



bhm cpa group, inc.
CERTIFIED PUBLIC ACCOUNTANTS

City of Eaton
Preble County

Regular Audit

For the Year Ended December 31, 2019
Fiscal Year Audited Under GAGAS: 2019

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OHIO AUDITOR OF STATE
KEITH FABER



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City Council
City of Eaton
328 North Maple Street
Eaton, Ohio 45320

We have reviewed the *Independent Auditor's Report* of the City of Eaton, Preble County, prepared by BHM CPA Group, 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 Eaton is responsible for compliance with these laws and regulations.

A handwritten signature in black ink that reads "Keith Faber".

Keith Faber
Auditor of State
Columbus, Ohio

October 5, 2020

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City of Eaton
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Independent Auditor's Report

City of Eaton
Preble County
328 North Maple Street
Eaton, Ohio 45320

Members of City Council:

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 Eaton, Preble County, Ohio (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 preparing and fairly presenting these financial statements in accordance with accounting principles generally accepted in the United States of America; this includes designing, implementing, and maintaining internal control relevant to preparing and fairly presenting financial statements that are free from material misstatement, whether due to fraud or error.

Auditor's Responsibility

Our responsibility is to opine on these financial statements based on our audit. We audited in accordance with auditing standards generally accepted in the United States of America and the financial audit standards in the Comptroller General of the United States' *Government Auditing Standards*. Those standards require us to plan and perform the audit to reasonably assure the financial statements are free from material misstatement.

An audit requires obtaining evidence about financial statement amounts and disclosures. The procedures selected depend on our judgment, including assessing the risks of material financial statement misstatement, whether due to fraud or error. In assessing those risks, we consider 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 to the extent needed to opine on the effectiveness of the City's internal control. Accordingly, we express no opinion. An audit also includes evaluating the appropriateness of management's accounting policies and the reasonableness of their significant accounting estimates, as well as our evaluation of the overall financial statement presentation.

We believe the audit evidence we obtained is sufficient and appropriate to support our audit opinions.

Opinion

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 Eaton, Preble County, Ohio, 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 and Public Safety Funds thereof for the year then ended in accordance with the accounting principles generally accepted in the United States of America.

Emphasis of Matter

As discussed in Note 17 to the financial statements, the financial impact of COVID-19 and 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 this presentation to include *Management's discussion and analysis* and schedules of net pension liabilities and other post-employment benefit liabilities, pension and other post-employment benefit contributions listed in the table of contents to supplement the basic financial statements. Although this information is not part of the basic financial statements, the Governmental Accounting Standards Board considers it essential for placing the basic financial statements in an appropriate operational, economic, or historical context. We applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, consisting of inquiries of management about the methods of preparing the information and comparing the information for consistency with managements responses to our inquiries, to the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not opine or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to opine or provide any other assurance.

Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued our report dated July 28, 2020, on our consideration of the City's internal control over financial reporting and our tests of its compliance with certain provisions of laws, regulations, contracts and grant agreements and other matters. That report describes the scope of our internal control testing over financial reporting and compliance, and the results of that testing, and does not opine on 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.

BHM CPA Group

BHM CPA Group Inc.
Piketon, Ohio
July 28, 2020

CITY OF EATON, OHIO

Management's Discussion and Analysis For the Year Ended December 31, 2019

Unaudited

This discussion and analysis of the City of Eaton's financial performance provides an overall review of the City's financial activities for the fiscal 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 notes to the basic financial statements and 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 \$2,049,870. Net position of governmental activities increased \$2,877,181, which represents a 22% change from 2018. Net position of business-type activities decreased \$827,311, or 9% from 2018.
- ❑ General revenues accounted for \$6,766,539 in revenue or 51% of all revenues. Program specific revenues in the form of charges for services and grants and contributions accounted for \$6,632,346, or 49% of total revenues of \$13,398,885.
- ❑ The City had \$6,734,030 in expenses related to governmental activities; only \$2,844,672 of these expenses were offset by program specific charges for services, grants, or contributions. General revenues of \$6,766,539 were adequate to provide for these programs.
- ❑ Among major funds, the general fund had \$3,447,771 in revenues and \$2,048,620 in expenditures. The general fund's fund balance increased from a balance of \$1,541,399 to \$1,960,550.

OVERVIEW OF THE FINANCIAL STATEMENTS

This annual report consists of two parts – *management's discussion and analysis* and the *basic financial statements*. The basic financial statements include two kinds of statements that present different views of the City:

These statements are as follows:

1. *The Government-Wide Financial Statements* – These statements provide both long-term and short-term information about the City's overall financial status.
2. *The Fund Financial Statements* – These statements focus on individual parts of the City, reporting the City's operations in more detail than the government-wide statements.

The financial statements also include notes that explain some of the information in the financial statements and provide more detailed data.

CITY OF EATON, OHIO

*Management's Discussion and Analysis
For the Year Ended December 31, 2019*

Unaudited

Government-wide Statements

The government-wide statements report information about the City as a whole using accounting methods similar to those used by private-sector companies. The statement of net position includes all of the government's assets, liabilities, and deferred outflows/inflows of resources. All of the current year's revenues and expenses are accounted for in the statement of activities regardless of when cash is received or paid.

The two government-wide statements report the City's net position and how it has changed. Net-position is one way to measure the City's financial health.

- Over time, increases or decreases in the City's net position are an indicator of whether its financial health is improving or deteriorating, respectively.
- To assess the overall health of the City you need to consider additional nonfinancial factors such as the City's tax base and the condition of the City's capital assets.

The government-wide financial statements of the City are divided into two categories:

- *Governmental Activities* – Most of the City's program's and services are reported here including public safety, public health, culture and recreation, community development, transportation and general government.
- *Business-Type Activities* – These services are provided on a charge for goods or services basis to recover all of the expenses of the goods or services provided. The City's water, sewer, refuse and parking services are reported as business-type activities.

Fund Financial Statements

Funds are accounting devices that the City uses to keep track of specific sources of funding and spending for particular purposes. The fund financial statements provide more detailed information about the City's most significant funds, not the City as a whole.

Governmental Funds – Most of the City's activities are reported in governmental funds, which focus on how money flows into and out of those funds and the balances left at year-end available for spending in future periods. These funds are reported using an accounting method called modified accrual 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 government operations and the basic services it provides. Governmental fund information helps you determine whether there are more or fewer financial resources that can be spent in the near future to finance programs. The relationship (or differences) between governmental activities (reported in the Statement of Net Position and the Statement of Activities) and governmental funds is reconciled in the financial statements.

CITY OF EATON, OHIO

Management's Discussion and Analysis For the Year Ended December 31, 2019

Unaudited

Proprietary Funds – Proprietary funds use the same basis of accounting as business-type activities; therefore, these statements will essentially match. The proprietary fund financial statements provide separate information for the Water, Sewer, Refuse and Parking funds.

Fiduciary Funds – Fiduciary funds are used to account for resources held for the benefit of parties outside the government. Fiduciary funds are *not* reflected in the government-wide financial statement because the resources of those funds are *not* available to support the City's own programs. All of the City's fiduciary activities are reported in a separate Statement of Fiduciary Net Position and a Statement of Changes in Fiduciary Net Position.

FINANCIAL ANALYSIS OF THE CITY AS A WHOLE

The following table provides a summary of the City's net position for 2019 compared to 2018.

	Governmental Activities		Business-type Activities		Total	
	2019	2018	2019	2018	2019	2018
Current and Other Assets	\$10,715,296	\$9,674,782	\$3,963,393	\$4,207,784	\$14,678,689	\$13,882,566
Capital Assets, Net	15,244,441	14,829,025	8,651,758	8,888,868	23,896,199	23,717,893
Total Assets	<u>25,959,737</u>	<u>24,503,807</u>	<u>12,615,151</u>	<u>13,096,652</u>	<u>38,574,888</u>	<u>37,600,459</u>
Deferred Outflows of Resources	3,560,472	1,469,705	558,156	256,089	4,118,628	1,725,794
Net Pension Liability	8,583,019	5,203,524	1,723,194	878,787	10,306,213	6,082,311
Net OPEB Liability	2,409,267	4,108,429	763,864	571,641	3,173,131	4,680,070
Long-term Liabilities	643,945	755,291	2,442,278	2,657,978	3,086,223	3,413,269
Other Liabilities	272,115	370,368	256,955	196,961	529,070	567,329
Total Liabilities	<u>11,908,346</u>	<u>10,437,612</u>	<u>5,186,291</u>	<u>4,305,367</u>	<u>17,094,637</u>	<u>14,742,979</u>
Deferred Inflows of Resources	1,362,154	2,163,372	30,218	263,265	1,392,372	2,426,637
Net Position						
Net Investment in Capital Assets	15,225,691	14,745,275	6,408,550	6,420,666	21,634,241	21,165,941
Restricted	7,544,377	6,629,528	0	0	7,544,377	6,629,528
Unrestricted	(6,520,359)	(8,002,275)	1,548,248	2,363,443	(4,972,111)	(5,638,832)
Total Net Position	<u>\$16,249,709</u>	<u>\$13,372,528</u>	<u>\$7,956,798</u>	<u>\$8,784,109</u>	<u>\$24,206,507</u>	<u>\$22,156,637</u>

The net pension liability (NPL) is reported by the City pursuant to GASB Statement 68, "Accounting and Financial Reporting for Pensions—an Amendment of GASB Statement 27." The net OPEB liability (NOL) is reported by the City 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*.

CITY OF EATON, OHIO

***Management's Discussion and Analysis
For the Year Ended December 31, 2019***

Unaudited

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. As a result of implementing GASB 75, the City is reporting a net OPEB liability and deferred inflows/outflows of resources related to OPEB on the accrual basis of accounting.

CITY OF EATON, OHIO

Management's Discussion and Analysis For the Year Ended December 31, 2019

Unaudited

Change in Net Position – The following table shows the change in net position for 2019 compared to 2018:

	Governmental Activities		Business-type Activities		Total	
	2019	2018	2019	2018	2019	2018
Revenues						
Program Revenues						
Charges for Services and Sales	\$1,637,033	\$1,517,574	\$3,787,674	\$3,804,185	\$5,424,707	\$5,321,759
Operating Grants and Contributions	1,207,639	814,699	0	0	1,207,639	814,699
Total Program Revenues	<u>2,844,672</u>	<u>2,332,273</u>	<u>3,787,674</u>	<u>3,804,185</u>	<u>6,632,346</u>	<u>6,136,458</u>
General Revenues						
Property Taxes	562,493	563,154	0	0	562,493	563,154
Municipal Income Taxes	5,574,818	5,068,472	0	0	5,574,818	5,068,472
Intergovernmental Revenues, Unrestricted	252,654	185,637	0	0	252,654	185,637
Investment Earnings	109,325	74,403	0	0	109,325	74,403
Miscellaneous	267,249	436,555	0	0	267,249	436,555
Total General Revenues	<u>6,766,539</u>	<u>6,328,221</u>	<u>0</u>	<u>0</u>	<u>6,766,539</u>	<u>6,328,221</u>
Total Revenues	<u>9,611,211</u>	<u>8,660,494</u>	<u>3,787,674</u>	<u>3,804,185</u>	<u>13,398,885</u>	<u>12,464,679</u>
Program Expenses						
General Government	2,821,521	2,432,106	0	0	2,821,521	2,432,106
Public Safety	1,572,766	3,647,526	0	0	1,572,766	3,647,526
Public Health	159,131	157,362	0	0	159,131	157,362
Transportation	1,623,878	1,583,716	0	0	1,623,878	1,583,716
Community Development	268,523	240,214	0	0	268,523	240,214
Culture and Recreation	288,211	363,984	0	0	288,211	363,984
Interest and Fiscal Charges	0	419	0	0	0	419
Water	0	0	1,856,891	1,923,470	1,856,891	1,923,470
Sewer	0	0	1,890,088	1,410,965	1,890,088	1,410,965
Refuse	0	0	867,622	831,419	867,622	831,419
Parking	0	0	384	0	384	0
Total Expenses	<u>6,734,030</u>	<u>8,425,327</u>	<u>4,614,985</u>	<u>4,165,854</u>	<u>11,349,015</u>	<u>12,591,181</u>
Total Change in Net Position	<u>2,877,181</u>	<u>235,167</u>	<u>(827,311)</u>	<u>(361,669)</u>	<u>2,049,870</u>	<u>(126,502)</u>
Beginning Net Position	<u>13,372,528</u>	<u>13,137,361</u>	<u>8,784,109</u>	<u>9,145,778</u>	<u>22,156,637</u>	<u>22,283,139</u>
Ending Net Position	<u>\$16,249,709</u>	<u>\$13,372,528</u>	<u>\$7,956,798</u>	<u>\$8,784,109</u>	<u>\$24,206,507</u>	<u>\$22,156,637</u>

Governmental Activities

Net position for governmental activities increased \$2,877,181. An increase in operating grants and contributions can be attributed to a grant received from the Ohio Supreme Court for court computer upgrades as well as increases in gas tax revenue, which can be attributed to an increase in the tax rate. An increase in income tax revenues can be attributed to improved economic conditions.

A substantial decrease in public safety expense was the result of a decrease in the Ohio Police and Fire Pension Fund OPEB liability.

CITY OF EATON, OHIO

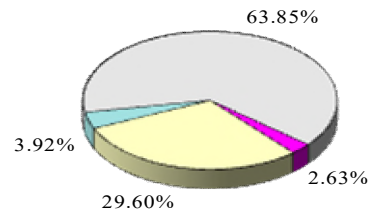
**Management's Discussion and Analysis
For the Year Ended December 31, 2019**

Unaudited

The City receives an income tax, which is based on 1.5% of all salaries, wages, commissions and other compensation and on net profits earned from residents living within the City.

Income taxes and property taxes made up 58% and 6% respectively, of revenues for governmental activities in 2019. The City's reliance upon tax revenues is demonstrated by the following graph indicating 64% of total revenues from general tax revenues:

Revenue Sources	2019	Percent of Total
General Tax Revenues	\$6,137,311	63.85%
Intergovernmental, Unrestricted	252,654	2.63%
Program Revenues	2,844,672	29.60%
General Other	376,574	3.92%
Total Revenue	<u>\$9,611,211</u>	<u>100.00%</u>



Business-Type Activities

Net position of the business-type activities decreased \$827,311. Charges for services remained consistent with the prior year. An increase in expenses can be attributed to contractual costs for planning and development of long term improvement plans in the sewer department, as well as changes in the net pension liability.

FINANCIAL ANALYSIS OF THE CITY'S FUNDS

The City's governmental funds reported a combined fund balance of \$9,098,366, which is an increase from last year's balance of \$8,083,933. The schedule below indicates the fund balance and the total change in fund balance as of December 31, 2019 and 2018:

	Fund Balance December 31, 2019	Fund Balance December 31, 2018	Increase (Decrease)
General	\$1,960,550	\$1,541,399	\$419,151
Public Safety	876,408	630,338	246,070
Capital Improvement	4,610,024	4,493,847	116,177
Nonmajor Governmental	1,651,384	1,418,349	233,035
Total	<u>\$9,098,366</u>	<u>\$8,083,933</u>	<u>\$1,014,433</u>

CITY OF EATON, OHIO

***Management's Discussion and Analysis
For the Year Ended December 31, 2019***

Unaudited

General Fund – The City's General Fund balance change is due to several factors. The tables that follow assist in illustrating the financial activities of the General Fund:

	2019 Revenues	2018 Revenues	Increase (Decrease)
Property Taxes	\$534,733	\$518,408	\$16,325
Municipal Income Taxes	1,467,693	1,306,532	161,161
Intergovernmental Revenue	433,564	181,943	251,621
Charges for Services	105,645	103,869	1,776
Licenses and Permits	79,464	71,919	7,545
Fees, Fines and Forfeitures	522,003	527,674	(5,671)
Investment Income	108,902	74,240	34,662
All Other Revenue	195,767	190,579	5,188
Total	\$3,447,771	\$2,975,164	\$472,607

General Fund revenues increased \$472,607, or approximately 16%. This increase can mostly be attributed to increases in income taxes and intergovernmental revenues. The increase in intergovernmental revenue can be attributed in part to a grant received from the Ohio Supreme Court for court computer upgrades.

	2019 Expenditures	2018 Expenditures	Increase (Decrease)
General Government	\$1,574,021	\$1,562,647	\$11,374
Public Health	19,734	18,532	1,202
Transportation	107,124	101,765	5,359
Community Development	224,274	220,455	3,819
Culture and Recreation	123,467	140,881	(17,414)
Total	\$2,048,620	\$2,044,280	\$4,340

General Fund expenditures remained stable when compared with the prior year, increasing \$4,340 or less than 1%.

Public Safety Fund – The Public Safety Fund reported an increase in fund balance of \$246,070, or 39%. This increase can be attributed to an increase in income tax revenue. Expenditures were consistent with the prior year.

Capital Improvement Fund – The City's Capital Improvement Fund balance increased 3%. Overall, revenues were consistent with the prior year. An increase in expenditures can be attributed to costs for various street paving projects.

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. The most significant budgeted fund is the General Fund.

CITY OF EATON, OHIO

**Management's Discussion and Analysis
For the Year Ended December 31, 2019**

Unaudited

During 2019, the City amended its General Fund budget several times to reflect changing circumstances.

Original budgeted and final budgeted revenues were not significantly different. Actual budget basis revenues were 21% higher than final budget estimates.

Original and final budgeted appropriations were not significantly different. Final budgeted appropriations exceeded actual expenditures by 18%, which can be attributed in part, to reduced costs for law director salary as well as budgeted municipal court improvement grants that were not expended during the year.

CAPITAL ASSETS AND DEBT ADMINISTRATION

Capital Assets

At the end of 2019 the City had \$23,896,199 net of accumulated depreciation invested in land, buildings, improvements, infrastructure, and furniture and equipment. Of this total, \$15,244,441 was related to governmental activities and \$8,651,758 to the business-type activities. The following tables show 2019 and 2018 balances:

	Governmental Activities		Increase (Decrease)
	2019	2018	
Land	\$886,158	\$855,617	\$30,541
Construction In Progress	0	30,946	(30,946)
Buildings and Improvements	6,388,863	6,321,297	67,566
Infrastructure	11,598,952	10,706,647	892,305
Furniture and Equipment	7,764,142	7,443,065	321,077
Less: Accumulated Depreciation	(11,393,674)	(10,528,547)	(865,127)
Totals	\$15,244,441	\$14,829,025	\$415,416
	Business-Type Activities		Increase (Decrease)
	2019	2018	
Land	\$584,108	\$582,108	\$2,000
Construction in Progress	27,000	0	27,000
Buildings and Systems	17,231,960	16,978,618	253,342
Furniture and Equipment	5,062,901	4,941,463	121,438
Less: Accumulated Depreciation	(14,254,211)	(13,613,321)	(640,890)
Totals	\$8,651,758	\$8,888,868	(\$237,110)

In 2019, the City purchased land in close proximity to the sewer plant, which will allow for improved access to City lines. Governmental Activities infrastructure additions included repaving of several City streets. Equipment additions included purchases in the police, fire, ems, and maintenance departments. Business-Type capital asset activity included the purchase of equipment in the water and sewer departments as well as sewer system improvements. Additional information on the City's capital assets can be found in Note 9.

CITY OF EATON, OHIO

***Management's Discussion and Analysis
For the Year Ended December 31, 2019***

Unaudited

Long-Term Debt and Other Long-Term Obligations

The following table summarizes the City's debt and other long-term obligations outstanding as of December 31, 2019 and 2018:

	<u>2019</u>	<u>2018</u>
Governmental Activities:		
Ohio Public Works Commission Loans	\$18,750	\$83,750
Compensated Absences	<u>625,195</u>	<u>671,541</u>
Total Governmental Activities	643,945	755,291
Business-Type Activities:		
Ohio Water Development Authority Loan	2,149,874	2,371,535
Ohio Public Works Commission Loan	93,334	96,667
Compensated Absences	<u>199,070</u>	<u>189,776</u>
Total Business-Type Activities	<u>2,442,278</u>	<u>2,657,978</u>
Totals	<u><u>\$3,086,223</u></u>	<u><u>\$3,413,269</u></u>

Under current state statutes, the City's general obligation bonded debt issues are subject to a legal limitation based on 10.5% of the total assessed value of real and personal property. In addition, the unvoted net debt of municipal corporations cannot exceed 5.5% of the total assessed value of property. At December 31, 2019, the City's outstanding debt was below the legal limit. Additional information on the City's long-term debt can be found in Note 13.

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 show the City's accountability for the revenues it receives. If you have any questions regarding this report or need additional information, contact Stephanie Hurd, Director of Finance, City of Eaton, 328 North Maple Street, P.O. Box 27, Eaton, Ohio 45320.

CITY OF EATON, OHIO

Statement of Net Position
December 31, 2019

	Governmental Activities	Business-Type Activities	Total
Assets:			
Pooled Cash and Investments	\$ 8,227,284	\$ 3,340,131	\$ 11,567,415
Cash and Cash Equivalents in Segregated Accounts	51,555	0	51,555
Investments	20,000	0	20,000
Receivables:			
Taxes	1,890,943	0	1,890,943
Accounts	27,266	619,313	646,579
Intergovernmental	490,778	1,240	492,018
Special Assessments	7,470	2,709	10,179
Non-Depreciable Capital Assets	886,158	611,108	1,497,266
Depreciable Capital Assets, Net	14,358,283	8,040,650	22,398,933
Total Assets	25,959,737	12,615,151	38,574,888
Deferred Outflows of Resources:			
Pension	2,774,301	498,251	3,272,552
OPEB	786,171	59,905	846,076
Total Deferred Outflows of Resources	3,560,472	558,156	4,118,628
Liabilities:			
Accounts Payable	119,988	194,543	314,531
Accrued Wages and Benefits	149,105	32,851	181,956
Intergovernmental Payable	3,022	0	3,022
Accrued Interest Payable	0	29,561	29,561
Noncurrent Liabilities:			
Due Within One Year	241,422	311,316	552,738
Due in More Than One Year:			
Net Pension Liability	8,583,019	1,723,194	10,306,213
Net OPEB Liability	2,409,267	763,864	3,173,131
Other Amounts Due in More Than One Year	402,523	2,130,962	2,533,485
Total Liabilities	11,908,346	5,186,291	17,094,637
Deferred Inflows of Resources:			
Property Tax Levy for Next Fiscal Year	495,000	0	495,000
Pension	423,031	24,476	447,507
OPEB	444,123	5,742	449,865
Total Deferred Inflows of Resources	1,362,154	30,218	1,392,372

CITY OF EATON, OHIO

	Governmental Activities	Business-Type Activities	Total
Net Position:			
Net Investment in Capital Assets	15,225,691	6,408,550	21,634,241
Restricted For:			
Capital Improvement	5,146,496	0	5,146,496
Public Safety	875,184	0	875,184
Parks	79,429	0	79,429
Cemetery	69,300	0	69,300
Community Development	111,931	0	111,931
Indigent Driver	132,666	0	132,666
Computerization Upgrade	49,473	0	49,473
Special Projects	363,219	0	363,219
Streets and Highways	696,005	0	696,005
Perpetual Care:			
Expendable	10,674	0	10,674
Nonexpendable	10,000	0	10,000
Unrestricted (Deficit)	(6,520,359)	1,548,248	(4,972,111)
Total Net Position	\$ 16,249,709	\$ 7,956,798	\$ 24,206,507

See accompanying notes to the basic financial statements

CITY OF EATON, OHIO

Statement of Activities
For the Year Ended December 31, 2019

	Expenses	Program Revenues	
		Charges for Services and Sales	Operating Grants and Contributions
Governmental Activities:			
General Government	\$ 2,821,521	\$ 902,962	\$ 198,528
Public Safety	1,572,766	602,871	45,503
Public Health	159,131	72,814	0
Transportation	1,623,878	30,164	653,980
Community Development	268,523	0	309,628
Culture and Recreation	288,211	28,222	0
Total Governmental Activities	6,734,030	1,637,033	1,207,639
Business-Type Activities:			
Water	1,856,891	1,538,663	0
Sewer	1,890,088	1,414,803	0
Refuse	867,622	833,898	0
Parking	384	310	0
Total Business-Type Activities	4,614,985	3,787,674	0
Totals	\$ 11,349,015	\$ 5,424,707	\$ 1,207,639

General Revenues

Property Taxes Levied for:

 General Purposes

 Cemetery

Municipal Income Taxes

Intergovernmental, Unrestricted

Investment Earnings

Miscellaneous

Total General Revenues

Change in Net Position

Net Position Beginning of Year

Net Position End of Year

See accompanying notes to the basic financial statements

CITY OF EATON, OHIO

Net (Expense) Revenue
and Changes in Net Position

Governmental Activities	Business-Type Activities	Total
\$ (1,720,031)	\$ 0	\$ (1,720,031)
(924,392)	0	(924,392)
(86,317)	0	(86,317)
(939,734)	0	(939,734)
41,105	0	41,105
(259,989)	0	(259,989)
<u>(3,889,358)</u>	<u>0</u>	<u>(3,889,358)</u>
0	(318,228)	(318,228)
0	(475,285)	(475,285)
0	(33,724)	(33,724)
<u>0</u>	<u>(74)</u>	<u>(74)</u>
<u>0</u>	<u>(827,311)</u>	<u>(827,311)</u>
<u>\$ (3,889,358)</u>	<u>\$ (827,311)</u>	<u>\$ (4,716,669)</u>
524,027	0	524,027
38,466	0	38,466
5,574,818	0	5,574,818
252,654	0	252,654
109,325	0	109,325
<u>267,249</u>	<u>0</u>	<u>267,249</u>
<u>6,766,539</u>	<u>0</u>	<u>6,766,539</u>
2,877,181	(827,311)	2,049,870
<u>13,372,528</u>	<u>8,784,109</u>	<u>22,156,637</u>
<u>\$ 16,249,709</u>	<u>\$ 7,956,798</u>	<u>\$ 24,206,507</u>

CITY OF EATON, OHIO

**Balance Sheet
Governmental Funds
December 31, 2019**

	General	Public Safety	Capital Improvement	Nonmajor Governmental Funds
Assets:				
Pooled Cash and Investments	\$ 1,675,620	\$ 721,142	\$ 4,297,796	\$ 1,532,726
Cash and Cash Equivalents in Segregated Accounts	35,836	0	0	15,719
Investments	0	0	0	20,000
Receivables:				
Taxes	842,116	462,925	555,510	30,392
Accounts	25,098	0	1,000	1,168
Intergovernmental	134,620	10,708	0	345,450
Special Assessments	0	0	7,470	0
Total Assets	\$ 2,713,290	\$ 1,194,775	\$ 4,861,776	\$ 1,945,455
Liabilities:				
Accounts Payable	\$ 22,299	\$ 43,820	\$ 21,298	\$ 32,571
Accrued Wages and Benefits Payable	38,594	85,764	12,921	11,826
Intergovernmental Payable	0	3,022	0	0
Total Liabilities	60,893	132,606	34,219	44,397
Deferred Inflows of Resources:				
Unavailable Amounts	226,847	185,761	217,533	219,674
Property Tax Levy for Next Fiscal Year	465,000	0	0	30,000
Total Deferred Inflows of Resources	691,847	185,761	217,533	249,674
Fund Balance:				
Nonspendable	0	0	0	10,000
Restricted	197,620	876,408	4,610,024	1,641,384
Assigned	661,113	0	0	0
Unassigned	1,101,817	0	0	0
Total Fund Balance	1,960,550	876,408	4,610,024	1,651,384
Total Liabilities, Deferred Inflows of Resources and Fund Balance	\$ 2,713,290	\$ 1,194,775	\$ 4,861,776	\$ 1,945,455

See accompanying notes to the basic financial statements

CITY OF EATON, OHIO

Total Governmental Funds	
\$	8,227,284
	51,555
	20,000
	1,890,943
	27,266
	490,778
	7,470
\$	10,715,296
\$	119,988
	149,105
	3,022
	272,115
	849,815
	495,000
	1,344,815
	10,000
	7,325,436
	661,113
	1,101,817
	9,098,366
\$	10,715,296

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CITY OF EATON, OHIO

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

Total Governmental Fund Balances		\$ 9,098,366
<i>Amounts reported for governmental activities in the statement of net position are different because</i>		
Capital Assets used in governmental activities are not resources and therefore are not reported in the funds.		15,244,441
Other long-term assets are not available to pay for current- period expenditures and therefore are deferred in the funds.		849,815
The net pension/OPEB liability is not due and payable in the current period; therefore, the liability and related deferred inflows/outflows are not reported in governmental funds:		
Deferred Outflows - Pension	2,774,301	
Deferred Inflows - Pension	(423,031)	
Net Pension Liability	(8,583,019)	
Deferred Outflows - OPEB	786,171	
Deferred Inflows - OPEB	(444,123)	
Net OPEB Liability	<u>(2,409,267)</u>	(8,298,968)
Long-term liabilities, including bonds payable, are not due and payable in the current period and therefore are not reported in the funds.		
OPWC Loan Payable	(18,750)	
Compensated Absences Payable	<u>(625,195)</u>	<u>(643,945)</u>
<i>Net Position of Governmental Activities</i>		<u>\$ 16,249,709</u>

See accompanying notes to the basic financial statements

CITY OF EATON, OHIO

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

	General	Public Safety	Capital Improvement	Nonmajor Governmental Funds
Revenues:				
Property Taxes	\$ 534,733	\$ 0	\$ 0	\$ 39,300
Municipal Income Taxes	1,467,693	1,834,616	2,201,540	0
Intergovernmental Revenue	433,564	45,503	0	912,094
Charges for Services	105,645	585,613	0	119,263
Licenses and Permits	79,464	0	0	545
Fees, Fines and Forfeitures	522,003	0	0	226,653
Special Assessments	0	0	2,074	0
Investment Income	108,902	0	0	423
Donations	0	0	0	54,015
All Other Revenue	195,767	764	1,782	14,921
Total Revenues	3,447,771	2,466,496	2,205,396	1,367,214
Expenditures:				
Current:				
General Government	1,574,021	54,178	258,970	397,918
Public Safety	0	3,069,043	269,274	3,246
Public Health	19,734	0	0	127,426
Transportation	107,124	0	387,369	580,289
Community Development	224,274	0	0	0
Culture and Recreation	123,467	0	77,319	119,151
Capital Outlay	0	0	1,062,196	0
Debt Service:				
Principal Retirement	0	0	65,000	0
Total Expenditures	2,048,620	3,123,221	2,120,128	1,228,030
Excess (Deficiency) of Revenues Over (Under) Expenditures	1,399,151	(656,725)	85,268	139,184
Other Financing Sources (Uses):				
Sale of Capital Assets	0	2,795	30,909	13,851
Transfers In	0	900,000	0	80,000
Transfers Out	(980,000)	0	0	0
Total Other Financing Sources (Uses)	(980,000)	902,795	30,909	93,851
Net Change in Fund Balance	419,151	246,070	116,177	233,035
Fund Balance at Beginning of Year	1,541,399	630,338	4,493,847	1,418,349
Fund Balance End of Year	\$ 1,960,550	\$ 876,408	\$ 4,610,024	\$ 1,651,384

See accompanying notes to the basic financial statements

CITY OF EATON, OHIO

Total Governmental Funds
\$ 574,033
5,503,849
1,391,161
810,521
80,009
748,656
2,074
109,325
54,015
<u>213,234</u>
<u>9,486,877</u>
2,285,087
3,341,563
147,160
1,074,782
224,274
319,937
1,062,196
<u>65,000</u>
<u>8,519,999</u>
966,878
47,555
980,000
<u>(980,000)</u>
<u>47,555</u>
1,014,433
<u>8,083,933</u>
<u>\$ 9,098,366</u>

CITY OF EATON, OHIO

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 \$ 1,014,433

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 outlay exceeded depreciation in the current period.

Capital Outlay	1,588,499	
Depreciation Expense	<u>(1,173,083)</u>	415,416

Revenues in the statement of activities that do not provide current financial resources are not reported as revenues in the funds. 124,334

Contractually required contributions are reported as expenditures in governmental funds; however, the statement of net position reports these amounts as deferred outflows:

Pension	530,723	
OPEB	<u>6,004</u>	536,727

Except for amounts reported as deferred inflows/outflows, changes in the net pension and OPEB liabilities are reported as pension/OPEB expense in the statement of activities:

Pension	(1,500,462)	
OPEB	<u>2,175,387</u>	674,925

The issuance of long-term debt (e.g. notes, leases) provides current financial resources to governmental funds, while the repayment of the principal of long-term debt consumes the current financial resources of governmental funds. Neither transaction, however, has any effect on net position. This amount is the net effect of these differences in the treatment of long-term debt and related items.

OPWC Loan Principal Retirement		65,000
--------------------------------	--	--------

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 the governmental funds.

Compensated Absences		<u>46,346</u>
----------------------	--	---------------

Change in Net Position of Governmental Activities **\$ 2,877,181**

See accompanying notes to the basic financial statements

CITY OF EATON, OHIO

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

	Original Budget	Final Budget	Actual	Variance with Final Budget Positive (Negative)
Revenues:				
Property Taxes	\$ 465,000	\$ 465,000	\$ 534,733	\$ 69,733
Municipal Income Taxes	1,200,000	1,200,000	1,434,148	234,148
Intergovernmental Revenue	167,000	365,528	422,092	56,564
Charges for Services	75,000	75,000	93,306	18,306
Licenses and Permits	70,000	70,000	79,464	9,464
Fees, Fines and Forfeitures	481,500	481,500	516,759	35,259
Investment Income	40,000	40,000	108,902	68,902
All Other Revenues	175,000	175,000	293,437	118,437
Total Revenues	2,673,500	2,872,028	3,482,841	610,813
Expenditures:				
Current:				
General Government	2,083,168	2,076,872	1,675,081	401,791
Public Health	27,232	27,150	19,734	7,416
Transportation	121,868	121,500	107,227	14,273
Community Development	240,076	239,350	223,303	16,047
Total Expenditures	2,472,344	2,464,872	2,025,345	439,527
Excess (Deficiency) of Revenues Over (Under) Expenditures	201,156	407,156	1,457,496	1,050,340
Other Financing Sources (Uses):				
Transfers Out	(1,104,000)	(1,104,000)	(1,104,000)	0
Total Other Financing Sources (Uses):	(1,104,000)	(1,104,000)	(1,104,000)	0
Net Change in Fund Balance	(902,844)	(696,844)	353,496	1,050,340
Fund Balance at Beginning of Year	1,236,843	1,236,843	1,236,843	0
Prior Year Encumbrances	1,529	1,529	1,529	0
Fund Balance at End of Year	\$ 335,528	\$ 541,528	\$ 1,591,868	\$ 1,050,340

See accompanying notes to the basic financial statements

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CITY OF EATON, OHIO

**Statement of Revenues, Expenditures and Changes in
Fund Balance – Budget and Actual (Non-GAAP Budgetary Basis)
Special Revenue Fund – Public Safety Fund
For the Year Ended December 31, 2019**

	Original Budget	Final Budget	Actual	Variance with Final Budget Positive (Negative)
Revenues:				
Municipal Income Taxes	\$ 1,750,000	\$ 1,750,000	\$ 1,792,685	\$ 42,685
Intergovernmental Revenue	0	26,250	45,503	19,253
Charges for Services	481,456	492,456	583,322	90,866
All Other Revenues	0	0	764	764
Total Revenues	<u>2,231,456</u>	<u>2,268,706</u>	<u>2,422,274</u>	<u>153,568</u>
Expenditures:				
Current:				
General Government	54,434	55,000	52,930	2,070
Public Safety	3,529,445	3,566,129	3,092,595	473,534
Total Expenditures	<u>3,583,879</u>	<u>3,621,129</u>	<u>3,145,525</u>	<u>475,604</u>
Excess (Deficiency) of Revenues Over (Under) Expenditures	(1,352,423)	(1,352,423)	(723,251)	629,172
Other Financing Sources (Uses):				
Sale of Capital Assets	0	0	2,795	2,795
Transfers In	900,000	900,000	900,000	0
Total Other Financing Sources (Uses):	<u>900,000</u>	<u>900,000</u>	<u>902,795</u>	<u>2,795</u>
Net Change in Fund Balance	(452,423)	(452,423)	179,544	631,967
Fund Balance at Beginning of Year	480,616	480,616	480,616	0
Prior Year Encumbrances	8,378	8,378	8,378	0
Fund Balance at End of Year	<u>\$ 36,571</u>	<u>\$ 36,571</u>	<u>\$ 668,538</u>	<u>\$ 631,967</u>

See accompanying notes to the basic financial statements

CITY OF EATON, OHIO

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

	Business-Type Activities - Enterprise Funds		
	Major		
	Water	Sewer	Refuse
Assets			
Current Assets:			
Pooled Cash and Investments	\$ 1,364,581	\$ 1,794,254	\$ 176,848
Accounts Receivable	242,663	230,490	146,160
Intergovernmental Receivables	1,240	0	0
Special Assessments Receivable	0	2,709	0
Total Current Assets	1,608,484	2,027,453	323,008
Noncurrent Assets:			
Capital Assets, Net	4,868,124	3,762,801	20,833
Total Assets	6,476,608	5,790,254	343,841
Deferred Outflows of Resources:			
Pension	221,609	237,266	39,376
OPEB	26,644	28,527	4,734
Total Deferred Outflows of Resources	248,253	265,793	44,110
Liabilities			
Current Liabilities:			
Accounts Payable	28,532	105,461	60,550
Accrued Wages and Benefits	14,574	15,689	2,588
Accrued Interest Payable	29,561	0	0
OWDA Loans Payable - Current	227,799	0	0
OPWC Loans Payable - Current	0	1,667	0
Compensated Absences - Current	37,204	39,673	4,973
Total Current Liabilities	337,670	162,490	68,111
Noncurrent Liabilities:			
OWDA Loans Payable	1,922,075	0	0
OPWC Loans Payable	0	91,667	0
Compensated Absences Payable	51,147	54,517	11,556
Net Pension Liability	766,430	820,580	136,184
Net OPEB Liability	339,746	363,751	60,367
Total Noncurrent Liabilities	3,079,398	1,330,515	208,107
Total Liabilities	3,417,068	1,493,005	276,218
Deferred Inflows of Resources:			
Pension	10,882	11,651	1,943
OPEB	2,549	2,724	469
Total Deferred Inflows of Resources	13,431	14,375	2,412
Net Position			
Net Investment in Capital Assets	2,718,250	3,669,467	20,833
Unrestricted	576,112	879,200	88,488
Total Net Position	\$ 3,294,362	\$ 4,548,667	\$ 109,321

See accompanying notes to the basic financial statements

CITY OF EATON, OHIO

<u>Nonmajor</u>	
<u>Parking</u>	<u>Total</u>
\$ 4,448	\$ 3,340,131
0	619,313
0	1,240
0	2,709
<u>4,448</u>	<u>3,963,393</u>
0	8,651,758
<u>4,448</u>	<u>12,615,151</u>
0	498,251
0	59,905
<u>0</u>	<u>558,156</u>
0	194,543
0	32,851
0	29,561
0	227,799
0	1,667
0	81,850
<u>0</u>	<u>568,271</u>
0	1,922,075
0	91,667
0	117,220
0	1,723,194
0	763,864
<u>0</u>	<u>4,618,020</u>
<u>0</u>	<u>5,186,291</u>
0	24,476
0	5,742
<u>0</u>	<u>30,218</u>
0	6,408,550
4,448	1,548,248
<u>\$ 4,448</u>	<u>\$ 7,956,798</u>

CITY OF EATON, OHIO

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

	Business-Type Activities - Enterprise Funds		
	Major		
	Water	Sewer	Refuse
Operating Revenues:			
Charges for Services	\$ 1,538,114	\$ 1,414,803	\$ 833,883
Other Operating Revenues	549	0	15
Total Operating Revenues	<u>1,538,663</u>	<u>1,414,803</u>	<u>833,898</u>
Operating Expenses:			
Personal Services	371,147	397,132	71,052
Fringe Benefits	423,919	457,156	70,294
Contractual Services	432,598	436,745	724,573
Materials and Supplies	147,834	102,633	84
Utilities	65,427	180,918	1,233
Depreciation	354,599	315,504	386
Other Operating Expenses	711	0	0
Total Operating Expenses	<u>1,796,235</u>	<u>1,890,088</u>	<u>867,622</u>
Operating Loss	(257,572)	(475,285)	(33,724)
Non-Operating Revenues (Expenses):			
Interest and Fiscal Charges	(60,656)	0	0
Total Non-Operating Revenues (Expenses)	<u>(60,656)</u>	<u>0</u>	<u>0</u>
Change in Net Position	(318,228)	(475,285)	(33,724)
Net Position Beginning of Year	3,612,590	5,023,952	143,045
Net Position End of Year	<u>\$ 3,294,362</u>	<u>\$ 4,548,667</u>	<u>\$ 109,321</u>

See accompanying notes to the basic financial statements

CITY OF EATON, OHIO

<u>Nonmajor</u>	
<u>Parking</u>	<u>Total</u>
\$ 310	\$ 3,787,110
0	564
310	3,787,674
0	839,331
0	951,369
0	1,593,916
384	250,935
0	247,578
0	670,489
0	711
384	4,554,329
(74)	(766,655)
0	(60,656)
0	(60,656)
(74)	(827,311)
4,522	8,784,109
\$ 4,448	\$ 7,956,798

CITY OF EATON, OHIO

**Statement of Cash Flows
Proprietary Funds**

For the Year Ended December 31, 2019

	Business-Type Activities-Enterprise Funds		
	Major		
	Water	Sewer	Refuse
<u>Cash Flows from Operating Activities:</u>			
Cash Received from Customers	\$1,534,676	\$1,408,346	\$835,198
Cash Payments for Goods and Services	(652,997)	(727,190)	(723,350)
Cash Payments to Employees	(562,190)	(603,390)	(110,225)
Net Cash Provided (Used) by Operating Activities	319,489	77,766	1,623
<u>Cash Flows from Capital and Related Financing Activities:</u>			
OPWC Loan Retirement	0	(3,333)	0
OWDA Loan Retirement	(221,661)	0	0
Interest and Fiscal Charges	(63,704)	0	0
Acquisition and Construction of Assets	(167,598)	(193,009)	(3,034)
Net Cash Used by Capital and Related Financing Activities	(452,963)	(196,342)	(3,034)
Net Decrease in Cash and Cash Equivalents	(133,474)	(118,576)	(1,411)
Cash and Cash Equivalents at Beginning of Year	1,498,055	1,912,830	178,259
Cash and Cash Equivalents at End of Year	\$1,364,581	\$1,794,254	\$176,848
<u>Reconciliation of Operating Loss to Net Cash</u>			
<u>Provided (Used) by Operating Activities:</u>			
Operating Loss	(\$257,572)	(\$475,285)	(\$33,724)
Adjustments to Reconcile Operating Loss to			
Net Cash Provided (Used) by Operating Activities:			
Depreciation Expense	354,599	315,504	386
Changes in Assets, Liabilities, and Deferred Outflows/Inflows:			
(Increase) Decrease in Accounts Receivable	(3,927)	(7,360)	1,300
Decrease in Special Assessments Receivable	0	903	0
Increase in Intergovernmental Receivable	(60)	0	0
Increase in Deferred Outflows of Resources	(134,730)	(144,504)	(22,833)
Increase (Decrease) in Accounts Payable	(6,484)	(6,714)	2,540
Increase in Accrued Wages and Benefits	1,816	1,970	176
Increase (Decrease) in Compensated Absences	5,903	6,174	(2,783)
Increase in Net Pension Liability	376,869	404,372	63,166
Increase in Net OPEB Liability	86,341	93,011	12,871
Decrease in Deferred Inflows of Resources	(103,266)	(110,305)	(19,476)
Total Adjustments	577,061	553,051	35,347
Net Cash Provided (Used) by Operating Activities	\$319,489	\$77,766	\$1,623

Schedule of Noncash Investing, Capital and Financing Activities:

At December 31, 2019 the Sewer Fund had outstanding liabilities of \$70,274 for the purchase of certain capital assets.

See accompanying notes to the basic financial statements

CITY OF EATON, OHIO

<u>Nonmajor Parking</u>	<u>Totals</u>
\$310	\$3,778,530
(384)	(2,103,921)
0	(1,275,805)
<u>(74)</u>	<u>398,804</u>
0	(3,333)
0	(221,661)
0	(63,704)
0	(363,641)
<u>0</u>	<u>(652,339)</u>
(74)	(253,535)
4,522	3,593,666
<u>\$4,448</u>	<u>\$3,340,131</u>

(\$74) (\$766,655)

0	670,489
0	(9,987)
0	903
0	(60)
0	(302,067)
0	(10,658)
0	3,962
0	9,294
0	844,407
0	192,223
0	(233,047)
<u>0</u>	<u>1,165,459</u>
<u>(\$74)</u>	<u>\$398,804</u>

CITY OF EATON, OHIO

***Statement of Net Position
Fiduciary Funds
December 31, 2019***

	<u>Custodial Funds</u>
Assets:	
Cash and Cash Equivalents	\$ 91,467
Receivables:	
Intergovernmental	<u>2,586</u>
Total Assets	<u>94,053</u>
Liabilities:	
Accounts Payable	60,458
Intergovernmental Payable	<u>33,595</u>
Total Liabilities	<u>94,053</u>
Net Position:	
Total Net Position	<u><u>\$ 0</u></u>

See accompanying notes to the basic financial statements

CITY OF EATON, OHIO

Statement of Changes in Net Position
Fiduciary Funds
For the Year Ended December 31, 2019

	<u>Custodial Funds</u>
Additions:	
Fines and Forfeiture Collections for other Governments	\$ 896,284
Fee Collections for other Governments	2,781
Total Additions	<u>899,065</u>
Deductions:	
Distribution of Fines and Forfeitures to other Governments	896,284
Distribution of Fees to other Governments	2,781
Total Deductions	<u>899,065</u>
Change in Net Position	0
Net Position at Beginning of Year	<u>0</u>
Net Position End of Year	<u><u>\$ 0</u></u>

See accompanying notes to the basic financial statements

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2019

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

The City of Eaton (the City) is a municipal corporation established under the laws of the State of Ohio, which operates under its own charter. The City was incorporated on July 1, 1961 and operates under a Council/Manager form of government. The council members are elected by separate ballot from the municipality at large for four-year terms. Council elects one of their members to serve as Mayor annually. As a council member, the Mayor has the right to vote on all issues before council. Council appoints the City Manager, Director of Finance and Director of Law. The City Manager appoints all department managers of the City.

The financial statements are presented as of December 31, 2019 and for the year then ended and have been prepared in conformity with generally accepted accounting principles (GAAP) applicable to local governments. The Governmental Accounting Standards Board (GASB) is the standard-setting body for establishing governmental accounting and financial reporting principles, which are primarily set forth in the GASB's Codification of Governmental Accounting and Financial Reporting Standards (GASB Codification).

A. Reporting Entity

The accompanying basic financial statements comply with the provisions of the Governmental Accounting Standards Board (the "GASB") Statement No. 14, "*The Financial Reporting Entity*," in that the financial statements include all organizations, activities, functions and component units for which the City (the primary government) is financially accountable. Financial accountability is defined as the appointment of a voting majority of a legally separate organization's governing body and either (1) the City's ability to impose its will over the organization, or (2) the potential that the organization will provide a financial benefit to or impose a financial burden on the City.

Based on the foregoing, the City's financial reporting entity has no component units but includes all funds, departments, boards and agencies that are not legally separate from the City. For the City this includes public safety (police, fire and emergency rescue), highway and streets, parks and recreation, public improvements, community development, building and zoning, public health and welfare, and general administrative services. In addition, the City provides water treatment and distribution services, sanitary sewer services, refuse collection and disposal services and parking services, which are reported as enterprise funds. Council and the City Manager have direct responsibility for these activities.

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2019

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

B. Basis of Presentation - Fund Accounting

The accounting system is organized and operated on the basis of funds, each of which is considered a separate accounting entity. The operations of each fund are accounted for with a separate set of self-balancing accounts that comprise its assets, liabilities, deferred outflows/inflows of resources, fund equity, revenues and expenditures (expenses). The various funds are summarized by type in the basic financial statements. The following fund types are used by the City:

Governmental Funds

Governmental funds are those funds 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 (except that accounted for in the proprietary funds) are accounted for through governmental funds. The measurement focus is upon determination of "financial flow" (sources, uses and balances of financial resources).

The following are the City's major governmental funds:

General Fund - This fund is used to account for all financial resources except those accounted for in another fund. The general fund balance is available to the City for any purpose provided it is expended or transferred in accordance with the Charter and legislation of the City and/or the general laws of the State of Ohio.

Public Safety Fund – The public safety fund accounts for 1/2% income tax revenue that is approved by the voters of the City every three years and ambulance removal fees and contracts with townships for Fire and EMS services.

Capital Improvement Fund – The capital improvement fund accounts for that portion of municipal income tax designated by Council for the purpose of improving, constructing, maintaining, and purchasing those items necessary to enhance the operations of the City.

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CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2019

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

B. Basis of Presentation - Fund Accounting (Continued)

Proprietary Funds

All proprietary funds are accounted for on an "economic resources" measurement focus. This measurement focus provides that all assets, liabilities and deferred outflows/inflows of resources associated with the operation of these funds are included on the balance sheet. Proprietary fund type operating statements present increases (i.e., revenues) and decreases (i.e., expenses) in net position.

Enterprise Funds - These funds are used to account for operations that are financed and operated in a manner similar to private business enterprises -- where the intent of the governing body is that the costs (expenses, including depreciation) of providing goods or services to the general public on a continuing basis be financed or recovered primarily through user charges. The City's major enterprise funds are:

Water Fund – This fund is used to account for the provision of water treatment and distribution to the residents and commercial users of the City and some residents of the County.

Sewer Fund – This fund is used to account for sanitary sewer services provided to the residents and commercial users of the City.

Refuse Fund – This fund is used to account for the collection and disposal of refuse by the City.

Fiduciary Funds - These funds are used to account for assets held by a governmental unit in a trustee capacity or as an agent for individuals, private organizations, other governmental units, and/or other funds. The City's only fiduciary funds are custodial funds. These funds are used to account for receipts to be transferred to the County Law Library, and to account for municipal court receipts distributed to other governments.

C. Basis of Presentation – Financial Statements

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 and those that are considered business-type activities.

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2019

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

C. Basis of Presentation – Financial Statements (Continued)

The government-wide statements are prepared using the economic resources measurement focus. This is the same approach used in the preparation of the proprietary fund financial statements but differs from the manner in which governmental fund 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 for governmental funds.

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

Fund Financial Statements – Fund financial statements report detailed information about the City. The focus of governmental fund financial statements is on major funds rather than reporting funds by type. Each major fund is presented in a separate column. Nonmajor funds are aggregated and presented in a single column. Fiduciary funds are reported by fund type.

The accounting and financial reporting treatment applied to a fund is determined by its measurement focus. All governmental fund types are accounted for using a flow of current financial resources measurement focus. The financial statements for governmental funds are a balance sheet, which generally includes only current assets, current liabilities, deferred outflows/inflows of resources, and a statement of revenues, expenditures and changes in fund balances, which reports on the sources (i.e., revenues and other financing sources) and uses (i.e., expenditures and other financing uses) of current financial resources.

All proprietary fund types are accounted for on a flow of economic resources measurement focus. With this measurement focus, all assets, liabilities and deferred outflows/inflows of resources associated with the operation of these funds are included on the statement of net position. The statement of changes in fund net position presents increases (i.e., revenues) and decreases (i.e., expenses) in net position. The statement of cash flows provides information about how the City finances and meets the cash flow needs of its proprietary activities.

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2019

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

D. Basis of Accounting

Basis of accounting represents the methodology utilized in the recognition of revenues and expenditures or expenses reported in the financial statements. The accounting and reporting treatment applied to a fund is determined by its measurement focus.

The modified accrual basis of accounting is followed by the governmental funds. Under the modified accrual basis of accounting, revenues are recorded when susceptible to accrual, i.e., both measurable and available. Revenue resulting from exchange transactions, in which each party gives and receives essentially equal value, is recorded on the modified accrual basis when the exchange takes place and the resources are available. The term "available" means collectible within the current period or soon enough thereafter to be used to pay liabilities of the current period, which for the City is 60 days after year end. Expenditures are recognized in the accounting period in which the fund liability is incurred, if measurable, except for unmatured interest on general long-term debt which is recognized when due.

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. Revenue from income taxes is recognized in the period in which the income is earned and is available. Revenue from grants, entitlements and donations is recognized in the fiscal year in which all eligibility requirements have been satisfied and the revenue is available. Eligibility requirements include timing requirements, which specify the year when the resources are required to be used or the year when use is first permitted, matching requirements, in which the City must provide local resources to be used for a specific purpose, and expenditure requirements, in which the resources are provided to the City on a reimbursement basis. Revenue considered susceptible to accrual at year end includes income taxes, interest on investments, state levied locally shared taxes (including motor vehicle license fees and local government assistance). Licenses, permits, charges for service and other miscellaneous revenues are recorded as revenue when received in cash because generally this revenue is not measurable until received.

Property taxes measurable as of December 31, 2019 but which are not intended to finance 2019 operations and delinquent property taxes, whose availability is indeterminate, are recorded as deferred inflows of resources. Property taxes are further described in Note 5.

The accrual basis of accounting is utilized for reporting purposes by the Government-wide financial statements, proprietary funds, and custodial funds. Revenues are recognized when they are earned and expenses are recognized when they are incurred.

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2019

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

E. Budgetary Process

The budgetary process is prescribed by provisions of the Ohio Revised Code and entails the preparation of budgetary documents within an established timetable. The major documents prepared are the tax budget, the certificate of estimated resources and the appropriation ordinance, all of which are prepared on the budgetary basis of accounting. The certificate of estimated resources and the appropriation ordinance are subject to amendment throughout the year. All funds other than custodial funds are legally required to be budgeted and appropriated; however, only governmental funds are required to be reported. The legal level of budgetary control is at the department and object level (personnel services and other expenses) in the General Fund and at the object level (personnel services and other expenses) level for all other budgeted funds. Budgetary modifications may only be made by ordinance or resolution of the City Council.

1. Tax Budget

The City Manager submits an annual tax budget for the following fiscal year to City Council by July 15 for consideration and passage. The adopted budget is submitted to the County Auditor, as Secretary of the County Budget Commission, by July 20 of each year for the period January 1 to December 31 of the following year.

2. Estimated Resources

The County Budget Commission reviews estimated revenue and determines if the budget substantiates a need to levy all or part of previously authorized taxes. The Budget Commission then certifies its actions to the City by September 1 of each year. As part of the certification process, the City receives an official certificate of estimated resources stating the projected receipts by fund. Prior to December 31, the City must revise its budget so that the total contemplated expenditures from any fund during the ensuing fiscal year do not exceed the amount available as stated in the certificate of estimated resources. The revised budget then serves as the basis for the annual appropriations measure. On or about January 1, the certificate of estimated resources is amended to include any unencumbered fund balances from the preceding year. The certificate may be further amended during the year if a new source of revenue is identified or actual receipts exceed current estimates. The amounts reported on the budgetary statement reflect the amounts in the final amended official certificate of estimated resources issued during 2019.

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2019

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

E. Budgetary Process (Continued)

3. Appropriations

A temporary appropriation ordinance to control expenditures may be passed on or about January 1 of each year for the period January 1 through March 31. An annual appropriation ordinance must be passed by April 1 of each year for the period January 1 through December 31. The appropriation ordinance establishes spending controls at the fund, department and object level. The appropriation ordinance may be amended during the year as additional information becomes available, provided that total fund appropriations do not exceed the current estimated resources as certified. The allocation of appropriations among departments and objects within a fund may be modified during the year by an ordinance of City Council. During the year, several supplemental appropriations were necessary to budget the use of contingency funds. Administrative control is maintained through the establishment of more detailed line-item budgets. The budgetary figures which appear in the "Statement of Revenues, Expenditures, and Changes in Fund Balances--Budget and Actual—for the General Fund and Public Safety Fund" are provided on the budgetary basis to provide a comparison of actual results to the final budget, including all amendments and modifications.

4. Lapsing of Appropriations

At the close of each fiscal year, the unencumbered balance of each appropriation reverts to the respective fund from which it was appropriated and becomes subject to future appropriations. The encumbered appropriation balance is carried forward to the subsequent fiscal year and need not be reappropriated.

5. Encumbrances

As part of formal budgetary control, purchase orders, contracts and other commitments for expenditures are encumbered and recorded as the equivalent of expenditures (budget basis) in order to reserve that portion of the applicable appropriation and to determine and maintain legal compliance. However, on the GAAP basis of accounting, encumbrances do not constitute expenditures or liabilities.

6. Budgetary Basis of Accounting

The City's budgetary process accounts for certain transactions on a basis other than generally accepted accounting principles (GAAP). The major differences between the budgetary basis and the GAAP basis lie in the manner in which revenues and expenditures are recorded. Under the budgetary basis, revenues and expenditures are recognized on a cash basis. Utilizing the cash basis, revenues are recorded when received in cash and expenditures when paid. Under the GAAP basis, revenues and expenditures are recorded on the modified accrual basis of accounting.

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2019**

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

E. Budgetary Process (Continued)

6. Budgetary Basis of Accounting (Continued)

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

	Net Change in Fund Balance	
	General Fund	Public Safety Fund
GAAP Basis (as reported)	\$419,151	\$246,070
Increase (Decrease):		
Accrued Revenues at December 31, 2019 received during 2020	(345,823)	(287,872)
Accrued Revenues at December 31, 2018 received during 2019	263,231	245,941
Accrued Expenditures at December 31, 2019 paid during 2020	60,893	132,606
Accrued Expenditures at December 31, 2018 paid during 2019	(153,537)	(104,597)
Outstanding Encumbrances	(12,297)	(52,604)
Perspective Difference:		
Activity of Funds Reclassified for GAAP Reporting Purposes	121,878	0
Budget Basis	\$353,496	\$179,544

F. Cash and Cash Equivalents

Cash and cash equivalents include amounts in demand deposits and the State Treasury Asset Reserve (STAR Ohio). The amounts in STAR Ohio are considered cash equivalents because they are highly liquid investments with original maturity dates of three months or less.

The City pools its cash for investment and resource management purposes. Each fund's equity in pooled cash and investments represents the balance on hand as if each maintains its own cash and investment account. For purposes of the statement of cash flows, the proprietary funds' share of equity in STAR Ohio is considered to be cash equivalents. See Note 4, "Cash, Cash Equivalents and Investments."

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2019

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

G. Investments

Investment procedures and interest allocations are restricted by provisions of the Ohio Constitution and the Ohio Revised Code. The City allocates interest among certain funds based upon the fund's cash balance at the date of investment. In accordance with GASB Statement No. 31, "Accounting and Financial Reporting for Certain Investments and for External Investment Pools" and GASB Statement No. 72, "Fair Value Measurement and Application," the City records all its investments at fair value except for nonparticipating investment contracts which are reported at cost, which approximates fair value. All investment income, including changes in the fair value of investments, is recognized as revenue in the operating statements.

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. See Note 4, "Cash, Cash Equivalents and Investments."

The City's investment in the State Treasury Asset Reserve of Ohio (STAR Ohio) is an investment pool managed by the State Treasurer's Office which allows governments within the State to pool their funds for investment purposes. STAR Ohio is not registered with the SEC as an investment company and is recognized as an external investment pool by the City. The City measures their investment in STAR Ohio at the net asset value (NAV) per share provided by STAR Ohio. The NAV per share is calculated on an amortized cost basis that provides a NAV per share that approximates fair value. For fiscal year 2019, there were no limitations or restrictions on any participant withdrawals due to redemption notice periods, liquidity fees, or redemption gates. However, notice must be given 24 hours in advance of all deposits and withdrawals exceeding \$25 million. STAR Ohio reserves the right to limit the transaction to \$100 million, requiring the excess amount to be transacted the following business day(s), but only to the \$100 million limit. All accounts of the participant will be combined for these purposes.

H. Capital Assets and Depreciation

Capital assets are defined by the City as assets with an initial, individual cost of more than \$1,000.

1. Property, Plant and Equipment - Governmental Activities

Governmental activities capital assets are those not directly related to the business type funds. These generally are acquired or constructed for governmental activities and are recorded as expenditures in the governmental funds and are capitalized at cost (or estimated historical cost for assets not purchased in recent years). These assets are reported in the Governmental Activities column of the Government-wide Statement of Net Position, but they are not reported in the Fund Financial Statements.

CITY OF EATON, OHIO

***Notes to the Basic Financial Statements
For the Year Ended December 31, 2019***

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

H. Capital Assets and Depreciation (Continued)

1. Property, Plant and Equipment - Governmental Activities (Continued)

Contributed capital assets are recorded at acquisition value at the date received. Capital assets include land, buildings, building improvements, machinery, equipment and infrastructure. Infrastructure is defined as long-lived capital assets that normally are stationary in nature and normally can be preserved for a significant number of years. Examples of infrastructure include roads, bridges, curbs and gutters, streets and sidewalks, drainage systems and lighting systems. Estimated historical costs for governmental activities capital asset values were initially determined by identifying historical costs when such information was available. In cases where information supporting original cost was not obtainable, estimated historical costs were developed. For certain capital assets, the estimates were arrived at by indexing estimated current costs back to the estimated year of acquisition.

2. Property, Plant and Equipment – Business Type Activities

Property, plant and equipment acquired by the proprietary funds are stated at cost (or estimated historical cost), including interest capitalized during construction and architectural and engineering fees where applicable. Contributed capital assets are recorded at acquisition value at the date received. These assets are reported in both the Business-Type Activities column of the Government-wide Statement of Net Position and in the respective funds.

3. Depreciation

All capital assets are depreciated, excluding land and construction in progress. Depreciation has been provided using the straight-line method over the following estimated useful lives:

<u>Description</u>	<u>Governmental and Business-Type Activities Estimated Lives (in years)</u>
Buildings and Systems	15 - 45
Infrastructure	20
Equipment	3 - 15

CITY OF EATON, OHIO

***Notes to the Basic Financial Statements
For the Year Ended December 31, 2019***

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

I. Long-Term Obligations

Long-term liabilities are being repaid from the following funds:

<u>Obligation</u>	<u>Fund</u>
Ohio Public Works Commission Loans Payable	Capital Improvement Fund, Sewer Fund
Compensated Absences	General Fund, Public Safety Fund, Street Construction, Maintenance and Repair Fund, Cemetery Fund, Recreation Fund, Fort St. Clair Fund, Capital Improvement Fund, Water Fund, Sewer Fund, Refuse Fund
Ohio Water Development Authority Loan Payable	Water Fund

J. Compensated Absences

In accordance with GASB Statement No. 16, "Accounting for Compensated Absences," vacation and compensatory time are accrued as liabilities when an employee's right to receive compensation is attributable to services already rendered and it is probable that the employee will be compensated through paid time off or some other means, such as cash payments at termination or retirement. Leave time that has been earned but is unavailable for use as paid time off or as some other form of compensation because an employee has not met the minimum service time requirement, is accrued to the extent that it is considered to be probable that the conditions for compensation will be met in the future.

Sick leave is accrued using the vesting method, whereby the liability is recorded on the basis of leave accumulated by employees who are eligible to receive termination payments as of the balance sheet date, and on leave balances accumulated by other employees who are expected to become eligible in the future to receive such payments.

For governmental funds, compensated absences are recognized as liabilities and expenditures to the extent payments come due each period upon the occurrence of employee resignations and retirements. For governmental funds, that portion of unpaid compensated absences that is expected to be paid using expendable, available resources is reported as an expenditure in the fund from which the individual earning the leave is paid, and a corresponding liability is reflected in the account "Compensated Absences Payable." In the government wide statement of net position, "Compensated Absences Payable" is recorded within the "Due within one year" account and the long-term portion of the liability is recorded within the "Due in more than one year" account. Compensated absences are expensed in the water, sewer, and refuse enterprise funds when earned, and the related liability is reported within the fund.

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2019

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

K. Net Position

Net position represents the difference between assets, liabilities, and deferred outflows/inflows of resources. Net position invested in capital assets, net of related debt consists of capital assets, net of accumulated depreciation, reduced by the outstanding balances of any borrowings used for 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.

L. Fund Balances

In the fund financial statements, fund balance for governmental funds is reported in classifications that comprise a hierarchy based primarily on the extent to which the City is bound to honor constraints on the specific purpose for which amounts in the funds can be spent. Fund balance is reported in five components – nonspendable, restricted, committed, assigned and unassigned.

Nonspendable – Nonspendable fund balance includes amounts that cannot be spent because they are either not in spendable form or legally contractually required to be maintained intact.

Restricted – Restricted fund balance consists of amounts that have constraints placed on them either externally by third parties (creditors, grantors, contributors, or laws or regulations of other governments) or by law through constitutional provisions or enabling legislation. Enabling legislation authorizes the City to assess, levy, charge or otherwise mandate payment of resources (from external resource providers) and includes a legally enforceable requirement (compelled by external parties) that those resources be used only for the specific purposes stipulated in the legislation.

Committed – Committed fund balance consists of amounts that can only be used for specific purposes pursuant to constraints imposed by formal action of the City's highest level of decision making authority. For the City, these constraints consist of ordinances passed by City Council. Committed amounts cannot be used for any other purpose unless the City removes or changes the specified use by taking the same type of action (ordinance) it employed previously to commit those amounts. The City has no fund balances reported as committed at December 31, 2019.

Assigned – Assigned fund balance consists of amounts that are constrained by the City's intent to be used for specific purposes, but are neither restricted nor committed.

Unassigned – Unassigned fund balance consists of amounts that have not been restricted, committed or assigned to specific purposes within the General Fund as well as negative fund balances in all other governmental funds.

When both restricted and unrestricted resources are available for use, it is the City's policy to use restricted resources first, then unrestricted (committed, assigned and unassigned) resources as they are needed.

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2019

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

M. Pension/OPEB

The provision for pension/OPEB cost is recorded when the related payroll is accrued and the obligation is incurred. 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 systems. 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 systems report investments at fair value.

N. Interfund Activity

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 nonoperating revenues/expenses in proprietary funds. Repayments from funds responsible for particular expenditures/expenses to the funds that initially paid for them are not presented on the financial statements.

O. Operating Revenues and Expenses

Proprietary funds distinguish operating revenues and expenses from nonoperating items. Operating revenues are those revenues that are generated directly from the primary activity of the proprietary funds. For the City, these revenues are charges for services for water treatment and distribution, wastewater collection and treatment, collection of solid waste refuse, and parking services. Operating expenses are necessary costs incurred to provide the good or service that is the primary activity of the fund. All revenues and expenses not meeting this definition are reported as nonoperating revenues and expenses.

P. Extraordinary and Special Items

Extraordinary items are transactions or events that are both unusual in nature and infrequent in occurrence. Special items are transactions or events that are within the control of the City and that are either unusual in nature or infrequent in occurrence. The City had no extraordinary or special items to report during fiscal year 2019.

Q. Deferred Outflows/Inflows of Resources

In addition to assets, the statement of financial position will sometimes report a separate section for deferred outflows of resources. This separate financial statement element, *deferred outflows of resources*, represents a consumption of net position that applies to a future period(s) and so will *not* be recognized as an outflow of resources (expense/ expenditure) until then. For the City, deferred outflows of resources are reported for pension/OPEB amounts on the government-wide and proprietary funds statement of net position. See Notes 10 and 11.

CITY OF EATON, OHIO

***Notes to the Basic Financial Statements
For the Year Ended December 31, 2019***

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

Q. Deferred Outflows/Inflows of Resources (Continued)

In addition to liabilities, the statement of financial position will sometimes report a separate section for deferred inflows of resources. This separate financial statement element, *deferred inflows of resources*, represents an acquisition of net position that applies to a future period(s) and so will *not* be recognized as an inflow of resources (revenue) until that time. On the government-wide statement of net position and governmental funds balance sheet, property taxes that are intended to finance future fiscal periods are reported as deferred inflows. In addition, the governmental funds balance sheet reports deferred inflows which arise only under a modified accrual basis of accounting. Accordingly, the item, *unavailable amounts*, is reported only in the governmental funds balance sheet. The governmental funds report unavailable amounts for property taxes, income taxes, special assessments, and state levied shared taxes. These amounts are deferred and recognized as an inflow of resources in the period that the amounts become available. Deferred inflows of resources related to pension/OPEB are reported on the government-wide and proprietary funds statement of net position. See Notes 10 and 11.

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CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2019

NOTE 2 – CHANGE IN ACCOUNTING PRINCIPLE

For 2019, the City implemented Governmental Accounting Standards Board (GASB) Statement No. 83, “Certain Asset Retirement Obligations,” Statement No. 84, “Fiduciary Activities,” Statement No. 88, “Certain Disclosures Related to Debt, including Direct Borrowings and Direct Placements,” and Statement No. 90, “Majority Equity Interests—an amendment of GASB Statements No. 14 and No. 61.”

GASB Statement No. 83 establishes criteria for determining the timing and pattern of recognition of a liability and a corresponding deferred outflow of resources for asset retirement obligations.

GASB Statement No. 84 establishes criteria for identifying fiduciary activities of all state and local governments.

GASB Statement No. 88 revises the information that is disclosed in notes to government financial statements related to debt, including direct borrowings and direct placements. This Statement requires that additional essential information related to debt be disclosed in notes to financial statements.

GASB Statement No. 90 establishes criteria for reporting a government’s majority equity interest in a legally separate organization.

These changes were incorporated in the City’s 2019 financial statements; however, there was no effect on beginning net position/fund balance.

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CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2019**

NOTE 3 – FUND BALANCE CLASSIFICATION

Fund balance is classified as nonspendable, restricted, assigned, and 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 fund balance for the major governmental funds and all other governmental funds are presented below:

Fund Balances	General Fund	Public Safety Fund	Capital Improvement Fund	Nonmajor Governmental Funds	Total Governmental Funds
Nonspendable:					
Endowments	\$0	\$0	\$0	\$10,000	\$10,000
Total Nonspendable	<u>0</u>	<u>0</u>	<u>0</u>	<u>10,000</u>	<u>10,000</u>
Restricted:					
Public Safety	0	876,408	0	216,203	1,092,611
Public Health	0	0	0	83,182	83,182
Transportation	0	0	0	518,818	518,818
Community Development	0	0	0	111,931	111,931
Culture and Recreation	0	0	0	83,961	83,961
Court Improvements	197,620	0	0	0	197,620
Capital Outlay	0	0	4,610,024	627,289	5,237,313
Total Restricted	<u>197,620</u>	<u>876,408</u>	<u>4,610,024</u>	<u>1,641,384</u>	<u>7,325,436</u>
Assigned:					
Materials and Supplies	6,273	0	0	0	6,273
Culture and Recreation	71,455	0	0	0	71,455
Budget Resource	583,385	0	0	0	583,385
Total Assigned	<u>661,113</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>661,113</u>
Unassigned:	1,101,817	0	0	0	1,101,817
Total Fund Balances	<u>\$1,960,550</u>	<u>\$876,408</u>	<u>\$4,610,024</u>	<u>\$1,651,384</u>	<u>\$9,098,366</u>

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2019

NOTE 4 - CASH, CASH EQUIVALENTS AND INVESTMENTS

Cash resources of several individual funds are combined to form a pool of cash and investments. In addition, investments are separately held by a number of individual funds. Statutes require the classification of funds held by the City into three categories:

Category 1 consists of "active" funds - those funds required to be kept in "cash" or "near cash" status for immediate use by the City. Such funds must be maintained either as cash in the City Treasury or in depository accounts payable or withdrawable on demand, including negotiable order of withdrawal (NOW) accounts.

Category 2 consists of "inactive" funds - those funds not required for use within the current five year period of designation of depositories. Inactive funds may be deposited or invested only as certificates of deposit maturing no later than the end of the current period of designation of depositories.

Category 3 consists of "interim" funds - those funds not needed for immediate use, but needed before the end of the current period of designation of depositories. Interim funds may be invested or deposited in the following securities:

- United States treasury notes, bills, bonds, or any other obligation or security issued by the United States treasury or any other obligation guaranteed as to principal or interest by the United States;
- Bonds, notes, debentures, or any other obligations or securities issued by any federal government agency or instrumentality, including but not limited to, the federal national mortgage association, federal home loan bank, federal farm credit bank, federal home loan mortgage corporation, government national mortgage association, and student loan marketing association. All federal agency securities shall be direct issuances of federal government agencies or instrumentalities;
- Written repurchase agreements in the securities listed above provided that 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 that the term of the agreement must not exceed thirty days;
- Interim deposits in eligible institutions applying for interim funds;
- Bonds and other obligations of the State of Ohio;
- No-load money market mutual funds consisting exclusively of obligations described in the first two bullets of this section and repurchase agreements secured by such obligations, provided that investments in securities described in this division are made only through eligible institutions, and
- The State Treasury Asset Reserve of Ohio (STAR Ohio).

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2019

NOTE 4 - CASH, CASH EQUIVALENTS AND INVESTMENTS (Continued)

A. Deposits

Custodial credit risk is the risk that in the event of bank failure, the City's deposits may not be returned to it. The City has no deposit policy for custodial risk beyond the requirements of State statute.

Ohio law requires that deposits be either 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, the carrying amount of the City's deposits was \$7,605,637 and the bank balance was \$7,682,602. Of the bank balance, \$1,011,164 was covered by federal depository insurance and \$6,671,438 was exposed to custodial risk and was collateralized with securities held by the pledging financial institutions trust department or agent but not in the City's name, securities held in the Ohio Pooled Collateral System, and specific pledged collateral.

B. Investments

Pursuant to the City Charter, the City is authorized to invest funds, in compliance with the Ohio Revised Code, in bonds or notes guaranteed by the United States, bonds or obligations of the State of Ohio, the State Treasurer's investment pool or deposits in eligible institutions. Maturities must be less than two years.

Interest rate risk – The City does not have a formal investment policy that limits investment maturities as a means of managing its exposure to fair value losses arising from increasing interest rates. In practice, the City manages its exposure to declines in fair values by limiting the maximum maturity of its investment portfolio to approximately two years.

Credit Risk – Per the City's policy, investments are limited to those explicitly guaranteed by the U.S. government, to STAR Ohio (rated AAAM by Standard & Poor's), or to high yield cash investments with authorized banks which pledge pooled securities as collateral.

Concentration of credit risk – The City places no limit on the amount that it may invest with any one issuer.

At December 31, 2019, the City's investments were amounts on deposit with STAR Ohio, with a fair value of \$2,504,779 (amortized cost), pooled certificates of deposit in the amount of \$1,600,021, and segregated certificates of deposit in the amount of \$20,000. The investments in STAR Ohio and pooled certificates of deposit are included in "Pooled Cash and Investments" and the segregated certificates of deposit are included in "Investments" on the Statement of Net Position.

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2019

NOTE 5 - TAXES

A. Property Taxes

Property taxes include amounts levied against all real estate and public utility property located in the City. Real property taxes (other than public utility) collected during 2019 were levied after October 1, 2018 on assessed values as of January 1, 2018, the lien date. Assessed values are established by the county auditor at 35 percent of appraised market value. All property is required to be reappraised every six years and equalization adjustments are made in the third year following reappraisal. The last reappraisal was completed in 2017. Real property taxes are payable annually or semi-annually. The first payment is due January 20, with the remainder payable by June 20.

Public utility real and tangible personal 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 is currently assessed at 100 percent of its true value. Public utility property taxes are payable on the same dates as real property described previously.

The County Treasurer collects property taxes on behalf of all taxing districts in the County including the City of Eaton. The County Auditor periodically remits to the City its portion of the taxes collected. The full tax rate for all City operations for the year ended December 31, 2019 was \$2.70 per \$1,000 of assessed value. The assessed value upon which the 2018 levy (collected in 2019) was based was \$158,274,720. This amount constitutes \$151,723,110 in real property assessed value and \$6,551,610 in public utility assessed value.

Ohio law prohibits taxation of property from all taxing authorities in excess of 1% of assessed value without a vote of the people. Under current procedures, the City's share is .270% (2.70 mills) of assessed value.

B. Income Tax

Municipalities within the State of Ohio are permitted by state statute to levy an income tax up to a maximum rate of 1% subject to the approval of the local legislative body. Any rate in excess of 1% requires the approval of a majority of the eligible voters residing within the municipal corporation. The City income tax rate of 1.5% is levied by ordinance. One percent (1%) of the tax is levied indefinitely and 0.5% was renewed by the voters of the City in November 2019. The 0.5% tax will expire December 31, 2022. This tax is applicable to substantially all income earned within the City. Employers within the City are required to withhold income tax on employee compensation and remit this withholding quarterly. Corporations, partnerships, and self-employed individual taxpayers are required to pay their estimated tax quarterly and file a declaration annually with the City. Residents of the City are required to pay City income taxes on income they earn outside the City; however, credit is allowed for all income tax paid to other municipalities.

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2019

NOTE 6 - TRANSFERS

Following is a summary of transfers in and out for all funds for 2019:

Fund	Transfer In	Transfer Out
General Fund	\$0	\$980,000
Public Safety Fund	900,000	0
Nonmajor Governmental Funds	80,000	0
Totals	<u>\$980,000</u>	<u>\$980,000</u>

Transfers are used to move revenues from the funds that statute or budget requires to collect them to the funds that statute or budget requires to expend them; to segregate money for anticipated capital projects; to provide additional resources for current operations or debt service; to return money to the fund from which it was originally provided once a project is completed; and to transfer capital assets.

NOTE 7 – TAX ABATEMENTS

Income Tax Abatement Program

The City created the Municipal Job Creation Income Tax Incentive Program in 2016. The purpose of the program is to maintain the City's competitiveness as a site for location of new businesses and the expansion of existing businesses. Pursuant to Ohio Revised Code 718 and the applicable City ordinance, the City provides an incentive to the company based upon the company's gross annual payroll, the amount of income tax generated annually and the number of jobs created or retained by the business. The abatement is administered as a refund based upon the company's payroll taxes. The tax abatement incentive is for a new business or expanding business with new payroll of a minimum of \$1,000,000 at the percentage up to 45% of income tax paid on new payroll for a period determined by the City in accordance with Ohio Revised Code. There are two businesses (Silex Corporation and Bullen Ultrasonic Inc.) with an active tax abatement agreement in place. In 2019 Bullen Ultrasonic received an income tax abatement of \$7,422.

Real Estate Tax Abatement Program

Pursuant to Ohio Revised Code Chapter 5709, the City established a Community Reinvestment Area. The City authorizes incentives through passage of public ordinances, based upon each business investment criteria and through a contractual application process with each business. The abatement equals an agreed upon percentage of the additional property tax resulting from the increase in assessed value as a result of the improvements. The amount of the abatement is deducted from the recipient's property tax bill. The establishment of the Community Reinvestment Area gave the City the ability to maintain and expand business located within the City and created new jobs by abating or reducing assessed valuation of properties, resulting in abated taxes, from new or improved business real estate and includes major housing improvements in specified areas. The City has offered the CRA abatements to encourage economic stability, maintain property values, and generate new employment opportunities and population growth. There is one business (Timken Steel) with an active tax abatement agreement in place. In 2019 Timken Steel received a property tax abatement of \$1,685.

CITY OF EATON, OHIO

***Notes to the Basic Financial Statements
For the Year Ended December 31, 2019***

NOTE 8 - RECEIVABLES

Receivables at December 31, 2019 consisted of current and delinquent property taxes, special assessments, income taxes, accounts, and intergovernmental grants. All receivables are considered collectible in full due to the ability to foreclose for nonpayment of taxes and the stable condition of State programs. A summary of Intergovernmental Receivables follows:

<u>Type</u>	<u>Amount</u>
Governmental Activities:	
Local Government Revenue Assistance	\$69,141
Homestead and Rollback	35,766
Gasoline and Excise Tax	250,593
Motor Vehicle License Fees	75,583
Public Safety	11,251
Community Housing Improvement	17,000
Other	<u>31,444</u>
Total Governmental Activities	<u>490,778</u>
 Business-Type Activities:	
Water	<u>1,240</u>
Total Business-Type Activities	<u>1,240</u>
Totals	<u><u>\$492,018</u></u>

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2019**

NOTE 9 - CAPITAL ASSETS

A. Governmental Activities Capital Assets

Summary by category of changes in governmental activities capital assets at December 31, 2019:

Historical Cost:

Class	December 31, 2018	Additions	Deletions	December 31, 2019
Capital assets not being depreciated:				
Land	\$855,617	\$30,541	\$0	\$886,158
Construction in Progress	30,946	0	(30,946)	0
Sub-total	886,563	30,541	(30,946)	886,158
Capital assets being depreciated:				
Buildings and Improvements	6,321,297	67,566	0	6,388,863
Infrastructure	10,706,647	892,305	0	11,598,952
Furniture and Equipment	7,443,065	629,033	(307,956)	7,764,142
Total Cost	<u>\$25,357,572</u>	<u>\$1,619,445</u>	<u>(\$338,902)</u>	<u>\$26,638,115</u>
Accumulated Depreciation:				
Class	December 31, 2018	Additions	Deletions	December 31, 2019
Buildings and Improvements	(\$2,247,852)	(\$138,887)	\$0	(\$2,386,739)
Infrastructure	(3,152,593)	(420,645)	0	(3,573,238)
Furniture and Equipment	(5,128,102)	(613,551)	307,956	(5,433,697)
Total Accumulated Depreciation	<u>(\$10,528,547)</u>	<u>(\$1,173,083) *</u>	<u>\$307,956</u>	<u>(\$11,393,674)</u>
Net Value:	<u>\$14,829,025</u>			<u>\$15,244,441</u>

* Depreciation was charged to governmental functions as follows:

General Government	\$344,839
Public Safety	332,233
Transportation	433,145
Culture and Recreation	62,866
Total Depreciation Expense	<u>\$1,173,083</u>

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2019**

NOTE 9 - CAPITAL ASSETS (Continued)

B. Business-Type Activities Capital Assets

Summary by category at December 31, 2019:

Historical Cost:

Class	December 31, 2018	Additions	Deletions	December 31, 2019
<i>Capital assets not being depreciated:</i>				
Land	\$582,108	\$2,000	\$0	\$584,108
Construction in Progress	0	27,000	0	27,000
Sub-total	<u>582,108</u>	<u>29,000</u>	<u>0</u>	<u>611,108</u>
<i>Capital assets being depreciated:</i>				
Buildings and Systems	16,978,618	253,342	0	17,231,960
Furniture and Equipment	<u>4,941,463</u>	<u>151,037</u>	<u>(29,599)</u>	<u>5,062,901</u>
Total Cost	<u>\$22,502,189</u>	<u>\$433,379</u>	<u>(\$29,599)</u>	<u>\$22,905,969</u>
<i>Accumulated Depreciation:</i>				
Class	December 31, 2018	Additions	Deletions	December 31, 2019
Buildings and Systems	(\$9,393,115)	(\$478,312)	\$0	(\$9,871,427)
Furniture and Equipment	<u>(4,220,206)</u>	<u>(192,177)</u>	<u>29,599</u>	<u>(4,382,784)</u>
Total Accumulated Depreciation	<u>(\$13,613,321)</u>	<u>(\$670,489)</u>	<u>\$29,599</u>	<u>(\$14,254,211)</u>
<i>Net Value:</i>	<u>\$8,888,868</u>			<u>\$8,651,758</u>

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CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2019

NOTE 10 – DEFINED BENEFIT PENSION PLANS

Net Pension Liability

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.

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 and firefighters, 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.

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2019

NOTE 10 – DEFINED BENEFIT PENSION PLANS (Continued)

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, including requirements for reduced and unreduced benefits):

Group A	Group B	Group C
Eligible to retire prior to January 7, 2013 or five years after January 7, 2013	20 years of service credit prior to January 7, 2013 or eligible to retire ten years after January 7, 2013	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: Age 60 with 60 months of service credit or Age 55 with 25 years of service credit	Age and Service Requirements: Age 60 with 60 months of service credit or Age 55 with 25 years of service credit	Age and Service Requirements: Age 57 with 25 years of service credit or Age 62 with 5 years of service credit
Formula: 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: 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: 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 3.00% 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 3.00%.

Benefits in the Combined Plan consist of both an age-and-service formula benefit (defined benefit) and a defined contribution element. The defined benefit element is calculated on the basis of age, FAS, and years of service. Eligibility regarding age and years of service in the Combined Plan is the same as the Traditional Pension Plan. The benefit formula for the defined benefit component of the plan for State and Local members in transition Groups A and B applies a factor of 1.00% to the member’s FAS for the first 30 years of service.

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2019**

NOTE 10 – DEFINED BENEFIT PENSION PLANS (Continued)

A factor of 1.25% is applied to years of service in excess of 30. The benefit formula for transition Group C applies a factor of 1.0% to the member’s FAS and the first 35 years of service and a factor of 1.25% is applied to years in excess of 35. Persons retiring before age 65 with less than 30 years of service credit receive a percentage reduction in benefit. The defined contribution portion of the benefit is based on accumulated member contributions plus or minus any investment gains or losses on those contributions. Members retiring under the Combined Plan receive a 2.25% COLA adjustment on the defined benefit portion of their benefit.

Defined contribution plan benefits are established in the plan documents, which may be amended by the OPERS’s Board of Trustees. 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. 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. For additional information, see the Plan Statement in the OPERS CAFR.

Funding Policy - The Ohio Revised Code (ORC) provides statutory authority 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 \$404,506 for 2019. Of this amount, \$40,308 is reported as an intergovernmental payable.

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2019

NOTE 10 – DEFINED BENEFIT PENSION PLANS (Continued)

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

Plan Description - City full-time police and firefighters 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 July 1, 2013, the minimum retirement age is 48 for normal service retirement with at least 25 years of service credit.

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 normal service retirement, retired members who are at least 55 years old and have been receiving OPF 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 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 three percent 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.

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2019**

NOTE 10 – DEFINED BENEFIT PENSION PLANS (Continued)

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

	Police	Firefighters
2019 Statutory Maximum Contribution Rates		
Employer	19.50 %	24.00 %
Employee:		
January 1, 2019 through December 31, 2019	12.25 %	12.25 %
2019 Actual Contribution Rates		
Employer:		
Pension	19.00 %	23.50 %
Post-employment Health Care Benefits	0.50	0.50
Total Employer	19.50 %	24.00 %
Employee:		
January 1, 2019 through December 31, 2019	12.25 %	12.25 %

Employer contribution rates are expressed as a percentage of covered payroll. The City’s contractually required contribution to OPF was \$240,495 for 2019. Of this amount, \$25,659 is reported as an intergovernmental payable.

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

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:

	OPERS	OP&F	Total
Proportionate Share of the Net Pension Liability	\$6,099,513	\$4,206,700	\$10,306,213
Proportion of the Net Pension Liability-2019	0.022271%	0.051536%	
Proportion of the Net Pension Liability-2018	0.021855%	0.043238%	
Percentage Change	0.000416%	0.008298%	
Pension Expense	\$1,399,628	\$586,116	\$1,985,744

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2019**

NOTE 10 – DEFINED BENEFIT PENSION PLANS (Continued)

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

	<u>OPERS</u>	<u>OP&F</u>	<u>Total</u>
Deferred Outflows of Resources			
Changes in assumptions	\$530,978	\$111,525	\$642,503
Differences between expected and actual experience	281	172,836	173,117
Net difference between projected and actual earnings on pension plan investments	827,874	518,262	1,346,136
Change in proportionate share	0	465,795	465,795
City contributions subsequent to the measurement date	404,506	240,495	645,001
Total Deferred Outflows of Resources	<u>\$1,763,639</u>	<u>\$1,508,913</u>	<u>\$3,272,552</u>
Deferred Inflows of Resources			
Differences between expected and actual experience	\$80,088	\$3,930	\$84,018
Change in proportionate share	7,299	356,190	363,489
Total Deferred Inflows of Resources	<u>\$87,387</u>	<u>\$360,120</u>	<u>\$447,507</u>

\$645,001 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:

	<u>OPERS</u>	<u>OP&F</u>	<u>Total</u>
Year Ending December 31:			
2020	\$542,884	\$289,714	\$832,598
2021	267,036	176,385	443,421
2022	76,804	174,049	250,853
2023	385,022	256,891	641,913
2024	0	11,259	11,259
Total	<u>\$1,271,746</u>	<u>\$908,298</u>	<u>\$2,180,044</u>

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.

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2019**

NOTE 10 – DEFINED BENEFIT PENSION PLANS (Continued)

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 in the December 31, 2018 and December 31, 2017 actuarial valuation was determined using the following actuarial assumptions, applied to all periods included in the measurement:

	December 31, 2018
Wage Inflation	3.25 percent
Future Salary Increases, including inflation	3.25 to 10.75 percent including wage inflation
COLA or Ad Hoc COLA (Pre 1/7/13 retirees)	3 percent simple
COLA or Ad Hoc COLA (Post 1/7/13 retirees)	3 percent simple through 2018. 2.15 percent simple, thereafter
Investment Rate of Return	7.2 percent
Actuarial Cost Method	Individual Entry Age
	December 31, 2017
Wage Inflation	3.25 percent
Future Salary Increases, including inflation	3.25 to 10.75 percent including wage inflation
COLA or Ad Hoc COLA (Pre 1/7/13 retirees)	3 percent simple
COLA or Ad Hoc COLA (Post 1/7/13 retirees)	3 percent simple through 2018. 2.15 percent simple, thereafter
Investment Rate of Return	7.5 percent
Actuarial Cost Method	Individual Entry Age

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 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.

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2019**

NOTE 10 – DEFINED BENEFIT PENSION PLANS (Continued)

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 7.2 percent. 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 statutorily required rates. 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.

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 7.2 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 (6.2 percent) or one-percentage-point higher (8.2 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	\$9,010,755	\$6,099,513	\$3,680,245

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2019**

NOTE 10 – DEFINED BENEFIT PENSION PLANS (Continued)

Actuarial Assumptions – OPF

OPF’s total pension 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 pension liability is determined by OPF’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 the latest actuarial valuation, reflecting experience study results, prepared as of January 1, 2018, compared with January 1, 2017, are presented below.

	January 1, 2018	January 1, 2017
Valuation Date	January 1, 2018, with actuarial liabilities rolled forward to December 31, 2018	January 1, 2017, with actuarial liabilities rolled forward to December 31, 2017
Actuarial Cost Method	Entry Age Normal	Entry Age Normal
Investment Rate of Return	8.0 percent	8.0 percent
Projected Salary Increases	3.75 percent to 10.5 percent	3.75 percent to 10.5 percent
Payroll Growth	Inflation rate of 2.75 percent plus productivity increase rate of 0.5	Inflation rate of 2.75 percent plus productivity increase rate of 0.5
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	3.00 percent simple; 2.2 percent simple for increased based on the lesser of the increase in CPI and 3 percent

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 Conduent Modified 2016 Improvement Scale. Rates for surviving beneficiaries are adjusted by 120 percent.

Age	Police	Fire
67 or less	77 %	68 %
68-77	105	87
78 and up	115	120

For the January 1, 2018 valuation, 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.

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2019**

NOTE 10 – DEFINED BENEFIT PENSION PLANS (Continued)

Age	Police	Fire
59 or less	35 %	35 %
60-69	60	45
70-79	75	70
80 and up	100	90

The most recent experience study was completed for the five year period ended December 31, 2016, the prior experience study was completed December 31, 2011.

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 the Statement of Investment Policy. A forecasted rate of inflation serves as the baseline for the return expectation. 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.

Best estimates of the long-term expected geometric real rates of return for each major asset class included in OPF’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 Partnerships	8.00	6.40
Real Assets	8.00	7.00
Private Real Estate	12.00	6.10
Total	120.00 %	

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 1.2 times due to the application of leverage in certain fixed income asset classes.

CITY OF EATON, OHIO

***Notes to the Basic Financial Statements
For the Year Ended December 31, 2019***

NOTE 10 – DEFINED BENEFIT PENSION PLANS (Continued)

Discount Rate For 2018, the total pension liability was calculated using the discount rate of 8.00 percent. The discount rate used for 2017 was 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 (7.00%)	Current Discount Rate (8.00%)	1% Increase (9.00%)
City's proportionate share of the net pension liability	\$5,529,416	\$4,206,700	\$3,101,378

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CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2019

NOTE 11 - 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.

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 *intergovernmental payable* on both the accrual and modified accrual bases of accounting.

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CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2019

NOTE 11 - DEFINED BENEFIT OPEB PLANS (Continued)

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>, 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. Beginning in 2018, health care is not being funded.

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 and public safety and law enforcement employers contributed at 18.1 percent. These are the maximum employer contribution rates permitted by the Ohio Revised Code. Active member contributions do not fund health care.

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2019

NOTE 11 - DEFINED BENEFIT OPEB PLANS (Continued)

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 percent 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 RMA for participants in the Member-Directed Plan for 2019 was 4.0 percent.

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 Ohio Police and Fire Pension Fund (OP&F) sponsored healthcare program, a cost-sharing, multiple-employer defined post-employment healthcare plan administered by a third-party provider. This program is not guaranteed and is subject to change at any time upon action of the Board of Trustees. OP&F provides health care benefits including coverage for medical, prescription drug, dental, vision, and Medicare Part B Premium 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.

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2019

NOTE 11 - 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.

Beginning January 1, 2019, OP&F changed its retiree health care model to a stipend-based health care model. 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.

The City's contractually required contribution to OP&F was \$6,004 for 2019. Of this amount, \$645 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:

	<u>OPERS</u>	<u>OP&F</u>	<u>Total</u>
Proportionate Share of the Net OPEB Liability	\$2,703,816	\$469,315	\$3,173,131
Proportion of the Net OPEB Liability-2019	0.020739%	0.051536%	
Proportion of the Net OPEB Liability-2018	<u>0.020538%</u>	<u>0.043238%</u>	
Percentage Change	<u>0.000201%</u>	<u>0.008298%</u>	
OPEB Expense	\$260,874	(\$2,298,587)	(\$2,037,713)

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2019**

NOTE 11 - 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:

	<u>OPERS</u>	<u>OP&F</u>	<u>Total</u>
Deferred Outflows of Resources			
Changes in assumptions	\$87,174	\$243,270	\$330,444
Differences between expected and actual experience	915	0	915
Net difference between projected and actual earnings on OPEB plan investments	123,954	15,887	139,841
Change in proportionate share	0	368,872	368,872
City contributions subsequent to the measurement date	<u>0</u>	<u>6,004</u>	<u>6,004</u>
Total Deferred Outflows of Resources	<u>\$212,043</u>	<u>\$634,033</u>	<u>\$846,076</u>
Deferred Inflows of Resources			
Changes in assumptions	\$0	\$129,928	\$129,928
Differences between expected and actual experience	7,337	12,573	19,910
Change in proportionate share	<u>14,317</u>	<u>285,710</u>	<u>300,027</u>
Total Deferred Inflows of Resources	<u>\$21,654</u>	<u>\$428,211</u>	<u>\$449,865</u>

\$6,004 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:

Year Ending December 31:	<u>OPERS</u>	<u>OP&F</u>	<u>Total</u>
2020	\$83,796	\$32,780	\$116,576
2021	23,733	32,780	56,513
2022	20,417	32,779	53,196
2023	62,443	37,588	100,031
2024	0	30,010	30,010
2025	0	31,514	31,514
2026	<u>0</u>	<u>2,367</u>	<u>2,367</u>
Total	<u>\$190,389</u>	<u>\$199,818</u>	<u>\$390,207</u>

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2019

NOTE 11 - 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:

Wage Inflation	3.25 percent
Projected Salary Increases, including inflation	3.25 to 10.75 percent including wage inflation
Single Discount Rate:	
Current measurement date	3.96 percent
Prior Measurement date	3.85 percent
Investment Rate of Return:	
Current measurement date	6.00 percent
Prior Measurement date	6.50 percent
Municipal Bond Rate:	
Current measurement date	3.71 percent
Prior Measurement date	3.31 percent
Health Care Cost Trend Rate:	
Current measurement date	10.0 percent, initial 3.25 percent, ultimate in 2029
Prior Measurement date	7.5 percent, initial 3.25 percent, ultimate in 2028
Actuarial Cost Method	Individual Entry Age

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.

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2019

NOTE 11 - DEFINED BENEFIT OPEB PLANS (Continued)

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 health care-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 percent for 2018.

The allocation of investment assets with the Health Care portfolio is approved by the Board of Trustees 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. OPERS' primary goal is to achieve and maintain a fully funded status for the 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 percent was used to measure the OPEB liability on the measurement date of December 31, 2018. A single discount rate of 3.85 percent was used to measure the OPEB liability on the measurement date of December 31, 2017. 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 percent and a municipal bond rate of 3.71 percent.

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2019**

NOTE 11 - DEFINED BENEFIT OPEB PLANS (Continued)

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 health care fiduciary net position and future contributions were sufficient to finance 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 City's proportionate share of the net OPEB liability calculated using the single discount rate of 3.96 percent, as well as what the City's proportionate share of the net OPEB liability would be if it were calculated using a discount rate that is one-percentage-point lower (2.96 percent) or one-percentage-point higher (4.96 percent) 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	\$3,459,185	\$2,703,816	\$2,103,093

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 2019 is 10.00 percent. 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 percent 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	\$2,598,951	\$2,703,816	\$2,824,586

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2019

NOTE 11 - DEFINED BENEFIT OPEB PLANS (Continued)

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.

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	January 1, 2017, with actuarial liabilities rolled forward to December 31, 2017
Actuarial Cost Method	Entry Age Normal	Entry Age Normal
Investment Rate of Return	8.0 percent	8.0 percent
Projected Salary Increases	3.75 percent to 10.5 percent	3.75 percent to 10.5 percent
Payroll Growth	Inflation rate of 2.75 percent plus productivity increase rate of 0.5	Inflation rate of 2.75 percent plus productivity increase rate of 0.5
Single discount rate	4.66 percent	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	3.00 percent simple; 2.2 percent simple for increased based on the lesser of the increase in CPI and 3 percent

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2019

NOTE 11 - DEFINED BENEFIT OPEB PLANS (Continued)

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.

<u>Age</u>	<u>Police</u>	<u>Fire</u>
67 or less	77 %	68 %
68-77	105	87
78 and up	115	120

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.

<u>Age</u>	<u>Police</u>	<u>Fire</u>
59 or less	35 %	35 %
60-69	60	45
70-79	75	70
80 and up	100	90

The most recent experience study was completed for the five year period ended December 31, 2016, the prior experience study was completed December 31, 2011.

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. 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:

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2019

NOTE 11 - DEFINED BENEFIT OPEB PLANS (Continued)

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 Partnerships	8.00	6.40
Real Assets	8.00	7.00
Private Real Estate	12.00	6.10
Total	<u>120.00 %</u>	

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 their 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 percent. The projection of cash flows used to determine the discount rate assumed the contribution 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 percent. 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 percent at December 31, 2018 and 3.16 percent at December 31, 2017, was blended with the long-term rate of 8 percent, which resulted in a blended discount rate of 4.66 percent.

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	\$571,753	\$469,315	\$383,326

CITY OF EATON, OHIO

***Notes to the Basic Financial Statements
For the Year Ended December 31, 2019***

NOTE 12 – COMPENSATED ABSENCES

In accordance with GASB Statement 16, the City accrues unpaid vacation as it is earned and certain portions of sick leave pay as payment becomes probable.

Vacation is accumulated based upon length of service as follows:

<u>Employee Service</u>	<u>30-40 Hr/Wk Employee Hours Earned/Month</u>
0 thru 5	8.0
5 thru 10	10.7
10 thru 15	12.0
15 thru 30	13.3
Over 30 years	16.0

Appointed employees, which include all department heads and division heads, shall receive 20 days of vacation per year.

No more than the amount of vacation accrued in the previous twenty-four month period can be carried forward into the next calendar year without written consent of the City Manager. Without this approval, any excess is eliminated from the employee's leave balance. In the case of death, termination, or retirement, an employee (or his estate) is paid for the unused vacation up to a maximum of the two-year accrual. Amounts in excess of the two-year accrual are paid currently. Therefore, the entire liability as determined by the above policy is recognized for each fund.

All employees can earn sick leave at the rate of 10 hours for each month of work completed and appointed employees receive 15 days sick leave per year.

It is the policy of the City that an employee with a least three years' service who terminates employment or whose employment is terminated with the City (for other than disciplinary reasons) is entitled to receive payment on the basis of one day's pay for each two days of accrued sick leave not to exceed 120 days for a maximum of 60 days paid. Sick leave is recorded as a long-term obligation, unless there is an indication that the obligation will be liquidated with expendable available financial resources within one year (e.g. announced retirement date).

As of December 31, 2019, the accrued liability for unpaid compensated absences was \$824,265 for all funds. The liability for unpaid compensated absences will be paid from the General Fund, Public Safety Fund, Street Construction, Maintenance and Repair Fund, Cemetery Fund, Recreation Fund, Fort St. Clair Fund, Capital Improvement Fund, Water Fund, Sewer Fund, and Refuse Fund.

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2019**

NOTE 13 - LONG-TERM DEBT AND OTHER LONG-TERM OBLIGATIONS

Long-term debt and other long-term obligations of the City at December 31, 2019 are as follows:

Interest Rate	Purpose	Maturity Date	Balance December 31, 2018	Additions	Deductions	Balance December 31, 2019	Amount Due Within One Year
Governmental Activities Debt:							
Ohio Public Works Commission Loans:							
0.00%	Washington-Jackson Street	2019	\$27,500	\$0	(\$27,500)	\$0	\$0
0.00%	Downtown Improvements	2020	56,250	0	(37,500)	18,750	18,750
Total Ohio Public Works Commission Loans			83,750	0	(65,000)	18,750	18,750
Governmental Activities Other Long-Term Obligations:							
Compensated Absences			671,541	177,519	(223,865)	625,195	222,672
Total Governmental Activities			755,291	177,519	(288,865)	643,945	241,422
Business-Type Activities Debt:							
Ohio Water Development Authority Loan:							
2.75%	Water Treatment Plant and Tower	2028	2,371,535	0	(221,661)	2,149,874	227,799
Ohio Public Works Commission Loan:							
0.00%	Wastewater Treatment Plant	2047	96,667	0	(3,333)	93,334	1,667
Business-Type Activities Other Long-Term Obligations:							
Compensated Absences			189,776	86,212	(76,918)	199,070	81,850
Total Business-Type Activities			2,657,978	86,212	(301,912)	2,442,278	311,316
Total Long-Term Debt and Other Long-Term Obligations			\$3,413,269	\$263,731	(\$590,777)	\$3,086,223	\$552,738

On July 1, 1997, the City entered into a loan agreement with the Ohio Public Works Commission (OPWC) for renovation of the City's downtown area. This loan was approved for a total of \$750,000 with a 0% interest rate. Proceeds were drawn down as funds were expended. As of December 31, 1999, the City had drawn down the entire \$750,000 of this loan. The repayment of this debt began in 2000. Annual required payments are \$37,500 and are paid out the Capital Improvement Fund.

On January 1, 2007, the City entered into a loan agreement with the Ohio Water Development Authority (OWDA) for the construction of a new 1.5 million gallon water tower and the renovation of the main water treatment plant. This loan was approved for eligible project costs for an amount not to exceed \$5,247,302 at an interest rate of 2.75%, payable in semi-annual installments for 20 years. Established as a draw loan, the final loan amount was \$4,367,476. Debt payment began on July 1, 2008 with a 20 year repayment. The 2019 debt service payment, which includes interest, was \$285,364 and was paid out of the Water Fund.

On July 1, 2008, the City entered into a loan agreement with the Ohio Public Works Commission (OPWC) for reconstruction of Washington-Jackson Street. The loan was for \$550,000 with a 0% interest rate. Proceeds were drawn down as funds were expended on the project and repayment began on July 1, 2010. Annual payments are \$55,000 and are paid out of the Capital Improvement Fund.

CITY OF EATON, OHIO

***Notes to the Basic Financial Statements
For the Year Ended December 31, 2019***

NOTE 13 - LONG-TERM DEBT AND OTHER LONG-TERM OBLIGATIONS (Continued)

In 2018 the City entered into a loan agreement with the Ohio Public Works Commission (OPWC) for wastewater treatment plant improvements. The loan was for \$100,000 with a 0% interest rate. Proceeds were drawn down as funds were expended on the project and repayment began in January 2018. Annual payments are \$3,333 and are paid out of the Sewer Fund.

A. Long-Term Funding Requirements

Principal and interest requirements to retire long-term debt outstanding at December 31, 2019 were as follows:

Years	Governmental Activities		Business-Type Activities			
	OPWC Loan		OWDA Loan		OPWC Loan	
	Principal	Interest	Principal	Interest	Principal	Interest
2020	\$18,750	\$0	\$227,799	\$57,566	\$1,667	\$0
2021	0	0	234,106	51,259	3,334	0
2022	0	0	240,589	44,777	3,334	0
2023	0	0	247,250	38,114	3,334	0
2024	0	0	254,097	31,269	3,334	0
2025-2029	0	0	946,033	52,741	16,666	0
2030-2034	0	0	0	0	16,666	0
2035-2039	0	0	0	0	16,666	0
2040-2044	0	0	0	0	16,667	0
2045-2047	0	0	0	0	11,666	0
Totals	\$18,750	\$0	\$2,149,874	\$275,726	\$93,334	\$0

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CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2019**

NOTE 14 - RISK MANAGEMENT

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.

The City's coverage and deductible is as follows:

<u>Type of Coverage</u>	<u>Per Occurrence</u>	<u>Deductible</u>
Property/Auto insurance	\$ 30,151,666	\$1,000
General liability	6,000,000	1,000
Police liability	6,000,000	2,500
Employee dishonesty	100,000	500
Inland marine	1,618,453	1,000
Automobile liability	6,000,000	1,000*

* \$500 for comprehensive, \$1,000 on collision

There have been no significant reductions in coverage as compared to the prior year. Settled claims have not exceeded this commercial coverage in any of the past five years.

The City joined a workers' compensation group rating plan, which allows local governments to group the experience of employers for workers' compensation rating purposes. The City pays the State Workers' Compensation System a premium based on a rate per \$100 of salaries.

NOTE 15 – SIGNIFICANT COMMITMENTS

At December 31, 2019 the City had encumbrance commitments in the Governmental Funds as follows:

<u>Fund</u>	<u>Encumbrances</u>
General Fund	\$12,726
Public Safety Fund	52,603
Capital Improvement Fund	272,564
Other Governmental Funds	68,989
Total Governmental Funds	<u>\$406,882</u>

CITY OF EATON, OHIO

***Notes to the Basic Financial Statements
For the Year Ended December 31, 2019***

NOTE 15 – SIGNIFICANT COMMITMENTS (Continued)

The City had the following contractual commitment at December 31, 2019:

<u>Project/Service</u>	<u>Remaining Contractual Commitment</u>
Sewer Clarifier Project	<u>\$1,024,700</u>
	<u><u>\$1,024,700</u></u>

NOTE 16 - CONTINGENCIES

Under the terms of federal grants, periodic audits are required and certain expenditures may be questioned as not appropriate under the terms of the grants. Such audits could lead to reimbursements to the grantor agencies. It is the opinion of management that any questioned costs will be resolved in favor of the City and that reimbursement, if any, will not have a material effect on the City's financial position.

The City is a party to various legal proceedings which seek damages or injunctive relief generally incidental to its operations and pending projects. The City's management is of the opinion that the ultimate disposition of various claims and legal proceedings will not have a material effect, if any, on the financial condition of the City.

NOTE 17 – SUBSEQUENT EVENT

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 ensuing emergency measures will impact subsequent periods of the City. The investments of the pension and other employee benefit plans 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 those losses that will be recognized in subsequent periods, if any, cannot be determined. In addition, the impact on the City's future operating costs, revenues, and any recovery from emergency funding, either federal or state, cannot be estimated.

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CITY OF EATON, OHIO

REQUIRED SUPPLEMENTARY INFORMATION

CITY OF EATON, OHIO

Schedule of the City's Proportionate Share of the Net Pension Liability Last Six Years

Ohio Public Employees Retirement System

Year	<u>2014</u>	<u>2015</u>	<u>2016</u>
City's proportion of the net pension liability (asset)	0.022775%	0.022775%	0.022399%
City's proportionate share of the net pension liability (asset)	\$2,684,876	\$2,746,920	\$3,879,764
City's covered payroll	\$2,768,508	\$2,791,683	\$2,787,758
City's proportionate share of the net pension liability (asset) as a percentage of its covered payroll	96.98%	98.40%	139.17%
Plan fiduciary net position as a percentage of the total pension liability	86.36%	86.45%	81.08%

Source: Finance Director's Office and the Ohio Public Employees Retirement System

Ohio Police and Fire Pension Fund

Year	<u>2014</u>	<u>2015</u>	<u>2016</u>
City's proportion of the net pension liability (asset)	0.048701%	0.048701%	0.052831%
City's proportionate share of the net pension liability (asset)	\$2,371,882	\$2,522,904	\$3,398,660
City's covered payroll	\$1,128,427	\$1,020,069	\$1,137,678
City's proportionate share of the net pension liability (asset) as a percentage of its covered payroll	210.19%	247.33%	298.74%
Plan fiduciary net position as a percentage of the total pension liability	73.00%	72.20%	66.77%

Source: Finance Director's Office and the Ohio Police and Fire Pension Fund

Notes: The City implemented GASB Statement 68 in 2015.

The schedule is intended to show ten years of information. Additional years will be displayed as they become available. Information prior to 2014 is not available.

The schedule is reported as of the measurement date of the Net Pension Liability, which is the prior year end.

See notes to the required supplementary information

CITY OF EATON, OHIO

<u>2017</u>	<u>2018</u>	<u>2019</u>
0.021968%	0.021855%	0.022271%
\$4,988,606	\$3,428,599	\$6,099,513
\$2,839,842	\$2,947,292	\$3,012,629
175.66%	116.33%	202.46%
77.25%	84.66%	74.70%

<u>2017</u>	<u>2018</u>	<u>2019</u>
0.051318%	0.043238%	0.051536%
\$3,250,451	\$2,653,712	\$4,206,700
\$1,172,912	\$1,028,909	\$1,157,079
277.13%	257.92%	363.56%
68.36%	70.91%	63.07%

CITY OF EATON, OHIO

***Schedule of City Pension Contributions
Last Seven Years***

Ohio Public Employees Retirement System

Year	<u>2013</u>	<u>2014</u>	<u>2015</u>
Contractually required contribution	\$359,906	\$335,002	\$334,531
Contributions in relation to the contractually required contribution	<u>359,906</u>	<u>335,002</u>	<u>334,531</u>
Contribution deficiency (excess)	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>
City's covered payroll	\$2,768,508	\$2,791,683	\$2,787,758
Contributions as a percentage of covered payroll	13.00%	12.00%	12.00%

Source: Finance Director's Office and the Ohio Public Employees Retirement System

Ohio Police and Fire Pension Fund

Year	<u>2013</u>	<u>2014</u>	<u>2015</u>
Contractually required contribution	\$188,443	\$203,535	\$226,472
Contributions in relation to the contractually required contribution	<u>188,443</u>	<u>203,535</u>	<u>226,472</u>
Contribution deficiency (excess)	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>
City's covered payroll	\$1,128,427	\$1,020,069	\$1,137,678
Contributions as a percentage of covered payroll	16.70%	19.95%	19.91%

Source: Finance Director's Office and the Ohio Police and Fire Pension Fund

Notes: The City implemented GASB Statement 68 in 2015.
Information prior to 2013 is not available.
See notes to the required supplementary information

CITY OF EATON, OHIO

<u>2016</u>	<u>2017</u>	<u>2018</u>	<u>2019</u>
\$340,781	\$383,148	\$421,768	\$404,506
<u>340,781</u>	<u>383,148</u>	<u>421,768</u>	<u>404,506</u>
<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>
\$2,839,842	\$2,947,292	\$3,012,629	\$2,889,329
12.00%	13.00%	14.00%	14.00%

<u>2016</u>	<u>2017</u>	<u>2018</u>	<u>2019</u>
\$233,204	\$204,303	\$232,135	\$240,495
<u>233,204</u>	<u>204,303</u>	<u>232,135</u>	<u>240,495</u>
<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>
\$1,172,912	\$1,028,909	\$1,157,079	\$1,200,730
19.88%	19.86%	20.06%	20.03%

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CITY OF EATON, OHIO

Schedule of the City's Proportionate Share of the Net Other Postemployment Benefits (OPEB) Liability

Last Three Years

Ohio Public Employees Retirement System

Year	2017	2018	2019
City's proportion of the net OPEB liability (asset)	0.020939%	0.020538%	0.020739%
City's proportionate share of the net OPEB liability (asset)	\$2,114,946	\$2,230,265	\$2,703,816
City's covered payroll	\$2,839,842	\$2,947,292	\$3,012,629
City's proportionate share of the net OPEB liability (asset) as a percentage of its covered payroll	74.47%	75.67%	89.75%
Plan fiduciary net position as a percentage of the total OPEB liability	54.50%	54.14%	46.33%

Source: Finance Director's Office and the Ohio Public Employees Retirement System

Ohio Police and Fire Pension Fund

Year	2017	2018	2019
City's proportion of the net OPEB liability (asset)	0.051318%	0.043238%	0.051536%
City's proportionate share of the net OPEB liability (asset)	\$2,435,965	\$2,449,805	\$469,315
City's covered payroll	\$1,172,912	\$1,028,909	\$1,157,079
City's proportionate share of the net OPEB liability (asset) as a percentage of its covered payroll	207.69%	238.10%	40.56%
Plan fiduciary net position as a percentage of the total OPEB liability	15.96%	14.13%	46.57%

Source: Finance Director's Office and the Ohio Police and Fire Pension Fund

Notes: The City implemented GASB Statement 75 in 2018.

Information prior to 2017 is not available.

The schedule is reported as of the measurement date of the Net OPEB Liability.

See notes to the required supplementary information

CITY OF EATON, OHIO

***Schedule of City's Other Postemployment Benefit (OPEB) Contributions
Last Seven Years***

Ohio Public Employees Retirement System

Year	<u>2013</u>	<u>2014</u>	<u>2015</u>
Contractually required contribution	\$27,685	\$55,834	\$55,755
Contributions in relation to the contractually required contribution	<u>27,685</u>	<u>55,834</u>	<u>55,755</u>
Contribution deficiency (excess)	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>
City's covered payroll	\$2,768,508	\$2,791,683	\$2,787,758
Contributions as a percentage of covered payroll	1.00%	2.00%	2.00%

Source: Finance Director's Office and the Ohio Public Employees Retirement System

Ohio Police and Fire Pension Fund

Year	<u>2013</u>	<u>2014</u>	<u>2015</u>
Contractually required contribution	\$40,686	\$5,100	\$5,688
Contributions in relation to the contractually required contribution	<u>40,686</u>	<u>5,100</u>	<u>5,688</u>
Contribution deficiency (excess)	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>
City's covered payroll	\$1,128,427	\$1,020,069	\$1,137,678
Contributions as a percentage of covered payroll	3.61%	0.50%	0.50%

Source: Finance Director's Office and the Ohio Police and Fire Pension Fund

Notes: The City implemented GASB Statement 75 in 2018.
Information prior to 2013 is not available.
See notes to the required supplementary information

CITY OF EATON, OHIO

<u>2016</u>	<u>2017</u>	<u>2018</u>	<u>2019</u>
\$56,797	\$29,473	\$0	\$0
<u>56,797</u>	<u>29,473</u>	<u>0</u>	<u>0</u>
<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>
\$2,839,842	\$2,947,292	\$3,012,629	\$2,889,329
2.00%	1.00%	0.00%	0.00%

<u>2016</u>	<u>2017</u>	<u>2018</u>	<u>2019</u>
\$5,865	\$5,145	\$5,785	\$6,004
<u>5,865</u>	<u>5,145</u>	<u>5,785</u>	<u>6,004</u>
<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>
\$1,172,912	\$1,028,909	\$1,157,079	\$1,200,730
0.50%	0.50%	0.50%	0.50%

CITY OF EATON, OHIO

Notes to the Required Supplementary Information For the Year Ended December 31, 2019

NET PENSION LIABILITY

OHIO PUBLIC EMPLOYEES RETIREMENT SYSTEM (OPERS)

Changes in benefit terms: There were no changes in benefit terms for the period 2014-2019.

Changes in assumptions:

2014-2016: There were no changes in methods and assumptions used in the calculation of actuarial determined contributions.

2017: The following were the most significant changes of assumptions that affected the total pension liability since the prior measurement date:

- Reduction in actuarial assumed rate of return from 8.00% to 7.50%
- Decrease in wage inflation from 3.75% to 3.25%
- Change in future salary increases from a range of 4.25%-10.02% to 3.25%-10.75%
- Amounts reported beginning in 2017 use mortality rates based on the RP-2014 Healthy Annuitant mortality Table.

2018: There were no changes in methods and assumptions used in the calculation of actuarial determined contributions.

2019: The following were the most significant changes of assumptions that affected the total pension liability since the prior measurement date:

- Reduction in actuarial assumed rate of return from 7.50% to 7.20%

OHIO POLICE AND FIRE (OP&F) PENSION FUND

Changes in benefit terms: There were no changes in benefit terms for the period 2014-2019.

Changes in assumptions:

2014-2017: There were no changes in methods and assumptions used in the calculation of actuarial determined contributions.

2018: The following were the most significant changes of assumptions that affected total pension liability since the prior measurement date:

- Reduction in actuarial assumed rate of return from 8.25% to 8.00%
- Decrease salary increases from 3.75% to 3.25%
- Change in payroll growth from 3.75% to 3.25%
- Reduce DROP interest rate from 4.5% to 4.0%
- Reduce CPI-based COLA from 2.6% to 2.2%
- Inflation component reduced from 3.25% to 2.75%
- For the January 1, 2017, valuation, mortality for non-disabled participants is based on the RP-2014 Total Employee and Healthy Annuitant Mortality Tables rolled back to 2006
- For the January 1, 2017, valuation, mortality for disabled retirees is based on the RP-2014 Disabled Mortality Tables rolled back to 2006

2019: There were no changes in methods and assumptions used in the calculation of actuarial determined contributions.

CITY OF EATON, OHIO

Notes to the Required Supplementary Information For the Year Ended December 31, 2019

NET OPEB LIABILITY

OHIO PUBLIC EMPLOYEES RETIREMENT SYSTEM (OPERS)

Changes in benefit terms: There were no changes in benefit terms for the periods 2018-2019.

Changes in assumptions:

For 2018, the single discount rate changed from 4.23% to 3.85%.

2019: The following were the most significant changes of assumptions that affected the total OPEB liability since the prior measurement date:

- The single discount rate changed from 3.85% to 3.96%.
- Reduction in actuarial assumed rate of return from 6.50% to 6.00%
- Change in health care cost trend rate from 7.5% to 10%

OHIO POLICE AND FIRE (OP&F) PENSION FUND

Changes in benefit terms:

2018: There were no changes in benefit terms.

2019: The retiree health care model and the current self-insured health care plan were replaced with a stipend-based health care model.

Changes in assumptions:

2018: There were no changes in assumptions.

2019: The following were the most significant changes of assumptions that affected the total OPEB liability since the prior measurement date:

- The single discount rate changed from 3.24% to 4.66%.

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Independent Auditor's Report on Internal Control over Financial Reporting and on Compliance and other Matters Required by *Government Auditing Standards*

City of Eaton
Preble County
328 North Maple Street
Eaton, Ohio 45320

Members of the City Council:

We have audited, in accordance with auditing standards generally accepted in the United States and the Comptroller General of the United States' *Government Auditing Standards*, the financial statements of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of the City of Eaton, Preble County, Ohio, (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 July 28, 2020, wherein we noted the financial impact of COVID-19 and the ensuing emergency measures that will impact subsequent periods of the City.

Internal Control over Financial Reporting

As part of our financial statement audit, we considered the City's internal control over financial reporting (internal control) to determine the audit procedures appropriate in the circumstances to the extent necessary to support our opinions on the financial statements, but not to the extent necessary to opine on the effectiveness of the City's internal control. Accordingly, we have not opined on it.

A *deficiency in internal control* exists when the design or operation of a control does not allow management or employees, when performing their assigned functions, to prevent, or detect and timely correct misstatements. A *material weakness* is a deficiency, or combination of internal control deficiencies resulting in a reasonable possibility that internal control will not prevent or detect and timely correct a material misstatement of the City's financial statements. 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 internal control deficiencies that might be material weaknesses or significant deficiencies. Given these limitations, we did not identify any deficiencies in internal control that we consider material weaknesses. However, unidentified material weaknesses may exist.

Compliance and Other Matters

As part of reasonably assuring whether the City's financial statements are free of material misstatement, we tested its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could directly and materially affect the determination of financial statement amounts. However, opining on compliance with those provisions was not an objective of our audit and accordingly, we do not express an opinion. The results of our tests disclosed no instances of noncompliance or other matters we must report under *Government Auditing Standards*.

Purpose of this Report

This report only describes the scope of our internal control and compliance testing and our testing results, and does not opine on the effectiveness of the City's internal control or on compliance. This report is an integral part of an audit performed under *Government Auditing Standards* in considering the City's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.

BHM CPA Group

BHM CPA Group Inc.
Piketon, Ohio
July 28, 2020

OHIO AUDITOR OF STATE KEITH FABER



CITY OF EATON

PREBLE 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 10/20/2020

88 East Broad Street, Columbus, Ohio 43215
Phone: 614-466-4514 or 800-282-0370

This report is a matter of public record and is available online at
www.ohioauditor.gov