



OHIO AUDITOR OF STATE  
**KEITH FABER**





**CITY OF TORONTO  
JEFFERSON COUNTY  
DECEMBER 31, 2020**

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# OHIO AUDITOR OF STATE KEITH FABER



Conference Center, Suite 154  
6000 Frank Ave. NW  
North Canton, OH 44720  
EastRegion@ohioauditor.gov  
(800) 443-9272

## INDEPENDENT AUDITOR'S REPORT

City of Toronto  
Jefferson County  
P.O. Box 189  
Toronto, Ohio 43964

To the 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 Toronto, Jefferson County, Ohio (the City), as of and for the year ended December 31, 2020, 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 such 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.

***Basis for Qualified Opinions on Governmental Activities, Business Type Activities, and Proprietary Funds Water, Sewer and Refuse***

Capital Assets are reported in the financial statements as described in the following table:

<b>2020</b>	<b>Governmental Activities</b>	<b>Business Type Activities</b>	<b>Water Fund</b>	<b>Sewer Fund</b>	<b>Refuse Fund</b>	<b>Total Capital Assets</b>
Reported Capital Assets	\$5,345,840	\$20,390,483	\$13,413,771	\$6,774,317	\$202,395	\$25,736,323
Percent of Total Assets	59%	83%	85%	84%	38%	76%

The City has not maintained a capital asset listing to support the accuracy and completeness of reported capital assets, therefore, we are unable to rely on the beginning balances. The City does not have an accounting system in place to identify capital asset purchases, deletions, and depreciation expense and the City does not maintain an identification system for capitalized items. The amount by which this would affect the capital assets, net position and expenses in the Governmental Activities, Business Type Activities, Water Fund, Sewer Fund, and Refuse Fund cannot reasonably be determined. Consequently, we were unable to determine whether any adjustments to these amounts were necessary.

***Qualified Opinions***

In our opinion, except for the matters described in the *Basis for Qualified Opinions on Governmental Activities, Business Type Activities, and Proprietary Funds Water, Sewer and Refuse* paragraphs above, the financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities and the business type activities, water fund, sewer fund, and refuse fund of the City of Toronto, Jefferson County, Ohio, as of December 31, 2020, and the respective changes in its financial position and, where applicable, cash flows thereof for the year then ended in accordance with the accounting principles generally accepted in the United States of America.

***Unmodified Opinions***

In our opinion, the financial statements referred to above present fairly, in all material respects, the respective financial position of the General Fund, Street Maintenance and Repair Fund, and the aggregate remaining fund information of the City of Toronto, Jefferson County, Ohio, as of December 31, 2020, and the respective changes in financial position and, where applicable, cash flows thereof and the budgetary comparisons for the General and Street Maintenance and Repair 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 19 to the financial statements, the financial impact of COVID-19 and the continuing emergency measures may 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 and other post-employment benefit liabilities and 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 management's 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 November 4, 2021, 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.



Keith Faber  
Auditor of State  
Columbus, Ohio

November 4, 2021

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**City of Toronto**  
**Jefferson County, Ohio**  
*Management's Discussion and Analysis*  
*For the Year Ended December 31, 2020*  
*(Unaudited)*

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The discussion and analysis of the City of Toronto's (the "City") financial performance provides an overall review of the City's financial activities for the year ended December 31, 2020. The intent of this discussion and analysis is to look at the City's 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 2020 are as follows:

- In total, net position decreased \$884,482, which represents a 6 percent decrease from 2019. Net position of governmental activities decreased \$879,113. Net position of business-type activities decreased \$5,369.
- Total capital assets increased \$174,257 during 2020. Capital assets of governmental activities decreased \$79,143 and capital assets of business-type activities decreased \$253,400.
- Outstanding debt decreased from \$11,903,467 to \$11,363,131.

***Using this Annual Financial Report***

This report is designed to allow the reader to look at the financial activities of the City of Toronto as a whole and is intended to allow the reader to obtain a summary view or a more detailed view of the City's operations, as they prefer.

The Statement of Net Position and the Statement of Activities provide information from a summary perspective showing the effects of the operations for the year 2020 and how they affected the operations of the City as a whole.

***Reporting the City of Toronto as a Whole***

*Statement of Net Position and the Statement of Activities*

The *Statement of Net Position and Statement of Activities* provide information about the activities of the whole City, presenting both an aggregate view of the City's finances and a longer-term view of those finances. Fund financial statements provide the next level of detail. For governmental funds, these statements tell how services were financed in the short-term as well as what remains for future spending. The fund financial statements also look at the City's most significant funds with all other nonmajor funds presented in total in one column. In the case of the City of Toronto, the general fund is by far the City's most significant governmental fund. Business-type major funds consist of the water, sewer and refuse funds.

A question typically asked about the City's finances is "How did we do financially during 2020?" The Statement of Net Position and the Statement of Activities answer this question. These statements include *all assets and deferred outflows of resources and liabilities and deferred inflows of resources* using the *accrual basis of accounting* similar to the accounting method used by most private-sector companies. This basis of accounting takes into account all of the current year's revenues and expenses regardless of when cash is received or paid.

**City of Toronto**  
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These two statements report the City's *net position* and *changes in net position*. This change in net position is important because it tells the reader that, for the City as a whole, the *financial position* of the City has improved or diminished. The causes of this change may be the result of many factors, some financial, some not. Non-financial factors include the City's property tax base, current property tax laws in Ohio which restrict revenue growth, facility conditions, and other factors.

In the Statement of Net Position and the Statement of Activities, the City is divided into two distinct kinds of activities:

- **Governmental Activities** - Most of the City's programs and services are reported here, including general government, security of persons and property, public health, community development, leisure time activities and transportation.
- **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 and refuse major funds are reported as business activities.

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

***Fund Financial Statements***

A fund is a grouping of related accounts that is used to maintain control over resources that have been safeguarded for specific activities or objectives. The City uses many funds to account for financial transactions. However, these fund financial statements focus on the City's most significant funds. The City's major governmental funds are the general fund and the street maintenance and repair fund.

***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 future services. 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.

***Proprietary Funds*** Proprietary funds use the same basis of accounting as business-type activities; therefore, these statements will essentially match, except for the internal service fund allocations.

**City of Toronto**  
**Jefferson County, Ohio**  
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**The City of Toronto as a Whole**

Recall that the Statement of Net Position provides the perspective of the City as a whole. Table 1 provides a summary of the City's net position for 2020 compared to 2019:

**Table 1**  
**Net Position**

	Governmental Activities			Business-Type Activities		
	2020	2019	Change	2020	2019	Change
<b>Assets</b>						
Current & Other Assets	\$ 3,643,266	\$ 4,248,461	\$ (605,195)	\$ 4,301,931	\$ 4,919,317	\$ (617,386)
Capital Assets	5,345,840	5,424,983	(79,143)	20,390,483	20,137,083	253,400
<i>Total Assets</i>	<u>8,989,106</u>	<u>9,673,444</u>	<u>(684,338)</u>	<u>24,692,414</u>	<u>25,056,400</u>	<u>(363,986)</u>
<b>Deferred Outflows of Resources</b>						
Pension & OPEB	901,010	1,582,727	(681,717)	355,293	520,232	(164,939)
<i>Total Deferred Outflows of Resources</i>	<u>901,010</u>	<u>1,582,727</u>	<u>(681,717)</u>	<u>355,293</u>	<u>520,232</u>	<u>(164,939)</u>
<b>Liabilities</b>						
Current & Other Liabilities	102,359	103,329	(970)	148,518	192,349	(43,831)
Long-Term Liabilities:						
Due Within One Year	228,290	197,302	30,988	1,327,154	1,142,390	184,764
Due In More Than One Year:						
Net Pension Liability	3,520,562	4,649,993	(1,129,431)	1,076,757	1,480,265	(403,508)
Net OPEB Liability	875,990	888,824	(12,834)	770,469	720,225	50,244
Other Amounts	595,875	658,023	(62,148)	9,703,322	10,347,671	(644,349)
<i>Total Liabilities</i>	<u>5,323,076</u>	<u>6,497,471</u>	<u>(1,174,395)</u>	<u>13,026,220</u>	<u>13,882,900</u>	<u>(856,680)</u>
<b>Deferred Inflows of Resources</b>						
Property Taxes	182,516	181,186	1,330	-	-	-
Pension & OPEB	881,023	194,900	686,123	400,159	67,035	333,124
<i>Total Deferred Inflows of Resources</i>	<u>1,063,539</u>	<u>376,086</u>	<u>687,453</u>	<u>400,159</u>	<u>67,035</u>	<u>333,124</u>
Net Investment in Capital Assets	4,917,534	4,885,923	31,611	9,445,733	8,712,127	733,606
Restricted	746,742	920,672	(173,930)	-	-	-
Unrestricted	(2,160,775)	(1,423,981)	(736,794)	2,175,595	2,914,570	(738,975)
<i>Total Net Position</i>	<u>\$ 3,503,501</u>	<u>\$ 4,382,614</u>	<u>\$ (879,113)</u>	<u>\$ 11,621,328</u>	<u>\$ 11,626,697</u>	<u>\$ (5,369)</u>

Collectively, the net pension liability (NPL), reported pursuant to GASB Statement 68, *Accounting and Financial Reporting for Pensions—an Amendment of GASB Statement 27* and the net OPEB liability (NOL), pursuant to GASB Statement 75, *Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions*, are the largest liabilities reported by the City at December 31, 2020. For reasons discussed below, many end users of this financial statement will gain a clearer understanding of the City's actual financial condition by adding deferred inflows related to pension and OPEB, the net pension liability and the net OPEB liability to the reported net position and subtracting deferred outflows related to pension and OPEB.

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

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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.

At year end, capital assets represented 76 percent of total assets. Capital assets include land, a work of art, buildings, land improvements, equipment, vehicles, infrastructure, water and sewer lines, and construction in progress. Capital assets, net of related debt were \$14,363,267 at December 31, 2020, with \$4,917,534 in governmental activities and \$9,445,733 in business-type activities. These capital assets are used to provide services to citizens and are not available for future spending. Although the City's investment in capital assets is reported net of related debt, it should be noted that the resources to repay the debt must be provided from other sources, since capital assets may not be used to liquidate these liabilities.

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A portion of the City's net position, \$746,742 represents resources that are subject to external restrictions on how they may be used. The balance of unrestricted net position is \$14,820.

For both governmental and business-type activities, the changes reflected in NPL, NOL, and deferred outflows/inflows of resources related to pension and OPEB are based on estimates at the plan level. For additional details on GASB 68 and 75, see aforementioned discussion.

Current and other assets for governmental activities decreased primarily due to a decrease in intergovernmental receivable and a decrease in cash and investments with fiscal agent. The decrease in intergovernmental receivable was the result of reduced CHIP grant funding. The decrease in cash and investments with fiscal agent was the result of the City's Jefferson Heath Plan self-insurance activity. Current and other assets for business-type activities decreased primarily due to decreases in cash, related to increases in billing rates for water, sewage, and refuse utilities offset by reduced billing activity as a result of business closures and credits granted to businesses and citizens in response to the COVID-19 pandemic. Billing rates will continue to be increased for the next two years.

Capital assets increased in business-type activities due to construction in progress additions primarily related to the NEBO Drive project and the purchase of a garbage truck for the sanitation fund.

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In order to further understand what makes up the changes in net position for the current year, the following table gives readers further details regarding the results of activities for 2020 and 2019.

**Table 2**  
**Changes in Net Position**

	Governmental Activities			Business-Type Activities		
	2020	2019	Change	2020	2019	Change
<b>Revenues</b>						
<i>Program Revenues</i>						
Charges for Services	\$ 79,256	\$ 169,795	\$ (90,539)	\$ 4,232,444	\$ 4,780,721	\$ (548,277)
Operating Grants	671,713	286,973	384,740	-	30,877	(30,877)
Capital Grants	16,837	21	16,816	-	-	-
<i>Total Program Revenues</i>	<u>767,806</u>	<u>456,789</u>	<u>311,017</u>	<u>4,232,444</u>	<u>4,811,598</u>	<u>(579,154)</u>
<b>General Revenues</b>						
Property Taxes	179,605	172,715	6,890	-	-	-
Income Taxes	2,677,300	4,215,440	(1,538,140)	-	-	-
Grants & Entitlements	160,534	203,056	(42,522)	-	-	-
Other Local Taxes	47,897	46,929	968	-	-	-
Miscellaneous	176,369	36,907	139,462	349	-	349
<i>Total General Revenues</i>	<u>3,241,705</u>	<u>4,675,047</u>	<u>(1,433,342)</u>	<u>349</u>	<u>-</u>	<u>349</u>
<i>Total Revenues</i>	<u>4,009,511</u>	<u>5,131,836</u>	<u>(1,122,325)</u>	<u>4,232,793</u>	<u>4,811,598</u>	<u>(578,805)</u>
<b>Program Expenses</b>						
General Government	764,037	675,550	88,487	-	-	-
Security of Persons and Property	2,527,449	484,237	2,043,212	-	-	-
Public Health	203,412	5,490	197,922	-	-	-
Leisure Time Activities	165,958	348,941	(182,983)	-	-	-
Community and Economic Development	235,265	292,511	(57,246)	-	-	-
Transportation	852,151	958,717	(106,566)	-	-	-
Interest and Fiscal Charges	15,352	12,310	3,042	-	-	-
Enterprise Operations						
Water	-	-	-	2,491,908	2,578,646	(86,738)
Sewer	-	-	-	1,281,409	1,023,765	257,644
Electric	-	-	-	589,845	684,348	(94,503)
<i>Total Expenses</i>	<u>4,763,624</u>	<u>2,777,756</u>	<u>1,985,868</u>	<u>4,363,162</u>	<u>4,286,759</u>	<u>76,403</u>
Transfers	(125,000)	(139,598)	14,598	125,000	139,598	(14,598)
<i>Total General Revenues and Transfers</i>	<u>3,116,705</u>	<u>4,535,449</u>	<u>(1,418,744)</u>	<u>125,349</u>	<u>139,598</u>	<u>(14,249)</u>
<i>Change in Net Position</i>	<u>(879,113)</u>	<u>2,214,482</u>	<u>(3,093,595)</u>	<u>(5,369)</u>	<u>664,437</u>	<u>(669,806)</u>
<i>Net Position Beginning of Year</i>	<u>4,382,614</u>	<u>2,168,132</u>	<u>2,214,482</u>	<u>11,626,697</u>	<u>10,962,260</u>	<u>664,437</u>
<i>Net Position End of Year</i>	<u>\$ 3,503,501</u>	<u>\$ 4,382,614</u>	<u>\$ (879,113)</u>	<u>\$ 11,621,328</u>	<u>\$ 11,626,697</u>	<u>\$ (5,369)</u>

The City's overall net position decreased \$884,482 from the prior year. The reasons for this overall decrease are discussed in the following sections for governmental activities and business-type activities.

### Governmental Activities

The funding for the governmental activities comes from several different sources, the most significant being the municipal income tax. Other prominent sources are property taxes, grants and entitlements and charges for services.

The City's income tax is at a rate of 2.0 percent. Both residents of the City and non-residents who work inside the City are subject to the income tax. However if residents work in a locality that has a municipal income tax, the City provides 100 percent credit up to 2.0 percent for those who pay income tax to another city. City Council could by Ordinance, choose to vary that income tax credit and create additional revenues for the City.

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Governmental revenue is comprised of program revenue and general revenue. General revenues include grants and entitlements, such as local government funds. Governmental activities are primarily funded with the combination of property tax, income tax and intergovernmental revenues. The City monitors its sources of revenues very closely for fluctuations.

Operating grants increased during 2020 due primarily to receipts associated with the CARES Act for coronavirus relief.

Income taxes decreased during due to decreased income tax collections and a large refund issued in 2020.

Security of persons and property increased during 2020. This significant increase in security of persons and property for police and fire is a result of OP&F changing its retiree health care model in 2019 to a stipend-based health care model thus reducing its total OPEB liability, which translated to a significant lower net OPEB liability and security of persons and property expense reported by employers.

### **Business-Type Activities**

Business-type activities include water, sewer and refuse operations. The revenues are generated primarily from charges for services which in 2020 accounted for nearly 100 percent of the business type revenues.

Charges for services decreased primarily due to reduced billings for county water sales offset by increased billing rates.

### ***The City's Funds***

#### ***Governmental Funds***

As noted earlier, the City's governmental funds are accounted for using the modified accrual method of accounting. The focus of the City's governmental funds is to provide information on near-term inflows, outflows and balances of spendable resources. Such information is useful in assessing the City's financing requirements. In particular, unassigned fund balance may serve as a useful measure of a government's net resources available for discretionary use as they represent the portion of the fund balance which has not yet been limited to use for a particular purpose by either an external party, the City itself, or a group or individual that has been delegated authority to assign resources for use for particular purposes by the City's Council.

The general fund is the chief operating fund of the City. The fund balance of the general fund decreased by \$525,035 during the current fiscal year primarily due to a decrease in income taxes.

The fund balance of the street maintenance and repair fund increased by \$11,674 primarily due to increased intergovernmental revenue.

#### ***Proprietary Funds***

The City's proprietary funds provide the same type of information found in the government-wide financial statements for the business-type activities, but in more detail.

Unrestricted net position of the water fund at the end of the year was \$1,394,394, the sewer fund was \$775,065 and the refuse was a deficit of \$112,442. Total change in net position for these funds was an increase of \$176,916, a deficit of \$89,500, and a deficit of \$34,963, respectively, which was due to normal operations. Other factors concerning the finances of these funds have already been addressed in the discussion of the business-type activities.

**City of Toronto**  
**Jefferson County, Ohio**  
*Management's Discussion and Analysis*  
*For the Year Ended December 31, 2020*  
*(Unaudited)*

**General Fund Budgeting Highlights**

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

During the course of 2020, the City amended its general fund budget on various occasions. All recommendations for appropriation changes come to Council from the City Auditor. The Finance Committee of Council reviews them, and they make their recommendation to the Council as a whole.

**Original Budget Compared to Final Budget** During the year, the most significant amendments to the City's budget was to increase estimated income taxes and to increase transfers out to other funds, which is the result of increased income taxes being available. The City also decreased appropriations for security of persons and property due to expenditures made from the CARES Act fund for security of persons and property.

**Final Budget Compared to Actual Results** During the year, there were no significant variances between actual revenues and final budgeted revenues, with the exception of income taxes, which were lower than anticipated due to a decline in employment as a result of the COVID pandemic and an increase in miscellaneous revenues as a result of a large rebate received from the Bureau of Workers' Compensation. A review of actual expenditures compared to the final budgeted appropriations yielded large variances in expenditures for general government and security of persons and property expenditures. These variances were primarily the result of expenditures historically paid from the general fund that were paid from the CARES Act fund in 2020.

There were no significant variances to discuss within other financing sources and uses.

**Capital Assets and Debt Administration**

**Capital Assets**

Table 3 shows 2020 balances compared with 2019.

**Table 3**  
**Capital Assets at December 31**  
**(Net of Depreciation)**

	Governmental Activities		Business-Type Activities		Total	
	2020	2019	2020	2019	2020	2019
Land	\$ 140,000	\$ 140,000	\$ 43,904	\$ 43,904	\$ 183,904	\$ 183,904
Work of Art	17,500	17,500	-	-	17,500	17,500
Buildings	994,722	1,041,708	10,758,543	11,039,144	11,753,265	12,080,852
Land Improvements	348,492	378,956	1,452,646	1,476,405	1,801,138	1,855,361
Equipment	293,269	344,089	568,903	732,351	862,172	1,076,440
Vehicles	1,134,031	1,182,814	477,840	364,265	1,611,871	1,547,079
Infrastructure	1,985,875	2,087,367	-	-	1,985,875	2,087,367
Water and Sewer Lines	-	-	4,534,935	4,657,657	4,534,935	4,657,657
Construction in Progress	431,951	232,549	2,553,712	1,823,357	2,985,663	2,055,906
<b>Total</b>	<b>\$ 5,345,840</b>	<b>\$ 5,424,983</b>	<b>\$ 20,390,483</b>	<b>\$ 20,137,083</b>	<b>\$ 25,736,323</b>	<b>\$ 25,562,066</b>

See Note 8 for additional information about the capital assets of the City.



**City of Toronto**  
**Jefferson County, Ohio**  
*Management's Discussion and Analysis*  
*For the Year Ended December 31, 2020*  
*(Unaudited)*

**Debt**

Table 4 summarizes outstanding debt. See Notes 14 and 15 for additional details.

**Table 4**  
**Outstanding Debt, at December 31**

	Governmental Activities		Business-Type Activities		Total	
	2020	2019	2020	2019	2020	2019
Installment Loan	\$ 214,673	\$ 264,713	\$ -	\$ -	\$ 214,673	\$ 264,713
OPWC Loans	-	-	162,500	165,750	162,500	165,750
OWDA Loans	-	-	10,633,985	11,125,958	10,633,985	11,125,958
Lease Purchase	203,708	268,198	148,265	-	351,973	268,198
Capital Leases	-	-	-	78,848	-	78,848
<i>Total</i>	<u>\$ 418,381</u>	<u>\$ 532,911</u>	<u>\$ 10,944,750</u>	<u>\$ 11,370,556</u>	<u>\$ 11,363,131</u>	<u>\$ 11,903,467</u>

***Current Financial Issues***

The City had an unencumbered cash balance of \$1,445,078 at December 31, 2020 in the general fund.

The City has a 2 percent wage income tax, which when added together with revenue from grants, enabled the City to complete various capital improvements during 2020.

The City sells water to Jefferson County and the revenue from these water sales totaled \$1,388,663.

Due to the COVID-19 pandemic, the City had decided not to reopen the swimming pool. The City also did not hire any seasonal employees.

***Contacting the City's Finance Department***

This financial report is designed to provide our citizens, taxpayers, investors, and creditors with a general overview of the City's finances and to show the City's accountability for the money it receives. If you have any questions about this report or need additional financial information, contact Lisa Bauman, Auditor of City of Toronto, 416 Clark Street, P.O. Box 189, Toronto, Ohio 43964, telephone 740-537-4505 or email [tauditor@brdband.com](mailto:tauditor@brdband.com).

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**City of Toronto**  
**Jefferson County, Ohio**  
*Statement of Net Position*  
*December 31, 2020*

	Governmental Activities	Business-Type Activities	Total
<b>Assets</b>			
Equity in Pooled Cash and Cash Equivalents	\$ 1,889,262	\$ 3,386,123	\$ 5,275,385
Cash and Cash Equivalents in Segregated Accounts	169,605	-	169,605
Cash and Cash Equivalents with Fiscal Agents	213,877	-	213,877
Accounts Receivable	-	590,042	590,042
Intergovernmental Receivable	339,443	-	339,443
Taxes Receivable	1,072,835	-	1,072,835
Internal Balances	(118,578)	118,578	-
Prepaid Items	31,582	44,815	76,397
Materials and Supplies Inventory	45,240	89,752	134,992
Restricted Assets	-	-	-
Equity in Pooled Cash and Investments	-	72,621	72,621
Non-Depreciable Capital Assets	589,451	2,597,616	3,187,067
Depreciable Capital Assets, net	4,756,389	17,792,867	22,549,256
<i>Total Assets</i>	<u>8,989,106</u>	<u>24,692,414</u>	<u>33,681,520</u>
<b>Deferred Outflows of Resources</b>			
Pension	538,569	206,037	744,606
OPEB	362,441	149,256	511,697
<i>Total Deferred Outflows of Resources</i>	<u>901,010</u>	<u>355,293</u>	<u>1,256,303</u>
<b>Liabilities</b>			
Accounts Payable	32,565	64,662	97,227
Contracts Payable	9,924	-	9,924
Intergovernmental Payable	28,128	11,235	39,363
Claims Payable	31,742	-	31,742
Customer Deposits	-	72,621	72,621
Long-Term Liabilities:			
Due Within One Year	228,290	1,327,154	1,555,444
Due In More Than One Year:			
Net Pension Liability	3,520,562	1,076,757	4,597,319
Net OPEB Liability	875,990	770,469	1,646,459
Other Amounts Due in More Than One Year	595,875	9,703,322	10,299,197
<i>Total Liabilities</i>	<u>5,323,076</u>	<u>13,026,220</u>	<u>18,349,296</u>
<b>Deferred Inflows of Resources</b>			
Property Taxes Levied for the Next Year	182,516	-	182,516
Pension	618,636	266,632	885,268
OPEB	262,387	133,527	395,914
<i>Total Deferred Inflows of Resources</i>	<u>1,063,539</u>	<u>400,159</u>	<u>1,463,698</u>
<b>Net Position</b>			
Net Investment in Capital Assets	4,917,534	9,445,733	14,363,267
Restricted for:			
Capital Projects	164,279	-	164,279
Other Purposes	582,463	-	582,463
Unrestricted	(2,160,775)	2,175,595	14,820
<i>Total Net Position</i>	<u>\$ 3,503,501</u>	<u>\$ 11,621,328</u>	<u>\$ 15,124,829</u>

See accompanying notes to the basic financial statements.

**City of Toronto**  
**Jefferson County, Ohio**  
*Statement of Activities*  
For the Year Ended December 31, 2020

	Program Revenues				Net (Expense) Revenue and Changes in Net Position		Total
	Expenses	Charges for Services and Sales	Operating Grants, Contributions and Interest	Capital Grants and Contributions	Governmental Activities	Business-Type Activities	
<b>Governmental Activities</b>							
General Government	\$ 764,037	\$ 45,109	\$ 62,852	\$ -	\$ (656,076)	\$ -	\$ (656,076)
Security of Persons and Property	2,527,449	28,647	160,051	-	(2,338,751)	-	(2,338,751)
Public Health	203,412	-	154,321	-	(49,091)	-	(49,091)
Leisure Time Services	165,958	5,500	11,255	16,825	(132,378)	-	(132,378)
Community Development	235,265	-	-	-	(235,265)	-	(235,265)
Transportation	852,151	-	283,234	12	(568,905)	-	(568,905)
Interest and Fiscal Charges	15,352	-	-	-	(15,352)	-	(15,352)
<i>Total Governmental Activities</i>	<u>4,763,624</u>	<u>79,256</u>	<u>671,713</u>	<u>16,837</u>	<u>(3,995,818)</u>	<u>-</u>	<u>(3,995,818)</u>
<b>Business-Type Activities</b>							
Water	2,491,908	2,642,227	-	-	-	150,319	150,319
Sewer	1,281,409	1,170,931	-	-	-	(110,478)	(110,478)
Refuse	589,845	419,286	-	-	-	(170,559)	(170,559)
<i>Total Business-Type Activities</i>	<u>4,363,162</u>	<u>4,232,444</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>(130,718)</u>	<u>(130,718)</u>
<i>Total</i>	<u>\$ 9,126,786</u>	<u>\$ 4,311,700</u>	<u>\$ 671,713</u>	<u>\$ 16,837</u>	<u>(3,995,818)</u>	<u>(130,718)</u>	<u>(4,126,536)</u>
<b>General Revenues</b>							
Property Taxes Levied for:							
General Purposes					133,809	-	133,809
Parks and Recreation					10,890	-	10,890
Police and Fire					34,906	-	34,906
Income Taxes Levied for:							
General Purposes					2,677,300	-	2,677,300
Grants and Entitlements not Restricted to Specific Programs					160,534	-	160,534
Other Local Taxes					47,897	-	47,897
Investment Earnings					6,670	-	6,670
Miscellaneous					169,699	349	170,048
<i>Total General Revenues</i>					<u>3,241,705</u>	<u>349</u>	<u>3,242,054</u>
Transfers					(125,000)	125,000	-
<i>Total General Revenues and Transfers</i>					<u>3,116,705</u>	<u>125,349</u>	<u>3,242,054</u>
<i>Change in Net Position</i>					<u>(879,113)</u>	<u>(5,369)</u>	<u>(884,482)</u>
<i>Net Position Beginning of Year</i>					<u>4,382,614</u>	<u>11,626,697</u>	<u>16,009,311</u>
<i>Net Position End of Year</i>					<u>\$ 3,503,501</u>	<u>\$ 11,621,328</u>	<u>\$ 15,124,829</u>

See accompanying notes to the basic financial statements.

**City of Toronto**  
**Jefferson County, Ohio**  
*Balance Sheet*  
*Governmental Funds*  
*December 31, 2020*

	General	Street Maintenance and Repair	Other Governmental Funds	Total Governmental Funds
<b>Assets</b>				
Equity in Pooled Cash and Cash Equivalents	\$ 1,555,614	\$ 39,484	\$ 294,164	\$ 1,889,262
Cash and Cash Equivalents in Segregated Accounts	-	-	169,605	169,605
Intergovernmental Receivable	64,913	137,607	136,923	339,443
Taxes Receivable	1,016,931	-	55,904	1,072,835
Prepaid Items	24,355	7,227	-	31,582
Materials and Supplies Inventory	-	45,240	-	45,240
<i>Total Assets</i>	<u>\$ 2,661,813</u>	<u>\$ 229,558</u>	<u>\$ 656,596</u>	<u>\$ 3,547,967</u>
<b>Liabilities</b>				
Accounts Payable	\$ 16,079	\$ 12,840	\$ 3,646	\$ 32,565
Contracts Payable	-	-	9,924	9,924
Intergovernmental Payable	3,407	2,563	22,158	28,128
<i>Total Liabilities</i>	<u>19,486</u>	<u>15,403</u>	<u>35,728</u>	<u>70,617</u>
<b>Deferred Inflows of Resources</b>				
Property Taxes Levied for the Next Year	135,606	-	46,910	182,516
Unavailable Revenue	741,495	115,697	142,061	999,253
<i>Total Deferred Inflows of Resources</i>	<u>877,101</u>	<u>115,697</u>	<u>188,971</u>	<u>1,181,769</u>
<b>Fund Balances</b>				
Nonspendable	28,515	52,467	-	80,982
Restricted	-	45,991	416,129	462,120
Committed	106,378	-	-	106,378
Assigned	882,383	-	27,146	909,529
Unassigned	747,950	-	(11,378)	736,572
<i>Total Fund Balance</i>	<u>1,765,226</u>	<u>98,458</u>	<u>431,897</u>	<u>2,295,581</u>
<i>Total Liabilities, Deferred Inflows of Resources and Fund Balances</i>	<u>\$ 2,661,813</u>	<u>\$ 229,558</u>	<u>\$ 656,596</u>	<u>\$ 3,547,967</u>

See accompanying notes to the basic financial statements.

**City of Toronto**  
**Jefferson County, Ohio**  
*Reconciliation of Total Governmental Fund Balances to*  
*Net Position of Governmental Activities*  
*December 31, 2020*

<b>Total Governmental Fund Balances</b>	\$	2,295,581
<i>Amounts reported for governmental activities in the statement of net position are different because:</i>		
Capital assets used in governmental activities are not financial resources and therefore are not reported in the funds.		5,345,840
Other long-term assets are not available to pay for current-period expenditures and therefore are deferred in the funds:		
Delinquent Property Taxes	\$ 15,882	
Income Tax	674,182	
Intergovernmental	309,189	999,253
An internal service fund is used by management to charge the costs of insurance to individual funds. The assets and liabilities of the internal service fund are included in governmental activities in the statement of net position.		63,557
The net pension liability and net OPEB liability are 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	538,569	
Deferred Outflows - OPEB	362,441	
Net Pension Liability	(3,520,562)	
Net OPEB Liability	(875,990)	
Deferred Inflows - Pension	(618,636)	
Deferred Inflows - OPEB	(262,387)	(4,376,565)
Long-term liabilities are not due and payable in the current period and therefore are not reported in the funds:		
Installment Loan Payable	(214,673)	
Lease Purchase	(203,708)	
Compensated Absences	(405,784)	(824,165)
<i>Net Position of Governmental Activities</i>	\$	3,503,501

See accompanying notes to the basic financial statements.

**City of Toronto**  
**Jefferson County, Ohio**  
*Statement of Revenues, Expenditures and Changes in Fund Balance*  
*Governmental Funds*  
*For the Year Ended December 31, 2020*

	General	Street Maintenance and Repair	Other Governmental Funds	Total Governmental Funds
<b>Revenues</b>				
Property Taxes	\$ 136,552	\$ -	\$ 47,108	\$ 183,660
Income Taxes	2,540,991	-	-	2,540,991
Other Local Taxes	-	-	47,897	47,897
Charges for Services	-	-	5,500	5,500
Licenses and Permits	45,109	-	-	45,109
Fines and Forfeitures	28,647	-	-	28,647
Intergovernmental	157,460	276,471	556,800	990,731
Interest	730	-	19	749
Miscellaneous	168,668	-	1,031	169,699
<i>Total Revenues</i>	<u>3,078,157</u>	<u>276,471</u>	<u>658,355</u>	<u>4,012,983</u>
<b>Expenditures</b>				
Current:				
General Government	662,639	-	38,244	700,883
Security of Persons and Property	1,768,584	-	383,970	2,152,554
Public Health	24,483	-	178,929	203,412
Leisure Time Services	13,500	-	84,692	98,192
Community Development	-	-	235,265	235,265
Transportation	58,653	552,635	39,183	650,471
Capital Outlay	10,452	2,162	232,566	245,180
Debt Service:				
Principal Retirement	114,530	-	-	114,530
Interest and Fiscal Charges	15,351	-	-	15,351
<i>Total Expenditures</i>	<u>2,668,192</u>	<u>554,797</u>	<u>1,192,849</u>	<u>4,415,838</u>
<i>Excess of Revenues Over (Under) Expenditures</i>	<u>409,965</u>	<u>(278,326)</u>	<u>(534,494)</u>	<u>(402,855)</u>
<b>Other Financing Sources (Uses)</b>				
Transfers In	-	290,000	520,000	810,000
Transfers Out	(935,000)	-	-	(935,000)
<i>Total Other Financing Sources (Uses)</i>	<u>(935,000)</u>	<u>290,000</u>	<u>520,000</u>	<u>(125,000)</u>
<i>Net Change in Fund Balances</i>	(525,035)	11,674	(14,494)	(527,855)
<i>Fund Balances Beginning of Year</i>	<u>2,290,261</u>	<u>86,784</u>	<u>446,391</u>	<u>2,823,436</u>
<i>Fund Balances End of Year</i>	<u>\$ 1,765,226</u>	<u>\$ 98,458</u>	<u>\$ 431,897</u>	<u>\$ 2,295,581</u>

See accompanying notes to the basic financial statements.

**City of Toronto**  
**Jefferson County, 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, 2020*

<b>Net Change in Fund Balances - Total Governmental Funds</b>		<b>\$ (527,855)</b>
<i>Amounts reported for governmental activities in the statement of activities are different because:</i>		
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.		
Capital Asset Additions	\$ 265,536	
Current Year Depreciation	<u>(344,679)</u>	(79,143)
Revenues in the statement of activities that do not provide current financial resources are not reported as revenues in the funds.		
Property Taxes	(4,055)	
Income Tax	136,309	
Intergovernmental	<u>(141,666)</u>	(9,412)
Repayment of principal is an expenditure in the governmental funds, but the repayment reduces long-term liabilities in the statement of net position.		
Installment Loan Payable	50,040	
Lease Purchase	<u>64,490</u>	114,530
Contractually required pension/OPEB contributions are reported as expenditures in governmental funds; however, the statement of net position reports these amounts as deferred outflows.		
Pension	283,839	
OPEB	<u>5,416</u>	289,255
Except for amount reported as deferred inflows/outflows, changes in the net pension/OPEB liability are reported as pension/OPEB expense in the statement of activities.		
Pension	(428,128)	
OPEB	<u>(86,702)</u>	(514,830)
The internal service fund used by management to charge the costs of insurance to individual funds is not reported in the statement of activities. Governmental expenditures and related internal service fund revenues are eliminated. The net revenue (expense) of the internal service fund is allocated among the governmental activities.		
		(68,288)
Some expenses reported in the statement of activities, do not require the use of current financial resources and, therefore, are not reported as expenditures in governmental funds.		
Compensated Absences		<u>(83,370)</u>
<i>Change in Net Position of Governmental Activities</i>		<u><u>\$ (879,113)</u></u>

See accompanying notes to the basic financial statements.

**City of Toronto**  
**Jefferson County, Ohio**  
*Statement of Receipts, Disbursements and Changes in*  
*Fund Balance - Budget and Actual (Budget Basis)*  
*General Fund*  
*For the Year Ended December 31, 2020*

	Budgeted Amounts		Actual	Variance with Final Budget
	Original	Final		
<b>Revenues</b>				
Property Taxes	\$ 123,277	\$ 184,989	\$ 136,552	\$ (48,437)
Income Taxes	2,430,949	3,461,376	2,735,807	(725,569)
Licenses and Permits	40,724	68,474	45,109	(23,365)
Fines and Forfeitures	25,862	47,670	28,647	(19,023)
Intergovernmental	97,259	172,912	157,009	(15,903)
Investment Income	659	2,160	730	(1,430)
Miscellaneous	152,270	44,919	168,668	123,749
<i>Total Revenues</i>	<u>2,871,000</u>	<u>3,982,500</u>	<u>3,272,522</u>	<u>(709,978)</u>
<b>Expenditures</b>				
Current:				
General Government	586,129	938,082	658,984	279,098
Security of Persons and Property	2,185,074	1,992,864	1,767,933	224,931
Public Health	24,500	24,500	24,483	17
Leisure Time Services	-	13,500	13,500	-
Transportation	-	105,300	59,053	46,247
Capital Outlay	-	16,900	10,452	6,448
Debt Service:				
Principal Retirement	55,317	130,743	114,529	16,214
Interest and Fiscal Charges	19,299	15,508	15,352	156
<i>Total Expenditures</i>	<u>2,870,319</u>	<u>3,237,397</u>	<u>2,664,286</u>	<u>573,111</u>
<i>Excess of Receipts Over (Under) Expenditures</i>	<u>681</u>	<u>745,103</u>	<u>608,236</u>	<u>(136,867)</u>
<b>Other Financing Sources (Uses)</b>				
Transfers Out	(748,935)	(1,003,935)	(965,000)	38,935
<i>Total Other Financing Sources (Uses)</i>	<u>(748,935)</u>	<u>(1,003,935)</u>	<u>(965,000)</u>	<u>38,935</u>
<i>Net Change in Fund Balance</i>	(748,254)	(258,832)	(356,764)	(97,932)
<i>Fund Balance Beginning of Year</i>	<u>1,801,846</u>	<u>1,801,846</u>	<u>1,801,846</u>	<u>-</u>
<i>Fund Balance End of Year</i>	<u>\$ 1,053,592</u>	<u>\$ 1,543,014</u>	<u>\$ 1,445,082</u>	<u>\$ (97,932)</u>

See accompanying notes to the basic financial statements.



**City of Toronto**  
**Jefferson County, Ohio**  
*Statement of Receipts, Disbursements and Changes in*  
*Fund Balance - Budget and Actual (Budget Basis)*  
*Street Maintenance & Repair Fund*  
*For the Year Ended December 31, 2020*

	Budgeted Amounts		Actual	Variance with Final Budget
	Original	Final		
<b>Revenues</b>				
Intergovernmental	\$ 237,268	\$ 427,857	\$ 277,750	\$ (150,107)
Miscellaneous	-	12,000	-	(12,000)
<i>Total Revenues</i>	<u>237,268</u>	<u>439,857</u>	<u>277,750</u>	<u>(162,107)</u>
<b>Expenditures</b>				
Current:				
Transportation	484,200	603,400	559,042	44,358
Capital Outlay	5,200	5,200	2,162	3,038
<i>Total Expenditures</i>	<u>489,400</u>	<u>608,600</u>	<u>561,204</u>	<u>47,396</u>
<i>Excess of Receipts Over (Under) Expenditures</i>	<u>(252,132)</u>	<u>(168,743)</u>	<u>(283,454)</u>	<u>(114,711)</u>
<b>Other Financing Sources (Uses)</b>				
Transfers In	247,732	290,143	290,000	(143)
<i>Total Other Financing Sources (Uses)</i>	<u>247,732</u>	<u>290,143</u>	<u>290,000</u>	<u>(143)</u>
<i>Net Change in Fund Balance</i>	(4,400)	121,400	6,546	(114,854)
<i>Fund Balance Beginning of Year</i>	<u>32,936</u>	<u>32,936</u>	<u>32,936</u>	<u>-</u>
<i>Fund Balance End of Year</i>	<u>\$ 28,536</u>	<u>\$ 154,336</u>	<u>\$ 39,482</u>	<u>\$ (114,854)</u>

See accompanying notes to the basic financial statements.

**City of Toronto**  
**Jefferson County, Ohio**  
*Statement of Fund Net Position*  
*Proprietary Funds*  
*December 31, 2020*

	Enterprise Funds				Total	Governmental
	Water	Sewer	Refuse	Nonmajor Enterprise Fund		Internal Service Fund
<b>Assets</b>						
<i>Current Assets:</i>						
Equity in Pooled Cash and Cash Equivalents	\$ 2,025,316	\$ 1,112,215	\$ 248,592	\$ -	\$ 3,386,123	\$ -
Cash and Cash Equivalents in Segregated Accounts	-	-	-	-	-	213,877
Accounts Receivable	322,320	195,337	72,385	-	590,042	-
Prepaid Items	19,535	11,559	13,721	-	44,815	-
Materials and Supplies Inventory	81,004	8,748	-	-	89,752	-
<i>Total Current Assets</i>	<u>2,448,175</u>	<u>1,327,859</u>	<u>334,698</u>	<u>-</u>	<u>4,110,732</u>	<u>213,877</u>
<i>Non-Current Assets:</i>						
<i>Restricted Assets:</i>						
Equity in Pooled Cash and Investments	-	-	-	72,621	72,621	-
Non-Depreciable Capital Assets	1,006,325	1,591,291	-	-	2,597,616	-
Depreciable Capital Assets, Net	12,407,446	5,183,026	202,395	-	17,792,867	-
<i>Total Non-Current Assets</i>	<u>13,413,771</u>	<u>6,774,317</u>	<u>202,395</u>	<u>72,621</u>	<u>20,463,104</u>	<u>-</u>
<i>Total Assets</i>	<u>15,861,946</u>	<u>8,102,176</u>	<u>537,093</u>	<u>72,621</u>	<u>24,573,836</u>	<u>213,877</u>
<b>Deferred Outflows of Resources</b>						
Pension	93,270	73,319	39,448	-	206,037	-
OPEB	68,980	50,941	29,335	-	149,256	-
<i>Total Deferred Outflows of Resources</i>	<u>162,250</u>	<u>124,260</u>	<u>68,783</u>	<u>-</u>	<u>355,293</u>	<u>-</u>
<b>Liabilities</b>						
<i>Current Liabilities:</i>						
Accounts Payable	42,776	12,852	9,034	-	64,662	-
Intergovernmental Payable	5,559	2,838	2,838	-	11,235	-
Claims Payable	-	-	-	-	-	31,742
Compensated Absences Payable	7,558	7,200	909	-	15,667	-
Capital Leases Payable	-	-	29,971	-	29,971	-
OPWC Loans Payable	6,500	-	-	-	6,500	-
OWDA Loans Payable	940,596	334,420	-	-	1,275,016	-
<i>Total Current Liabilities</i>	<u>1,002,989</u>	<u>357,310</u>	<u>42,752</u>	<u>-</u>	<u>1,403,051</u>	<u>31,742</u>
<i>Long-Term Liabilities:</i>						
Refundable Deposits	-	-	-	72,621	72,621	-
Compensated Absences Payable - Net of Current Portion	50,006	15,247	4,806	-	70,059	-
Capital Leases Payable - Net of Current Portion	-	-	118,294	-	118,294	-
OPWC Loans Payable - Net of Current Portion	156,000	-	-	-	156,000	-
OWDA Loans Payable - Net of Current Portion	5,862,162	3,496,807	-	-	9,358,969	-
Net Pension Liability	546,924	307,645	222,188	-	1,076,757	-
Net OPEB Liability	391,349	220,134	158,986	-	770,469	-
<i>Total Long-Term Liabilities</i>	<u>7,006,441</u>	<u>4,039,833</u>	<u>504,274</u>	<u>72,621</u>	<u>11,623,169</u>	<u>-</u>
<i>Total Liabilities</i>	<u>8,009,430</u>	<u>4,397,143</u>	<u>547,026</u>	<u>72,621</u>	<u>13,026,220</u>	<u>31,742</u>
<b>Deferred Inflows of Resources</b>						
Pension	116,013	73,568	77,051	-	266,632	-
OPEB	55,846	37,570	40,111	-	133,527	-
<i>Total Deferred Inflows of Resources</i>	<u>171,859</u>	<u>111,138</u>	<u>117,162</u>	<u>-</u>	<u>400,159</u>	<u>-</u>
<b>Net Position</b>						
Net Investment in Capital Assets	6,448,513	2,943,090	54,130	-	9,445,733	-
Unrestricted	1,394,394	775,065	(112,442)	-	2,057,017	182,135
<i>Total Net Position</i>	<u>\$ 7,842,907</u>	<u>\$ 3,718,155</u>	<u>\$ (58,312)</u>	<u>\$ -</u>	<u>11,502,750</u>	<u>\$ 182,135</u>

Some amounts reports for business-type activities in the statement of net position are different because internal service fund assets and liabilities are included with business-type activities.

Net Position of Business-Type Activities

118,578  
\$ 11,621,328

See accompanying notes to the basic financial statements.

**City of Toronto**  
**Jefferson County, Ohio**  
*Statement of Revenues, Expenses and Changes in Fund Net Position*  
*Proprietary Funds*  
*For the Year Ended December 31, 2020*

	Enterprise				Total	Governmental Activities
	Water	Sewer	Refuse	Nonmajor Enterprise Fund		Internal Service Fund
<b>Operating Revenues</b>						
Charges for Services	\$ 2,642,227	\$ 1,170,931	\$ 419,286	\$ -	\$ 4,232,444	\$ 842,328
Other	349	-	-	-	349	88,462
<i>Total Operating Revenues</i>	<u>2,642,576</u>	<u>1,170,931</u>	<u>419,286</u>	<u>-</u>	<u>4,232,793</u>	<u>930,790</u>
<b>Operating Expenses</b>						
Personal Services	780,631	464,209	265,797	-	1,510,637	-
Contractual Services	728,544	452,592	284,074	-	1,465,210	353,578
Materials and Supplies	246,049	126,804	5,040	-	377,893	-
Claims	-	-	-	-	-	709,262
Depreciation	486,071	187,188	23,502	-	696,761	-
<i>Total Operating Expenses</i>	<u>2,241,295</u>	<u>1,230,793</u>	<u>578,413</u>	<u>-</u>	<u>4,050,501</u>	<u>1,062,840</u>
<i>Operating Income (Loss)</i>	<u>401,281</u>	<u>(59,862)</u>	<u>(159,127)</u>	<u>-</u>	<u>182,292</u>	<u>(132,050)</u>
<b>Non-Operating Revenues (Expenses)</b>						
Interest	-	-	-	-	-	5,940
Interest and Fiscal Charges	(224,365)	(29,638)	(836)	-	(254,839)	-
<i>Total Non-Operating Revenues (Expenses)</i>	<u>(224,365)</u>	<u>(29,638)</u>	<u>(836)</u>	<u>-</u>	<u>(254,839)</u>	<u>5,940</u>
<i>Income (Loss) Before Transfers</i>	176,916	(89,500)	(159,963)	-	(72,547)	(126,110)
Transfers In	-	-	125,000	-	125,000	-
<i>Change in Net Position</i>	176,916	(89,500)	(34,963)	-	52,453	(126,110)
<i>Net Position Beginning of Year</i>	<u>7,665,991</u>	<u>3,807,655</u>	<u>(23,349)</u>	<u>-</u>	<u>-</u>	<u>308,245</u>
<i>Net Position End of Year</i>	<u>\$ 7,842,907</u>	<u>\$ 3,718,155</u>	<u>\$ (58,312)</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ 182,135</u>
Adjustment to reflect the consolidation of internal service fund activities related to enterprise funds:					(57,822)	
Changes in Net Position of Business-Type Activities					<u>\$ (5,369)</u>	

See accompanying notes to the basic financial statements.

**City of Toronto**  
**Jefferson County, Ohio**  
*Statement of Cash Flows*  
*Proprietary Funds*  
For the Year Ended December 31, 2020

	Enterprise Funds				Governmental Activities	
	Water	Sewer	Refuse	Nonmajor Enterprise Fund	Total	Internal Service Fund
<b>Cash Flows from Operating Activities</b>						
Cash Received from Customers	\$ 2,618,418	\$ 1,195,523	\$ 425,818	\$ -	\$ 4,239,759	\$ 842,328
Cash Received from Other Operating Receipts	349	-	-	14,800	15,149	88,462
Cash Payments to Suppliers for Goods and Services	(237,851)	(103,175)	(5,186)	-	(346,212)	-
Cash Payments to Employees for Services and Benefits	(731,512)	(405,231)	(262,634)	-	(1,399,377)	-
Cash Payments for Contractual Services	(729,001)	(449,235)	(288,214)	(16,470)	(1,482,920)	(353,578)
Cash Payments for Claims	-	-	-	-	-	(704,629)
<i>Net Cash Provided by (Used for) Operating Activities</i>	<u>920,403</u>	<u>237,882</u>	<u>(130,216)</u>	<u>(1,670)</u>	<u>1,026,399</u>	<u>(127,417)</u>
<b>Cash Flows from Noncapital Financing Activities</b>						
Transfers In	-	-	125,000	-	125,000	-
<i>Net Cash Provided by (Used for) Noncapital Financing Activities</i>	<u>-</u>	<u>-</u>	<u>125,000</u>	<u>-</u>	<u>125,000</u>	<u>-</u>
<b>Cash Flows from Capital and Related Financing Activities</b>						
Proceeds of OWDA Loans	314,027	441,950	-	-	755,977	-
Acquisition of Capital Assets	(308,113)	(540,790)	-	-	(848,903)	-
Principal Payments on Debt	(916,912)	(413,136)	(7,393)	-	(1,337,441)	-
Interest Payments on Debt	(224,365)	(29,638)	(836)	-	(254,839)	-
<i>Net Cash Provided by (Used for) Capital and Related Financing Activities</i>	<u>(1,135,363)</u>	<u>(541,614)</u>	<u>(8,229)</u>	<u>-</u>	<u>(1,685,206)</u>	<u>-</u>
<b>Cash Flows from Investing Activities</b>						
Interest	-	-	-	-	-	5,940
<i>Net Cash Provided by Investing Activities</i>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>5,940</u>
<i>Net Increase (Decrease) in Cash and Cash Equivalents</i>	(214,960)	(303,732)	(13,445)	(1,670)	(533,807)	(121,477)
<i>Cash and Cash Equivalents Beginning of Year</i>	2,240,276	1,415,947	262,037	74,291	3,992,551	335,354
<i>Cash and Cash Equivalents End of Year</i>	<u>\$ 2,025,316</u>	<u>\$ 1,112,215</u>	<u>\$ 248,592</u>	<u>\$ 72,621</u>	<u>\$ 3,458,744</u>	<u>\$ 213,877</u>
<b>Reconciliation of Operating Income (Loss) to Net Cash Provided by (Used for) Operating Activities</b>						
Operating Income (Loss)	\$ 401,281	\$ (59,862)	\$ (159,127)	\$ -	\$ 182,292	\$ (132,050)
Adjustments:						
Depreciation	486,071	187,188	23,502	-	696,761	-
(Increase) Decrease in Assets and Deferred Outflows:						
Accounts Receivable	(23,809)	24,592	6,532	-	7,315	-
Prepaid Items	(2,273)	(1,345)	(1,596)	-	(5,214)	-
Materials and Supplies Inventory	(456)	24,112	-	-	23,656	-
Deferred Outflows - Pension/OPEB	91,625	(1,358)	74,672	-	164,939	-
Increase (Decrease) in Liabilities and Deferred Inflows:						
Accounts Payable	10,470	4,219	(2,690)	-	11,999	-
Intergovernmental Payable	(4)	422	(178)	-	240	-
Refund Payable	-	-	-	(1,670)	(1,670)	-
Claims Payable	-	-	-	-	-	4,633
Compensated Absences Payable	(37,484)	15,939	(12,234)	-	(33,779)	-
Deferred Inflows - Pension/OPEB	156,955	66,318	109,851	-	333,124	-
Net Pension Liability	(193,209)	(62,421)	(147,878)	-	(403,508)	-
Net OPEB Liability	31,236	40,078	(21,070)	-	50,244	-
<i>Net Cash Provided by (Used For) Operating Activities</i>	<u>\$ 920,403</u>	<u>\$ 237,882</u>	<u>\$ (130,216)</u>	<u>\$ (1,670)</u>	<u>\$ 1,026,399</u>	<u>\$ (127,417)</u>

**Noncash Capital Financing Activities:**

The City purchased water fund capital assets in the amounts of \$13,301 on account in 2019.

The City purchased sewer fund capital assets in the amount of \$41,099 on account in 2019.

The City entered into a capital lease agreement for a garbage truck in the amount of \$155,658 in the sanitation fund in 2020.

See accompanying notes to the basic financial statements.

**City of Toronto**  
**Jefferson County, Ohio**  
*Notes to the Basic Financial Statements*  
*For the Year Ended December 31, 2020*

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**NOTE 1 - REPORTING ENTITY AND BASIS OF PRESENTATION**

The City of Toronto (the "City") is a body politic and corporate established for the purpose of exercising the rights and privileges conveyed to it by the constitution and laws of the State of Ohio. The City Council is composed of eight members, four of whom are elected by their respective electors within their designated wards. Three councilmen at large and a council president are elected by the City at large. The City provides the following services: police and fire protection, water, wastewater and sanitation utilities, parks and recreation, health services, street maintenance, building inspection and development. Management believes the financial statements included in this report represent all of the funds of the City over which the City has the ability to exercise direct operating control.

***Reporting Entity***

In evaluating how to define the City for financial reporting purposes, management has considered all agencies, departments, and organizations making up the City (the primary government) and its potential component units consistent with Government Accounting Standards Board Statements No. 14, *The Financial Reporting Entity*, No. 39, *Determining Whether Certain Organizations are Component Units – an Amendment of GASB Statement No. 14*, and No. 61, *The Financial Reporting Entity: Omnibus an Amendment of GASB Statements No. 14 and No. 34*.

The City provides various services including police, parks and recreation, planning, zoning, street construction, maintenance and repair, water, sewer and refuse services, and general administrative services. The operation of these activities is directly controlled by Council through the budgetary process. None of these services are provided by a legally separate organization; therefore these operations are included in the primary government.

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

The City is involved with the Ohio Mid-Eastern Governments Association and the Jefferson-Belmont Joint Solid Waste Authority, which are defined as jointly governed organizations. Additional information concerning the jointly governed organizations is presented in Note 18. The City also participates the Jefferson Health Plan, a risk sharing, claims servicing and insurance purchasing pool. Additional information concerning the Jefferson Health Plan is presented in Note 12.

**NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES**

The basic financial statements of the City have been prepared in conformity with accounting principles generally accepted in the United States of America ("GAAP") as applied to government units. The Governmental Accounting Standards Board ("GASB") is the accepted standard setting body for establishing governmental accounting and financial reporting principles.

The most significant of the City's accounting policies are described below.

**City of Toronto**  
**Jefferson County, Ohio**  
*Notes to the Basic Financial Statements*  
*For the Year Ended December 31, 2020*

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**A. Basis of Presentation**

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

**Government-wide Financial Statements** The statement of net position and the statement of activities display information about the City as a whole. These statements include the financial activities of the primary government. The activity of the internal service fund is also eliminated to avoid “doubling up” revenues and expenses. The statements distinguish between those activities of the City that are governmental and those that are considered business-type.

The statement of net position presents the financial condition of the governmental and business-type activities of the City at year-end. The statement of activities presents a comparison between direct expenses and program revenues for each program or function of the City's governmental activities and for the business-type activities of the City. Direct expenses are those that are specifically associated with a service, program or department, and therefore, clearly identifiable to a particular function. Program revenues include charges paid by the recipient of the goods or services offered by the program, grants and contributions that are restricted to meeting the operational or capital requirements of a particular program, and interest earned on grants that is required to be used to support a particular program. Revenues which are not classified as program revenues are presented as general revenues of the City, with certain limitations. 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** During the year, the City segregates transactions related to certain City functions or activities in separate funds in order to aid financial management and to demonstrate legal compliance. Fund financial statements are designed to present financial information of the City at this more detailed level. The focus of governmental and enterprise fund financial statements is on major funds. Each major fund is presented in a separate column. Nonmajor funds are aggregated and presented in a single column.

**B. Fund Accounting**

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

**Governmental Funds** Governmental funds are those through which most governmental functions typically are financed. Governmental fund reporting focuses on the sources, uses, and balances of current financial resources. Expendable assets are assigned to the various governmental funds according to the purposes for which they may or must be used. Current liabilities are assigned to the fund from which they will be paid. The difference between governmental fund assets and deferred outflows of resources and liabilities and deferred inflows of resources is reported as fund balance. The following are the City's major governmental funds:

**General Fund** - The general fund accounts for all financial resources except those required to be accounted for in another fund. The general fund balance is available to the City for any purpose provided it is expended or transferred according to the general laws of Ohio.

**City of Toronto**  
**Jefferson County, Ohio**  
*Notes to the Basic Financial Statements*  
*For the Year Ended December 31, 2020*

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***Street Maintenance & Repair Fund*** – The street maintenance and repair special revenue fund is required by the Ohio Revised Code to account for state gasoline tax and motor vehicle registration fees designated for maintenance of streets within the City.

The other governmental funds of the City account for grants and other resources to which the City is bound to observe constraints imposed upon the use of the resources.

***Proprietary Fund Type*** Proprietary fund reporting focuses on the determination of operating income, changes in net position, financial position, and cash flows. The following are the City's proprietary fund types:

***Enterprise Funds*** Enterprise funds may be used to account for any activity for which a fee is charged to external users for goods or services. The water, sewer and refuse funds are the City's major enterprise funds.

***Water Fund*** – The water fund accounts for the provision of water service to the residents and commercial users located within the City.

***Sewer Fund*** – The sewer fund accounts for the provision of sanitary sewer service to the residents and commercial users located within the City.

***Refuse Fund*** – The refuse fund accounts for the provision of trash disposal for the residents and commercial users located within the City.

The other enterprise fund of the City accounts for activity related to customer utility deposits.

***Internal Service Fund*** – Internal service funds account for the financing of services provided by one department or agency to other departments or agencies of the City on a cost-reimbursement basis. The City's internal service fund accounts for the City's self-insurance program providing medical, surgical and dental insurance to its employees. The City participates in the Jefferson Health Plan, as described in Note 12.

### ***C. Measurement Focus***

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

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

**City of Toronto**  
**Jefferson County, Ohio**  
*Notes to the Basic Financial Statements*  
*For the Year Ended December 31, 2020*

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

***D. Basis of Accounting***

Basis of accounting determines when transactions are recorded in the financial records and reported on the financial statements. Government-wide and proprietary financial statements are prepared using the accrual basis of accounting. Governmental funds use the modified accrual basis of accounting. Differences in the accrual and modified accrual basis of accounting arise in the recognition of revenue, in the recording of deferred outflows/inflows of resources, and in the presentation of expenses versus expenditures.

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

Nonexchange transactions, in which the City receives value without directly giving equal value in return, include income taxes, property taxes, grants, entitlements, and donations. On an accrual basis, revenue from income taxes is recognized in the period in which the income is earned. Revenue from property taxes is recognized in the year for which the taxes are levied (See Note 5). Revenue from grants, entitlements, and donations is recognized in the year in which all eligibility requirements have been satisfied.

Eligibility requirements include timing requirements, which specify the year when the resources are required to be used or the year when use is first permitted, matching requirements, in which the City must provide local resources to be used for a specified purpose, and expenditure requirements, in which the resources are provided to the City on a reimbursement basis. On the modified accrual basis, revenue from nonexchange transactions must also be available before it can be recognized.

Under the modified accrual basis, the following revenue sources are considered to be both measurable and available at year-end: income tax, state-levied locally shared taxes (including gasoline tax and motor vehicle license fees), fines and forfeitures, interest, and grants and entitlements.

***Deferred Outflows/Inflows of Resources*** In addition to assets, the statements of financial position will sometimes report a separate section for deferred outflows of resources. Deferred outflows of resources represent a consumption of net position that applies to a future period and will not be recognized as an outflow of resources (expense/expenditure) until then. For the City, deferred outflows of resources are reported on the government-wide statement of net position for pension and OPEB. The deferred outflows of resources related to pension and OPEB are explained in Notes 10 and 11.



**City of Toronto**  
**Jefferson County, Ohio**  
*Notes to the Basic Financial Statements*  
*For the Year Ended December 31, 2020*

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In addition to liabilities, the statements of financial position report a separate section for deferred inflows of resources. Deferred inflows of resources represent an acquisition of net position that applies to a future period and will not be recognized as an inflow of resources (revenue) until that time. For the City, deferred inflows of resources include property taxes, pension, OPEB and unavailable revenue. Property taxes represent amounts for which there is an enforceable legal claim as of December 31, 2020, but which were levied to finance 2021 operations. These amounts have been recorded as a deferred inflow on both the government-wide statement of net position and governmental fund financial statements. Unavailable revenue is reported only on the governmental funds balance sheet, and represents receivables which will not be collected within the available period. For the City, unavailable revenue may include delinquent property taxes, income taxes, intergovernmental grants, and miscellaneous revenues. These amounts are deferred and recognized as an inflow of resources in the period the amounts become available. The details of these unavailable revenues are identified on the reconciliation of total governmental fund balances to net position of governmental activities. Deferred inflows of resources related to pension and OPEB plans are reported on the government-wide statement of net position. (See Notes 10 and 11).

***Expenses/Expenditures*** On the accrual basis of accounting, expenses are recognized at the time they are incurred.

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

***E. Cash and Cash Equivalents***

To improve cash management, all cash received by the City is pooled. Monies for all funds, including proprietary funds, are maintained in this pool. Individual fund integrity is maintained through City records. Each fund's interest in the pool is presented as "equity in pooled cash and cash equivalents."

Investments are reported at fair value, with the exception of nonparticipating certificates of deposit and repurchase agreements, which are reported at cost. Investment procedures are restricted by the provisions of the Ohio Revised Code.

Investments of the cash management pool and investments with an original maturity of three months or less at the time they are purchased by the City are presented on the financial statements as "equity in pooled cash and cash equivalents." Investments with an original maturity of more than three months that are not made from the pool are reported as "investments." The City has no investments.

The City has segregated bank accounts for monies held separate from the City's central bank account. These interest bearing depository accounts are presented on the statement of net position, the balance sheet, and the statement of fund net position - proprietary funds as "Cash and Cash Equivalents in Segregated Accounts" since they are not required to be deposited into the City's treasury.

Investment procedures are restricted by the provisions of the Ohio Revised Code. Interest revenue credited to the general fund during 2020 amounted to \$730, which includes \$533 assigned from other City funds.

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***F. Prepaid Items***

Payments made to vendors for services that will benefit periods beyond December 31, 2020 are recorded as prepaid items using the consumption method. A current asset for the prepaid amount is recorded at the time of the payment and an expenditure/expense is reported in the year in which services are consumed.

***G. Materials and Supplies Inventory***

Inventories are presented at the lower of cost or market on a first-in, first-out basis and are expended/expensed when used.

***H. Restricted Assets***

Assets are reported as restricted when limitations on their use change the nature or normal understanding of the availability of the asset. Such constraints are either externally imposed by creditors, contributors, grantors, or laws of other governments, or are imposed by law through constitutional provisions or enabling legislation. Customer deposits have been restricted in the enterprise funds because the deposit remains the property of the customer. The restricted asset account is balanced by a customer deposits liability account.

***I. Capital Assets***

General capital assets are capital assets which are associated with and generally arise from governmental activities. They generally result from expenditures in the governmental funds. General capital assets are reported in the governmental activities column of the government-wide statement of net position but are not reported in the fund financial statements. Capital assets utilized by the proprietary funds are reported both in the business-type activities column of the government-wide statement of net position and in the respective funds.

All capital assets are capitalized at cost (or estimated historical cost) and updated for additions and retirements during the year. Donated capital assets are recorded at their acquisition value as of the date received. Donated capital assets received prior to the implementation of GASB 72 are recorded at fair value. The City maintains a capitalization threshold of \$5,000. Improvements are capitalized; the costs of normal maintenance and repairs that do not add to the value of the asset or materially extend an asset's life are not. Interest incurred during the construction of proprietary fund capital assets is also capitalized.

All reported capital assets, except for land, construction in progress and works of art, are depreciated. Improvements are depreciated over the remaining useful lives of the related capital assets. Useful lives for infrastructure were estimated based on the City's historical records of necessary improvements and replacement. Depreciation is computed using the straight-line method over the following useful lives:

Description	Governmental Activities Estimated Lives	Business-Type Activities Estimated Lives
Buildings	25-50 Years	50 Years
Land Improvements	15-50 Years	15-50 Years
Equipment	10-25 Years	10-25 Years
Vehicles	8-40 Years	10-20 Years
Infrastructure	25 Years	50-100 Years

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The City's infrastructure consists of roads, bridges, curbs and gutters, sidewalks, drainage systems, lighting systems and water and sewer lines. The City did not record general infrastructure assets in governmental activities prior to December 31, 2002. Improvements to infrastructure that extends the life of the asset will be capitalized and depreciation expense will be recorded after December 31, 2002.

***J. Interfund Balances***

On fund financial statements, outstanding interfund loans and unpaid amounts for interfund services are reported as "interfund receivables/payables." Interfund balance amounts are eliminated in the statement of net position, except for any net residual amounts due between governmental and business-type activities, which are presented as internal balances.

***K. Compensated Absences***

Vacation benefits are accrued as a liability as the benefits are earned if the employees' rights to receive compensation are attributable to services already rendered and it is probable that the employer will compensate the employees for the benefits through paid time off or some other means. The City records a liability for all accumulated unused vacation time when earned for all employees with more than one year of service.

Sick leave benefits are accrued as a liability using the vesting method. The liability includes the employees who are currently eligible to receive termination benefits and those the City has identified as probable of receiving payment in the future (employees with ten or more years of service). The amount is based on accumulated sick leave and employees' wage rates at fiscal year end, taking into consideration any limits specified in the City's termination policy.

***L. Accrued Liabilities and Long-term Obligations***

All payables, accrued liabilities and long-term obligations are reported in the government-wide financial statements; and all payables, accrued liabilities, and long-term obligations payable from proprietary funds are reported on the proprietary fund financial statements. In general, governmental fund payables and accrued liabilities that, once incurred, are paid in a timely manner and in full from current financial resources, are reported as obligations of the funds. However, claims and judgments, compensated absences that will be paid from governmental funds are reported as a liability in the fund financial statements only to the extent that they are due for payment during the current fiscal year. Net pension/OPEB liability should be recognized in the governmental funds to the extent that benefit payments are due and payable and the pension/OPEB plan's fiduciary net position is not sufficient for payment of those benefits.

***M. Pensions/Other Post Employment Benefits (OPEB)***

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

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***N. Fund Balance***

In accordance with Governmental Accounting Standards Board Statement No. 54, *Fund Balance Reporting and Governmental Fund Type Definitions*, the City classifies its fund balance based on the purpose for which the resources were received and the level of constraint placed on the resources. The classifications are as follows:

*Nonspendable* – The nonspendable fund balance category includes amounts that cannot be spent because they are not in spendable form, or legally or contractually required to be maintained intact. The “not in spendable form” criterion includes items that are not expected to be converted to cash. It also includes the long-term amount of loans receivable, as well as property acquired for resale, unless the use of the proceeds from the collection of those receivables or from the sale of those properties is restricted, committed or assigned.

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

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

*Assigned* – Amounts in the assigned fund balance classification are intended to be used by the City for specific purposes but do not meet the criteria to be classified as restricted or committed. In governmental funds other than the general fund, assigned fund balance represents the remaining amount that is not restricted or committed. In the general fund, assigned amounts represent intended uses established by policies of the City. The City has by resolution authorized the Auditor to assign fund balance. The City may also assign fund balance as it does when appropriating fund balance to cover a gap between estimated revenue and appropriations in the subsequent year’s appropriated budget.

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

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

***O. Net Position***

Net position represents the difference between assets and deferred outflows of resources and liabilities and deferred inflows of resources. Net investment in capital assets 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 constitutional provisions, enabling legislation or through external restrictions imposed by creditors, grantors, or laws or regulations of other governments.

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The City applies restricted resources first when an expense is incurred for purposes for which both restricted and unrestricted net position applies.

***P. Operating Revenues and Expenses***

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, sewer and refuse services and self-insurance programs. Operating expenses are necessary costs incurred to provide the goods or service that is the primary activity of the fund. All revenues and expenses not meeting this definition are reported as non-operating.

***Q. Interfund Activity***

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

Exchange transactions between funds are reported as revenues in the seller funds and as expenditures/expenses in the purchaser funds. Flows of cash or goods from one fund to another without a requirement for repayment are reported as interfund transfers. Interfund transfers are reported as other financing sources/uses in governmental funds and after 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.

***R. 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 Administration and that are either unusual in nature or infrequent in occurrence. Neither type of transaction occurred during 2020.

***S. Estimates***

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

***T. Budgetary Data***

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

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

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

***U. Contributions of Capital***

Contributions of capital in proprietary fund financial statements arise from governmental activities or outside contributions of capital assets, tap-in fees to the extent they exceed the cost of the connection to the system, of grants or outside contributions of resources restricted to capital acquisition and construction.

***V. Implementation of New Accounting Principles and Restatement of Net Position/Fund Balances***

***Implementation of New Accounting Principles***

For the year ended December 31, 2020 the City has implemented Governmental Accounting Standards Board (GASB) Statement No. 84, *Fiduciary Activities*.

GASB Statement No. 84 establishes specific criteria for identifying activities that should be reported as fiduciary activities and clarifies whether and how business type activities should report their fiduciary activities. Due to the implementation of GASB Statement No. 84, the City will no longer be reporting agency funds. The City reviewed its funds for proper classification and has determined no fund reclassifications or restatement of City financial statements is necessary.

**NOTE 3 - BUDGETARY BASIS OF ACCOUNTING**

While reporting financial position, results of operations, and changes in fund balance on the basis of generally accepted accounting principles (GAAP basis), the budgetary basis as provided by law is based upon accounting for certain transactions on a basis of cash receipts, disbursements and encumbrances. The Statement of Revenues, Expenditures and Changes in Fund Balances - Budget (Non-GAAP Basis) and Actual presented for the general fund and street maintenance and repair fund are presented on the budgetary basis to provide a meaningful comparison of actual results with the budget. The major differences between the budget basis and the GAAP basis are:

1. Revenues are recorded when received in cash (budget) as opposed to when susceptible to accrual (GAAP).
2. Expenditures/expenses are recorded when paid in cash (budget) as opposed to when the liability is incurred (GAAP).
3. Some funds are included in the general fund, (GAAP basis), but have separate legally adopted budgets (budget basis).

The following table summarizes the adjustments necessary to reconcile the GAAP basis statements to the budgetary basis statements for the general fund and the street maintenance and repair fund.

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**Net Change in Fund Balance**

	General Fund	Street Maintenance and Repair Fund
GAAP Basis	\$ (525,035)	\$ 11,674
Net Adjustment for Revenue Accruals	194,365	1,279
Net Adjustment for Expenditure Accruals	3,906	(6,407)
Funds Budgeted Elsewhere*	(30,000)	-
Budget Basis	\$ (356,764)	\$ 6,546

\* As part of Governmental Accounting Standards Board Statement No. 54, *Fund Balance Reporting and Governmental Fund Type Definitions*, certain funds that are legally budgeted in separate special revenue funds are considered part of the general fund on a GAAP basis. This includes unclaimed monies, police severance and fire severance funds.

**NOTE 4 - DEPOSITS AND INVESTMENTS**

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

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

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

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

Protection of the City's deposits is provided by the Federal Deposit Insurance Corporation (FDIC), by eligible securities pledged by the financial institution as security for repayment, or by the financial institutions 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.

Interim monies may be deposited or invested in the following securities:

1. 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;

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2. 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;
3. 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;
4. Bonds and other obligations of the State of Ohio;
5. No-load money market mutual funds consisting exclusively of obligations described in division (1) or (2) 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;
6. The State Treasurer's investment pool (STAR Ohio);
7. Certain bankers acceptances and commercial paper notes for a period not to exceed one hundred and eighty days and two hundred and seventy days, respectively, from the purchase date in any amount not to exceed forty percent of the interim monies available for investment at any one time; and
8. Under limited circumstances, corporate note interests noted in either of the two highest rating classifications by at least two nationally recognized rating agencies.

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

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

#### **Deposits with Financial Institutions**

**Deposits** - At year-end, \$0 of the City's bank balance of \$5,750,391 was exposed to custodial credit risk. Although the securities were held by the pledging financial institutions' trust department in the City's name and all statutory requirements for the investment of money had been followed, noncompliance with Federal requirements could potentially subject the City to a successful claim by the FDIC.

**Custodial Credit Risk** Custodial credit risk for deposits is the risk that in the event of a bank failure, the City will not be able to recover deposits or collateral securities that are in possession of an outside party.

The City has no deposit policy for custodial risk beyond the requirements of State statute. Ohio law requires that deposits either be insured or protected by:



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- 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 required 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.

**Segregated Cash and Cash with Fiscal Agents**

The CHIP and Titanium Way funds are maintained separately from the City’s deposits. The carrying amounts of the deposits are reported as “Cash and Cash Equivalents in Segregated Accounts.”

The City participates in the Jefferson Health Plan for employee benefits. The amount held at fiscal year-end for the employee benefit self-insurance fund was \$213,877 and is reported as “Cash and Cash Equivalents with Fiscal Agents.” All benefit deposits are made to the consortium’s depository account. Collateral is held by a qualified third-party trustee in the name of the consortium.

**NOTE 5 - PROPERTY TAXES**

Property taxes include amounts levied against all real and public utility property located in the City. Property tax revenue received during 2020 for real and public utility property taxes represents collections of the 2019 taxes.

2019 real property taxes were levied after October 1, 2020 on the assessed value as of January 1, 2020, the lien date. Assessed values are established by State law at 35 percent of appraised market value. 2020 real property taxes are collected in and intended to finance 2021.

Real property taxes are payable annually or semi-annually. If paid annually, payment is due December 31; if paid semi-annually, the first payment is due December 31, with the remainder payable by June 20. Under certain circumstances, State statute permits later payment dates to be established.

Public utility tangible personal property currently is assessed at varying percentages of true value; public utility real property is assessed at 35 percent of true value. 2020 public utility property taxes which became a lien December 31, 2019, are levied after October 1, 2020, and are collected in 2020 with real property taxes.

The full tax rate for all City operations for the year ended December 31, 2020, was \$3.40 per \$1,000 of assessed valuation. The assessed values of real property and public utility tangible property upon which 2020 property tax receipts were based are as follows:

Category	Assessed Value
Real Property	\$ 62,430,670
Public Utilities - Real	29,800
Public Utilities - Personal	5,818,520
Total Assessed Value	\$ 68,278,990

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The County Treasurer collects property taxes on behalf of all taxing districts within the County, including the City. The County Auditor periodically remits to the City its portion of the taxes collected. Property taxes receivable represents real and public utility property taxes and outstanding delinquencies which were measurable as of December 31, 2020, and for which there was an enforceable legal claim. In governmental funds, the portion of the receivable not levied to finance 2020 operations is offset to deferred inflows of resources – property taxes levied for the next year. On the accrual basis, collectible delinquent property taxes have been recorded as a receivable and revenue while on the modified accrual basis the revenue has been reported as deferred inflows of resources – unavailable revenue.

**NOTE 6 - RECEIVABLES**

Receivables at December 31, 2020 consisted of taxes, accounts (billings for user charged services including unbilled utility services), and intergovernmental receivables arising from grants and shared revenues. All receivables are deemed collectible in full.

**NOTE 7 – INCOME TAX**

The City levies a municipal income tax of 2.0 percent on gross salaries, wages and other personal service compensation earned by residents of the City and on the earnings of nonresidents working within the City. This tax also applies to the net income of businesses operating within the City. Residents of the City are granted a credit up to 2.0 percent for taxes paid to other municipalities.

Employers within the City are required to withhold income tax on employee compensation and remit the tax to the City either monthly or quarterly. Corporations and other individuals are required to pay their estimated tax quarterly and file a declaration annually. Income tax revenues are credited to the General Fund, monies are then transferred to the Street Maintenance and Repair, Police Pension, Fire Pension, and Recreation Special Revenue Funds, the Capital Improvement Capital Projects Fund and the Refuse Enterprise Fund.

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**NOTE 8 – CAPITAL ASSETS**

A summary of changes in capital assets during 2020 follows:

	Balance 12/31/2019	Additions	Deletions	Balance 12/30/2020
<b>Governmental Activities:</b>				
<i>Capital Assets Not Being Depreciated:</i>				
Land	\$ 140,000	\$ -	\$ -	\$ 140,000
Work of Art	17,500	-	-	17,500
Construction in Progress	232,549	199,402	-	431,951
<i>Total Capital Assets Not Being Depreciated</i>	390,049	199,402	-	589,451
 <i>Capital Assets, Being Depreciated:</i>				
Buildings	1,800,624	-	-	1,800,624
Land Improvements	1,562,490	10,452	-	1,572,942
Equipment	789,842	-	-	789,842
Vehicles	2,351,465	34,838	-	2,386,303
Infrastructure	3,018,022	20,844	-	3,038,866
<i>Total Capital Assets, Being Depreciated</i>	9,522,443	66,134	-	9,588,577
 <i>Less Accumulated Depreciation:</i>				
Buildings	(758,916)	(46,986)	-	(805,902)
Land Improvements	(1,183,534)	(40,916)	-	(1,224,450)
Equipment	(445,753)	(50,820)	-	(496,573)
Vehicles	(1,168,651)	(83,621)	-	(1,252,272)
Infrastructure	(930,655)	(122,336)	-	(1,052,991)
<i>Total Accumulated Depreciation</i>	(4,487,509)	(344,679) *	-	(4,832,188)
 <i>Total Capital Assets Being Depreciated, Net</i>	5,034,934	(278,545)	-	4,756,389
 <i>Total Governmental Activities Capital Assets, Net</i>	\$ 5,424,983	\$ (79,143)	\$ -	\$ 5,345,840

\*Depreciation expense was charged to governmental functions as follows:

General Government	\$ 26,957
Leisure Time Services	61,146
Security of Persons and Property	109,655
Transportation	146,921
Total	\$ 344,679

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	Balance 12/31/2019	Additions	Deletions	Balance 12/30/2020
<b>Business-Type Activities:</b>				
<i>Capital Assets Not Being Depreciated:</i>				
Land	\$ 43,904	\$ -	\$ -	\$ 43,904
Construction in Progress	1,823,357	730,355	-	2,553,712
<i>Total Capital Assets Not Being Depreciated</i>	<u>1,867,261</u>	<u>730,355</u>	<u>-</u>	<u>2,597,616</u>
<i>Capital Assets, Being Depreciated:</i>				
Buildings	14,826,329	16,582	-	14,842,911
Improvements	1,854,000	8,640	-	1,862,640
Equipment	2,797,553	9,778	-	2,807,331
Vehicles	1,080,675	184,806	-	1,265,481
Infrastructure				
Water Lines	4,870,751	-	-	4,870,751
Sewer Lines	1,370,546	-	-	1,370,546
<i>Total Capital Assets, Being Depreciated</i>	<u>26,799,854</u>	<u>219,806</u>	<u>-</u>	<u>27,019,660</u>
<i>Less Accumulated Depreciation:</i>				
Buildings	(3,787,185)	(297,183)	-	(4,084,368)
Improvements	(377,595)	(32,399)	-	(409,994)
Equipment	(2,065,202)	(173,226)	-	(2,238,428)
Vehicles	(716,410)	(71,231)	-	(787,641)
Infrastructure				
Water Lines	(1,255,518)	(97,415)	-	(1,352,933)
Sewer Lines	(328,122)	(25,307)	-	(353,429)
<i>Total Accumulated Depreciation</i>	<u>(8,530,032)</u>	<u>(696,761)</u>	<u>-</u>	<u>(9,226,793)</u>
<i>Total Capital Assets Being Depreciated, Net</i>	<u>18,269,822</u>	<u>(476,955)</u>	<u>-</u>	<u>17,792,867</u>
<i>Total Business-Type Activities Capital Assets, Net</i>	<u>\$ 20,137,083</u>	<u>\$ 253,400</u>	<u>\$ -</u>	<u>\$ 20,390,483</u>

**NOTE 9 - RISK MANAGEMENT**

The City is exposed to various risks of property and casualty losses, and injuries to employees.

The City pays the State Workers' Compensation System a premium based on a rate per \$100 of salaries. This rate is calculated based on accident history and administrative costs to provide coverage to employees for job and other related injuries.

***Risk Pool Membership***

The City is a member of the Public Entities Pool of Ohio (The Pool). The Pool assumes the risk of loss up to the limits of the City's policy. The Pool covers the following risks:

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- General liability and casualty
- Public official's liability
- Cyber
- Law enforcement liability
- Automobile liability
- Vehicles
- Property
- Equipment breakdown

The Pool reported the following summary of assets and actuarially-measured liabilities available to pay those liabilities as of December 31:

	2020
Cash and Investments	\$ 40,318,971
Actuarial Liabilities	\$ 14,111,510

**NOTE 10 - DEFINED BENEFIT PENSION PLANS**

The Statewide retirement systems provide both pension benefits and other postemployment benefits (OPEB).

***Net Pension Liability/Net OPEB Liability***

Pensions and OPEB are components of exchange transactions - between an employer and its employees - of salaries and benefits for employee services. Pensions and 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 net pension liability and the net OPEB liability represent the City's proportionate share of each pension/OPEB 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/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 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/OPEB are financed; however, the City does receive the benefit of employees' services in exchange for compensation including pension and OPEB.

GASB 68/75 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). The retirement systems may allocate a portion of the employer contributions to provide for these OPEB benefits. In addition, health care plan enrollees pay a portion of the health care costs in the form of a monthly premium. State statute requires the retirement systems to amortize unfunded liabilities within 30 years. If the amortization period exceeds 30 years, each retirement system's board must propose corrective action to the State legislature. Any resulting legislative change to benefits or funding could significantly affect the net pension/OPEB liability. Resulting adjustments to the net pension/OPEB liability would be effective when the changes are legally enforceable. The Ohio Revised Code permits, but does not require the retirement systems to provide health care to eligible benefit recipients.

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

The remainder of this note includes the pension disclosures. See Note 11 for the OPEB disclosures.

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

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 combination cost-sharing, multiple-employer defined benefit/defined contribution pension plan. While members (e.g. City employees) may elect the member-directed plan and the combined plan, substantially all employee members are in OPERS’ traditional plan; therefore, the following disclosure focuses on the traditional pension plan.

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

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

<b>Group A</b>	<b>Group B</b>	<b>Group C</b>
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
<b>State and Local</b>	<b>State and Local</b>	<b>State and Local</b>
<b>Age and Service Requirements:</b> Age 60 with 60 months of service credit or Age 55 with 25 years of service credit	<b>Age and Service Requirements:</b> Age 60 with 60 months of service credit or Age 55 with 25 years of service credit	<b>Age and Service Requirements:</b> Age 57 with 25 years of service credit or Age 62 with 5 years of service credit
<b>Formula:</b> 2.2% of FAS multiplied by years of service for the first 30 years and 2.5% for service years in excess of 30	<b>Formula:</b> 2.2% of FAS multiplied by years of service for the first 30 years and 2.5% for service years in excess of 30	<b>Formula:</b> 2.2% of FAS multiplied by years of service for the first 35 years and 2.5% for service years in excess of 35

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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. The initial amount of a member’s pension benefit is vested upon receipt of the initial benefit payment for calculation of an annual cost-of-living adjustment.

When a benefit recipient has received benefits for 12 months, current law provides for an annual cost-of-living adjustment (COLA). This COLA is calculated on the base retirement benefit at the date of retirement and is not compounded. For those who retired prior to January 7, 2013, the cost of living adjustment is 3 percent. For those retiring subsequent to January 7, 2013, beginning in calendar year 2019, current law provides that the COLA will be based on the average percentage increase in the Consumer Price Index, capped at 3 percent.

Beginning in 2022, the Combined Plan will be consolidated under the Traditional Pension Plan (defined benefit plan) and the Combined Plan option will no longer be available for new hires beginning in 2022.

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

	State and Local
<b>2020 Statutory Maximum Contribution Rates</b>	
Employer	14.00 %
Employee	10.00 %
<b>2020 Actual Contribution Rates</b>	
Employer:	
Pension	14.00 %
Post-Employment Health Care Benefits	0.00 %
Total Employer	14.00 %
Employee	10.00 %

Employer contribution rates are actuarially determined and are expressed as a percentage of covered payroll. The City’s contractually required contribution was \$165,774 for 2020. Of this amount, \$17,398 is reported as an intergovernmental payable.

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

Full-time police and firefighters participate in Ohio Police and Fire Pension Fund (OP&F), a cost-sharing, multiple-employer defined benefit pension plan administered by OP&F. OP&F 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. OP&F issues a publicly available financial report that includes financial information and required supplementary information and detailed information about OP&F fiduciary net position. The report that may be obtained by visiting the OP&F website at [www.op-f.org](http://www.op-f.org) or by writing to the Ohio Police and Fire Pension Fund, 140 East Town Street, Columbus, Ohio 43215-5164.

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

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

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

Members retiring under normal service retirement, with less than 15 years of service credit on July 1, 2013, will receive a COLA equal to either three percent or the percent increase, if any, in the consumer price index over the 12 month period ending on September 30 of the immediately preceding year, whichever is less. The COLA amount for members with at least 15 years of service credit as of July 1, 2013, is equal to 3 percent of their base pension or disability benefit.

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

	Police	Firefighters
<b>2020 Statutory Maximum Contribution Rates</b>		
Employer	19.50 %	24.00 %
Employee	12.25 %	12.25 %
 <b>2020 Actual Contribution Rates</b>		
Employer:		
Pension	19.00 %	23.50 %
Post-Employment Health Care Benefits	0.50 %	0.50 %
Total Employer	19.50 %	24.00 %
 Employee	 12.25 %	 12.25 %

Employer contribution rates are expressed as a percentage of covered payroll. The City's contractually required contribution to OP&F was \$222,503 for 2020. Of this amount, \$21,450 is reported as an intergovernmental payable.



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

The net pension liability for OPERS was measured as of December 31, 2019, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of that date. OP&F's total pension liability was measured as of December 31, 2019, and was determined by rolling forward the total pension liability as of January 1, 2019, to December 31, 2019. 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:

	<u>OPERS</u>	<u>OP&amp;F</u>	<u>Total</u>
Proportion of the Net Pension Liability:			
Current Measurement Period	0.008647%	0.042873%	
Prior Measurement Period	0.009008%	0.044877%	
Change in Proportion	<u>-0.000361%</u>	<u>-0.002004%</u>	
Proportionate Share of the Net			
Pension Liability	\$ 1,709,138	\$ 2,888,181	\$ 4,597,319
Pension Expense	\$ 251,171	\$ 343,666	\$ 594,837

Other than contributions made subsequent to the measurement date and differences between projected and actual earnings on investments; deferred inflows/outflows of resources are recognized in pension expense beginning in the current period, using a straight line method over a closed period equal to the average of the expected remaining services lives of all employees that are provided with pensions, determined as of the beginning of the measurement period. Net deferred inflows/outflows of resources pertaining to the differences between projected and actual investment earnings are similarly recognized over a closed five year period. At December 31, 2020, the City reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

	<u>OPERS</u>	<u>OP&amp;F</u>	<u>Total</u>
<b>Deferred Outflows of Resources</b>			
Differences between Expected and			
Actual Experience	\$ -	\$ 109,326	\$ 109,326
Changes of Assumptions	91,288	70,897	162,185
Changes in Proportionate Share	52,200	32,618	84,818
City Contributions Subsequent			
to the Measurement Date	165,774	222,503	388,277
Total Deferred Outflows of Resources	<u>\$ 309,262</u>	<u>\$ 435,344</u>	<u>\$ 744,606</u>
<b>Deferred Inflows of Resources</b>			
Differences between Expected and			
Actual Experience	\$ 21,609	\$ 148,956	\$ 170,565
Net Difference between Projected and Actual			
Earnings on Pension Plan Investments	340,933	139,523	480,456
Changes in Proportionate Share	91,431	142,816	234,247
Total Deferred Inflows of Resources	<u>\$ 453,973</u>	<u>\$ 431,295</u>	<u>\$ 885,268</u>

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\$388,277 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, 2021. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to pension will be recognized in pension expense as follows:

Year Ending December 31:	OPERS	OP&F	Total
2021	\$ (62,135)	\$ (55,531)	\$ (117,666)
2022	(127,092)	(34,788)	(161,880)
2023	14,117	42,582	56,699
2024	(135,375)	(148,594)	(283,969)
2025	-	(22,123)	(22,123)
	<u>\$ (310,485)</u>	<u>\$ (218,454)</u>	<u>\$ (528,939)</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.

Projections of benefits for financial reporting purposes are based on the substantive plan (the plan as understood by the employers and plan members) and include the types of benefits provided at the time of each valuation. The total pension liability was determined by an actuarial valuation as of December 31, 2019, using the following key actuarial assumptions and methods applied to all prior periods included in the measurement in accordance with the requirements of GASB 67. Key methods and assumptions used in the latest actuarial valuation, reflecting experience study results, prepared as of December 31, 2019 are presented below.

<u>Actuarial Information</u>	<u>Traditional Pension Plan</u>
Wage Inflation	3.25 percent
Future Salary Increases, including wage inflation	3.25 percent to 10.75 percent (including wage inflation)
Investment Rate of Return	
Current Measurement Date	7.20 percent
Prior Measurement Date	7.20 percent
Actuarial Cost Method	Individual Entry Age
Cost-of-Living Adjustments	Pre-1/7/2013 Retirees: 3.00 percent Simple Post-1/7/2013 Retirees: 3.00 percent Simple through 2020, then 2.15 percent Simple

In October 2019, the OPERS Board adopted a change in COLA for Post-January 7, 2013 retirees, changing it from three percent simple through 2018 then 2.15 simple to 1.4 percent simple through 2020 then 2.15 percent simple.

Pre-retirement mortality rates are based on the RP-2014 Employees mortality table for males and females, adjusted for mortality improvement back to the observation period base year of 2006. The base year for males and females was then established to be 2015 and 2010, respectively. Post-retirement mortality rates are based on the RP-2014 Healthy Annuitant mortality table for males and females, adjusted for mortality improvement back to the observation period base year of 2006. The base year for males and females was then established to be 2015

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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.

During 2019, 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 of 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 17.2 percent for 2019.

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 long-term expected 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. Best estimates of arithmetic real rates of return were provided by the Board's investment consultant. For each major asset class that is included in the Defined Benefit portfolio's target asset allocation as of December 31, 2019, these best estimates are summarized in the following table:

<u>Asset Class</u>	<u>Target Allocation</u>	<u>Weighted Average Long-Term Expected Real Rate of Return (Arithmetic)</u>
Fixed Income	25.00 %	1.83 %
Domestic Equities	19.00	5.75
Real Estate	10.00	5.20
Private Equity	12.00	10.70
International Equities	21.00	7.66
Other Investments	<u>13.00</u>	<u>4.98</u>
Total	<u>100.00 %</u>	<u>5.61 %</u>

**Discount Rate** The discount rate used to measure the total pension liability was 7.20 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 contractually required rates, as actuarially determined. Based on those assumptions, the pension plan's fiduciary net position was projected to be available to make all projected future benefit 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.

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

	1% Decrease	Current Discount Rate	1% Increase
City’s Proportionate Share of the Net Pension Liability	\$ 2,818,922	\$ 1,709,138	\$ 711,475

***Actuarial Assumptions – OP&F***

OP&F’s total pension liability as of December 31, 2019 is based on the results of an actuarial valuation date of January 1, 2019, and rolled-forward using generally accepted actuarial procedures. The total pension liability is determined by OP&F’s actuaries in accordance with GASB Statement No. 67, as part of their annual valuation. Actuarial valuations of an ongoing plan involve estimates of the value 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, 2019, are presented below:

Actuarial Cost Method	Entry Age Normal
Investment Rate of Return	8.00 percent
Projected Salary Increases	3.75 percent to 10.50 percent
Payroll Growth	3.25 percent per annum, compounded annually, consisting of inflation rate of 2.75 percent plus productivity increase rate of 0.50 percent
Cost-of-Living Adjustments	3.00 percent simple; 2.20 percent simple for increases based on the lesser of the increase in CPI and 3.00 percent

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

Age	Police	Fire
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.

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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 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 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 real rates of return for each major asset class included in OP&F's target asset allocation as of December 31, 2019, are summarized below:

Asset Class	Target Allocation	10 Year Expected Real Rate of Return**	30 Year Expected Real Rate of Return**
Cash and Cash Equivalents	- %	0.10 %	1.00 %
Domestic Equity	16.00	3.90	5.40
Non-U.S. Equity	16.00	4.70	5.80
Private Markets	8.00	6.10	8.00
Core Fixed Income*	23.00	1.10	2.70
High Yield Fixed Income	7.00	2.50	4.70
Private Credit	5.00	4.80	5.50
U.S. Inflation Linked Bonds*	17.00	0.40	2.50
Midstream Energy Infrastructure	8.00	5.80	6.60
Real Assets	8.00	6.90	7.40
Private Real Estate	12.00	5.40	6.40
Total	120.00 %		

Note: Assumptions are geometric.

\* Levered 2x

\*\* Numbers are net of expected inflation

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

**Discount Rate** The total pension liability was calculated using the discount rate of 8.00 percent. The projection of cash flows used to determine the discount rate assumed the contributions from employers and from the members would be computed based on contribution requirements as stipulated by State statute. Projected inflows from investment earnings were calculated using the longer-term assumed investment rate of return 8.00 percent. Based on those assumptions, OP&F'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.

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***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	Current Discount Rate	1% Increase
City's Proportionate Share of the Net Pension Liability	\$ 4,002,919	\$ 2,888,181	\$ 1,955,814

**NOTE 11 - DEFINED BENEFIT OPEB PLANS**

See Note 10 for a description of the net OPEB liability.

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

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 separation, 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 with a minimum age of 60, or generally 30 years of qualifying service at any age. 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 Comprehensive Annual Financial Report 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 allowing 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, OPERS no longer allocated a portion of its employer contributions to health care for the traditional plan and the combined plan

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Employer contribution rates are expressed as a percentage of the earnable salary of active members. In 2020, 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.

Each year, the OPERS Board determines the portion of the employer contribution rate that will be set aside to fund health care plans. For 2020, OPERS did not allocate any employer contribution to health care for members in the Traditional Pension Plan and Combined Plan. 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 2020 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 2020.

***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 health care 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. On January 1, 2019, OP&F implemented a new model for health care. Under this new model, OP&F provides eligible retirees with a fixed stipend earmarked to pay for health care and Medicare Part B reimbursements.

A retiree is eligible for the OP&F health care stipend unless they have access to any other group coverage including employer and retirement coverage. The eligibility of spouses and dependent children could increase the stipend amount. If the spouse or dependents have access to any other group coverage including employer or retirement coverage, they are not eligible for stipend support from OP&F. Even if an OP&F member or their dependents are not eligible for a stipend, they can use the services of the third-party administrator to select and enroll in a plan. The stipend provided by OP&F meets the definition of an Other Post Employment Benefit (OPEB) as described in Governmental 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](http://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.

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The Board of Trustees is authorized to allocate a portion of the total employer contributions for retiree health care benefits. For 2020, 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.

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

The City's contractually required contribution to OP&F was \$5,416 for 2020. Of this amount, \$515 is reported as an intergovernmental payable.

***OPEB Liabilities, OPEB Expense, and Deferred Outflows/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, 2018, rolled forward to the measurement date of December 31, 2019, 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, 2019, and was determined by rolling forward the total OPEB liability as of January 1, 2019, to December 31, 2019. 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&amp;F</u>	<u>Total</u>
Proportion of the Net OPEB Liability:			
Current Measurement Period	0.008854%	0.042873%	
Prior Measurement Period	0.009207%	0.044877%	
Change in Proportion	<u>-0.000353%</u>	<u>-0.002004%</u>	
Proportionate Share of the Net			
OPEB Liability	\$ 1,222,967	\$ 423,492	\$ 1,646,459
OPEB Expense	\$ 121,371	\$ 47,859	\$ 169,230

At December 31, 2020, the City reported deferred outflows of resources and deferred inflows of resources related to OPEB from the following sources:

	<u>OPERS</u>	<u>OP&amp;F</u>	<u>Total</u>
<b>Deferred Outflows of Resources</b>			
Differences between Expected and			
Actual Experience	\$ 33	\$ -	\$ 33
Changes of Assumptions	193,583	247,589	441,172
Changes in Proportionate Share	32,916	32,160	65,076
City Contributions Subsequent			
to the Measurement Date	-	5,416	5,416
Total Deferred Outflows of Resources	<u>\$ 226,532</u>	<u>\$ 285,165</u>	<u>\$ 511,697</u>



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	OPERS	OP&F	Total
<b>Deferred Inflows of Resources</b>			
Differences between Expected and Actual Experience	\$ 111,846	\$ 45,543	\$ 157,389
Net Difference between Projected and Actual			
Earnings on OPEB Plan Investments	62,274	19,488	81,762
Changes of Assumptions	-	90,253	90,253
Changes in Proportionate Share	54,618	11,892	66,510
Total Deferred Inflows of Resources	<u>\$ 228,738</u>	<u>\$ 167,176</u>	<u>\$ 395,914</u>

\$5,416 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 2021. 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:	OPERS	OP&F	Total
2021	\$ 20,401	\$ 21,119	\$ 41,520
2022	3,955	21,117	25,072
2023	48	25,117	25,165
2024	(26,610)	18,815	(7,795)
2025	-	20,140	20,140
	<u>\$ (2,206)</u>	<u>\$ 112,573</u>	<u>\$ 110,367</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.

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, 2018, rolled forward to the measurement date of December 31, 2019. The actuarial valuation used the following actuarial assumptions applied to all prior periods included in the measurement in accordance with the requirements of GASB 67:

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Wage Inflation	3.25 percent
Projected Salary Increases, Including Inflation	3.25 percent to 10.75 percent (includes wage inflation at 3.25 percent)
Single Discount Rate:	
Current Measurement Date	3.16 percent
Prior Measurement Date	3.96 percent
Investment Rate of Return	
Current Measurement Date	6.00 percent
Prior Measurement Date	6.00 percent
Municipal Bond Rate	
Current Measurement Date	2.75 percent
Prior Measurement Date	3.71 percent
Health Care Cost Trend Rate	
Current Measurement Date	10.50 percent, initial, 3.50 percent ultimate in 2030
Prior Measurement Date	10.00 percent, initial, 3.25 percent ultimate in 2029
Actuarial Cost Method	Individual Entry Age Normal

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.

During 2019, 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, if any contribution are made into the plans, the contributions are assumed to be received continuously throughout the year based on the actual payroll payable at the time contributions are made. 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 19.7 percent for 2019.

The allocation of investment assets within 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 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. For each major asset class that is included in the Health Care's portfolio's target asset allocation as of December 31, 2019, these best estimates are summarized in the following table:

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Asset Class	Target Allocation	Weighted Average Long-Term Expected Real Rate of Return (Arithmetic)
Fixed Income	36.00 %	1.53 %
Domestic Equities	21.00	5.75
Real Estate Investment Trusts	6.00	5.69
International Equities	23.00	7.66
Other Investments	14.00	4.90
Total	<u>100.00 %</u>	<u>4.55 %</u>

**Discount Rate** A single discount rate of 3.16 percent was used to measure the OPEB liability on the measurement date of December 31, 2019. A single discount rate of 3.96 percent was used to measure the OPEB liability on the measurement date of December 31, 2018. Projected benefit payments are required to be discounted to their actuarial present value using a single discount rate that reflects (1) a long-term expected rate of return on OPEB plan investments (to the extent that the health care fiduciary net position is projected to be sufficient to pay benefits), and (2) tax-exempt municipal bond rate based on an index of 20-year general obligation bonds with an average AA credit rating as of the measurement date (to the extent that the contributions for use with the long-term expected rate are not met). This single discount rate was based on an expected rate of return on the health care investment portfolio of 6.00 percent and a municipal bond rate of 2.75 percent. 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 2034. As a result, the long-term expected rate of return on health care investments was applied to projected costs through the year 2034, 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 3.16 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 (2.16 percent) or one-percentage-point higher (4.16 percent) than the current rate:

	1% Decrease	Current Discount Rate	1% Increase
City's Proportionate Share of the Net OPEB Liability	\$ 1,600,449	\$ 1,222,967	\$ 920,727

**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 2020 is 10.50 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 3.50 percent in the most recent valuation.

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	1% Decrease	Current Trend Rate	1% Increase
City's Proportionate Share of the Net OPEB Liability	\$ 1,186,879	\$ 1,222,967	\$ 1,258,596

***Changes between Measurement Date and Reporting Date***

On January 15, 2020, the Board approved several changes to the health care plan offered to Medicare and pre-Medicare retirees in efforts to decrease costs and increase the solvency of the health care plan. These changes are effective January 1, 2022, and include changes to base allowances and eligibility for Medicare retirees, as well as replacing OPERS-sponsored medical plans for pre-Medicare retirees with monthly allowances, similar to the program for Medicare retirees. These changes are not reflected in the current year financial statements but are expected to decrease the associated OPEB liability.

***Actuarial Assumptions – OP&F***

OP&F's total OPEB liability as of December 31, 2019, is based on the results of an actuarial valuation date of January 1, 2019, 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.

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Valuation Date	January 1, 2019, with actuarial liabilities rolled forward to December 31, 2019
Actuarial Cost Method	Entry Age Normal (Level Percent of Payroll)
Projected Salary Increases	3.75 percent to 10.50 percent
Payroll Growth	3.25 percent
Investment Rate of Return	
Current Measurement Date	8.00 percent
Prior Measurement Date	8.00 percent
Single Discount Rate:	
Current Measurement Date	3.56 percent
Prior Measurement Date	4.66 percent
Municipal Bond Rate	
Current Measurement Date	2.75 percent
Prior Measurement Date	4.13 percent
Cost of Living Adjustments	3.00 percent simple; 2.20 percent simple for increases based on the lessor of the increase in CPI and 3.00 percent

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

Age	Police	Fire
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.

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 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. The target asset allocation and best estimates of geometric real rates of return for each major asset class as of December 31, 2019, are summarized below:

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Asset Class	Target Allocation	10 Year Expected Real Rate of Return**	30 Year Expected Real Rate of Return**
Cash and Cash Equivalents	- %	0.10 %	1.00 %
Domestic Equity	16.00	3.90	5.40
Non-U.S. Equity	16.00	4.70	5.80
Private Markets	8.00	6.10	8.00
Core Fixed Income*	23.00	1.10	2.70
High Yield Fixed Income	7.00	2.50	4.70
Private Credit	5.00	4.80	5.50
U.S. Inflation Linked Bonds*	17.00	0.40	2.50
Midstream Energy Infrastructure	8.00	5.80	6.60
Real Assets	8.00	6.90	7.40
Private Real Estate	<u>12.00</u>	5.40	6.40
Total	<u>120.00 %</u>		

Note: Assumptions are geometric.

\* Levered 2x

\*\* Numbers are net of expected inflation

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

**Discount Rate** For 2019, the total OPEB liability was calculated using the discount rate of 3.56 percent. For 2018, 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 of 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 2.75 percent at December 31, 2019 and 4.13 percent at December 31, 2018, was blended with the long-term rate of 8 percent, which resulted in a blended discount rate of 3.56 percent for 2019 and 4.66 percent for 2018. The municipal bond rate was determined using the Bond Buyers General Obligation 20-year Municipal Bond Index Rate. The OPEB plan's fiduciary net position was projected to be available to make all projected OPEB payments until 2034. The long-term expected rate of return on health care investments was applied to projected costs through 2034, 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** 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 3.56 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 (2.56 percent), or one percentage point higher (4.56 percent) than the current rate.

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	1% Decrease	Current Discount Rate	1% Increase
City's Proportionate Share of the Net OPEB Liability	\$ 525,103	\$ 423,492	\$ 339,060

***Sensitivity of the City's Proportionate Share of the Net OPEB Liability to Changes in the Health Care Cost Trend Rate*** The total OPEB liability is based on a medical benefit that is a flat dollar amount; therefore, it is unaffected by a health care cost trend rate. An increase or decrease in the trend rate would have no effect on the total OPEB liability.

**NOTE 12 - OTHER EMPLOYEE BENEFITS**

***A. Additional Insurance***

The City provides life insurance and accidental death and dismemberment insurance to full time employees. The policy is in the amount of \$15,000 life insurance and \$15,000 accidental death and dismemberment. All employees can purchase life insurance from the City up to \$65,000.

Medical, surgical and dental insurance is offered to all employees through a self insurance internal service fund. The City is a member of the Jefferson Health Plan, a public entity risk management, insurance, and claims servicing pool, consisting of cities and other public entities across the state, in which monthly premiums are paid to the fiscal agent who in turn pays the claims on the City's behalf. The claims liability of \$31,742 reported in the internal service fund at December 31, 2020, is based on an estimate provided by the third party administrator and the requirements of Governmental Accounting Standards Board Statement No. 30 which requires that a liability for unpaid claim costs, including estimates of costs relating to incurred but not reported claims, be reported. The estimate was not affected by incremental claim adjustment expenses and does not include other allocated or unallocated claim adjustment expenses. Change in fund's claims liability for 2020 is as follows:

		Balance at Beginning of Year	Current Year Claims	Claim Payments	Balance at End of Year
2020	\$	27,109	\$ 709,262	\$ 704,629	\$ 31,742
2019	\$	27,725	\$ 923,632	\$ 924,248	\$ 27,109

***B. Compensated Absences***

The criteria for determining vested vacation and sick leave benefits are derived from negotiated agreements and State laws. Employees earn vacation time based on the length of service. Typically, vacation cannot be carried over, however, unforeseen circumstances may come into play and the mayor may elect to permit an employee to carryover minimal vacation time. Sick leave is accumulated at a rate of 4.6 hours per each 80 hours worked. For employees that work less than a 40 hour work week, the sick leave accumulation is prorated based on 4.6 hours per 80 hours worked. All accumulated, unused vacation time and personal days are paid upon separation if the employee has acquired at least one year of service with the City. Upon separation, AFSCME members are paid for a maximum of 220 days of accumulated sick time provided they have ten years of service with the City. Police are paid one-half of accumulated sick time with no maximum provided they have ten years of service with the City. Upon separation, firefighters are paid for half of all accumulated sick time provided they have ten years of service with the City.

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**NOTE 13 – INTERFUND TRANSFERS**

The City made the following transfers during 2020:

	<u>Transfers In</u>	<u>Transfers Out</u>
<b>Major Governmental Funds:</b>		
General	\$ -	\$ 935,000
Street Maintenance and Repair	290,000	-
<b>Nonmajor Governmental Funds:</b>		
Capital Improvements	250,000	
Recreation	95,000	-
Police Pension	105,000	-
Fire Pension	70,000	-
Total Governmental Funds	<u>810,000</u>	<u>935,000</u>
<b>Enterprise Funds:</b>		
Refuse	<u>125,000</u>	<u>-</u>
Total	<u>\$ 935,000</u>	<u>\$ 935,000</u>

The General Fund transferred \$935,000 to various other funds to distribute income tax revenue.

**NOTE 14 - LONG-TERM OBLIGATIONS**

Changes in long-term obligations during the year ended December 31, 2020, consisted of the following:

	<u>Outstanding</u>			<u>Outstanding</u>	<u>Amounts Due</u>
	<u>12/31/2019</u>	<u>Additions</u>	<u>Reductions</u>	<u>12/30/2020</u>	<u>In One Year</u>
<b>Governmental Activities</b>					
<i>Direct Borrowings:</i>					
Installment Loan-City Building	\$ 264,713	\$ -	\$ (50,040)	\$ 214,673	\$ 52,334
Lease Purchase	268,198	-	(64,490)	203,708	66,167
<i>Total Direct Borrowings</i>	<u>532,911</u>	<u>-</u>	<u>(114,530)</u>	<u>418,381</u>	<u>118,501</u>
<i>Other Long-Term Obligations:</i>					
Compensated Absences	322,414	227,292	(143,922)	405,784	109,789
Net Pension Liability	4,649,993	-	(1,129,431)	3,520,562	-
Net OPEB Liability	888,824	-	(12,834)	875,990	-
<i>Total Other Long-Term Obligations</i>	<u>5,861,231</u>	<u>227,292</u>	<u>(1,286,187)</u>	<u>4,802,336</u>	<u>109,789</u>
Total Governmental Activities	<u>\$ 6,394,142</u>	<u>\$ 227,292</u>	<u>\$(1,400,717)</u>	<u>\$ 5,220,717</u>	<u>\$ 228,290</u>



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	Outstanding 12/31/2019	Additions	Reductions	Outstanding 12/30/2020	Amounts Due In One Year
<b>Business-Type Activities</b>					
<i>Direct Borrowings:</i>					
OWDA Loans:					
Water Treatment Plant	\$ 5,189,601	\$ -	\$ (796,547)	\$ 4,393,054	\$ 822,726
Water Treatment Plant Lagoons	252,422	-	(41,028)	211,394	41,439
Waterline Replacement	521,793	-	(17,131)	504,662	17,475
Combined Sewer Separation	145,638	-	(13,223)	132,415	13,355
NEBO Drive Water & Sewer Lines	1,227,925	500,884	(37,340)	1,691,469	37,340
Water Asset Management Plan	7,119	-	(2,034)	5,085	2,034
Euclid Avenue Water Line	796,763	-	(35,994)	760,769	35,994
NEBO Drive Phase II	41,463	127,170	(4,516)	164,117	4,516
Waste Water Treatment Plant	2,528,647	-	(134,388)	2,394,259	134,388
LTCP Sewer Improvements Phase I Pump Station, 5th, 6th, and 7th Street Improvements	277,052	9,615	(102,296)	184,371	102,296
	137,535	118,308	(63,453)	192,390	63,453
Total OWDA loans	<u>11,125,958</u>	<u>755,977</u>	<u>(1,247,950)</u>	<u>10,633,985</u>	<u>1,275,016</u>
OPWC Loan:					
Waterline Replacement OPWC Loan	165,750	-	(3,250)	162,500	6,500
Lease Purchase	-	155,658	(7,393)	148,265	29,971
Total Direct Borrowings	<u>11,291,708</u>	<u>911,635</u>	<u>(1,258,593)</u>	<u>10,944,750</u>	<u>1,311,487</u>
<i>Other Long-Term Obligations:</i>					
Capital Lease	78,848	-	(78,848)	-	-
Compensated Absences	119,505	102,464	(136,243)	85,726	15,667
Net Pension Liability	1,480,265	-	(403,508)	1,076,757	-
Net OPEB Liability	720,225	50,244	-	770,469	-
Total Other Long-Term Obligations	<u>2,398,843</u>	<u>152,708</u>	<u>(618,599)</u>	<u>1,932,952</u>	<u>15,667</u>
Total Business-Type Activities	<u>\$ 13,690,551</u>	<u>\$ 1,064,343</u>	<u>\$ (1,877,192)</u>	<u>\$ 12,877,702</u>	<u>\$ 1,327,154</u>

The installment loan and lease purchase will be paid from the general fund. In the business-type activities, the OWDA loans and OPWC loan will be paid from revenues derived from charges for services in the water and sewer funds. The garbage packer loan will be paid from the refuse fund. Capital leases will be paid from the general fund and the sewer fund. Compensated absences will be paid from the fund from which the employees' salaries are paid. The City pays obligations related to employee compensation from the fund benefitting from their service.

**Governmental Activities**

*Direct Borrowings*

In 2007, the City entered into an installment loan agreement with Consumers National Bank for the purchase of the new City building (secured asset). The principal amount of the loan was \$894,981 and the interest rate is currently 1.25 percent. The loan will mature in December 2024. In the event of default, the Lender may declare the entire unpaid principal balance and all accrued unpaid interest immediately due.

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In 2016, the City entered into a lease purchase agreement for a fire truck in the amount of \$452,026. The lease carries an interest rate of 2.6 percent and a maturity date of November 30, 2023. In the event of default, the lessor may retake possession of the fire truck, which is collateral in the agreement.

***Business-Type Activities***

*Direct Borrowings*

In 2007, the City entered into contractual agreements with the Ohio Water Development Authority (OWDA) to construct a new water treatment plant. The City had drawn down the full amount of \$13,534,834. The City had also incurred capitalized interest of \$479,344. The City began to repay the loan in 2007.

In 2005 the City was awarded a new loan from the Ohio Water Development Authority (OWDA) in the amount of \$781,822. The proceeds of this loan are being used to construct water treatment plant lagoons. The City had drawn down the full amount \$781,822 from OWDA. In addition to the draw down, the City had incurred capitalized interest of \$4,020. The City began to repay this loan in July 2006.

During 2010, the City entered into a contractual agreement with the Ohio Water Development Authority (OWDA) for a loan to begin a project mandated by the U.S. EPA and the Ohio EPA to eliminate sanitary sewer overflows into the Ohio River. As of December 31, 2014, the City had drawn down the full amount of \$264,886. In addition to this loan, the City was awarded proceeds of \$468,882 as part of the American Recovery and Reinvestment Act (ARRA) and an equal amount of debt was forgiven. The OWDA loan has an interest rate of 1 percent and the City made the first payment in December 2010. The loan matures on July 1, 2030.

During 2013, the City entered into a contractual agreement with the Ohio Water Development Authority (OWDA) for a loan to begin a waterline replacement project. The total award amount of the loan was \$877,906, which includes \$260,635 to be forgiven as part of the American Recovery and Reinvestment Act (ARRA). In 2013, the City drew down \$328,957, of which \$200,498 was forgiven. In 2014, the City drew down an additional \$375,784, of which \$30,347 was forgiven. In 2015, the City drew down an additional \$143,375, of which \$29,791 was forgiven. The OWDA loan has an interest rate of 2 percent and the City made the first payment in July 2014. The loan matures on January 1, 2044.

Additional funding for the waterline project was provided by the Ohio Public Water Commission (OPWC) in the amount of a \$195,000 loan with no interest. The City made the first payment in June 2015. The loan matures on January 1, 2044.

During 2014, the City entered into a contractual agreement with the Ohio Water Development Authority (OWDA) for a loan, in the amount of \$2,886,904 for waste water treatment plant improvements. The City made the first payment on this loan on January 1, 2016. The loan matures on July 1, 2037. As of December 31, 2020, there is no amortization schedule available; therefore, it is not included in the following amortization table.

During 2018, the City entered into a contractual agreement with the Ohio Water Development Authority (OWDA) for a loan for a water asset management plan with no interest in the amount of \$20,170, of which \$10,000 was forgiven. The loan matures on July 1, 2023.

**City of Toronto**  
**Jefferson County, Ohio**  
*Notes to the Basic Financial Statements*  
*For the Year Ended December 31, 2020*

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During 2019, the City entered into a contractual agreement with the Ohio Water Development Authority (OWDA) for a loan in the amount of \$1,756,181 for the Nebo Drive water and sewer extension project. As of December 31, 2019, only \$1,691,469 has been drawn down by the City. The City made the first payment on this loan on December 16, 2019. This loan is not fully disbursed and there is no amortization schedule available. Therefore, it is not included in the following amortization table.

During 2019, the City entered into a contractual agreement with the Ohio Water Development Authority (OWDA) for a loan in the amount of \$425,757 for a pump station and multiple street area improvements. As of December 31, 2020, only \$192,390 has been drawn down by the City. This loan is not fully disbursed and there is no amortization schedule available. Therefore, it is not included in the following amortization table.

During 2019, the City entered into a contractual agreement with the Ohio Water Development Authority (OWDA) for a loan in the amount of \$814,576 for the Euclid Avenue waterline replacement project. The City made the first payment on this loan on December 16, 2019. There is no amortization schedule available. Therefore, it is not included in the following amortization table.

During 2019, the City entered into a contractual agreement with the Ohio Water Development Authority (OWDA) for a loan in the amount of \$180,630 for the Nebo Drive phase II project. As of December 31, 2020, only \$165,764 has been drawn down by the City. This loan is not fully disbursed and there is no amortization schedule available. Therefore, it is not included in the following amortization table.

During 2019, the City entered into a contractual agreement with the Ohio Water Development Authority (OWDA) for a loan in the amount of \$511,480 for the LTCP sewer improvements – phase I project. As of December 31, 2020, only \$286,668 has been drawn down by the City. This loan is not fully disbursed and there is no amortization schedule available. Therefore, it is not included in the following amortization table.

In 2020, the City entered into a lease purchase agreement for a garbage truck in the amount of \$155,658. The lease carries an interest rate of 2.15 percent and a maturity date of August 5, 2025. In the event of default, the lessor may retake possession of the fire truck, which is collateral in the agreement.

In the event of default, as defined by the OPWC loan agreement, the amount of default will be subject to 8 percent interest on all amounts due from date of default. Additionally, the Lender may declare all amounts immediately due and payable or require the County treasurer to pay the amounts due from funds appropriated to the county's undivided local government fund. The lender will also be entitled to collect any cost incurred in the event of default.

In the event of default, as defined by each OWDA loan agreement, the lender may declare the full amount of the unpaid Project Participation Principal amount immediately due and payable and require the County to pay any fines or penalties incurred with interest.

There are no repayment schedules for the net pension liability and net OPEB liability; however, employer pension and OPEB contributions are primarily made from the general fund and water, sewer, and refuse funds. For additional information related to the net pension liability and net OPEB liability see Notes 10 and 11.

**City of Toronto**  
**Jefferson County, Ohio**  
*Notes to the Basic Financial Statements*  
*For the Year Ended December 31, 2020*

Principal and interest requirements to retire long-term obligations outstanding at December 31, 2020 are as follows:

Governmental Activities						
Year	Installment Loan-City Building		Lease Purchase		Total	
	Principal	Interest	Principal	Interest	Principal	Interest
2021	\$ 52,334	\$ 2,352	\$ 66,167	\$ 5,297	\$ 118,501	\$ 7,649
2022	52,992	1,694	67,888	3,577	120,880	5,271
2023	53,658	1,028	69,653	1,811	123,311	2,839
2024	55,689	350	-	-	55,689	350
	<u>\$ 214,673</u>	<u>\$ 5,424</u>	<u>\$ 203,708</u>	<u>\$ 10,685</u>	<u>\$ 418,381</u>	<u>\$ 16,109</u>

Business-Type Activities							
Year	OWDA Loans*		OPWC Loan	Lease Purchase		Total	
	Principal	Interest	Principal	Principal	Interest	Principal	Interest
2021	\$ 897,029	\$ 138,979	\$ 6,500	\$ 29,971	\$ 2,947	\$ 933,500	\$ 141,926
2022	924,970	113,195	6,500	30,621	2,298	962,091	115,493
2023	952,794	86,583	6,500	31,284	1,634	990,578	88,217
2024	981,548	59,110	6,500	31,963	956	1,020,011	60,066
2025	1,012,282	30,753	6,500	24,426	263	1,043,208	31,016
2026-2030	164,768	38,548	32,500	-	-	197,268	38,548
2031-2035	110,989	26,419	32,500	-	-	143,489	26,419
2036-2040	122,599	14,806	32,500	-	-	155,099	14,806
2041-2045	79,631	2,810	32,500	-	-	112,131	2,810
	<u>\$ 5,246,610</u>	<u>\$ 511,203</u>	<u>\$ 162,500</u>	<u>\$ 148,265</u>	<u>\$ 8,098</u>	<u>\$ 5,557,375</u>	<u>\$ 519,301</u>

\*Excludes \$5,387,375 in outstanding OWDA loans since there is no amortization schedule.

**NOTE 15 - CAPITAL LEASES – LESSEE DISCLOSURE**

In 2016 the City entered into a capitalized lease for a vacuum truck. The lease met the criteria of a capital lease.

Capital assets acquired by lease was initially capitalized in the amount of \$384,502 for business-type activities, which is equal to the present value of the minimum lease payments at the time of acquisition. Accumulated depreciation in the vehicles asset class for business type activities was \$185,842 as of December 31, 2020, leaving a current book value of \$198,660. A corresponding liability was recorded on the Statement of Net Position for business-type activities. This lease was paid in full during 2020.

**City of Toronto**  
**Jefferson County, Ohio**  
*Notes to the Basic Financial Statements*  
*For the Year Ended December 31, 2020*

**NOTE 16 – FUND BALANCE**

Fund balance can be classified as nonspendable, restricted, committed, assigned and/or unassigned based primarily on the extent to which the City is bound to observe constraints imposed upon the use of the resources in governmental funds.

The constraints placed on fund balance for the major governmental funds and all other governmental funds are presented as follows:

	General	Street Maintenance and Repair	Other Governmental Funds	Total
Nonspendable for:				
Prepaid Items	\$ 24,355	\$ 7,227	\$ -	\$ 31,582
Materials and Supplies Inventory	-	45,240	-	45,240
Unclaimed Monies	4,160	-	-	4,160
<b>Total Nonspendable</b>	<b>28,515</b>	<b>52,467</b>	<b>-</b>	<b>80,982</b>
Restricted for:				
Recreation	-	-	60,734	60,734
Street Maintenance and City Improvements	-	45,991	80,999	126,990
Law Enforcement and Public Safety	-	-	51,814	51,814
Titanium Way Bridge Replacement	-	-	147,454	147,454
Community Development	-	-	58,303	58,303
Capital Outlay	-	-	16,825	16,825
<b>Total Restricted</b>	<b>-</b>	<b>45,991</b>	<b>416,129</b>	<b>462,120</b>
Committed for:				
Police and Fire Severence	106,378	-	-	106,378
Assigned for:				
Subsequent Year Appropriations	882,383	-	-	882,383
Capital Projects	-	-	27,146	27,146
<b>Total Assigned</b>	<b>882,383</b>	<b>-</b>	<b>27,146</b>	<b>909,529</b>
Unassigned	747,950	-	(11,378)	736,572
<b>Total Fund Balance</b>	<b>\$ 1,765,226</b>	<b>\$ 98,458</b>	<b>\$ 431,897</b>	<b>\$ 2,295,581</b>

\*Fund balances at December 31, 2020 included a deficit of \$11,378 in the police pension fund. The deficit in this fund resulted from adjustments for accrued liabilities. The general fund is liable for any deficit in this fund and will provide transfers when cash is required, not when accruals occur.

**City of Toronto**  
**Jefferson County, Ohio**  
*Notes to the Basic Financial Statements*  
*For the Year Ended December 31, 2020*

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**NOTE 17 - CONTINGENCIES**

***A. Grants***

The City received financial assistance from federal and state agencies in the form of grants. The disbursement of funds received under these programs generally requires compliance with terms and conditions specified in the grant agreements and are subject to audit by the grantor agencies. Any disallowed claims resulting from such audits could become a liability of the General Fund or other applicable funds. However, in the opinion of management, any such disallowed claims will not have a material effect on the overall financial position of the City at December 31, 2020.

***B. Litigation***

The City of Toronto is party to various legal proceedings seeking 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 18 - JOINTLY GOVERNED ORGANIZATIONS**

***A. Ohio Mid-Eastern Governments Association***

Ohio Mid-Eastern Governments Association (OMEGA) is a ten-county regional council of governments comprised of Belmont, Carroll, Coshocton, Columbiana, Guernsey, Harrison, Holmes, Jefferson, Muskingum, and Tuscarawas counties. OMEGA was formed to aid and assist the participating counties and political subdivisions within the counties in the application for Appalachian Regional Commission and Economic Development grant monies. OMEGA is governed by a sixteen member executive board comprised of members appointed from each participating county and cities within each county. City membership is voluntary. The Mayor of the City of Toronto serves as the City's representative on the board; however, the City is not active. Each member currently pays a per capita membership fee based upon the most recent United States census. During 2020, \$844 in membership fees were paid to OMEGA. The continued existence of OMEGA is not dependent on the City's continued participation and no equity interest exists. OMEGA has no outstanding debt.

***B. Jefferson-Belmont Joint Solid Waste Authority***

Jefferson-Belmont Joint Solid Waste Authority (the Authority) was established by State statutes and is operated to provide solid waste services to Jefferson and Belmont counties. The Authority is governed by a fourteen member board of directors of which the Mayor of the City of Toronto is a member. The Authority is not dependent on the City of Toronto for its continued existence, no debt exists, and the City does not maintain an equity interest. The City does not make any monetary contributions to the Authority.

**NOTE 19 – COVID-19**

The United States and the State of Ohio declared a state of emergency in March of 2020 due to the COVID-19 pandemic. The financial impact of COVID-19 and the continuing emergency measures will impact subsequent periods of the City. The City's investment portfolio fluctuates with market conditions, and due to market volatility, the amount of gains or losses that will be realized in subsequent periods, if any, cannot be determined. In addition, the impact on the City's future operating costs, revenues, and additional recovery from emergency funding, either federal or state, cannot be estimated.

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**City of Toronto**  
**Jefferson County, Ohio**  
*Required Supplementary Information*  
*Schedule of the City's Proportionate Share of the Net Pension Liability*  
*Last Seven Years (1)*

	<u>2020</u>	<u>2019</u>	<u>2018</u>	<u>2017</u>
<b><i>Ohio Public Employees' Retirement System (OPERS)</i></b>				
City's Proportion of the Net Pension Liability	0.008647%	0.009008%	0.008854%	0.009029%
City's Proportionate Share of the Net Pension Liability	\$ 1,709,138	\$ 2,467,109	\$ 1,388,966	\$ 2,050,371
City's Covered Payroll	\$ 1,216,579	\$ 1,216,736	\$ 1,176,014	\$ 1,167,200
City's Proportionate Share of the Net Pension Liability as a Percentage of its Covered Payroll	140.49%	202.76%	118.11%	175.67%
Plan Fiduciary Net Position as a Percentage of the Total Pension Liability	82.17%	74.70%	84.66%	77.25%
<b><i>Ohio Police and Fire Pension Fund (OPF)</i></b>				
City's Proportion of the Net Pension Liability	0.042873%	0.044877%	0.044838%	0.043790%
City's Proportionate Share of the Net Pension Liability	\$ 2,888,181	\$ 3,663,149	\$ 2,751,912	\$ 2,773,599
City's Covered Payroll	\$ 1,048,113	\$ 1,042,390	\$ 1,011,549	\$ 972,417
City's Proportionate Share of the Net Pension Liability as a Percentage of its Covered Payroll	275.56%	351.42%	272.05%	285.23%
Plan Fiduciary Net Position as a Percentage of the Total Pension Liability	69.89%	63.07%	70.91%	68.36%

(1) Although this schedule is intended to reflect information for ten years, information prior to 2014 is not available.

Note: The amounts presented for each fiscal year were determined as of the measurement date, which is the prior fiscal year.

See accompanying notes to the required supplementary information.



	<u>2016</u>	<u>2015</u>	<u>2014</u>
	0.008364%	0.007545%	0.007545%
\$	1,448,750	\$ 910,011	\$ 889,457
\$	941,300	\$ 925,042	\$ 700,923
	153.91%	98.38%	126.90%
	81.08%	86.45%	86.36%
	0.045441%	0.045885%	0.045885%
\$	2,923,251	\$ 2,377,040	\$ 2,234,748
\$	949,388	\$ 936,300	\$ 751,774
	307.91%	253.88%	297.26%
	66.77%	72.20%	73.00%

See accompanying notes to the required supplementary information.

**City of Toronto**  
**Jefferson County, Ohio**  
*Required Supplementary Information*  
*Schedule of the City's Contributions - Pension*  
*Last Ten Years*

	<u>2020</u>	<u>2019</u>	<u>2018</u>	<u>2017</u>
<b><i>Ohio Public Employees' Retirement System (OPERS)</i></b>				
Contractually Required Contribution	\$ 165,774	\$ 170,321	\$ 170,343	\$ 152,882
Contributions in Relation to the Contractually Required Contribution	<u>(165,774)</u>	<u>(170,321)</u>	<u>(170,343)</u>	<u>(152,882)</u>
Contribution Deficiency (Excess)	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
City's Covered Payroll	\$ 1,184,100	\$ 1,216,579	\$ 1,216,736	\$ 1,176,014
Contributions as a Percentage of Covered Payroll	14.00%	14.00%	14.00%	13.00%
<b><i>Ohio Police and Fire Pension Fund (OPF)</i></b>				
Contractually Required Contribution	\$ 222,503	\$ 215,118	\$ 213,414	\$ 207,145
Contributions in Relation to the Contractually Required Contribution	<u>(222,503)</u>	<u>(215,118)</u>	<u>(213,414)</u>	<u>(207,145)</u>
Contribution Deficiency (Excess)	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
City's Covered Payroll	\$ 1,083,173	\$ 1,048,113	\$ 1,042,390	\$ 1,011,549
Contributions as a Percentage of Covered Payroll	20.54%	20.52%	20.47%	20.48%

(n/a) Information prior to 2013 is not available.

See accompanying notes to the required supplementary information.

<u>2016</u>	<u>2015</u>	<u>2014</u>	<u>2013</u>	<u>2012</u>	<u>2011</u>
\$ 140,064	\$ 112,956	\$ 111,005	\$ 91,120	n/a	n/a
<u>(140,064)</u>	<u>(112,956)</u>	<u>(111,005)</u>	<u>(91,120)</u>	n/a	n/a
<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	n/a	n/a
\$ 1,167,200	\$ 941,300	\$ 925,042	\$ 700,923	n/a	n/a
12.00%	12.00%	12.00%	13.00%	n/a	n/a
\$ 199,135	\$ 194,942	\$ 192,026	\$ 130,499	\$ 127,612	\$ 130,619
<u>(199,135)</u>	<u>(194,942)</u>	<u>(192,026)</u>	<u>(130,499)</u>	<u>(127,612)</u>	<u>(130,619)</u>
<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
\$ 972,417	\$ 949,388	\$ 936,300	\$ 751,774	\$ 895,643	\$ 922,179
20.48%	20.53%	20.51%	17.36%	14.25%	14.16%

See accompanying notes to the required supplementary information.

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**City of Toronto**  
**Jefferson County, Ohio**  
*Required Supplementary Information*  
*Schedule of the City's Proportionate Share of the Net OPEB Liability*  
*Last Four Years (1)*

	<u>2020</u>	<u>2019</u>	<u>2018</u>	<u>2017</u>
<b>Ohio Public Employees' Retirement System (OPERS)</b>				
City's Proportion of the Net OPEB Liability	0.008854%	0.009207%	0.009059%	0.009201%
City's Proportionate Share of the Net OPEB Liability	\$ 1,222,967	\$ 1,200,375	\$ 983,792	\$ 929,332
City's Covered Payroll	\$ 1,216,579	\$ 1,216,736	\$ 1,176,014	\$ 1,167,200
City's Proportionate Share of the Net OPEB Liability as a Percentage of its Covered Payroll	100.53%	98.66%	83.65%	79.62%
Plan Fiduciary Net Position as a Percentage of the Total OPEB Liability	47.80%	46.33%	54.14%	54.04%
<b>Ohio Police and Fire Pension Fund (OPF)</b>				
City's Proportion of the Net OPEB Liability	0.042873%	0.044877%	0.044838%	0.043790%
City's Proportionate Share of the Net OPEB Liability	\$ 423,492	\$ 408,674	\$ 2,540,453	\$ 2,078,613
City's Covered Payroll	\$ 1,048,113	\$ 1,042,390	\$ 1,011,549	\$ 972,417
City's Proportionate Share of the Net OPEB Liability as a Percentage of its Covered Payroll	40.41%	39.21%	251.14%	213.76%
Plan Fiduciary Net Position as a Percentage of the Total OPEB Liability	47.08%	46.57%	14.13%	15.96%

(1) Although this schedule is intended to reflect information for ten years, information prior to 2017 is not available.

Note: The amounts presented for each fiscal year were determined as of the measurement date, which is the prior fiscal year.

See accompanying notes to the required supplementary information.

**City of Toronto**  
**Jefferson County, Ohio**  
*Required Supplementary Information*  
*Schedule of the City's Contributions - OPEB*  
*Last Ten Years*

	<u>2020</u>	<u>2019</u>	<u>2018</u>	<u>2017</u>
<b><i>Ohio Public Employees' Retirement System (OPERS)</i></b>				
Contractually Required Contribution	\$ -	\$ -	\$ -	\$ 11,760
Contributions in Relation to the Contractually Required Contribution	<u>-</u>	<u>-</u>	<u>-</u>	<u>(11,760)</u>
Contribution Deficiency (Excess)	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
City's Covered Payroll (1)	\$ 1,184,100	\$ 1,216,579	\$ 1,216,736	\$ 1,176,014
Contributions as a Percentage of Covered Payroll	0.00%	0.00%	0.00%	1.00%
<b><i>Ohio Police and Fire Pension Fund (OPF)</i></b>				
Contractually Required Contribution	\$ 5,416	\$ 5,241	\$ 5,212	\$ 5,058
Contributions in Relation to the Contractually Required Contribution	<u>(5,416)</u>	<u>(5,241)</u>	<u>(5,212)</u>	<u>(5,058)</u>
Contribution Deficiency (Excess)	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
City's Covered Payroll	\$ 1,083,173	\$ 1,048,113	\$ 1,042,390	\$ 1,011,549
Contributions as a Percentage of Covered Payroll	0.50%	0.50%	0.50%	0.50%

(n/a) Beginning in 2016, OPERS used one trust fund as the funding vehicle for all health care plans; therefore, information prior to 2016 is not presented.

(1) The OPEB plan includes the members from the traditional plan, the combined plan and the member directed plan.

See accompanying notes to the required supplementary information.

<u>2016</u>	<u>2015</u>	<u>2014</u>	<u>2013</u>	<u>2012</u>	<u>2011</u>
\$ 23,344	n/a	n/a	n/a	n/a	n/a
<u>(23,344)</u>	n/a	n/a	n/a	n/a	n/a
<u>\$ -</u>	n/a	n/a	n/a	n/a	n/a
\$ 1,167,200	n/a	n/a	n/a	n/a	n/a
2.00%	n/a	n/a	n/a	n/a	n/a
\$ 4,862	\$ 4,747	\$ 62,948	\$ 61,485	\$ 60,455	\$ 62,247
<u>(4,862)</u>	<u>(4,747)</u>	<u>(62,948)</u>	<u>(61,485)</u>	<u>(60,455)</u>	<u>(62,247)</u>
<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
\$ 972,417	\$ 949,388	\$ 936,300	\$ 751,774	\$ 895,643	\$ 922,179
0.50%	0.50%	6.70%	8.18%	6.75%	6.75%

See accompanying notes to the required supplementary information.

**City of Toronto**  
**Jefferson County, Ohio**  
*Notes to the Required Supplementary Information*  
*For the Year Ended December 31, 2020*

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**NOTE 1 - NET PENSION LIABILITY**

***Changes in Assumptions – OPERS***

For calendar year 2019, the single discount rate changed from 7.50 percent to 7.20 percent.

Amounts reported in calendar year 2017 reflect an adjustment of the rates of withdrawal, disability, retirement and mortality to more closely reflect actual experience. The expectation of retired life mortality was based on RP-2014 Healthy Annuitant mortality table and RP-2014 Disabled mortality table. The following reductions were also made to the actuarial assumptions:

- Discount rate from 8.00 percent to 7.50 percent
- Wage inflation rate from 3.75 percent to 3.25 percent
- Price inflation from 3.00 percent to 2.50 percent

***Changes in Benefit Terms – OPERS***

In October 2019, the OPERS Board adopted a change in COLA for post-January 7, 2013 retirees, changing it from three percent simple through 2018 then 2.15 percent simple to 1.4 percent simple through 2020 then 2.15 percent simple.

***Changes in Assumptions – OP&F***

For calendar year 2018, the single discount rate changed from 8.25 percent to 8.00 percent.

***Changes in Benefit Terms – OP&F***

No significant changes in benefit terms.

**NOTE 2 - NET OPEB LIABILITY**

***Changes in Assumptions - OPERS***

For calendar year 2020, the following changes were made to the actuarial assumptions:

- Discount rate from 3.96 percent to 3.16 percent
- Municipal bond rate from 3.71 percent to 2.75 percent
- Health Care Cost Trend Rate from 10.00 percent to 10.50 percent

For calendar year 2019, the following changes were made to the actuarial assumptions:

- Discount rate from 3.85 percent to 3.96 percent
- Investment rate of return from 6.50 percent to 6.00 percent
- Municipal bond rate from 3.31 percent to 3.71 percent
- Health Care Cost Trend Rate from 7.50 percent to 10.00 percent

For calendar year 2018, the single discount rate changed from 4.23 percent to 3.85 percent.



**City of Toronto**  
**Jefferson County, Ohio**  
*Notes to the Required Supplementary Information*  
*For the Year Ended December 31, 2020*

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***Changes in Benefit Terms – OPERS***

No significant changes in benefit terms.

***Changes in Assumptions – OP&F***

For calendar year 2020, the single discount rate decreased from 4.66 percent to 3.56 percent and the municipal bond rate from 4.13 percent to 2.75 percent.

For calendar year 2019, the discount rate increased from 3.24 percent to 4.66 percent and the municipal bond rate from 3.16 percent to 4.13 percent.

For calendar year 2018, the single discount rate changed from 3.79 percent to 3.24 percent.

***Changes in Benefit Terms – OP&F***

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.

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# OHIO AUDITOR OF STATE KEITH FABER



Conference Center, Suite 154  
6000 Frank Ave. NW  
North Canton, OH 44720  
EastRegion@ohioauditor.gov  
(800) 443-9272

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

City of Toronto  
Jefferson County  
P.O. Box 189  
Toronto, Ohio 43964

To 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 Toronto, Jefferson County, (the City) as of and for the year ended December 31, 2020, and the related notes to the financial statements, which collectively comprise the City's basic financial statements and have issued our report thereon dated November 4, 2021, wherein we qualified our opinion on the capital assets reported within the governmental activities, the business type activities, and the Water, Sewer and Refuse funds. We also noted the financial impact of COVID-19 and the continuing emergency measures which may 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) as a basis for designing 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.

Our consideration of internal control was for the limited purpose described in the preceding paragraph and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies. Therefore, unidentified material weaknesses or significant deficiencies may exist. However, as described in the accompanying schedule of findings we identified certain deficiencies in internal control over financial reporting, that we consider a material weakness and a significant deficiency.

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 a 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. We consider finding 2020-001 described in the accompanying schedule of findings to be a material weakness.

A *significant deficiency* is a deficiency, or a combination of internal control deficiencies less severe than a material weakness, yet important enough to merit attention by those charged with governance. We consider finding 2020-002 described in the accompanying schedule of findings to be a significant deficiency.

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***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 financial statements. 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 report is not suitable for any other purpose.



Keith Faber  
Auditor of State  
Columbus, Ohio

November 4, 2021

**CITY OF TORONTO  
JEFFERSON COUNTY**

**SCHEDULE OF FINDINGS  
DECEMBER 31, 2020**

<b>FINDINGS RELATED TO THE FINANCIAL STATEMENTS REQUIRED TO BE REPORTED IN ACCORDANCE WITH GAGAS</b>
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**FINDING NUMBER 2020-001**

**Material Weakness – Capital Assets**

Governmental Accounting Standards Board (GASB) Implementation Guide 34B (Q145) states that it is not appropriate to report capital assets that are still in active service as “fully depreciated” if the amounts involved are significant: assets still in use should not be reported as fully depreciated. Instead, management should periodically reevaluate asset lives. If an asset will outlive its expected life, management should increase the asset life. These changes require allocating the remaining undepreciated life over the new estimate of remaining life.

Ohio Administrative Code 117-2-02 (D) states that all local public officers may maintain accounting records in a manual or computerized format. The records used should be based on the nature of operations and services the public officer provides, and should consider the degree of automation and other factors. Such records should include capital asset records including such information as original cost, acquisition date, voucher number, the asset type (land, building, vehicle, etc.), asset depreciation, location, useful life, and tag number. Local governments preparing financial statements using generally accepted accounting principles will want to maintain additional data.

Ohio Administrative Code 117-2-02 (E) states that each public office should establish a capitalization threshold, so that, at a minimum, eighty percent of the local public office's non-infrastructure assets are identified, classified and recorded on the local public office's financial records. It is management's responsibility to implement internal accounting control policies and procedures to reasonably ensure the City's assets are safeguarded and recorded. Specifically, these control procedures should include the maintenance of adequate documentation to support the accuracy and completeness of capital asset records. The City's capital assets are reported on the financial statements at \$25,736,323 as of December 31, 2020.

A review of the City's capital assets identified the following:

- The City's GAAP converter has created and maintains a listing of capital assets of the City which is used in the accompanying financial statements;
- The City has not adopted a formal policy regarding capital assets;
- Several assets on the capital asset listing used to support the accompanying financial statements are fully depreciated, some of which do not appear to be in use by the City;
- Assets are included in the detailed listing which have a value less than the City's capital asset threshold;
- Salvage values were not established and included in the report; and
- Estimated useful lives for vehicles are up to 40 years;

### **FINDING NUMBER 2020-001**

(Continued)

During a prior year, the City hired Industrial Appraisers to perform a valuation of the City's capital assets. This report was not provided to the GAAP converter, therefore; the report provided to the City by Industrial Appraisers was not included in the accompanying financial statements since we could not determine if the amounts were accurate and fairly stated. A review of the report provided by Industrial Appraisers identified the following:

- A threshold of \$1,000 was used, however, the City maintains a threshold of \$5,000;
- Salvage values were not established and included in the report;
- No evidence was provided showing the City updated the listing with Industrial Appraisers for additions and deletions subsequent to the date of the evaluation; and
- Water and sewer lines were not included, thus, the report was not complete.

The items identified above are the result of the City not having a capital asset policy and complying with the requirements listed in GASB Statement 34. Failure to implement the items listed above will result in a continued modified opinion and could result in adjustments to the financial statements.

The City should conduct a complete physical inventory of its assets annually and provide updates to Industrial Appraisers for updating. The City should review the capital asset valuation report from Industrial Appraisals and ensure it is accurate and complete and then provide to the GAAP converter for inclusion in the annual financial statement report. The City should create and approve a comprehensive written policy governing the identification, disposition, and depreciation of general infrastructure required to be reported under Governmental Accounting Standards Board (GASB) Statement No. 34. The policy should also include application and monitoring controls over the purchase, sale, and movement of capital assets within the City and periodic inventory requirements. This policy may then provide a consistent approach needed by management to exercise proper control over the acquisition, disposal, and maintenance of the City's property, plant, and equipment. If an asset will outlive its expected life, management should increase the asset life and allocate any remaining undepreciated life of similar assets over the new estimated life.

### **FINDING NUMBER 2020-002**

#### **Significant Deficiency – Financial Reporting**

In the Auditor of State audit engagement letter, as required by AU-C Section 210, *Terms of Engagement*, paragraph .06, management acknowledged its responsibility for the preparation and fair presentation of their financial statements; this responsibility includes designing, implementing and maintaining internal control relevant to preparing and fairly presenting financial statements free from material misstatement, whether due to fraud or error as discussed in AU-C Section 210 paragraphs .A14 & .A16. Governmental Accounting Standards Board (GASB) Cod. 1100 paragraph .101 states a governmental accounting system must make it possible both: (a) to present fairly and with full disclosure the funds and activities of the governmental unit in conformity with generally accepted accounting principles, and (b) to determine and demonstrate compliance with finance-related legal and contractual provisions.

In addition, the City has hired an outside accounting firm to convert the City's cash-basis financial statements to the required GAAP basis.

**FINDING NUMBER 2020-002**  
(Continued)

**Ohio Rev. Code § 5705.09** requires each subdivision to establish a special fund for each class of revenue derived from a source other than general property tax, which the law requires to be used for a particular purpose.

However, the City did not have policies and procedures in place to establish new funds and identify financial statement errors, which led to the following and is reflected in the accompanying financial statements:

The GAAP converter created fund 500 to properly present the CARES Act monies the City received and expended during 2020 on the financial statements. As a result of the City not creating a separate fund to track the revenues and expenditures, revenues were overstated by \$8,284 and expenditures were overstated by \$24,608. In addition, Intergovernmental Receivable was overstated by \$16,324, and an interfund payable and an interfund receivable in the amount of \$16,324 was reported on the financial statements and should not have been.

Other mispostings were identified, however they were not material and the City decided not to make the adjustments.

Failure to consistently properly post all transactions increases the possibility the City will not be able to identify assemble, analyze, classify record and report its transactions correctly or to document compliance with finance related legal and contractual requirements and could result in additional adjustments to the financial statements.

The Auditor should maintain the accounting system to enable the City to identify, assemble, analyze, classify, record, and report all transactions and to maintain accountability. All transactions should be properly coded and classified according to the chart of accounts and settlement sheets to help ensure that financial activity of the City is accurately recorded and reported. In addition, the City should review the GAAP working papers to ensure the figures reported on the financial statements are accurate. Finally, the City should create a Coronavirus Relief Fund to account for all related receipt and disbursement activity.

**Officials' Response:** We did not receive a response from Officials to the findings reported above.

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# **LISA M. BAUMAN, AUDITOR**

## **THE CITY OF TORONTO, OHIO**

P.O. Box 189, Toronto, OH 43964  
PHONE: (740) 537-4505 – FAX: (740) 537-5019  
EMAIL: [talisa@brdband.com](mailto:talisa@brdband.com)

### **SUMMARY SCHEDULE OF PRIOR AUDIT FINDINGS**

**DECEMBER 31, 2020**

<b>FINDING NUMBER</b>	<b>FINDING SUMMARY</b>	<b>STATUS</b>	<b>ADDITIONAL INFORMATION</b>
2020-004	CAPITAL ASSETS	NOT CORRECTED	WATER/SEWER LINES ARE BEING CORRECTED BY INDUSTRIAL APPRAISER. REPEATED AS FINDING 2020-001
2017-004	FINANCIAL	NOT CORRECTED	CORRECTED AMOUNTS ARE REFLECTED IN THE FINANCIAL STATEMENTS. REPEATED AS FINDING 2020-002

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# OHIO AUDITOR OF STATE KEITH FABER



**CITY OF TORONTO  
JEFFERSON COUNTY**

## **AUDITOR OF STATE OF OHIO CERTIFICATION**

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



**Certified for Release 12/14/2021**

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](http://www.ohioauditor.gov)