorded in the fiscal year in which the resources are measurable and become available. Available means that the resources will be collected within the current fiscal year or are expected to be collected soon enough thereafter to be used to pay liabilities of the current fiscal year. For the City, available means expected to be received within sixty days of fiscal year end.

Non-exchange transactions, in which the City receives value without directly giving equal value in return, include income taxes, property taxes, grants, entitlements and donations. On an accrual basis, revenue from income taxes is recognized in the period in which the income is earned. Revenue from property taxes is recognized in the fiscal year for which taxes are levied. Revenue from grants, entitlements and donations is recognized in the fiscal year in which all eligibility requirements have been satisfied. Eligibility requirements include timing requirements, which specify the year when the resources are required to be used or the fiscal year when use is first permitted, matching requirements, in which the City must provide local resources to be used for a specified purpose, and expenditure requirements, in which the resources are provided to the City on a reimbursement basis. On a modified accrual basis, revenue from non-exchange transactions must also be available before it can be recognized. Under the modified accrual basis, the following revenue sources are considered to be both measurable and available at fiscal year end: interest and grants.

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

***Deferred Outflows and Deferred Inflows of Resources*** In addition to assets, the statements of financial position will sometimes report a separate section for deferred outflows of resources. Deferred outflows of resources represent a consumption of net position that applies to a future period and will not be recognized as an outflow of resources (expense/expenditure) until then. The City reports deferred outflows for the deferred charge on debt refunding and for deferred pension/OPEB amounts. The deferred charge on debt refunding is reported in the government-wide statement of net position. A deferred charge on refunding results from the difference in the carrying value of refunded debt and it reacquisition price. This amount is deferred and amortized over the shorter of the life of the refunded or refunding debt. Deferred outflows of resources are reported on the government-wide statement of net position for pensions and OPEB. The deferred outflows of resources related to pensions and OPEB are explained in Note 9 and Note 10, respectively.

The City reports a deferred inflow of resources which represents an acquisition of net position that applies to a future period and will not be recognized as an inflow of resources (revenues) until that time. For the City these amounts consist of income taxes, delinquent property taxes, and intergovernmental receivables which are not collected in the available period and pensions and OPEB. Property taxes for which there is an enforceable legal claim as of December 31, 2019, but which were levied to finance fiscal year 2020 operations, have also been recorded as deferred inflows of resources.

The difference between deferred inflows on the statement of net position and the balance sheet is due to delinquent property taxes, income taxes, and intergovernmental grants not received during the available period. These were reported as revenues on the statement of activities and not recorded as deferred inflows on the statement of net position. Deferred inflows of resources related to pensions and OPEB are only reported on the government-wide statement of net position and the statement of net position for proprietary funds. (See Note 9 and Note 10).

***Expenses/Expenditures*** On the accrual basis of accounting, expenses are recognized at the time they are incurred. The measurement focus of governmental fund accounting is on decreases in net financial resources (expenditures) rather than expenses. Expenditures are generally recognized in the accounting period in which the related fund liability is incurred, if measurable. Allocations of cost, such as depreciation and amortization, are not recognized in governmental funds.

BUDGETS AND BUDGETARY ACCOUNTING

All funds, except agency funds, are legally required to be budgeted and appropriated. The major documents prepared are the tax budget, the certificate of estimated resources, and the appropriations resolution, all of which are prepared on the budgetary basis of accounting. The tax budget demonstrates a need for existing or increased tax rates. The certificate of estimated resources establishes a limit on the amount Council may appropriate. The appropriations resolution is Council's authorization to spend resources and sets annual limits on expenditures plus encumbrances at the level of control selected by Council. The legal level of budgetary control is at the object level within each department. Budgetary modifications may only be made by resolution of the City Council at the legal level of control.

The certificate of estimated resources may be amended during the year if projected increases or decreases in revenue are identified by the City Auditor. The amounts reported as the original budgeted amounts on the budgetary statements reflect the amounts on the certificate of estimated resources when the original appropriations were adopted. The amounts reported as the final budgeted amounts on the budgetary statements reflect the amounts on the final amended certificate of estimated resources in effect when the final appropriations were passed by Council.

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

The appropriation resolution is subject to amendment throughout the year with the restriction that appropriations cannot exceed estimated resources. The amounts reported as the original budgeted amounts reflect the first appropriation resolution for that fund that covered the entire year, including amounts automatically carried forward from prior years. The amounts reported as the final budgeted amounts represent the final appropriation amounts passed by Council during the year.

### CASH AND INVESTMENTS

Cash balances of the City's funds, except cash held by a trustee or fiscal agent and in segregated accounts, are pooled and invested in short-term investments in order to provide improved cash management. Individual fund integrity is maintained through the City’s records. Interest is distributed to various funds based upon the Ohio Revised Code requirements. Each fund’s interest in the pool is presented as “Equity in Pooled Cash and Cash Equivalents” on the financial statements.

During 2019, investments were limited to negotiable certificates of deposit and money market funds.

Except for nonparticipating investment contracts, investments are reported at fair value which is based on quoted market prices. Nonparticipating investment contracts such as repurchase agreements and nonnegotiable certificates of deposit are reported at cost.

For purposes of the statement of cash flows and for presentation on the statement of net position and the balance sheet, funds included within the City's cash management pool and investments with original maturities of three months or less are considered to be cash and cash equivalents. Investments with an initial maturity of more than three months are reported as investments.

### CAPITAL ASSETS

General capital assets are those assets not specifically related to activities reported in the enterprise funds. These assets generally result from expenditures in the governmental funds. These assets are reported in the governmental activities column of the government-wide statement of net position but are not reported in the fund financial statements. Capital assets used by the enterprise funds are reported in both the government-wide statement of net position and in the respective funds.

All capital assets are capitalized at cost (or estimated historical cost) and updated for additions and reductions during the year. Donated capital assets are recorded at their acquisition value on the date donated. The City maintains a capitalization threshold of five hundred dollars. The City’s infrastructure consists of streets, bridges, storm and sanitary sewer lines and water lines. Improvements are capitalized. Interest incurred during the construction of enterprise fund capital assets is also capitalized.

### ASSETS HELD FOR RESALE

The City received certain property for which the City intends to sell or donate. Therefore, the asset is classified in the financial statements as a separate asset and recorded at acquisition value.

**2. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)**

All capital assets are depreciated, except for land and construction in progress. Improvements are depreciated over the remaining useful lives of the related capital assets. Depreciation has been provided on a straight-line basis over the following estimated useful lives for both governmental and business-type activities:

| Description | Estimated Lives |
|---|---|
| Buildings and Improvements | 50 years |
| Land Improvements | 20 years |
| Furniture | 20 years |
| Machinery and Equipment | 5-20 years |
| Vehicles | 8 years |
| Water/Sewer Lines | 65 years |
| Infrastructure | 10-40 years |

INTERFUND ASSETS AND LIABILITIES

On the fund financial statements, receivables and payables resulting from short-term interfund loans are classified as “Interfund Receivables/Payables”. Interfund balances within governmental activities and within business-type activities are eliminated on the government-wide statement of net position. The only interfund balances which remain on the government-wide statement of net position are those between governmental and business-type activities. These amounts are reflected as “Internal Balances” in the statement of net position when reported. The City had no Internal Balances to report at December 31, 2019.

COMPENSATED ABSENCES

Vacation benefits are accrued as a liability as the benefits are earned if the employees' rights to receive compensation are attributable to services already rendered and it is probable that the employer will compensate the employees for the benefits through paid time off or some other means. Sick leave benefits are accrued as a liability using the termination method. The liability includes the employees who are currently eligible to receive termination benefits and by those employees for whom it is probable will become eligible to receive payment in the future. The amount is based on accumulated sick leave and employees’ wage rates at year end. This item is discussed in Note 12 to the basic financial statements.

The entire compensated absences liability is reported on the government-wide financial statements.

On the fund financial statements for governmental funds, the current portion of unpaid compensated absences is the amount expected to be paid as a result of employee resignations and retirements. These amounts are recorded in the account "matured compensated absences payable" in the fund from which the employees who have accumulated unpaid leave are paid. The non-current portion of the liability is not reported. For enterprise funds, the entire amount of compensated absences is reported as a fund liability. The City had no matured compensated absences payable at December 31, 2019.

ACCRUED LIABILITIES AND LONG-TERM OBLIGATIONS

All payables, accrued liabilities, and long-term obligations are reported on the government-wide financial statements. All payables, accrued liabilities, and long-term obligations payable from the enterprise funds are reported on the enterprise fund financial statements. In general, governmental fund payables and accrued liabilities that, once incurred, are paid in a timely manner and in full, from current financial resources are reported as obligations of the funds. However, claims and judgements, net pension and OPEB liabilities, and compensated absences that will be paid from governmental funds are reported as a liability in the fund financial statements only to the extent that they are due for payment during the current year. Bonds, capital leases and long-term loans are recognized as a liability on the fund financial statements when due.

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

### FUND BALANCE

Fund balance is divided into five classifications based primarily on the extent to which the City is bound to observe constraints imposed upon the use of the resources in the governmental funds. The classifications are as follows:

***Nonspendable*** The nonspendable fund balance classification includes amounts that cannot be spent because they are not in the spendable form, or legally or contractually required to be maintained intact. The "not in spendable form" criterion includes items that are not expected to be converted to cash.

***Restricted*** Fund balance is reported as restricted when constraints placed on the use of resources are either externally imposed by creditors (such as through debt covenants), grantors, contributors, or laws or regulations of other governments or is imposed by law through constitutional provisions.

***Committed*** The committed fund balance classification includes amounts that can be used only for the specific purposes imposed by a formal action (resolution) of the City Council. Those committed amounts cannot be used for any other purpose unless the City Council removes or changes the specified use by taking the same type of action (resolution) it employed to previously commit those amounts. Committed fund balance also incorporates contractual obligations to the extent that existing resources in the fund have been specifically committed for use in satisfying those contractual requirements.

***Assigned*** Amounts in the assigned fund balance classification are intended to be used by the City for specific purposes but do not meet the criteria to be classified as restricted or committed. In governmental funds other than the General Fund, assigned fund balance represents the remaining amount that is not restricted or committed. In the General Fund, City Council has provided the City Auditor with the authority to record assigned amounts which is primarily done through the issuance of purchase orders. The Council may also assign fund balance as it does when appropriating fund balance to cover a gap between estimated revenue and appropriations in the subsequent year's appropriated budget.

***Unassigned*** Unassigned fund balance is the residual classification for the General Fund and includes all spendable amounts not contained in the other classifications. In other governmental funds, the unassigned classification is used only to report a deficit balance resulting from overspending for specific purposes for which amounts had been restricted, committed, or assigned.

The City applies restricted resources first when expenditures are incurred for purposes for which either restricted or unrestricted (committed, assigned, and unassigned) amounts are available. Similarly, within unrestricted fund balance, committed amounts are reduced first followed by assigned, and then unassigned amounts when expenditures are incurred for purposes for which amounts in any of the unrestricted fund balance classifications could be used.

### NET POSITION

Net position represents the difference between assets, liabilities and deferred outflows/inflows of resources. Net investment in capital assets, consists of capital assets, net of accumulated depreciation, reduced by the outstanding balance of any borrowings and the effect of deferred outflows and inflows related to the acquisition, construction, or improvement of those assets. Net position is reported as restricted when there are limitations imposed on their use either through the enabling legislation adopted by the City or through external restrictions imposed by creditors, grantors, or laws or regulations of other governments. Restricted for other purposes represents balances of state and federal grants and other restricted purposes in Special Revenue funds. The City's policy is to first apply restricted resources when an expense is incurred for purposes for which both restricted and unrestricted net position is available. Of the City's $2,090,845 of restricted net position, none was restricted by enabling legislation.

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

OPERATING REVENUES AND EXPENSES

Operating revenue are those revenues that are generated directly from the primary activity of the enterprise funds. For the City, these revenues are charges for services for sewer and water utility and stormwater management services. Operating expenses are the necessary costs incurred to provide the service that is the primary activity of the fund. Revenues and expenses not meeting these definitions are classified as nonoperating.

INTERFUND TRANSACTIONS

Transfers between governmental and business-type activities on the government-wide financial statements are reported in the same manner as general revenues.

Exchange transactions between funds are reported as revenues in the seller funds and as expenditures/expenses in the purchaser funds. Flows of cash or goods from one fund to another without a requirement for repayment are reported as interfund transfers. Interfund transfers are reported as other financing sources/uses in governmental funds and after non-operating revenues/expenses in enterprise funds. Repayments from funds responsible for particular expenditures/expenses to the funds that initially paid for them are not presented on the financial statements. Transfers within governmental activities and within business-type activities are eliminated on the statement of activities.

ESTIMATES

The preparation of financial statements in conformity with accounting principles generally accepted in the United States of America requires management to make estimates and assumptions that affect the amounts reported in the financial statements and accompanying notes. Actual results may differ from those estimates.

PENSIONS/OTHER POSTEMPLOYMENT BENEFITS (OPEB)

For purposes of measuring the net pension/OPEB liability, deferred outflows of resources and deferred inflows of resources related to pensions/OPEB, and pension/OPEB expense, information about the fiduciary net position of the pension/OPEB plans and additions to/deductions from their fiduciary net position have been determined on the same basis as they are reported by the pension/OPEB plans. For this purpose, benefit payments (including refunds of employee contributions) are recognized when due and payable in accordance with the benefit terms. The pension/OPEB plans report investments at fair value.

## 3. DEPOSITS AND INVESTMENTS

State statutes classify monies held by the City into three categories.

Active deposits are public deposits necessary to meet current demands on the treasury. Such monies must be maintained either as cash, in commercial accounts payable or withdrawable on demand, including negotiable order of withdrawal (NOW) accounts, or in money market deposit accounts.

## 3. DEPOSITS AND INVESTMENTS (Continued)

Inactive deposits are public deposits that Council has identified as not required for use within the current five year period of designation of depositories. Inactive deposits must either be evidenced by certificates of deposit maturing not later than the end of the current period of designation of depositories, or by savings or deposit accounts, including, but not limited to, passbook accounts.

Interim deposits are deposits of interim monies. Interim monies are those which are not needed for immediate use but which will be needed before the end of the current period of designation of depositories. Interim deposits must be evidenced by time certificates of deposits maturing not more than one year from the date of deposit or by savings or deposit accounts including passbook accounts.

State statute permits interim monies to be deposited or invested in the following securities:

1. United States Treasury bills, bonds notes, or any other obligation or security issued by the United States Treasury, or any other obligation guaranteed as to principal and interest by the United States;

2. Bonds, notes, debentures, or any other obligations or securities issued by any federal government agency or instrumentality, including, but not limited to, Federal National Mortgage Association, Federal Home Loan Bank, Federal Farm Credit Bank, Federal Home Loan Mortgage Corporation, and Government National Mortgage Association. All federal agency securities shall be direct issuances of federal government agencies or instrumentalities;

3. No-load money market mutual funds consisting exclusively of obligations described in (1) or (2) and repurchase agreements secured by such obligations, provided that investments in securities described in this division are made only through eligible institutions;

4. Time certificates of deposit or savings or deposit accounts including, but not limited to, passbook accounts;

5. Bonds and other obligations of the State of Ohio, and, with certain limitations including a requirement for maturity within ten years from the date of settlement, bonds and other obligations of political subdivisions of the State of Ohio, if training requirements have been met;

6. The State Treasurer's investment pool (STAR Ohio);

7. Certain bankers' acceptances (for a period not to exceed one hundred eighty days) and commercial paper notes (for a period not to exceed two hundred seventy days) in an amount not to exceed 40 percent of the interim monies available for investment at any one time if training requirements have been met; and

8. Written repurchase agreements in the securities described in (1) or (2) provided the market value of the securities subject to the repurchase agreement must exceed the principal value of the agreement by at least two percent and be marked to market daily, and the term of the agreement must not exceed thirty days.

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## 3. DEPOSITS AND INVESTMENTS (Continued)

Protection of the City's deposits is provided by the Federal Deposit Insurance Corporation (FDIC), by eligible securities pledged by the financial institution as security for repayment, by surety company bonds deposited with the City Auditor by the financial institution, or by a single collateral pool established by the financial institution to secure the repayment of all public money deposited with the institution.

Investments in stripped principal or interest obligations, reverse repurchase agreements and derivatives are prohibited. The issuance of taxable notes for the purpose of arbitrage, the use of leverage and short selling are also prohibited. An investment must mature within five years from the date of purchase unless matched to a specific obligation or debt of the City, and must be purchased with the expectation that it will be held to maturity.

Investments may only be made through specified dealers and institutions. Payment for investments may be made only upon delivery of the securities representing the investments to the City Auditor or qualified trustee or, if the securities are not represented by a certificate, upon receipt of confirmation of transfer from the custodian.

***Deposits:***
Custodial credit risk is the risk that in the event of bank failure, the City will not be able to recover deposits or collateral securities that are in the possession of an outside party. Except as noted below, at year end, the City's bank balance of $6,173,999 was either covered by FDIC or collateralized in the manner described below.

The City does not have a deposit policy for custodial credit risk beyond the requirements of State statute. Ohio law requires that deposits either be insured or be protected by:

> Eligible securities pledged to the City and deposited with a qualified trustee by the financial institution as security for repayment whose market value at all times shall be at least 105 percent of the deposits being secured; or
>
> Participation in the Ohio Pooled Collateral System (OPCS), a collateral pool of eligible securities deposited with a qualified trustee and pledged to the Treasurer of State to secure the repayment of all public monies deposited in the financial institution. OPCS requires the total market value of the securities pledged to be 102 percent of the deposits being secured or a rate set by the Treasurer of State.

At December 31, 2019, one the City's financial institutions still maintained its own collateral pool of eligible securities deposited with a qualified trustee and pledged to secure the repayment of all public monies deposited in the financial institution whose market value at all times shall be at least 105 percent of the deposits being secured.

**3. DEPOSITS AND INVESTMENTS (Continued)**

***Investments:***

| Investment type | Fair Value | Less than 1 Year | 1-3 Years |
|---|---|---|---|
| Money Market Funds | $ 1,421,617 | $ 1,421,617 | $ - |
| Negotiable Certificates of Deposit | 498,397 | 498,397 | - |
| | $ 1,920,014 | $ 1,920,014 | $ - |

The City categorizes its fair value measurements within the fair value hierarchy established by generally accepted accounting principles. The hierarchy is based on the valuation inputs used to measure the fair value of the asset. Level 1 inputs are quoted prices in active markets for identical assets. Level 2 inputs are significant other observable inputs. Level 3 inputs are significant unobservable inputs. The above table identifies the City's recurring fair value measurements as of December 31, 2019. All investments of the City are valued using quoted market prices (Level 1 inputs).

Interest rate risk – Interest rate risk is the risk that changes in interest rates will adversely affect the fair value of an investment. The City has no policy specifically dealing with interest rate risk. The City manages its exposure to declines in fair values by limiting the weighted average maturity of its investment portfolio to five years or less.

Credit risk – Credit risk is the risk that an issuer or other counterparty to an investment will not fulfill its obligations. The City's investment policy allows the City to invest in accordance with the Ohio Revised Code (Ohio Law). The City limits their investments to money market accounts, negotiable certificates of deposit, and government securities. The City's money market account was rated AAAm by Standard & Poor's. The City's investments in individual marketable certificates of deposit are fully insured by the Federal Deposit Insurance Corporation.

Concentration of credit risk – Concentration of credit risk is the risk of loss attributed to the magnitude of a government's investment in a single issuer. The City places no limit on the amount the City may invest in any one issuer. The City does have an investment policy. Of the City's investments, as of December 31, 2019, 74.0% are in money market funds and 26.0% are in negotiable certificates of deposit.

Custodial credit risk – Custodial credit risk is the risk that in the event of the failure of the counterparty, the City will not be able to recover the value of its investment or collateral securities that are in the possession of an outside party. All of the City's securities are either insured and registered in the name of the City or at least registered in the name of the City. The City has no policy specifically related to custodial credit risk, but requires the City to conform to requirements of Ohio law.

The City has recorded assets held for resale in the accompanying financial statements in the amount of $85,000. These assets are reported at acquisition value but not included in the investment table above.

## 4. BUDGETARY BASIS OF ACCOUNTING

While the City is reporting financial position, results of operations and changes in fund balance on the basis of accounting principles generally accepted in the United States of America (GAAP), the budgetary basis as provided by law and described above is based upon accounting for certain transactions on a basis of cash receipts, disbursements and encumbrances. The statement of revenues, expenditures and changes in fund balance - budget (non-GAAP budgetary basis) and actual, for the General Fund and the Street Fund are presented on the budgetary basis to provide a meaningful comparison of actual results with the budget.

The major differences between the budget basis and GAAP basis are as follows:

1. Revenues are recorded when received in cash (budget basis) as opposed to when susceptible to accrual (GAAP basis).

2. Expenditures are recorded when paid in cash (budget basis) as opposed to when the liability is incurred (GAAP basis).

3. Encumbrances are treated as expenditures for all funds (budget basis) rather than as a restriction, commitment, or assignment of fund balance for governmental fund types (GAAP basis).

4. Funds reported as part of the General Fund on the GAAP basis are not included on the budgetary basis.

The following table summarizes the adjustments necessary to reconcile the GAAP basis and budgetary basis for the General Fund and the Street Major Special Revenue Fund.

Net Change in Fund Balance

| | General | Street |
|---|---|---|
| GAAP Basis | $ 289,646 | $ 175,185 |
| Revenue Accruals | (56,779) | (18,933) |
| Expenditure Accruals | (5,580) | (125,618) |
| Prospective Difference: | | |
| Activity of Funds Reclassified for GAAP Reporting Purposes | (2,445) | - |
| Encumbrances | (124,625) | (111,784) |
| Budgetary Basis | $ 100,217 | $ (81,150) |

## 5. PROPERTY TAX

Property taxes include amounts levied against all real and public utility property located in the City. Taxes collected on real property (other than public utility) in one calendar year are levied in the preceding calendar year on assessed values as of January 1 of that preceding year, the lien date. Assessed values are established by the City Auditor at 35 percent of appraised market value. Real property taxes are payable annually or semiannually. The first payment is due January 20, with the remainder payable by June 20.

Public utility real and property taxes collected in one calendar year are levied in the preceding calendar year on assessed values determined as of December 31 of the second year preceding the tax collection year, the lien date. Certain public utility tangible personal property currently is assessed at 88 percent of its true value. Public utility property taxes are payable on the same dates as real property taxes described previously.

The City Treasurer collects property tax on behalf of all taxing districts within the City. The City Auditor periodically remits to the City its share of the taxes collected. The City records receipt of these taxes in various funds.

Accrued property taxes receivable represent delinquent taxes outstanding and real and public utility taxes which were measurable and unpaid as of December 31, 2019. Although total property tax collections for the next fiscal year are measurable, amounts to be received during the available period are not subject to reasonable estimation at December 31 and are not intended to finance 2019 operations. The receivable is therefore offset by deferred inflow of resources.

The full tax rate for all City operations for the year ended December 31, 2019, was $3.00 per $1,000 of assessed value. The assessed values of real and tangible personal property upon which 2019 property tax receipts were based are as follows:

| Category | Assessed Value |
|---|---|
| Real Estate | $118,304,900 |
| Public Utility Personal Property | 5,197,690 |
| Total Property Taxes | $123,502,590 |

## 6. LOCAL INCOME TAX

This locally levied tax of one and one-half percent applies to gross salaries, wages and other personal service compensation earned by residents both in and out of the City of Hillsboro and to earnings of nonresidents earned in the City. It also applies to net income of business organizations conducted within the City. Proceeds of the tax are credited entirely to the General Fund.

## 7. INTERFUND TRANSACTIONS

Transfers are used to move revenues from the fund that statute or budget requires to collect them to the fund that statute or budget requires to expend them; to move receipts restricted to debt service from the funds collecting the receipts to the debt service fund as debt service payments become due; and use unrestricted revenues collected in the General Fund to finance various programs accounted for in other funds in accordance with budgetary authorizations.

Transfers made during the year ended December 31, 2019, were as follows:

| Fund | Transfers In | Transfers Out |
|---|---|---|
| General Fund | $ - | $ (815,000) |
| Street | 250,000 | - |
| Non-Major Special Revenue Funds | | |
| Police Pension | 115,000 | - |
| Recreation | 140,000 | - |
| Total Non-Major Special Revenue Funds | 255,000 | - |
| Non-Major General Bond Retirement Fund | 310,000 | - |
| Enterprise Funds | | |
| Water Fund | - | (7,146) |
| Sewer Fund | 7,146 | (77,658) |
| Other Enterprise Funds | 77,658 | - |
| Total Enterprise Funds | 84,804 | (84,804) |
| Total All Funds | $ 899,804 | $ (899,804) |

Advances were made from the Sewer Fund to the Storm Sewer Maintenance and Repair Fund in the amount of $79,840. This advance is expected to be repaid in 2020.

## 8. RECEIVABLES

Receivables at December 31, 2019 consisted of taxes, accounts (billings for user charged services including unbilled utility services), interfund, loans, and intergovernmental receivables arising from grants, entitlements and shared revenues. All receivables are considered fully collectible except accounts receivable related to utility services and loans receivable.

Loans receivable represents low interest loans for development projects and home improvements granted to eligible City residents and businesses under the Community Development Program. These loans are generally to be repaid over a three to twenty year period. The City has recorded an allowance for doubtful account of $38,112 related to this loan receivable balance.

## 8. RECEIVABLES (Continued)

A summary of the amounts due from other governments are as follows:

| | |
|---|---|
| General | |
| Local Government | $43,572 |
| Homestead & Rollback | 10,944 |
| Street Fund | |
| Gasoline Tax | 152,232 |
| Non-Major Special Revenue | |
| State Highway Fund | |
| Gasoline Tax | 12,342 |
| Victim's Rights Office | |
| VOCA Grant | 49,640 |
| Police Pension Fund | |
| Homestead & Rollback | 1,728 |
| Fire Pension Fund | |
| Homestead & Rollback | 1,728 |
| Non-Major Debt Service | |
| Bond Retirement Fund | |
| Homestead & Rollback | 1,728 |
| Total Governmental Activities | $273,914 |

## 9. DEFINED BENEFIT PENSION PLANS

***Net Pension Liability***

Substantially all City employees are covered by one of two pension plans Ohio Police and Fire Pension Fund (OPF) or Ohio Public Employees Retirement System (OPERS).

The net pension liability reported on the statement of net position represents a liability to employees for pensions. Pensions are a component of exchange transactions-–between an employer and its employees—of salaries and benefits for employee services. Pensions are provided to an employee—on a deferred-payment basis—as part of the total compensation package offered by an employer for employee services each financial period. The obligation to sacrifice resources for pensions is a present obligation because it was created as a result of employment exchanges that already have occurred.

The net pension liability represents the City's proportionate share of each pension plan's collective actuarial present value of projected benefit payments attributable to past periods of service, net of each pension plan's fiduciary net position. The net pension liability calculation is dependent on critical long-term variables, including estimated average life expectancies, earnings on investments, cost of living adjustments and others. While these estimates use the best information available, unknowable future events require adjusting this estimate annually.

Ohio Revised Code limits the City's obligation for this liability to annually required payments. The City cannot control benefit terms or the manner in which pensions are financed; however, the City does receive the benefit of employees' services in exchange for compensation including pension.

## 9. DEFINED BENEFIT PENSION PLANS (Continued)

***Net Pension Liability (Continued)***

GASB 68 assumes the liability is solely the obligation of the employer, because (1) they benefit from employee services; and (2) State statute requires all funding to come from these employers. All contributions to date have come solely from these employers (which also includes costs paid in the form of withholdings from employees). State statute requires the pension plans to amortize unfunded liabilities within 30 years. If the amortization period exceeds 30 years, each pension plan's board must propose corrective action to the State legislature. Any resulting legislative change to benefits or funding could significantly affect the net pension liability. Resulting adjustments to the net pension liability would be effective when the changes are legally enforceable.

The proportionate share of each plan's unfunded benefits is presented as a long-term *net pension liability* on the accrual basis of accounting. Any liability for the contractually-required pension contribution outstanding at the end of the year is included in *intergovernmental payable* on both the accrual and modified accrual bases of accounting.

***Plan Description – Ohio Public Employees Retirement System (OPERS)***

Plan Description - City employees, other than full-time police officers, participate in the Ohio Public Employees Retirement System (OPERS). OPERS administers three separate pension plans. The traditional pension plan is a cost-sharing, multiple-employer defined benefit pension plan. The member-directed plan is a defined contribution plan and the combined plan is a cost-sharing, multiple-employer defined benefit pension plan with defined contribution features. While members (e.g. City employees) may elect the member-directed plan and the combined plan, substantially all employee members are in OPERS' traditional plan; therefore, the following disclosure focuses on the traditional pension plan.

OPERS provides retirement, disability, survivor and death benefits, and annual cost of living adjustments to members of the traditional plan. Authority to establish and amend benefits is provided by Chapter 145 of the Ohio Revised Code. OPERS issues a stand-alone financial report that includes financial statements, required supplementary information and detailed information about OPERS' fiduciary net position that may be obtained by visiting https://www.opers.org/financial/reports.shtml, by writing to the Ohio Public Employees Retirement System, 277 East Town Street, Columbus, Ohio 43215-4642, or by calling 800-222-7377.

Senate Bill (SB) 343 was enacted into law with an effective date of January 7, 2013. In the legislation, members were categorized into three groups with varying provisions of the law applicable to each group. The following table provides age and service requirements for retirement and the retirement formula applied to final average salary (FAS) for the three member groups under the traditional plan as per the reduced benefits adopted by SB 343 (see OPERS CAFR referenced above for additional information):

## 9. DEFINED BENEFIT PENSION PLANS (Continued)

### *Plan Description – Ohio Public Employees Retirement System (OPERS) (Continued)*

| **Group A**<br>Eligible to retire prior to January 7, 2013 or five years after January 7, 2013 | **Group B**<br>20 years of service credit prior to January 7, 2013 or eligible to retire ten years after January 7, 2013 | **Group C**<br>Members not in other Groups and members hired on or after January 7, 2013 |
|---|---|---|
| **State and Local** | **State and Local** | **State and Local** |
| **Age and Service Requirements:**<br>Age 60 with 60 months of service credit or Age 55 with 25 years of service credit | **Age and Service Requirements:**<br>Age 60 with 60 months of service credit or Age 55 with 25 years of service credit | **Age and Service Requirements:**<br>Age 57 with 25 years of service credit or Age 62 with 5 years of service credit |
| **Formula:**<br>2.2% of FAS multiplied by years of service for the first 30 years and 2.5% for service years in excess of 30 | **Formula:**<br>2.2% of FAS multiplied by years of service for the first 30 years and 2.5% for service years in excess of 30 | **Formula:**<br>2.2% of FAS multiplied by years of service for the first 35 years and 2.5% for service years in excess of 35 |

Final average Salary (FAS) represents the average of the three highest years of earnings over a member's career for Groups A and B. Group C is based on the average of the five highest years of earnings over a member's career. Members who retire before meeting the age and years of service credit requirement for unreduced benefits receive a percentage reduction in the benefit amount. When a benefit recipient has received benefits for 12 months, an annual cost of living adjustment (COLA) is provided. This COLA is calculated on the base retirement benefit at the date of retirement and is not compounded. For those retiring prior to January 7, 2013, the COLA will continue to be a 3 percent simple annual COLA. For those retiring subsequent to January 7, 2013, beginning in calendar year 2019, the COLA will be based on the average percentage increase in the Consumer Price Index, capped at 3 %.

Defined contribution plan benefits are established in the plan documents, which may be amended by the Board. Member-directed plan and combined plan members who have met the retirement eligibility requirements may apply for retirement benefits. The amount available for defined contribution benefits in the combined plan consists of the member's contributions plus or minus the investment gains or losses resulting from the member's investment selections. Combined plan members wishing to receive benefits must meet the requirements for both the defined benefit and defined contribution plans. Member-directed participants must have attained the age of 55, have money on deposit in the defined contribution plan and have terminated public service to apply for retirement benefits. The amount available for defined contribution benefits in the member-directed plan consists of the members' contributions, vested employer contributions and investment gains or losses resulting from the members' investment selections. Employer contributions and associated investment earnings vest over a five-year period, at a rate of 20 % each year. At retirement, members may select one of several distribution options for payment of the vested balance in their individual OPERS accounts. Options include the purchase of a monthly defined benefit annuity from OPERS (which includes joint and survivor options), partial lump-sum payments (subject to limitations), a rollover of the vested account balance to another financial institution, receipt of entire account balance, net of taxes withheld, or a combination of these options.

**9. DEFINED BENEFIT PENSION PLANS (Continued)**

***Plan Description – Ohio Public Employees Retirement System (OPERS) (Continued)***

Funding Policy - The Ohio Revised Code (ORC) provides statutory City for member and employer contributions as follows:

| | State and Local |
|---|---|
| **2019 Statutory Maximum Contribution Rates** | |
| Employer | 14.0 % |
| Employee | 10.0 % |
| | |
| **2019 Actual Contribution Rates** | |
| Employer: | |
| Pension | 14.0 % |
| Post-employment Health Care Benefits | 0.0 |
| | |
| Total Employer | 14.0 % |
| | |
| Employee | 10.0 % |

Employer contribution rates are actuarially determined and are expressed as a percentage of covered payroll.

The City's contractually required contribution was $285,909 for 2019. Of this amount, $24,260 is reported as an intergovernmental payable.

***Plan Description – Ohio Police & Fire Pension Fund (OPF)***

Plan Description - City full-time police participate in Ohio Police and Fire Pension Fund (OPF), a cost-sharing, multiple-employer defined benefit pension plan administered by OPF. OPF provides retirement and disability pension benefits, annual cost-of-living adjustments, and death benefits to plan members and beneficiaries. Benefit provisions are established by the Ohio State Legislature and are codified in Chapter 742 of the Ohio Revised Code. OPF issues a publicly available financial report that includes financial information and required supplementary information and detailed information about OPF fiduciary net position. The report that may be obtained by visiting the OPF website at www.op-f.org or by writing to the Ohio Police and Fire Pension Fund, 140 East Town Street, Columbus, Ohio 43215-5164.

Upon attaining a qualifying age with sufficient years of service, a member of OPF may retire and receive a lifetime monthly pension. OPF offers four types of service retirement: normal, service commuted, age/service commuted and actuarially reduced. Each type has different eligibility guidelines and is calculated using the member's average annual salary. The following discussion of the pension formula relates to normal service retirement.

For members hired after July 1, 2013, the minimum retirement age is 52 for normal service retirement with at least 25 years of service credit. For members hired on or before after July 1, 2013, the minimum retirement age is 48 for normal service retirement with at least 25 years of service credit.

## 9. DEFINED BENEFIT PENSION PLANS (Continued)

***Plan Description – Ohio Police and Fire Pension Fund (OPF) (Continued)***

The annual pension benefit for normal service retirement is equal to a percentage of the allowable average annual salary. The percentage equals 2.5 percent for each of the first 20 years of service credit, 2.0 percent for each of the next five years of service credit and 1.5 percent for each year of service credit in excess of 25 years. The maximum pension of 72 percent of the allowable average annual salary is paid after 33 years of service credit. (see OP&F CAFR referenced above for additional information, including requirements for Deferred Retirement Option Plan provisions and reduced and unreduced benefits).

Under the COLA method, retired members who are at least 55 years old and have been receiving OP&F benefits for at least one year may be eligible for a cost-of-living allowance adjustment. The age 55 provision for receiving a COLA does not apply to those who are receiving a permanent and total disability benefit, surviving beneficiaries, and statutory survivors. Members participating in the DROP program have separate eligibility requirements related to COLA.

Members retiring under normal service retirement, with less than 15 years of service credit on July 1, 2013, and members whose pension benefit became effective on or after July 1, 2013, will receive a COLA equal to a percentage of the member's base pension benefit where the percentage is the lesser of 3.00% or the percentage increase in the consumer price index, if any, over the 12 month period that ends on the thirtieth day of September of the immediately preceding year, rounded to the nearest one-tenth of one percent.

Funding Policy - The Ohio Revised Code (ORC) provides statutory authority for member and employer contributions as follows:

| | Police |
|---|---|
| **2019 Statutory Maximum Contribution Rates** | |
| Employer | 19.50 % |
| Employee | 12.25 % |
| | |
| **2019 Actual Contribution Rates** | |
| Employer: | |
| Pension | 19.00 % |
| Post-employment Health Care Benefits | 0.50 |
| | |
| Total Employer | 19.50 % |
| | |
| Employee | 12.25 % |

Employer contribution rates are expressed as a percentage of covered payroll. The City's contractually required contribution to OPF was $151,022 for 2019. Of this amount $10,928 is reported as an intergovernmental payable.

The net pension liability for OPERS was measured as of December 31, 2018, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of that date. OPF's total pension liability was measured as of December 31, 2018, and was determined by rolling forward the total pension liability as of January 1, 2018, to December 31, 2018. The City's proportion of the net pension liability was based on the City's share of contributions to the pension plan relative to the contributions of all participating entities. Following is information related to the proportionate share and pension expense:

**9. DEFINED BENEFIT PENSION PLANS (Continued)**

***Pension Liabilities, Pension Expense, and Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions***

| | OPERS | OP&F | Total |
|---|---|---|---|
| Proportionate Share of the Net Pension Liability - Current Year | 0.0151170% | 0.0328730% | |
| Proportionate Share of the Net Pension Liability - Prior Year | 0.0160250% | 0.0301680% | |
| Change in Proportionate Share | -0.0009080% | 0.0027050% | |
| Proportion of the Net Pension Liability | $4,140,240 | $2,683,304 | $6,823,544 |
| Pension Expense | $813,344 | $339,239 | $1,152,583 |

At December 31, 2019, the City reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

| **Deferred Outflows of Resources** | **OPERS** | **OPF** | **Total** |
|---|---|---|---|
| Differences between expected and actual economic experience | $191 | $110,247 | $110,438 |
| Changes of assumptions | 360,418 | 71,138 | 431,556 |
| Net difference between projected and actual earnings on pension plan investments | 561,946 | 330,581 | 892,527 |
| Changes in proportion and differences between City contributions and proportionate share of contributions | 67,041 | 146,330 | 213,371 |
| City contributions subsequent to the measurement date | 285,909 | 151,022 | 436,931 |
| Total | $1,275,505 | $809,318 | $2,084,823 |

| **Deferred Inflows of Resources** | **OPERS** | **OPF** | **Total** |
|---|---|---|---|
| Differences between expected and actual economic experience | $54,364 | $2,506 | $56,870 |
| Changes in proportion and differences between City contributions and proportionate share of contributions | 111,127 | 129,583 | 240,710 |
| Total | $165,491 | $132,089 | $297,580 |

$436,931 reported as deferred outflows of resources related to pension resulting from City contributions subsequent to the measurement date will be recognized as a reduction of the net pension liability in the year ending December 31, 2020. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to pension will be recognized in pension expense as follows:

**9. DEFINED BENEFIT PENSION PLANS (Continued)**

***Pension Liabilities, Pension Expense, and Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions***

| | OPERS | OPF | Total |
|---|---|---|---|
| Fiscal Year Ending December 31: | | | |
| 2020 | $380,295 | $162,617 | $542,912 |
| 2021 | 130,330 | 90,330 | 220,660 |
| 2022 | 52,132 | 98,298 | 150,430 |
| 2023 | 261,348 | 164,835 | 426,183 |
| 2024 | 0 | 10,127 | 10,127 |
| Total | $824,105 | $526,207 | $1,350,312 |

***Actuarial Assumptions - OPERS***

Actuarial valuations of an ongoing plan involve estimates of the values of reported amounts and assumptions about the probability of occurrence of events far into the future. Examples include assumptions about future employment, mortality, and cost trends. Actuarially determined amounts are subject to continual review or modification as actual results are compared with past expectations and new estimates are made about the future.

Projections of benefits for financial reporting purposes are based on the substantive plan (the plan as understood by the employers and plan members) and include the types of benefits provided at the time of each valuation. The total pension liability was determined by an actuarial valuation as of December 31, 2018, using the following actuarial assumptions applied to all periods included in the measurement in accordance with the requirements of GASB 67. Key methods and assumptions used in the latest actuarial valuation, reflecting experience study results, prepared as of December 31, 2018, are presented below.

| | |
|---|---|
| Valuation date | December 31, 2018 |
| Experience study | 5 year period ended December 31, 2015 |
| Actuarial cost method | Individual entry age |
| Actuarial assumptions: | |
| Investment rate of return | 7.20 percent |
| Wage inflation | 3.25 percent |
| Projected salary increases | 3.25 to 10.75 percent (including wage inflation of 3.25%) |
| Cost-of-living adjustments | Pre 1/7/2013 retirees: 3.00 percent, simple<br>Post 1/7/2013 retirees: 3.00 percent, simple<br>through 2018, then 2.15% simple |

Pre-retirement mortality rates are based on the RP-2014 Employees mortality table for males and females, adjusted for mortality improvement back to the observation period base year of 2006. The base year for males and females was then established to be 2015 and 2010, respectively. Post-retirement mortality rates are based on the RP-2014 Healthy Annuitant mortality table for males and females, adjusted for mortality improvement back to the observation period base year of 2006. The base year for males and females was then established to be 2015 and 2010, respectively. Post-retirement mortality rates for disabled retirees are based on the RP-2014 Disabled mortality table for males and females, adjusted for mortality improvement back to the observation period base year of 2006. The base year for males and females was then established to be 2015 and 2010, respectively. Mortality rates for a particular calendar year are determined by applying the MP-2015 mortality improvement scale to all of the above described tables.

## 9. DEFINED BENEFIT PENSION PLANS (Continued)

***Actuarial Assumptions - OPERS***

The most recent experience study was completed for the five year period ended December 31, 2015.

The long-term rate of return on defined benefit investment assets was determined using a building-block method in which best-estimate ranges of expected future real rates of return are developed for each major asset class. These ranges are combined to produce the long-term expected real rate of return by weighting the expected future real rates of return by the target asset allocation percentage, adjusted for inflation.

During 2018, OPERS managed investments in three investment portfolios: the Defined Benefit portfolio, the Health Care portfolio, and the Defined Contribution portfolio. The Defined Benefit portfolio contains the investment assets for the Traditional Pension Plan, the defined benefit component of the Combined Plan and the annuitized accounts of the Member-Directed Plan. Within the Defined Benefit portfolio, contributions into the plans are all recorded at the same time, and benefit payments all occur on the first of the month. Accordingly, the money-weighted rate of return is considered to be the same for all plans within the portfolio. The annual money-weighted rate of return expressing investment performance, net of investment expenses and adjusted for the changing amounts actually invested, for the Defined Benefit portfolio was a loss of 2.94% for 2018.

The allocation of investment assets with the Defined Benefit portfolio is approved by the Board of Trustees as outlined in the annual investment plan. Plan assets are managed on a total return basis with a long-term objective of achieving and maintaining a fully funded status for the benefits provided through the defined benefit pension plans. The table below displays the Board-approved asset allocation policy for 2018 and the long-term expected real rates of return:

| Asset Class | Target Allocation | Weighted Average Long-Term Expected Real Rate of Return (Arithmetic) |
|---|---|---|
| Fixed income | 23.00 % | 2.79 % |
| Domestic equities | 19.00 | 6.21 |
| Real estate | 10.00 | 4.90 |
| Private equity | 10.00 | 10.81 |
| International equities | 20.00 | 7.83 |
| Other investments | 18.00 | 5.50 |
| Total | 100.00 % | 5.95 % |

***Discount Rate -*** The discount rate used to measure the total pension liability was 7.20% for the Traditional Pension Plan. The projection of cash flows used to determine the discount rate assumed that contributions from plan members and those of the contributing employers are made at the contractually required rates, as actuarially determined. Based on those assumptions, the pension plan's fiduciary net position was projected to be available to make all projected future benefits payments of current plan members. Therefore, the long-term expected rate of return on pension plan investments was applied to all periods of projected benefit payments to determine the total pension liability

## 9. DEFINED BENEFIT PENSION PLANS (Continued)

***Sensitivity of the City's Proportionate Share of the Net Pension Liability to Changes in the Discount Rate***
The following table presents the City's proportionate share of the net pension liability calculated using the current period discount rate assumption of 7.20 percent, as well as what the City's proportionate share of the net pension liability would be if it were calculated using a discount rate that is one-percentage-point lower (6.20 percent) or one-percentage-point higher (8.20 percent) than the current rate:

| | 1% Decrease (6.20%) | Current Discount Rate (7.20%) | 1% Increase (8.20%) |
|---|---|---|---|
| City's proportionate share of the net pension liability | $6,116,338 | $4,140,240 | $2,498,084 |

***Actuarial Assumptions – OPF***

OP&F's total pension liability as of December 31, 2019 (December 31, 2018 measurement date), is based on the results of an actuarial valuation date of January 1, 2018, rolled-forward using generally accepted actuarial procedures. The total pension liability is determined by OP&F's actuaries in accordance with GASB Statement No. 67, as part of their annual valuation. Actuarial valuations of an ongoing plan involve estimates of reported amounts and assumptions about probability of occurrence of events far into the future. Examples include assumptions about future employment, mortality, salary increases, disabilities, retirements and employment terminations. Actuarially determined amounts are subject to continual review and potential modifications, as actual results are compared with past expectations and new estimates are made about the future. Assumptions considered were: withdrawal rates, disability retirement, service retirement, DROP elections, mortality, percent married and forms of the payment, DROP interest rate, CPI-based COLA, investment returns, salary increases and payroll growth.

Key methods and assumptions used in calculating the total pension liability in the latest actuarial valuation, prepared as of January 1, 2018, are presented below:

| | |
|---|---|
| Valuation date | January 1, 2018, with actuarial liabilities rolled forward to December 31, 2018 |
| Actuarial cost method | Entry age normal |
| Investment rate of return | 8.00 percent |
| Projected salary increases | 3.75 percent to 10.50 percent |
| Payroll growth | Inflation rate of 2.75 percent plus productivity increase rate of 0.50 percent |
| Cost of living adjustments | 3.00 percent simple; 2.20 percent simple for increases based on the lesser of the increase in CPI and 3.00 percent |

***Healthy Mortality*** For the January 1, 2018, valuation, mortality for non-disabled participants is based on the RP- 2014 Total Employee and Healthy Annuitant Mortality Tables rolled back to 2006, adjusted according to the rates in the following table, and projected with the Buck Modified 2016 Improvement Scale. Rates for surviving beneficiaries are adjusted by 120 percent.

**9. DEFINED BENEFIT PENSION PLANS (Continued)**

***Actuarial Assumptions – OPF (Continued)***

| Age | Police |
|---|---|
| 67 or less | 77% |
| 68 - 77 | 105% |
| 78 and up | 115% |

***Disabled Mortality*** Mortality for disabled retirees is based on the RP-2014 Disabled Mortality Tables rolled back to 2006, adjusted according to the rates in the following table, and projected with the Buck Modified 2016 Improvement Scale.

| Age | Police |
|---|---|
| 59 or less | 35% |
| 60 - 69 | 60% |
| 70 - 79 | 75% |
| 80 and up | 100% |

The actuarial assumptions used in the valuation are based on the results of a five-year experience review covering the period 2012-2016. The experience study was performed by OP&F's prior actuary and the assumptions were effective January 1, 2017.

The long-term expected rate of return on pension plan investments was determined using a building-block approach and assumes a time horizon, as defined in OP&F's Statement of Investment Policy. A forecasted rate of inflation serves as the baseline for the return expected. Various real return premiums over the baseline inflation rate have been established for each asset class. The long-term expected nominal rate of return has been determined by calculating a weighted averaged of the expected real return premiums for each asset class, adding the projected inflation rate and adding the expected return from rebalancing uncorrelated asset classes.

| Asset Class | Target Allocation | Long-Term Expected Real Rate of Return |
|---|---|---|
| Cash and Cash Equivalents | 0.00% | 0.80% |
| Domestic Equity | 16.00% | 5.50% |
| Non-US Equity | 16.00% | 5.90% |
| Private Markets | 8.00% | 8.40% |
| Core Fixed Income* | 23.00% | 2.60% |
| High Yield Fixed Income | 7.00% | 4.80% |
| Private Credit | 5.00% | 7.50% |
| U.S. Inflation Linked Bonds* | 17.00% | 2.30% |
| Master Limited Partnership | 8.00% | 6.40% |
| Real Assets | 8.00% | 7.00% |
| Private Real Estate | 12.00% | 6.10% |
| Total | 120.00% | |

Note: Assumptions are geometric
*levered 2x

## 9. DEFINED BENEFIT PENSION PLANS (Continued)

OPF's Board of Trustees has incorporated the "risk parity" concept into OPF's asset liability valuation with the goal of reducing equity risk exposure, which reduces overall Total Portfolio risk without sacrificing return, and creating a more risk-balanced portfolio based on their relationship between asset classes and economic environments. From the notional portfolio perspective above, the Total Portfolio may be levered up to 1.20 times due to the application of leverage in certain fixed income asset classes.

***Discount Rate*** The total pension liability was calculated using the discount rate of 8.00 percent. The projection of cash flows used to determine the discount rate assumed the contributions from employers and from the members would be computed based on contribution requirements as stipulated by State statute. Projected inflows from investment earning were calculated using the longer-term assumed investment rate of return 8.00 percent. Based on those assumptions, the plan's fiduciary net position was projected to be available to make all future benefit payments of current plan members. Therefore, a long-term expected rate of return on pension plan investments was applied to all periods of projected benefits to determine the total pension liability.

***Sensitivity of the City's Proportionate Share of the Net Pension Liability to Changes in the Discount Rate*** Net pension liability is sensitive to changes in the discount rate, and to illustrate the potential impact the following table presents the net pension liability calculated using the discount rate of 8.00 percent, as well as what the net pension liability would be if it were calculated using a discount rate that is one percentage point lower (7.00 percent), or one percentage point higher (9.00 percent) than the current rate.

| | 1% Decrease (7.0%) | Current Discount Rate (8.0%) | 1% Increase (9.0%) |
|---|---|---|---|
| City's proportionate share of the net pension liability | $3,527,020 | $2,683,304 | $1,978,260 |

## 10. DEFINED BENEFIT OPEB PLANS

***Net OPEB Liability***

The net OPEB liability reported on the statement of net position represents a liability to employees for OPEB. OPEB is a component of exchange transactions-–between an employer and its employees—of salaries and benefits for employee services. OPEB are provided to an employee—on a deferred-payment basis—as part of the total compensation package offered by an employer for employee services each financial period. The obligation to sacrifice resources for OPEB is a present obligation because it was created as a result of employment exchanges that already have occurred.

The net OPEB liability represents the City's proportionate share of each OPEB plan's collective actuarial present value of projected benefit payments attributable to past periods of service, net of each OPEB plan's fiduciary net position. The net OPEB liability calculation is dependent on critical long-term variables, including estimated average life expectancies, earnings on investments, cost of living adjustments and others. While these estimates use the best information available, unknowable future events require adjusting these estimates annually.

Ohio Revised Code limits the City's obligation for this liability to annually required payments. The City cannot control benefit terms or the manner in which OPEB are financed; however, the City does receive the benefit of employees' services in exchange for compensation including OPEB.

**10. DEFINED BENEFIT OPEB PLANS (Continued)**

GASB 75 assumes the liability is solely the obligation of the employer, because they benefit from employee services. OPEB contributions come from these employers and health care plan enrollees which pay a portion of the health care costs in the form of a monthly premium. The Ohio revised Code permits, but does not require the retirement systems to provide healthcare to eligible benefit recipients. Any change to benefits or funding could significantly affect the net OPEB liability. Resulting adjustments to the net OPEB liability would be effective when the changes are legally enforceable. The retirement systems may allocate a portion of the employer contributions to provide for these OPEB benefits.

The proportionate share of each plan's unfunded benefits is presented as a long-term *net OPEB liability* on the accrual basis of accounting. Any liability for the contractually-required OPEB contribution outstanding at the end of the year is included in *due to other governments* on both the accrual and modified accrual bases of accounting.

***Plan Description – Ohio Public Employees Retirement System (OPERS)***

Plan Description - The Ohio Public Employees Retirement System (OPERS) administers three separate pension plans: the traditional pension plan, a cost-sharing, multiple-employer defined benefit pension plan; the member-directed plan, a defined contribution plan; and the combined plan, a cost-sharing, multiple-employer defined benefit pension plan that has elements of both a defined benefit and defined contribution plan.

OPERS maintains a cost-sharing, multiple-employer defined benefit post-employment health care trust, which funds multiple health care plans including medical coverage, prescription drug coverage and deposits to a Health Reimbursement Arrangement to qualifying benefit recipients of both the traditional pension and the combined plans. This trust is also used to fund health care for member-directed plan participants, in the form of a Retiree Medical Account (RMA). At retirement or refund, member directed plan participants may be eligible for reimbursement of qualified medical expenses from their vested RMA balance.

In order to qualify for postemployment health care coverage, age and service retirees under the traditional pension and combined plans must have twenty or more years of qualifying Ohio service credit. Health care coverage for disability benefit recipients and qualified survivor benefit recipients is available. The health care coverage provided by OPERS meets the definition of an Other Post Employment Benefit (OPEB) as described in GASB Statement 75. See OPERS' CAFR referenced below for additional information.

The Ohio Revised Code permits, but does not require OPERS to provide health care to its eligible benefit recipients. Authority to establish and amend health care coverage is provided to the Board in Chapter 145 of the Ohio Revised Code.

Disclosures for the health care plan are presented separately in the OPERS financial report. Interested parties may obtain a copy by visiting https://www.opers.org/financial/reports.shtml#CAFR, by writing to OPERS, 277 East Town Street, Columbus, Ohio 43215-4642, or by calling (614) 222-5601 or 800-222-7377.

Funding Policy - The Ohio Revised Code provides the statutory authority requiring public employers to fund postemployment health care through their contributions to OPERS. When funding is approved by OPERS Board of Trustees, a portion of each employer's contribution to OPERS is set aside to fund OPERS health care plans. Health care is not being funded.

## 10. DEFINED BENEFIT OPEB PLANS (Continued)

Employer contribution rates are expressed as a percentage of the earnable salary of active members. In 2019, state and local employers contributed at a rate of 14.0 percent of earnable salary. These are the maximum employer contribution rates permitted by the Ohio Revised Code. Active member contributions do not fund health care.

Each year, the OPERS Board determines the portion of the employer contribution rate that will be set aside to fund health care plans. The portion of employer contributions allocated to health care for members in the Traditional Pension Plan and Combined Plan was 0.0% during calendar year 2019. The OPERS Board is also authorized to establish rules for the retiree or their surviving beneficiaries to pay a portion of the health care provided. Payment amounts vary depending on the number of covered dependents and the coverage selected. The employer contribution as a percentage of covered payroll deposited into the Member-Directed health care accounts for 2019 was 4.0%.

Employer contribution rates are actuarially determined and are expressed as a percentage of covered payroll. The City's contractually required contribution was $0 for 2019.

***Plan Description – Ohio Police & Fire Pension Fund (OP&F)***

Plan Description – The City contributes to the OP&F sponsored health care program, a cost-sharing multiple-employer defined postemployment health care plan administered by OP&F. OP&F provides healthcare benefits including coverage for medical, prescription drugs, dental, vision, Medicare Part B Premium and long-term care to retirees, qualifying benefit recipients and their eligible dependents.

OP&F provides access to postretirement health care coverage for any person who receives or is eligible to receive a monthly service, disability, or statutory survivor benefit, or is a spouse or eligible dependent child of such person. The health care coverage provided by OP&F meets the definition of an Other Post Employment Benefit (OPEB) as described in Government Accounting Standards Board (GASB) Statement No. 75.

The Ohio Revised Code allows, but does not mandate, OP&F to provide OPEB benefits. Authority for the OP&F Board of Trustees to provide health care coverage to eligible participants and to establish and amend benefits is codified in Chapter 742 of the Ohio Revised Code.

OP&F issues a publicly available financial report that includes financial information and required supplementary information for the plan. The report may be obtained by visiting the OP&F website at www.op-f.org or by writing to the Ohio Police and Fire Pension Fund, 140 East Town Street, Columbus, Ohio 43215-5164.

Funding Policy – The Ohio Revised Code provides for contribution requirements of the participating employers and of plan members to the OP&F defined benefit pension plan. Participating employers are required to contribute to the pension plan at rates expressed as percentages of the payroll of active pension plan members, currently 19.5 percent and 24 percent of covered payroll for police and fire employer units, respectively. The Ohio Revised Code states that the employer contribution may not exceed 19.5 percent of covered payroll for police employer units and 24 percent of covered payroll for fire employer units. Active members do not make contributions to the OPEB Plan.

## 10. DEFINED BENEFIT OPEB PLANS (Continued)

OP&F maintains funds for health care in two separate accounts. There is one account for health care benefits and one account for Medicare Part B reimbursements. A separate health care trust accrual account is maintained for health care benefits under IRS Code Section 115 trust. An Internal Revenue Code 401(h) account is maintained for Medicare Part B reimbursements.

The Board of Trustees is authorized to allocate a portion of the total employer contributions made into the pension plan to the Section 115 trust and the Section 401(h) account as the employer contribution for retiree health care benefits. For 2019, the portion of employer contributions allocated to health care was 0.5 percent of covered payroll. The amount of employer contributions allocated to the health care plan each year is subject to the Trustees' primary responsibility to ensure that pension benefits are adequately funded and is limited by the provisions of Sections 115 and 401(h).

The OP&F Board of Trustees is also authorized to establish requirements for contributions to the health care plan by retirees and their eligible dependents or their surviving beneficiaries. Payment amounts vary depending on the number of covered dependents and the coverage selected.

The City's contractually required contribution to OP&F was $3,968 for 2019. Of this amount, $280 is reported as an intergovernmental payable.

***OPEB Liabilities, OPEB Expense, and Deferred Outflows of Resources and Deferred Inflows of Resources Related to OPEB***

The net OPEB liability and total OPEB liability for OPERS were determined by an actuarial valuation as of December 31, 2017, rolled forward to the measurement date of December 31, 2018, by incorporating the expected value of health care cost accruals, the actual health care payment, and interest accruals during the year. OP&F's total OPEB liability was measured as of December 31, 2018, and was determined by rolling forward the total OPEB liability as of January 1, 2018, to December 31, 2018. The City's proportion of the net OPEB liability was based on the City's share of contributions to the retirement plan relative to the contributions of all participating entities. Following is information related to the proportionate share and OPEB expense:

| | OPERS | OP&F | Total |
|---|---|---|---|
| Proportionate Share of the Net OPEB Liability - Prior Year | 0.0154660% | 0.0301680% | |
| Proportionate Share of the Net OPEB Liability - Current Year | 0.0145720% | 0.0328730% | |
| Change in Proportionate Share | -0.0008940% | 0.0027050% | |
| Proportion of the Net OPEB Liability | $1,899,845 | $299,359 | $2,199,204 |
| OPEB Expense | $178,308 | $0 | $178,308 |
| OPEB (Revenue) | $0 | ($1,464,329) | ($1,464,329) |

## 10. DEFINED BENEFIT OPEB PLANS (Continued)

At December 31, 2019, the City reported deferred outflows of resources and deferred inflows of resources related to OPEB from the following sources:

| **Deferred Outflows of Resources** | **OPERS** | **OPF** | **Total** |
|---|---|---|---|
| Differences between expected and actual economic experience | $643 | $0 | $643 |
| Changes of assumptions | 61,253 | 155,173 | 216,426 |
| Net difference between projected and actual earnings on pension plan investments | 87,097 | 10,134 | 97,231 |
| Changes in proportion and differences between City contributions and proportionate share of contributions | 42,946 | 117,186 | 160,132 |
| City contributions subsequent to the measurement date | 0 | 3,968 | 3,968 |
| Total | $191,939 | $286,461 | $478,400 |

| **Deferred Inflows of Resources** | **OPERS** | **OPF** | **Total** |
|---|---|---|---|
| Differences between expected and actual economic experience | $5,155 | $8,020 | $13,175 |
| Changes of assumptions | 0 | 82,877 | 82,877 |
| Changes in proportion and differences between City contributions and proportionate share of contributions | 66,583 | 57,741 | 124,324 |
| Total | $71,738 | $148,638 | $220,376 |

$3,968 reported as deferred outflows of resources related to OPEB resulting from City contributions subsequent to the measurement date will be recognized as a reduction of the net OPEB liability in 2020. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to OPEB will be recognized in OPEB expense as follows:

| | OPERS | OPF | Total |
|---|---|---|---|
| Fiscal Year Ending December 31: | | | |
| 2020 | $74,069 | $22,740 | $96,809 |
| 2021 | (11,111) | 22,740 | 11,629 |
| 2022 | 13,366 | 22,740 | 36,106 |
| 2023 | 43,877 | 25,806 | 69,683 |
| 2024 | 0 | 20,973 | 20,973 |
| 2025 | 0 | 18,519 | 18,519 |
| Thereafter | 0 | 337 | 337 |
| Total | $120,201 | $133,855 | $254,056 |

## 10. DEFINED BENEFIT OPEB PLANS (Continued)

***Actuarial Assumptions - OPERS***

Actuarial valuations of an ongoing plan involve estimates of the values of reported amounts and assumptions about the probability of occurrence of events far into the future. Examples include assumptions about future employment, mortality, and cost trends. Actuarially determined amounts are subject to continual review or modification as actual results are compared with past expectations and new estimates are made about the future.

Projections of benefits for financial reporting purposes are based on the substantive plan and include the types of coverage provided at the time of each valuation and the historical pattern of sharing of costs between OPERS and plan members. The total OPEB liability was determined by an actuarial valuation as of December 31, 2017, rolled forward to the measurement date of December 31, 2018. The actuarial valuation used the following actuarial assumptions applied to all prior periods included in the measurement in accordance with the requirements of GASB 74:

| | |
|---|---|
| Actuarial Cost Method | Individual Entry Age |
| Single Discount Rate | 3.96 Percent |
| Investment Rate of Return | 6.00 Percent |
| Municipal Bond Rate | 3.71 Percent |
| Wage Inflation | 3.25 Percent |
| Future Salary Increases | 3.25 Percent to 10.75 Percent (including wage inflation of 3.25 percent) |
| Health Care Cost Trend Rate | 10.00 initial, 3.25 percent ultimate in 2029 |

Pre-retirement mortality rates are based on the RP-2014 Employees mortality table for males and females, adjusted for mortality improvement back to the observation period base year of 2006. The base year for males and females was then established to be 2015 and 2010, respectively. Post-retirement mortality rates are based on the RP-2014 Healthy Annuitant mortality table for males and females, adjusted for mortality improvement back to the observation period base year of 2006. The base year for males and females was then established to be 2015 and 2010, respectively. Post-retirement mortality rates for disabled retirees are based on the RP-2014 Disabled mortality table for males and females, adjusted for mortality improvement back to the observation period base year of 2006. The base year for males and females was then established to be 2015 and 2010, respectively. Mortality rates for a particular calendar year are determined by applying the MP-2015 mortality improvement scale to all of the above described tables. The most recent experience study was completed for the five year period ended December 31, 2015.

The long-term expected rate of return on health care investment assets was determined using a building-block method in which best-estimate ranges of expected future real rates of return are developed for each major asset class. These ranges are combined to produce the long-term expected real rate of return by weighting the expected future real rates of return by the target asset allocation percentage, adjusted for inflation.

During 2018, OPERS managed investments in three investment portfolios: the Defined Benefit portfolio, the Health Care portfolio and the Defined Contribution portfolio. The Health Care portfolio includes the assets for health care expenses for the Traditional Pension Plan, Combined Plan and Member-Directed Plan eligible members. Within the Health Care portfolio, contributions into the plans are assumed to be received continuously throughout the year based on the actual payroll payable at the time contributions are made, and healthcare-related payments are assumed to occur mid-year. Accordingly, the money-weighted rate of return is considered to be the same for all plans within the portfolio. The annual money-weighted rate of return expressing investment performance, net of investment expenses and adjusted for the changing amounts actually invested, for the Health Care portfolio was a loss of 5.60% for 2018.

## 10. DEFINED BENEFIT OPEB PLANS (Continued)

***Actuarial Assumptions – OPERS (continued)***

The allocation of investment assets within the Health Care portfolio is approved by the Board as outlined in the annual investment plan. Assets are managed on a total return basis with a long-term objective of continuing to offer a sustainable health care program for current and future retirees. The System's primary goal is to achieve and maintain a fully funded status for benefits provided through the defined pension plans. Health care is a discretionary benefit. The table below displays the Board-approved asset allocation policy for 2018 and the long-term expected real rates of return.

| Asset Class | Target Allocation | Weighted Average Long-Term Expected Real Rate of Return (Arithmetic) |
|---|---|---|
| Fixed Income | 34.00 % | 2.42 % |
| Domestic Equities | 21.00 | 6.21 |
| Real Estate Investment Trust | 6.00 | 5.98 |
| International Equities | 22.00 | 7.83 |
| Other investments | 17.00 | 5.57 |
| Total | 100.00 % | 5.16 % |

***Discount Rate*** A single discount rate of 3.96% was used to measure the OPEB liability on the measurement date of December 31, 2018. Projected benefit payments are required to be discounted to their actuarial present value using a single discount rate that reflects (1) a long-term expected rate of return on OPEB plan investments (to the extent that the health care fiduciary net position is projected to be sufficient to pay benefits), and (2) tax-exempt municipal bond rate based on an index of 20-year general obligation bonds with an average AA credit rating as of the measurement date (to the extent that the contributions for use with the long-term expected rate are not met). This single discount rate was based on an expected rate of return on the health care investment portfolio of 6.00% and a municipal bond rate of 3.71%. The projection of cash flows used to determine this single discount rate assumed that employer contributions will be made at rates equal to the actuarially determined contribution rate. Based on these assumptions, the OPEB plan's fiduciary net position and future contributions were sufficient to finance the health care costs through 2031. As a result, the long-term expected rate of return on health care investments was applied to projected costs through the year 2031, and the municipal bond rate was applied to all health care costs after that date.

***Sensitivity of the City's Proportionate Share of the Net OPEB Liability to Changes in the Discount Rate*** The following table presents the OPEB liability calculated using the single discount rate of 3.96%, and the expected net OPEB liability if it were calculated using a discount rate that is 1.00% lower or 1.00% higher than the current rate.

| | 1% Decrease (2.96%) | Current Discount Rate (3.96%) | 1% Increase (4.96%) |
|---|---|---|---|
| City's proportionate share of the net OPEB liability | $2,430,610 | $1,899,845 | $1,477,747 |

## 10. DEFINED BENEFIT OPEB PLANS (Continued)

***Actuarial Assumptions – OPERS (continued)***

***Sensitivity of the City's Proportionate Share of the Net OPEB Liability to Changes in the Health Care Cost Trend Rate*** Changes in the health care cost trend rate may also have a significant impact on the net OPEB liability. The following table presents the net OPEB liability calculated using the assumed trend rates, and the expected net OPEB liability if it were calculated using a health care cost trend rate that is 1.0 percent lower or 1.0 percent higher than the current rate.

Retiree health care valuations use a health care cost-trend assumption that changes over several years built into the assumption. The near-term rates reflect increases in the current cost of health care; the trend starting in 2018 is 7.50%. If this trend continues for future years, the projection indicates that years from now virtually all expenditures will be for health care. A more reasonable alternative is that in the not-too-distant future, the health plan cost trend will decrease to a level at, or near, wage inflation. On this basis, the actuaries project premium rate increases will continue to exceed wage inflation for approximately the next decade, but by less each year, until leveling off at an ultimate rate, assumed to be 3.25% in the most recent valuation.

| | 1% Decrease | Current Health Care Cost Trend Rate Assumption | 1% Increase |
|---|---|---|---|
| City's proportionate share of the net OPEB liability | $1,826,163 | $1,899,845 | $1,984,706 |

***Changes since prior Measurement Date and to Report Date*** In October 2018, the OPERS Board adopted a change in the investment return assumption, reducing it from 6.50% to 6.00%.

***Actuarial Assumptions – OP&F***

OP&F's total OPEB liability as of December 31, 2018, is based on the results of an actuarial valuation date of January 1, 2018 and rolled-forward using generally accepted actuarial procedures. The total OPEB liability is determined by OP&F's actuaries in accordance with GASB Statement No. 74, as part of their annual valuation. Actuarial valuations of an ongoing plan involve estimates of reported amounts and assumptions about probability of occurrence of events far into the future. Examples include assumptions about future employment mortality, salary increases, disabilities, retirements and employment terminations. Actuarially determined amounts are subject to continual review and potential modifications, as actual results are compared with past expectations and new estimates are made about the future.

Projections of benefits for financial reporting purposes are based on the substantive plan (the plan as understood by the employers and plan members) and include the types of benefits provided at the time of each valuation and the historical pattern of sharing benefit costs between the employers and plan members to that point. The projection of benefits for financial reporting purposes does not explicitly incorporate the potential effects of legal or contractual funding limitations.

Actuarial calculations reflect a long-term perspective. For a newly hired employee, actuarial calculations will take into account the employee's entire career with the employer and also take into consideration the benefits, if any, paid to the employee after termination of employment until the death of the employee and any applicable contingent annuitant. In many cases, actuarial calculations reflect several decades of service with the employer and the payment of benefits after termination.

## 10. DEFINED BENEFIT OPEB PLANS (Continued)

***Actuarial Assumptions – OP&F (continued)***

Key methods and assumptions used in the latest actuarial valuation, reflecting experience study results, are presented below.

| | |
|---|---|
| Valuation Date | January 1, 2018, with actuarial liabilities rolled forward to December 31, 2018 |
| Actuarial Cost Method | Entry Age Normal |
| Investment Rate of Return | 8.0 percent |
| Projected Salary Increases | 3.75 percent to 10.5 percent |
| Payroll Growth | Inflation rate of 2.75 percent plus productivity increase rate of 0.5 percent |
| Single discount rate: | |
| Currrent measurement date | 4.66 percent |
| Prior measurement date | 3.24 percent |
| Cost of Living Adjustments | 3.00 percent simple; 2.2 percent simple for increased based on the lesser of the increase in CPI and 3 percent |

***Healthy Mortality*** Mortality for non-disabled participants is based on the RP-2014 Total Employee and Healthy Annuitant Mortality Tables rolled back to 2006, adjusted according to the rates in the following table, and projected with the Buck Modified 2016 Improvement Scale. Rates for surviving beneficiaries are adjusted by 120 percent.

| Age | Police |
|---|---|
| 67 or less | 77 % |
| 68-77 | 105 |
| 78 and up | 115 |

***Disabled Mortality*** Mortality for disabled retirees is based on the RP-2014 Disabled Mortality Tables rolled back to 2006, adjusted according to the rates in the following table, and projected with the Buck Modified 2016 Improvement Scale.

| Age | Police |
|---|---|
| 59 or less | 35 % |
| 60-69 | 60 |
| 70-79 | 75 |
| 80 and up | 100 |

The most recent experience study was completed for the five-year period ended December 31, 2016.

The long-term expected rate of return on OPEB plan investments was determined using a building-block approach and assumes a time horizon, as defined in the Statement of Investment Policy. A forecasted rate of inflation serves as the baseline for the return expected. Various real return premiums over the baseline inflation rate have been established for each asset class. The long-term expected nominal rate of return has been determined by calculating a weighted averaged of the expected real return premiums for each asset class, adding the projected inflation rate and adding the expected return from rebalancing uncorrelated asset classes.

## 10. DEFINED BENEFIT OPEB PLANS (Continued)

***Actuarial Assumptions – OP&F (continued)***

Best estimates of the long-term expected geometric real rates of return for each major asset class included in OP&F's target asset allocation as of December 31, 2018, are summarized below:

| Asset Class | Target Allocation | Long-Term Expected Real Rate of Return |
|---|---|---|
| Cash and Cash Equivalents | 0.00% | 0.80% |
| Domestic Equity | 16.00% | 5.50% |
| Non-US Equity | 16.00% | 5.90% |
| Private Markets | 8.00% | 8.40% |
| Core Fixed Income* | 23.00% | 2.60% |
| High Yield Fixed Income | 7.00% | 4.80% |
| Private Credit | 5.00% | 7.50% |
| U.S. Inflation Linked Bonds* | 17.00% | 2.30% |
| Master Limited Partnership | 8.00% | 6.40% |
| Real Assets | 8.00% | 7.00% |
| Private Real Estate | 12.00% | 6.10% |
| Total | 120.00% | |

Note: Assumptions are geometric
*levered 2x

OP&F's Board of Trustees has incorporated the risk parity concept into OP&F's asset liability valuation with the goal of reducing equity risk exposure, which reduces overall Total Portfolio risk without sacrificing return, and creating a more risk-balanced portfolio based on the relationship between asset classes and economic environments. From the notional portfolio perspective above, the Total Portfolio may be levered up to 1.2 times due to the application of leverage in certain fixed income asset classes.

***Discount Rate*** The total OPEB liability was calculated using the discount rate of 4.66%. The projection of cash flows used to determine the discount rate assumed the contributions from employers and from members would be computed based on contribution requirements as stipulated by state statute. Projected inflows from investment earnings were calculated using the longer-term assumed investment rate of return 8.00%. Based on those assumptions, OP&F's fiduciary net position was projected to not be able to make all future benefit payments of current plan members. Therefore, a municipal bond rate of 4.13% at December 31, 2018 and 3.16% at December 31, 2017, was blended with the long-term rate of 8.00%, which resulted in a blended discount rate of 4.66%.

## 10. DEFINED BENEFIT OPEB PLANS (Continued)

***Actuarial Assumptions – OP&F (continued)***

***Sensitivity of the City's Proportionate Share of the Net OPEB Liability to Changes in the Discount Rate*** Net OPEB liability is sensitive to changes in the discount rate, and to illustrate the potential impact the following table presents the net OPEB liability calculated using the discount rate of 4.66 percent, as well as what the net OPEB liability would be if it were calculated using a discount rate that is one percentage point lower (3.66 percent), or one percentage point higher (5.66 percent) than the current rate.

| | 1% Decrease (3.66%) | Current Discount Rate (4.66%) | 1% Increase (5.66%) |
|---|---|---|---|
| City's proportionate share of the net OPEB liability | $364,701 | $299,359 | $244,510 |

***Sensitivity of the City's Proportionate Share of the Net OPEB Liability to Changes in the Health Care Cost Trend Rate*** The net OPEB liability for OP&F is sensitive to changes in the healthcare cost trend rate because it is based on a medical benefit that is a flat dollar amount.

***Changes since prior Measurement Date and to Report Date***

Beginning January 1, 2019 OP&F changed its retiree health care model and the current self-insured health care plan is no longer offered. In its place will be a stipend-based health care model. OP&F has contracted with a vendor who will assist eligible retirees in choosing health care plans from their marketplace (both Medicare-eligible and pre-Medicare populations). A stipend funded by OP&F will be placed in individual Health Reimbursement Accounts that retirees will use to be reimbursed for health care expenses. As a result of changing from the current health care model to the stipend based health care model, management expects that it will be able to provide stipends to eligible participants for the next 15 years.

## 11. RISK MANAGEMENT

The City is exposed to various risks of property and casualty losses, and injuries to employees. The City insures against injuries to employees through the Ohio Bureau of Worker's Compensation.

The City belongs to the Public Entities Pool of Ohio (PEP), a risk-sharing pool available to Ohio local governments. PEP provides property and casualty coverage for its members. York Insurance Services Group, Inc. (York) functions as the administrator of PEP and provides underwriting, claims, loss control, risk management, and reinsurance services for PEP. PEP is a member of the American Public Entity Excess Pool (APEEP), which is also administered by York. Member governments pay annual contributions to fund PEP. PEP pays judgments, settlements and other expenses resulting from covered claims that exceed the members' deductibles.

## 11. RISK MANAGEMENT (Continued)

Casualty and Property Coverage
APEEP provides PEP with an excess risk-sharing program. Under this arrangement, PEP retains insured risks up to an amount specified in the contracts. At December 31, 2018, PEP retained $500,000 for casualty claims and $250,000 for property claims.

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

Financial Position
PEP's financial statements (audited by other auditor's) conform with generally accepted accounting principles, and reported the following assets, liabilities and net position at December 31, 2019 (the most recent information available).

| | |
|---|---|
| Assets | $54,973,597 |
| Liabilities | (16,440,940) |
| Net Position | $38,532,657 |

At December 31, 2019 the liabilities above include approximately $15.0 million of estimated incurred claims payable. The assets above also include approximately $13.0 million of unpaid claims to be billed. The Pool's membership increased to 553 members in 2019. These amounts will be included in future contributions from members when the related claims are due for payment. As of December 31, 2019, the City's share of these unpaid claims collectible in future years is approximately $48,000.

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

**2019 Contributions to PEP**

$72,099

## 11. RISK MANAGEMENT (Continued)

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

The City also maintains a blanket crime bond in the amount of $2,500. In addition the City carries employee dishonesty coverage for items over the amount of $5,000 with a no deductible. The City pays all elected officials' bonds by statute. The City insures an employee health benefits program through Anthem Blue Cross/Blue Shield.

Settlement claims resulting from these risks have not exceeded commercial insurance coverage in any of the past three years. The City has not incurred significant reductions in insurance coverage from coverage in prior year by major category risk.

## 12. OTHER EMPLOYEE BENEFITS

***Deferred Compensation***: Employees of the City may participate in the Voya Deferred Compensation Program, Ohio Deferred Compensation, or Security Benefits which were created in accordance with Internal Revenue Code Section 457. Participation is on a voluntary payroll deduction basis.

These plans permit deferral of compensation until future years. According to the plans, the deferred compensation is not available to employees until termination, retirement, death, or unforeseeable emergency. Assets of the plans are held in trust for the exclusive benefit of the participants and their beneficiaries.

***Compensated Absences***: Vacation leave is earned at rates that vary depending upon length of service and standard work week. Current policy credits vacation on the employee's anniversary date and is to be taken by the next anniversary date. Vacation time is not cumulative and must be taken during the year unless otherwise specified. City employees are paid for earned, unused vacation leave at the time of termination of employment if the employee has at least one year of service.

The Police Department earns sick leave at a rate of 4.6 hours per completed eighty hours of active pay status. Those employees with not less than 10 years of service at retirement shall be paid the value of his/her sick leave credit for up to one-third of the leave up to a maximum of 400 hours upon termination. All other City employees earn sick leave at a rate of 4.6 hours per completed eighty hours of active pay status. Those employees with at least ten years of service at the time of separation shall be paid the value of his/her sick credit for up to one-fourth of the leave up to 300 hours. Such payment shall be based on the employee's rate of pay at the time of separation, or the full balance may be transferred to another governmental agency.

## 13. CAPITAL ASSETS

Capital asset activity for the year ended December 31, 2019:

| | Beginning Balance 12/31/2018 | Additions | Deletions | Ending Balance 12/31/2019 |
|---|---|---|---|---|
| Governmental Activities | | | | |
| Capital Assets, Not Being Depreciated | | | | |
| Land | $ 580,307 | $ 205,900 | $ - | $ 786,207 |
| Construction in Progress | 546,122 | 53,207 | (585,505) | 13,824 |
| Total Capital Assets, Not Being Depreciated | 1,126,429 | 259,107 | (585,505) | 800,031 |
| Capital Assets Being Depreciated | | | | |
| Land Improvements | 2,112,219 | 196,107 | - | 2,308,326 |
| Buildings and Improvements | 4,049,203 | 8,031 | - | 4,057,234 |
| Furniture and Equipment | 2,087,839 | 146,818 | (18,050) | 2,216,607 |
| Vehicles | 2,158,582 | 19,760 | (1,431,527) | 746,815 |
| Infrastructure | 19,820,748 | 2,318,481 | (163,184) | 21,976,045 |
| Total Capital Assets Being Depreciated | 30,228,591 | 2,689,197 | (1,612,761) | 31,305,027 |
| Less Accumulated Depreciation | | | | |
| Land Improvements | (1,412,403) | (51,847) | - | (1,464,250) |
| Buildings and Improvements | (1,100,880) | (79,863) | - | (1,180,743) |
| Furniture and Equipment | (1,624,532) | (100,573) | 7,000 | (1,718,105) |
| Vehicles | (1,851,462) | (33,021) | 1,309,197 | (575,286) |
| Infrastructure | (7,067,493) | (726,673) | 163,184 | (7,630,982) |
| Total Accumulated Depreciation | (13,056,770) | (991,977) | 1,479,381 | (12,569,366) |
| Total Capital Assets Being Depreciated, Net | 17,171,821 | 1,697,220 | (133,380) | 18,735,661 |
| Governmental Activities Capital Assets, Net | $ 18,298,250 | $ 1,956,327 | $ (718,885) | $ 19,535,692 |

Depreciation expense was charged to governmental functions as follows:

| | |
|---|---|
| General Government: | |
| Legislative and Executive | $30,154 |
| Security of Persons & Property | 94,757 |
| Leisure Time Activities | 43,326 |
| Transportation | 823,740 |
| Total Depreciation Expense | $991,977 |

## 13. CAPITAL ASSETS (Continued)

Capital asset activity for the year ended December 31, 2019:

| | Beginning Balance 12/31/2018 | Additions | Deletions | Ending Balance 12/31/2019 |
|---|---|---|---|---|
| Business Type Activities | | | | |
| Capital Assets, Not Being Depreciated | | | | |
| Land | $ 10,460 | $ - | $ - | $ 10,460 |
| Construction in Progress | 427,243 | 679,388 | (302,576) | 804,055 |
| Total Capital Assets, Not Being Depreciated | 437,703 | 679,388 | (302,576) | 814,515 |
| Capital Assets Being Depreciated | | | | |
| Land Improvements | 348,671 | - | - | 348,671 |
| Buildings and Improvements | 34,416,687 | 35,686 | - | 34,452,373 |
| Furniture and Equipment | 1,641,626 | 258,755 | (115,135) | 1,785,246 |
| Vehicles | 982,739 | 94,655 | - | 1,077,394 |
| Infrastructure | 5,514,742 | 302,576 | - | 5,817,318 |
| Total Capital Assets Being Depreciated | 42,904,465 | 691,672 | (115,135) | 43,481,002 |
| Less Accumulated Depreciation | | | | |
| Land Improvements | (278,521) | (5,862) | - | (284,383) |
| Buildings and Improvements | (8,622,378) | (507,818) | - | (9,130,196) |
| Furniture and Equipment | (1,138,938) | (84,239) | 64,613 | (1,158,564) |
| Vehicles | (424,558) | (54,660) | - | (479,218) |
| Infrastructure | (2,541,350) | (286,272) | - | (2,827,622) |
| Total Accumulated Depreciation | (13,005,745) | (938,851) | 64,613 | (13,879,983) |
| Total Capital Assets Being Depreciated, Net | 29,898,720 | (247,179) | (50,522) | 29,601,019 |
| Business Type Activities Capital Assets, Net | $30,336,423 | $ 432,209 | $ (353,098) | $ 30,415,534 |

## 14. LONG-TERM OBLIGATIONS

The City's long-term obligations at year end consisted of the following:

| | Outstanding 12/31/2018 | Issued | Retired | Outstanding 12/31/2019 | Due In One Year |
|---|---|---|---|---|---|
| ***Governmental Activities*** | | | | | |
| Compensated Absences | $ 174,092 | $ 294,605 | $ 314,450 | $ 154,247 | $ 12,012 |
| 2018 - 0% OPWC Loan | 222,925 | - | 74,308 | 148,617 | 24,769 |
| 2019 - 0% OPWC Loan | - | 300,002 | 5,000 | 295,002 | 5,000 |
| 2009 - Various Purpose General Obligation Bonds | 265,000 | - | 130,000 | 135,000 | 135,000 |
| 2016 - Refunding Various Purpose General Obligation Bonds | 1,890,000 | - | 90,000 | 1,800,000 | 90,000 |
| Capital Lease | 145,634 | 19,322 | 54,678 | 110,278 | 60,914 |
| Net Pension Liability | 3,263,367 | 1,755,455 | - | 5,018,822 | - |
| Net OPEB Liability | 2,652,439 | - | 1,281,373 | 1,371,066 | - |
| Total Governmental Activities | $ 8,613,457 | $ 2,369,384 | $ 1,949,809 | $ 9,033,032 | $ 327,695 |

## 14. LONG-TERM OBLIGATIONS (Continued)

| | Outstanding 12/31/2018 | Issued | Retired | Outstanding 12/31/2019 | Due In One Year |
|---|---|---|---|---|---|
| ***Business-Type Activities*** | | | | | |
| Compensated Absences | $ 75,053 | $ 176,764 | $ 171,025 | $ 80,792 | $ 13,296 |
| **Water** | | | | | |
| 2014 General Obligation Refunding and Improvement Bonds 3.53% | 2,090,000 | - | 130,000 | 1,960,000 | 135,000 |
| 2014 General Obligation Refunding and Improvement Bonds 3.53% | 490,000 | - | 30,000 | 460,000 | 30,000 |
| 2005 - Water System Improvement Revenue Bonds - 4.25% | 466,000 | - | 9,000 | 457,000 | 10,000 |
| 2005 - Water System Improvement Revenue Bonds - 4.25% | 1,998,000 | - | 41,000 | 1,957,000 | 43,000 |
| Capital Lease | 160,368 | 26,185 | 56,262 | 130,291 | 55,634 |
| Net Pension Liability | 557,004 | 374,280 | - | 931,284 | - |
| Net OPEB Liability | 372,108 | 55,233 | - | 427,341 | - |
| Total Water Fund | 6,133,480 | 455,698 | 266,262 | 6,322,916 | 273,634 |
| **Sewer** | | | | | |
| 2004 - OWDA Loan - 1% | 132,234 | - | 21,493 | 110,741 | 21,709 |
| 2005 - OWDA Loan - 1% | 516,960 | - | 71,660 | 445,300 | 72,389 |
| 2010 - OWDA Loan - 1% | 5,266,171 | - | 397,554 | 4,868,617 | 401,539 |
| 2019 - OWDA Loan - 1% | - | 12,704 | - | 12,704 | - |
| 2019 - OWDA Loan - 1% | - | 2,092 | - | 2,092 | - |
| 2007 - OPWC Loan - 0% | 80,000 | - | 15,000 | 65,000 | 5,000 |
| 2014 - OPWC Loan - 0% | 330,729 | - | 26,111 | 304,618 | 8,704 |
| 2015 - OPWC Loan - 0% | 183,233 | - | 16,657 | 166,576 | 5,552 |
| 2019 - OPWC Loan - 0% | - | 267,786 | - | 267,786 | - |
| Capital Lease | 160,368 | 26,185 | 56,262 | 130,291 | 55,634 |
| Net Pension Liability | 545,202 | 328,236 | - | 873,438 | - |
| Net OPEB Liability | 364,224 | 36,573 | - | 400,797 | - |
| Total Sewer Fund | 7,579,121 | 673,576 | 604,737 | 7,647,960 | 570,527 |
| **Storm Water Fund** | | | | | |
| 2018 - OWDA Loan - 1% | 10,252 | - | 10,252 | - | - |
| 2018 - OWDA Loan - 0% | 40,676 | - | 40,676 | - | - |
| 2019 - OWDA Loan - 0% | - | 78,107 | 78,107 | - | - |
| Capital Lease | - | 26,185 | 6,863 | 19,322 | 6,236 |
| Total Storm Water Fund | 50,928 | 104,292 | 135,898 | 19,322 | 6,236 |
| Total Business-Type Activities | $ 13,838,582 | $ 1,410,330 | $ 1,177,922 | $ 14,070,990 | $ 863,693 |

## 14. LONG-TERM OBLIGATIONS (Continued)

Mortgage revenue bonds in the amount of $560,000 and $2,400,000 were issued in 2005 to improve the water system of the City. Property and revenue of the utility facilities have been pledged to repay these debts.

The 2004 OWDA loan was issued at an interest rate of 1% during 2004 and 2005 to pay for the costs of sanitary sewer lining. The 2005 OWDA loan was issued at an interest rate of 1% to pay for the costs of a lift station, equalization basin, and relief sewers. The 2007 OPWC loan was issued at a zero percent interest rate for a portion of the costs of the wastewater treatment plant bypass elimination. The 2010 OWDA loan was issued at an interest rate of 1% to pay for the costs of the Wastewater Treatment Plant upgrade. The 2014 OPWC loan was issued at a zero percent interest rate for the replacement of sanitary sewer infrastructure. The 2015 OPWC loan was issued at a zero percent interest rate for sewer improvements. The 2019 OPWC loan was issued at a zero percent interest rate for sewer improvements. The Sewer Fund is being used to repay these loans.

There was one OWDA loan issued in 2019 at an interest rate of 0% to pay for the costs of storm sewer maintenance. The loan paid the remaining balance of the two previous OWDA loans for storm sewer maintenance. The 2019 OWDA loan was repaid through a principal forgiveness program.

There were two OWDA loans issued in 2019 at an interest rate of 1% to pay for sewer improvements. These loans will be repaid from the sewer fund. These loans were not finalized as of year end and are not included in the amortization schedule.

The 2018 and 2019 OPWC loans were issued at a zero percent interest rate for street improvements. These loans will be repaid from the Street Fund.

In connection with the general obligation refunding and improvement bonds, the mortgage revenue bonds and OWDA loans, the City has pledged future customer revenues of the Water and Sewer Funds, respectively, net of specified operating expenses, to repay these bonds and loans. The bonds and loans are payable, through final maturities, from net revenues applicable to the Water and Sewer Funds, respectively. Total principal and interest remaining to be paid on the bonds is $7,002,105. The net revenue available for these bonds was $618,271 and principal and interest paid was $402,970. The coverage ratio for these bonds was 1.53 for the year ended December 31, 2019. The remaining principal and interest to be paid on the OWDA loans was $5,739,791. The net revenue available for these loans was $1,015,362 and principal and interest paid was $548,637. The coverage ratio for the loans was 1.85 for the year ended December 31, 2019.

The 2009 Various Purpose General Obligation Bonds were issued in the amount of $2,730,000 for the purpose of constructing a new fire station. General obligation bonds are direct obligations of the City for which its full faith, credit and resources are pledged and are payable from taxes levied on all taxable property in the City. Property tax monies will be received in and the debt is being repaid from a General Obligation Bond Retirement Fund. $1,470,000 of these bonds were refunded during 2017.

The City issued $3,225,000 in general obligation refunding and improvement bonds in 2014 for the purpose of refunding $2,510,000 of the 2004 Mortgage Revenue Bonds and providing funds for $615,000 in improvements. The entire amount of these bonds is term bonds. The bonds were issued for an 18 year period with final maturity on May 1, 2031. Properties and revenues of the utility facilities have been pledged to repay these debts.

## 14. LONG-TERM DEBT OBLIGATIONS (Continued)

The City issued $2,030,000 in general obligation refunding various purpose bonds in 2016 for the purpose of advance refunding $1,470,000 of the 2009 Various Purpose General Obligation Bonds and $280,000 of the 2007 Street Improvement Bonds. The bonds were issued for a 13 year period with final maturity December 1, 2029 at a 2.03% interest rate. Property tax monies will be received in and the debt is being repaid from a General Obligation Bond Retirement Fund.

The refunding resulted in an economic gain in the amount of $115,351 and an aggregate difference between the refunding debt and the refunded debt in the amount of $243,806. As more fully described in Note 2, the deferred charge of $243,806 is deferred and is being amortized over the shorter of the refunded or refunding debt.

In 2016, the City placed $1,993,806 with an escrow agent, of which $1,750,000 of that amount was principal. $280,000 of the 2007 Street Improvement Bonds were redeemed on December 1, 2017 and $1,470,000 of the 2009 Various Purpose General Obligation Bonds can be redeemed on June 1, 2020. The City has not recorded these balances on their financial statements as the debt is considered advance refunded; however, the outstanding balance on these advance refunded bonds remains $1,470,000, as of December 31, 2019.

Compensated absences (sick leave and vacation benefits) will be paid from the General Fund, Street Special Revenue Fund, and Sewer and Water Enterprise Funds. Capital lease obligations will be paid from the fund that maintains custody of the related asset.

Principal and interest requirements to retire Refunding and General Obligation Bonds (Governmental Activities) and principal requirements to retire OPWC (Business-Type Activities and Governmental Activities) debt at December 31, 2019 were as follows:

| | General Obligation Bonds | | OPWC Business | OPWC Governmental | General Obligation Refunding Bonds | |
|---|---|---|---|---|---|---|
| | Principal | Interest | Principal | Principal | Principal | Interest |
| 2020 | $ 135,000 | $ 6,413 | $ 19,256 | $ 29,769 | $ 90,000 | $ 36,540 |
| 2021 | - | - | 80,404 | 59,539 | 230,000 | 34,713 |
| 2022 | - | - | 80,404 | 84,309 | 230,000 | 30,044 |
| 2023 | - | - | 80,404 | 10,000 | 170,000 | 25,375 |
| 2024 | - | - | 80,404 | 10,000 | 175,000 | 21,924 |
| 2025-2029 | - | - | 262,778 | 50,000 | 905,000 | 55,622 |
| 2030-2034 | - | - | 142,560 | 50,000 | - | - |
| 2035-2039 | - | - | 57,770 | 50,000 | - | - |
| 2040-2044 | - | - | - | 50,000 | - | - |
| 2045-2049 | - | - | - | 50,002 | - | - |
| | $ 135,000 | $ 6,413 | $ 803,980 | $ 443,619 | $ 1,800,000 | $ 204,218 |

Principal and interest requirements to retire Mortgage Revenue Bonds, Refunding Bonds, and the OWDA Loan at December 31, 2019 were as follows:

## 14. LONG-TERM DEBT OBLIGATIONS (Continued)

| | Water System Improvement Bonds | | OWDA Loan | | Refunding and Improvement Bonds | |
|---|---|---|---|---|---|---|
| | Principal | Interest | Principal | Interest | Principal | Interest |
| 2020 | $ 53,000 | $ 102,876 | $ 495,637 | $ 53,011 | $ 165,000 | $ 82,514 |
| 2021 | 55,000 | 100,343 | 500,606 | 48,043 | 175,000 | 76,513 |
| 2022 | 56,000 | 98,005 | 505,624 | 43,024 | 180,000 | 70,247 |
| 2023 | 61,000 | 95,625 | 510,693 | 37,955 | 185,000 | 63,805 |
| 2024 | 62,000 | 93,287 | 515,813 | 32,835 | 190,000 | 57,186 |
| 2025-2029 | 352,000 | 423,525 | 2,229,131 | 93,582 | 1,050,000 | 179,324 |
| 2030-2034 | 434,000 | 342,099 | 667,154 | 6,683 | 475,000 | 16,856 |
| 2035-2039 | 534,000 | 241,630 | - | - | - | - |
| 2040-2044 | 658,000 | 117,937 | - | - | - | - |
| 2045 | 149,000 | 6,333 | - | - | - | - |
| | $ 2,414,000 | $ 1,621,660 | $ 5,424,658 | $ 315,133 | $ 2,420,000 | $ 546,445 |

The City's overall legal debt margin was $11,032,772 at December 31, 2019.

## 15. CONTINGENCIES

Grants

The City received financial assistance from federal and state agencies in the form of grants. The expenditure of funds received under these programs generally requires compliance with terms and conditions specified in the grant agreements and are subject to audit by the grantor agencies. Any disallowed claims resulting from such audits could become liability of the General Fund or other applicable funds. However, in the opinion of management, any such disallowed claims will not have a material adverse effect on the overall financial position of the City at December 31, 2019.

Litigation

The City is party to various legal proceedings. City management is of opinion that ultimate disposition of these claims and legal proceeding will not have a material effect, if any, on the financial condition of the City.

## 16. CAPITALIZED LEASES - LESSEE DISCLOSURE

During 2019 and in previous years, the City entered into capital lease agreements for police cruisers, a jet vac/hydro excavator, a tractor, computer equipment, a vac truck, a bucket truck, and radio read meters. The leases meet the criteria of a capital lease as defined by Governmental Accounting Standards Board No. 62, which defines a capital lease generally as one which transfers benefits and risks of ownership to the lessee. Capital lease payments have been reclassified and are reflected as debt service in the basic financial statements for the General Fund and as reductions of capital lease obligations in the Water and Sewer Funds. These expenditures are reflected as program/object expenditures on a budgetary basis in the General Fund.

## 16. CAPITALIZED LEASES - LESSEE DISCLOSURE (Continued)

The capital assets acquired by the leases have been capitalized in the statement of net position for governmental activities and business-type activities in the amount of $1,424,485 which is equal to the present value of the minimum lease payments at the time of acquisition. A corresponding liability was recorded on the statement of net position for governmental activities and business-type activities. Principal payments in fiscal year 2019 totaled $54,678 in the governmental funds, $56,262 in the Water Fund, $56,262 in the Sewer Fund and $6,863 in the Storm Sewer Maintenance Fund.

The following is a schedule of the future minimum lease payments required under the capital leases and the present value of the minimum lease payments as of December 31, 2019:

| Year Ending December 31, | Capitalized Lease Obligation |
|---|---|
| 2020 | $ 189,727 |
| 2021 | 132,220 |
| 2022 | 91,831 |
| Total Minimum Lease Payments | 413,778 |
| Less: Amount Representing Interest | (23,596) |
| Present Value of Minimum Lease Payments | $ 390,182 |

## 17. NEW ACCOUNTING PRINCIPLES

For the fiscal year ended December 31, 2019, the City has implemented Governmental Accounting Standards Board (GASB) Statement No. 95, Postponement of the Effective Dates of Certain Authoritative Guidance. GASB Statement No. 95 postpones the effective dates of certain provisions in the statements that first became effective or are scheduled to become effective for periods beginning after June 15, 2018, and later.

The following statements are postponed by one year:

- Statement No. 84, Fiduciary Activities
- Statement No. 89, Accounting for Interest Cost Incurred before the End of a Construction Period
- Statement No. 90, Majority Equity Interests
- Statement No. 91, Conduit Debt Obligations

Certain provisions in the following statements are postponed by one year:

- Statement No. 92, Omnibus 2020
- Statement No. 93, Replacement of Interbank Offered Rates

The following statement is postponed by 18 months:

- Statement No. 87, Leases

## 18. FUND BALANCES

Fund balance is classified as nonspendable, restricted, committed, assigned and/or unassigned based primarily on the extent to which the City is bound to observe constraints imposed upon the use of the resources in the governmental funds. The constraints placed on the fund balance for the major governmental funds and all other governmental funds are presented below:

| Fund Balances | General | Street | All Other Governmental | Total Governmental Funds |
|---|---|---|---|---|
| **Nonspendable** | | | | |
| Unclaimed Monies | $20,231 | $0 | $0 | $20,231 |
| Total Nonspendable | 20,231 | 0 | 0 | 20,231 |
| **Restricted for** | | | | |
| Street Improvement | 0 | 331,953 | 0 | 331,953 |
| Parking Meter | 0 | 0 | 201,660 | 201,660 |
| Municipal Court Special Project | 0 | 0 | 24,384 | 24,384 |
| Alcohol Treatment | 0 | 0 | 91,844 | 91,844 |
| Other Purpose | 0 | 0 | 281,118 | 281,118 |
| Recreation | 0 | 0 | 277,781 | 277,781 |
| Rehab | 0 | 0 | 14,223 | 14,223 |
| Revolving Loan | 0 | 0 | 274,634 | 274,634 |
| Debt Services Payments | 0 | 0 | 120,827 | 120,827 |
| Capital Improvements | 0 | 0 | 313,684 | 313,684 |
| Total Restricted | 0 | 331,953 | 1,600,155 | 1,932,108 |
| **Assigned to** | | | | |
| Future Year Appropriations | 701,509 | 0 | 0 | 701,509 |
| Other Purposes | 121,368 | 0 | 0 | 121,368 |
| Total Assigned | 822,877 | 0 | 0 | 822,877 |
| **Unassigned** | 678,508 | 0 | 0 | 678,508 |
| Total Fund Balances | $1,521,616 | $331,953 | $1,600,155 | $3,453,724 |

## 19. SIGNIFICANT COMMITMENTS

***Encumbrances***

Encumbrances are commitments related to unperformed contracts for goods or services. Encumbrance accounting is utilized to the extent necessary to assure effective budgetary control and accountability and to facilitate effective cash planning and control. At fiscal year end, the amount of significant encumbrances expected to be honored upon performance by the vendor in the next fiscal year were as follows:

| | |
|---|---|
| Major Funds: | |
| General Fund | $124,625 |
| Street Fund | 111,784 |
| Tax Increment Fund | 33,962 |
| Water Fund | 37,498 |
| Sewer Fund | 391,915 |
| Storm Sewer Maintenance and Repair Nonmajor Enterprise Fund | 97,048 |
| Total | $796,832 |

## 20. SUBSEQUENT EVENTS

The United States and the State of Ohio declared a state of emergency in March 2020 due to the global Coronavirus Disease 2019 (COVID-19) pandemic. The financial impact of COVID-19 will impact subsequent periods of the City. The impact on the City's future operating costs, revenues, and any recovery from emergency funding, either federal or state, cannot be estimated.

The City's investment portfolio and the investments of the pension and other employee benefit plan in which the City participates have incurred a significant decline in fair value, consistent with the general decline in financial markets. However, because the values of individual investments fluctuate with market conditions, and due to market volatility, the amount of losses that will be recognized in subsequent periods, if any, cannot be determined.

On March 27, 2020, the United States government enacted the Coronavirus Aid, Relief, and Economic Security Act (the "Cares Act"), to provide economy-wide financial stimulus in the form of financial aid to individuals, businesses, nonprofit entities, states, and municipalities. The City has received $393,459 in Cares Act money as of the date of this report

On June 8, 2020 the City refunded water bonds and park improvement bonds by consolidation into one bond for $2,432,000. This consolidated issue of bonds is now known as "Various Purpose Limited Tax General Obligation Bonds, Series 2020".

On October 1, 2020, the City entered into a contract with Sunesis Construction Company for $311,740 for the Moberly Branch Phase I project.

## 21. COMPLIANCE

Ohio Revised Code Section 5705.39 requires the total appropriations from each fund shall not exceed the total of the estimated revenue available for expenditure there from, as certified by the budget commission. Final Street Fund appropriations exceeded estimated resources for the year ending December 31, 2019.

**City of Hillsboro**

*Required Supplementary Information*

*Schedule of the City's Proportionate Share of the Net Pension Liability*

*Ohio Public Employees Retirement System*

*Last Six Years*

| | 2019 | 2018 | 2017 | 2016 | 2015 | 2014 |
|---|---|---|---|---|---|---|
| City's proportion of the net pension liability | 0.015117% | 0.016025% | 0.014805% | 0.014981% | 0.015094% | 0.015094% |
| City's proportionate share of the net pension liability | $ 4,140,240 | $ 2,514,012 | $ 3,361,074 | $ 2,594,898 | $ 1,820,505 | $ 1,779,386 |
| City's covered payroll | $ 1,232,950 | $ 2,189,700 | $ 1,977,133 | $ 1,921,650 | $ 1,911,250 | $ 2,054,054 |
| City's proportionate share of the net pension liability as a percentage of its covered payroll | 335.80% | 114.81% | 170.00% | 135.03% | 95.25% | 86.63% |
| Plan fiduciary net position as a percentage of the total pension liability | 74.70% | 84.66% | 77.25% | 81.08% | 86.45% | 86.36% |

Note: Information not available prior to 2014.
Amounts presented as of the City's measurement date which is the prior fiscal year.

See the accompanying notes to the required supplementary information.

**City of Hillsboro**
*Required Supplementary Information*
*Schedule of the City's Proportionate Share of the Net Pension Liability*
*Ohio Police and Fire Pension System*
*Last Six Years*

| | 2019 | 2018 | 2017 | 2016 | 2015 | 2014 |
|---|---|---|---|---|---|---|
| City's proportion of the net pension liability | 0.0328730% | 0.0301680% | 0.0318010% | 0.0342040% | 0.0332208% | 0.0332208% |
| City's proportionate share of the net pension liability | $ 2,683,304 | $ 1,851,561 | $ 2,014,274 | $ 2,200,367 | $ 1,763,398 | $ 1,656,393 |
| City's covered payroll | $ 825,974 | $ 732,111 | $ 759,853 | $ 773,379 | $ 712,989 | $ 1,506,581 |
| City's proportionate share of the net pension liability as a percentage of its covered payroll | 324.87% | 252.91% | 265.09% | 284.51% | 247.32% | 109.94% |
| Plan fiduciary net position as a percentage of the total pension liability | 63.07% | 70.91% | 68.36% | 66.77% | 71.71% | 72.53% |

Note: Information prior to 2014 is not available.
Amounts presented as of the City's measurement date

See the accompanying notes to the required supplementary information.

**City of Hillsboro**
*Required Supplementary Information*
*Schedule of City Pension Contributions*
*Ohio Public Employees Retirement System*
*Last Ten Years*

| | 2019 | 2018 | 2017 | 2016 | 2015 | 2014 | 2013 | 2012 | 2011 | 2010 |
|---|---|---|---|---|---|---|---|---|---|---|
| Contractually required contribution | $ 285,909 | $ 172,613 | $ 284,661 | $ 237,256 | $ 230,598 | $ 229,350 | $ 267,027 | $ 280,522 | $ 282,981 | $ 282,460 |
| Contributions in relation to the contractually required contribution | (285,909) | (172,613) | (284,661) | (237,256) | (230,598) | (229,350) | (267,027) | (280,522) | (282,981) | (282,460) |
| Contribution deficiency (excess) | $ - | $ - | $ - | $ - | $ - | $ - | $ - | $ - | $ - | $ - |
| City's covered payroll | $ 2,042,207 | $ 1,232,950 | $ 2,189,700 | $ 1,977,133 | $ 1,921,650 | $ 1,911,250 | $ 2,054,054 | $ 2,805,220 | $ 2,829,810 | $ 3,138,444 |
| Contributions as a percentage of covered payroll | 14.00% | 14.00% | 13.00% | 12.00% | 12.00% | 12.00% | 13.00% | 10.00% | 10.00% | 9.00% |

See the accompanying notes to the required supplementary information.

**City of Hillsboro**
*Required Supplementary Information*
*Schedule of City Pension Contributions*
*Ohio Police and Fire Pension System*
*Last Ten Years*

| | 2019 | 2018 | 2017 | 2016 | 2015 | 2014 | 2013 | 2012 | 2011 | 2010 |
|---|---|---|---|---|---|---|---|---|---|---|
| Contractually required contribution | $ 151,022 | $ 156,935 | $ 139,101 | $ 144,372 | $ 146,942 | $ 135,468 | $ 239,245 | $ 326,127 | $ 347,467 | $ 362,331 |
| Contributions in relation to the contractually required contribution | (151,022) | (156,935) | (139,101) | (144,372) | (146,942) | (135,468) | (239,245) | (326,127) | (347,467) | (362,331) |
| Contribution deficiency (excess) | $ - | $ - | $ - | $ - | $ - | $ - | $ - | $ - | $ - | $ - |
| City's covered payroll | $ 794,853 | $ 825,974 | $ 732,111 | $ 759,853 | $ 773,379 | $ 712,989 | $ 1,506,581 | $ 2,557,859 | $ 2,725,231 | $ 2,841,812 |
| Contributions as a percentage of covered payroll | 19.00% | 19.00% | 19.00% | 19.00% | 19.00% | 19.00% | 15.88% | 12.75% | 12.75% | 12.75% |

See the accompanying notes to the required supplementary information.

***City of Hillsboro***

*Required Supplementary Information*

*Schedule of the Citys's Proportionate Share of the Net OPEB Liability*

*Ohio Public Employees Retirement System*

*Last Three Years (1)*

| | 2019 | 2018 | 2017 |
|---|---|---|---|
| City's proportion of the net OPEB liability | 0.01457200% | 0.01546600% | 0.01430000% |
| City's proportionate share of the net OPEB liability | $ 1,899,845 | $ 1,679,494 | $ 1,444,350 |
| City's covered payroll | $ 1,232,950 | $ 2,189,700 | $ 1,977,133 |
| City's proportionate share of the net OPEB liability as a percentage of its covered payroll | 154.09% | 76.70% | 73.05% |
| Plan fiduciary net position as a percentage of the total OPEB liability | 46.33% | 54.14% | 54.05% |

(1) Information prior to 2017 is not available.

See the accompanying notes to the required supplementary information.

***City of Hillsboro***

*Required Supplementary Information*

*Schedule of the Citys's Proportionate Share of the Net OPEB Liability*

*Ohio Police and Fire Pension System*

*Last Three Years (1)*

| | 2019 | 2018 | 2017 |
|---|---|---|---|
| City's proportion of the net OPEB liability | 0.03287300% | 0.03016800% | 0.03180100% |
| City's proportionate share of the net OPEB liability | $ 299,359 | $ 1,709,277 | $ 1,509,522 |
| City's covered payroll | $ 825,974 | $ 732,111 | $ 759,853 |
| City's proportionate share of the net OPEB liability as a percentage of its covered payroll | 36.24% | 233.47% | 198.66% |
| Plan fiduciary net position as a percentage of the total OPEB liability | 46.57% | 14.13% | 15.96% |

(1) Information prior to 2017 is not available.

See the accompanying notes to the required supplementary information.

**City of Hillsboro**
*Required Supplementary Information*
*Schedule of the City's OPEB Contributions*
*Ohio Public Employees Retirement System*
*Last Four Years (1)*

| | 2019 | 2018 | 2017 | 2016 |
|---|---|---|---|---|
| Contractually required contribution | $ - | $ - | $ 21,888 | $ 39,557 |
| Contributions in relation to the contractually required contribution | - | - | (21,888) | (39,557) |
| Contribution deficiency (excess) | $ - | $ - | $ - | $ - |
| City covered payroll | $ 2,042,207 | $ 1,232,950 | $ 2,189,700 | $ 1,977,133 |
| Contributions as a percentage of covered payroll | 0.00% | 0.00% | 1.00% | 2.00% |

(1) Information prior to 2016 is not available.

See the accompanying notes to the required supplementary information.

**City of Hillsboro**
*Required Supplementary Information*
*Schedule of the City's OPEB Contributions*
*Ohio Police and Fire Pension System*
*Last Four Years (1)*

| | 2019 | 2018 | 2017 | 2016 |
|---|---|---|---|---|
| Contractually required contribution | $ 3,968 | $ 4,123 | $ 3,655 | $ 3,793 |
| Contributions in relation to the contractually required contribution | (3,968) | (4,123) | (3,655) | (3,793) |
| Contribution deficiency (excess) | $ - | $ - | $ - | $ - |
| City covered payroll | $ 794,853 | $ 825,974 | $ 732,111 | $ 759,853 |
| Contributions as a percentage of covered payroll | 0.50% | 0.50% | 0.50% | 0.50% |

(1) Information prior to 2016 is not available.

See the accompanying notes to the required supplementary information.

***OHIO PUBLIC EMPLOYEES RETIREMENT SYSTEM (OPERS)***

***Net Pension Liability***

*Changes in benefit terms:* There were no changes in benefit terms from the amounts reported for 2014-2019.

*Changes in assumptions:* There were no changes in methods and assumptions used in the calculation of actuarial determined contributions for 2014-2016 and 2018. For 2017, the following changes of assumptions affected the total pension liability since the prior measurement date: (a) the expected investment return was reduced from 8.00% to 7.50%, (b) the expected long-term average wage inflation rate was reduced from 3.75% to 3.25%, (c) the expected long-term average price inflation rate was reduced from 3.00% to 2.50%, (d) Rates of withdrawal, retirement and disability were updated to reflect recent experience, (e) mortality rates were updated to the RP-2014 Health Annuitant Mortality Table, adjusted for mortality improvement back to the observant period base year of 2006 and then established the base year as 2015 (f) mortality rates used in evaluating disability allowances were updated to the RP-2014 Disabled Mortality tables, adjusted for mortality improvement back to the observation base year of 2006 and a base year of 2015 for males and 2010 for females (g) Mortality rates for a particular calendar year for both healthy and disabled retiree mortality tables are determined by applying the MP-2015 mortality improvement scale to the above described tables. For 2019, the following changes of assumptions affected the total pension liability since the prior measurement date: (a) the expected investment return was reduced from 7.50% to 7.20%.

***Net OPEB Liability***

*Changes in benefit terms:* There were no changes in benefit terms from the amounts reported for 2018-2019.

*Changes in assumptions:* For 2018, the single discount rate changed from 4.23% to 3.85%. For 2019, the following changes of assumptions affected the total OPEB liability since the prior measurement date: (a) the expected investment return was reduced from 6.50% to 6.00% (b) In January 2020, the Board adopted changes to health care coverage for Medicare and pre-Medicare retirees. It will include discontinuing the PPO plan for pre-Medicare retirees and replacing it with a monthly allowance to help participants pay for a health care plan of their choosing. The base allowance for Medicare eligible retirees will be reduced. The specific effect of these changes on the net OPEB liability and OPEB expense are unknown at this time (c) the single discount rate changed from 3.85% to 3.96%.

## OHIO POLICE AND FIRE (OP&F) PENSION FUND

### *Net Pension Liability*

*Changes in benefit terms:* There were no changes in benefit terms from the amounts reported for 2014-2019.

*Changes in assumptions:* There were no changes in methods and assumptions used in the calculation of actuarial determined contributions for 2014-2017. For 2018, the following changes of assumptions affected the total pension liability since the prior measurement date: (a) the investment rate of return was reduced from 8.25 percent to 8.00 percent (b) the projected salary increases was reduced from 4.25% to 3.75% (c) the payroll increases was reduced from 3.75% to 3.25% (d) the inflation assumptions was reduced from 3.25% to 2.75% (e) the cost of living adjustments was reduced from 2.60% to 2.20% (f) rates of withdrawal, disability and service retirement were updated to reflect recent experience (g) mortality rates were updated to the RP-2014 Total Employee and Health Annuitant Mortality Table, adjusted for mortality improvement back to the observant period base year of 2006 and then established the base year as 2016 (h) mortality rates used in evaluating disability allowances were updated to the RP-2014 Disabled Mortality tables, adjusted for mortality improvement back to the observation base year of 2006 and a base year of 2016. For 2019, there have been no OP&F pension plan amendments adopted or changes in assumptions between the measurement date and the report date that would have impacted the actuarial valuation of the pension plan as of the measurement date.

### *Net OPEB Liability*

*Changes in benefit terms:* There were no changes in benefit terms from the amounts reported for 2018. For 2019, see below regarding changes to stipend-based model.

*Changes in assumptions:* For 2018, the single discount rate changed from 3.79 percent to 3.24 percent. For 2019, the changes of assumptions were: (a) beginning January 1, 2019 OP&F changed its retiree health care model and the current self-insured health care plan is no longer offered. In its place will be a stipend-based health care model. OP&F has contracted with a vendor who will assist eligible retirees in choosing health care plans from their marketplace (both Medicare-eligible and pre-Medicare populations). A stipend funded by OP&F will be placed in individual Health Reimbursement Accounts that retirees will use to be reimbursed for health care expenses. As a result of changing from the current health care model to the stipend-based health care model, management expects that it will be able to provide stipends to eligible participants for the next 15 years (b) beginning in 2020 the Board approved a change to the Deferred Retirement Option Plan. The minimum interest rate accruing will be 2.5% (c) the single discount rate changed from 3.24 percent to 4.66 percent.

**Report on Internal Control Over Financial Reporting and on Compliance and Other Matters Based on an Audit of Financial Statements Performed in Accordance With *Government Auditing Standards***

Independent Auditor's Report

City Council
City of Hillsboro
130 North High Street
Hillsboro, Ohio 45133

We have audited, in accordance with the 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, the financial statements of the governmental activities, the business-type activities, each major fund and the aggregate remaining fund information of the City of Hillsboro, Highland County (the City) as of and for the year ended December 31, 2019, and the related notes to the financial statements, which collectively comprise the City's basic financial statements, and have issued our report thereon dated November 23, 2020, wherein we noted that the financial impact of COVID-19 and the ensuing emergency measures will impact subsequent periods of the City.

**Internal Control Over Financial Reporting**

In planning and performing our audit of the financial statements, we considered the City's internal control over financial reporting (internal control) to determine the audit procedures that are appropriate in the circumstances for the purpose of expressing our opinions on the financial statements, but not for the purpose of expressing an opinion on the effectiveness of the City's internal control. Accordingly, we do not express an opinion on the effectiveness of the City's internal control.

A deficiency in internal control exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements on a timely basis. A material weakness is a deficiency, or a combination of deficiencies, in internal control such that there is a reasonable possibility that a material misstatement of the City's financial statements will not be prevented, or detected and corrected on a timely basis. A significant deficiency is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies and therefore, material weaknesses or significant deficiencies may exist that have not been identified. We did identify a certain deficiency in internal control, described in the accompanying schedule of findings and responses as item 2019-001, that we consider to be a material weakness.

**Millhuff-Stang, CPA, Inc.**
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**Fax: 888.876.8549**
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**Compliance and Other Matters**

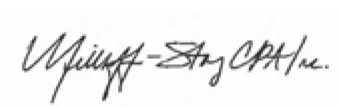
As part of obtaining reasonable assurance about whether the City's financial statements are free from material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect 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 an instance of noncompliance or other matter that is required to be reported under *Government Auditing Standards* and which is described in the accompanying schedule of findings and questioned costs as item 2019-002.

**The City's Response to Findings**

The City's responses to the findings identified in our audit are described in the accompanying schedule of findings and responses. The City's responses were not subjected to the auditing procedures applied in the audit of the financial statements and, accordingly, we express no opinion on them.

**Purpose of this Report**

The purpose of this report is solely to describe the scope of our testing of internal control and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the City's internal control or on compliance. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the City's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.



Millhuff-Stang, CPA, Inc.
Portsmouth, Ohio

November 23, 2020

**Finding 2019-001 – Material Weakness – Budget Information Within Accounting System**

Proper and timely recording of budgetary information in the accounting system is pertinent to a properly functioning control environment. Officials of the City rely on information recorded within the accounting system to make spending and budgeting decisions. During testing we noted that several funds' unencumbered balance and estimated resources in the accounting system did not match the final certificate of estimated resources. It was also noted that appropriation plus approved adjustments did not agree to the system appropriation totals. Finally, beginning balances per amended certificate did not agree to the prior year audited ending balances. The City should implement the appropriate procedures, such as periodic reconciliations of budgetary information within the accounting system to formally approved budgets, to ensure that budgetary information is properly presented.

*Client Response:*
I attribute this to an oversight during the transition of Auditors. Going forward, I will give appropriate attention to end of year reconciliation and communicating with the County Auditor's office to ensure the City's accounting system and certificate of estimated resources agree.

**Finding 2019-002 – Material Noncompliance – Appropriations in Excess of Estimated Resources**
Ohio Revised Code section 5705.39 states that total appropriations from each fund shall not exceed the total estimated resources. During testing, we noted that appropriations exceeded estimated resources in the Street fund. The City should implement the appropriate procedures to ensure appropriations do not exceed estimated resources.

Client Response:
I will more diligently check appropriations during budgeting process to ensure they do not exceed estimated resources.

| Finding Number | Finding Summary | Status | Additional Information |
|---|---|---|---|
| Finding 2018-001 | Material Weakness – Budget Information Within Accounting System | Not Corrected | Reissued as Finding 2019-001 |

OHIO AUDITOR OF STATE
KEITH FABER

**CITY OF HILLSBORO**

**HIGHLAND COUNTY**

**AUDITOR OF STATE OF OHIO CERTIFICATION**

**This is a true and correct copy of the report, which is required to be filed pursuant to Section 117.26, Revised Code, and which is filed in the Office of the Ohio Auditor of State in Columbus, Ohio.**

**Certified for Release 12/24/2020**

88 East Broad Street, Columbus, Ohio 43215
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