



bhm cpa group, inc.
CERTIFIED PUBLIC ACCOUNTANTS

City of Eaton
Preble County

Regular Audit

For the Year Ended December 31, 2018
Fiscal Year Audited Under GAGAS: 2018

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OHIO AUDITOR OF STATE
KEITH FABER



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City Council
City of Eaton
328 North Maple Street
P.O. Box 27
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We have reviewed the *Independent Auditor's Report* of the City of Eaton, Preble County, prepared by BHM CPA Group, Inc., for the audit period January 1, 2018 through December 31, 2018. Based upon this review, we have accepted these reports in lieu of the audit required by Section 117.11, Revised Code. The Auditor of State did not audit the accompanying financial statements and, accordingly, we are unable to express, and do not express an opinion on them.

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

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

Keith Faber
Auditor of State
Columbus, Ohio

June 26, 2019

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City of Eaton
Basic Financial Statements
For the Fiscal Year Ended December 31, 2018
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Independent Auditor's Report

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

Members of City Council:

Report on the Financial Statements

We have audited the accompanying financial statements of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of the City of Eaton, Preble County, Ohio (the City), as of and for the year ended December 31, 2018, and the related notes to the financial statements, which collectively comprise the City's basic financial statements as listed in the table of contents.

Management's Responsibility for the Financial Statements

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

Auditor's Responsibility

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

An audit requires obtaining evidence about financial statement amounts and disclosures. The procedures selected depend on our judgment, including assessing the risks of material financial statement misstatement, whether due to fraud or error. In assessing those risks, we consider internal control relevant to the City's preparation and fair presentation of the financial statements in order to design audit procedures that are appropriate in the circumstances, but not to the extent needed to opine on the effectiveness of the City's internal control. Accordingly, we express no opinion. An audit also includes evaluating the appropriateness of management's accounting policies and the reasonableness of their significant accounting estimates, as well as our evaluation of the overall financial statement presentation.

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

Opinion

In our opinion, the financial statements, referred to above present fairly, in all material respects, the respective financial position of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of the City of Eaton, Preble County, Ohio, as of December 31, 2018, and the respective changes in financial position and where applicable, cash flows, thereof and the respective budgetary comparisons for the General and Public Safety Funds thereof for the year then ended in accordance with the accounting principles generally accepted in the United States of America.

Emphasis of Matter

As discussed in Note 2 to the financial statements, during 2018, the City adopted new accounting guidance in Governmental Accounting Standards Board (GASB) Statement No. 75, *Accounting and Financial reporting of Postemployment Benefits Other than Pensions*. We did not modify our opinion regarding this matter.

Other Matters

Required Supplementary Information

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

Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued our report dated May 20, 2019, on our consideration of the City's internal control over financial reporting and our tests of its compliance with certain provisions of laws, regulations, contracts and grant agreements and other matters. That report describes the scope of our internal control testing over financial reporting and compliance, and the results of that testing, and does not opine on internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the City's internal control over financial reporting and compliance.



BHM CPA Group Inc.
Piketon, Ohio
May 20, 2019

CITY OF EATON, OHIO

Management's Discussion and Analysis For the Year Ended December 31, 2018

Unaudited

This discussion and analysis of the City of Eaton's financial performance provides an overall review of the City's financial activities for the fiscal year ended December 31, 2018. The intent of this discussion and analysis is to look at the City's financial performance as a whole; readers should also review the notes to the basic financial statements and financial statements to enhance their understanding of the City's financial performance.

FINANCIAL HIGHLIGHTS

Key financial highlights for 2018 are as follows:

- ❑ In total, net position decreased \$126,502. Net position of governmental activities increased \$235,167, which represents a 2% change from 2017. Net position of business-type activities decreased \$361,669, or 4% from 2017.
- ❑ General revenues accounted for \$6,328,221 in revenue or 51% of all revenues. Program specific revenues in the form of charges for services and grants and contributions accounted for \$6,136,458, or 49% of total revenues of \$12,464,679.
- ❑ The City had \$8,425,327 in expenses related to governmental activities; only \$2,332,273 of these expenses were offset by program specific charges for services, grants or contributions. General revenues of \$6,328,221 were adequate to provide for these programs.
- ❑ Among major funds, the general fund had \$2,975,164 in revenues and \$2,044,280 in expenditures. The general fund's fund balance decreased from a balance of \$1,685,515 to \$1,541,399.

OVERVIEW OF THE FINANCIAL STATEMENTS

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

These statements are as follows:

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

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

CITY OF EATON, OHIO

*Management's Discussion and Analysis
For the Year Ended December 31, 2018*

Unaudited

Government-wide Statements

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

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

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

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

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

Fund Financial Statements

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

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

CITY OF EATON, OHIO

**Management's Discussion and Analysis
For the Year Ended December 31, 2018**

Unaudited

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

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

FINANCIAL ANALYSIS OF THE CITY AS A WHOLE

The following table provides a summary of the City's net position for 2018 compared to 2017.

| | Governmental Activities | | Business-type Activities | | Total | |
|----------------------------------|----------------------------|--------------|-----------------------------|-------------|--------------|--------------|
| | Restated | | Restated | | 2018 | 2017 |
| | 2018 | 2017 | 2018 | 2017 | | |
| Current and Other Assets | \$9,674,782 | \$9,274,649 | \$4,207,784 | \$4,317,061 | \$13,882,566 | \$13,591,710 |
| Capital Assets, Net | 14,829,025 | 14,608,220 | 8,888,868 | 9,266,262 | 23,717,893 | 23,874,482 |
| Total Assets | 24,503,807 | 23,882,869 | 13,096,652 | 13,583,323 | 37,600,459 | 37,466,192 |
| Deferred Outflows of Resources | 1,469,705 | 2,128,482 | 256,089 | 474,714 | 1,725,794 | 2,603,196 |
| Net Pension Liability | 5,203,524 | 7,026,823 | 878,787 | 1,212,234 | 6,082,311 | 8,239,057 |
| Net OPEB Liability | 4,108,429 | 4,008,828 | 571,641 | 542,083 | 4,680,070 | 4,550,911 |
| Long-term Liabilities | 755,291 | 892,983 | 2,657,978 | 2,852,219 | 3,413,269 | 3,745,202 |
| Other Liabilities | 370,368 | 324,362 | 196,961 | 289,622 | 567,329 | 613,984 |
| Total Liabilities | 10,437,612 | 12,252,996 | 4,305,367 | 4,896,158 | 14,742,979 | 17,149,154 |
| Deferred Inflows of Resources | 2,163,372 | 620,994 | 263,265 | 16,101 | 2,426,637 | 637,095 |
| Net Position | | | | | | |
| Net Investment in Capital Assets | 14,745,275 | 14,369,028 | 6,420,666 | 6,579,038 | 21,165,941 | 20,948,066 |
| Restricted | 6,629,528 | 6,187,656 | 0 | 0 | 6,629,528 | 6,187,656 |
| Unrestricted | (8,002,275) | (7,419,323) | 2,363,443 | 2,566,740 | (5,638,832) | (4,852,583) |
| Total Net Position | \$13,372,528 | \$13,137,361 | \$8,784,109 | \$9,145,778 | \$22,156,637 | \$22,283,139 |

The net pension liability (NPL) is reported by the City pursuant to GASB Statement 68, "Accounting and Financial Reporting for Pensions—an Amendment of GASB Statement 27." For fiscal year 2018, the City adopted GASB Statement 75, "Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions," which significantly revises accounting for costs and liabilities related to other postemployment benefits (OPEB). For reasons discussed below, many end users of this financial statement will gain a clearer understanding of the City's actual financial condition by adding deferred inflows related to pension and OPEB, the net pension liability and the net OPEB liability to the reported net position and subtracting deferred outflows related to pension and OPEB.

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

CITY OF EATON, OHIO

***Management's Discussion and Analysis
For the Year Ended December 31, 2018***

Unaudited

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

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

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

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

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

In accordance with GASB 68 and GASB 75, the City's statements prepared on an accrual basis of accounting include an annual pension expense and an annual OPEB expense for their proportionate share of each plan's *change* in net pension liability and net OPEB liability, respectively, not accounted for as deferred inflows/outflows. As a result of implementing GASB 75, the City is reporting a net OPEB liability and deferred inflows/outflows of resources related to OPEB on the accrual basis of accounting. This implementation also had the effect of restating net position at December 31, 2017 from \$17,118,733 to \$13,137,361 for Governmental Activities and from \$9,680,699 to \$9,145,778 for Business-type Activities.

CITY OF EATON, OHIO

Management's Discussion and Analysis For the Year Ended December 31, 2018

Unaudited

Change in Net Position – The following table shows the change in net position for 2018 compared to 2017:

| | Governmental Activities | | Business-type Activities | | Total | |
|--|----------------------------|---------------------|-----------------------------|--------------------|---------------------|---------------------|
| | 2018 | 2017 | 2018 | 2017 | 2018 | 2017 |
| Revenues | | | | | | |
| Program Revenues | | | | | | |
| Charges for Services and Sales | \$1,517,574 | \$1,549,988 | \$3,804,185 | \$3,681,576 | \$5,321,759 | \$5,231,564 |
| Operating Grants and Contributions | 814,699 | 902,547 | 0 | 0 | 814,699 | 902,547 |
| Capital Grants and Contributions | 0 | 398,730 | 0 | 252,380 | 0 | 651,110 |
| Total Program Revenues | 2,332,273 | 2,851,265 | 3,804,185 | 3,933,956 | 6,136,458 | 6,785,221 |
| General Revenues | | | | | | |
| Property Taxes | 563,154 | 539,394 | 0 | 0 | 563,154 | 539,394 |
| Municipal Income Taxes | 5,068,472 | 4,864,912 | 0 | 0 | 5,068,472 | 4,864,912 |
| Intergovernmental Revenues, Unrestricted | 185,637 | 175,600 | 0 | 0 | 185,637 | 175,600 |
| Investment Earnings | 74,403 | 41,769 | 0 | 0 | 74,403 | 41,769 |
| Miscellaneous | 436,555 | 225,111 | 0 | 0 | 436,555 | 225,111 |
| Total General Revenues | 6,328,221 | 5,846,786 | 0 | 0 | 6,328,221 | 5,846,786 |
| Total Revenues | 8,660,494 | 8,698,051 | 3,804,185 | 3,933,956 | 12,464,679 | 12,632,007 |
| Program Expenses | | | | | | |
| General Government | 2,432,106 | 2,768,162 | 0 | 0 | 2,432,106 | 2,768,162 |
| Public Safety | 3,647,526 | 3,764,178 | 0 | 0 | 3,647,526 | 3,764,178 |
| Public Health | 157,362 | 157,979 | 0 | 0 | 157,362 | 157,979 |
| Transportation | 1,583,716 | 1,449,591 | 0 | 0 | 1,583,716 | 1,449,591 |
| Community Development | 240,214 | 253,688 | 0 | 0 | 240,214 | 253,688 |
| Culture and Recreation | 363,984 | 414,745 | 0 | 0 | 363,984 | 414,745 |
| Interest and Fiscal Charges | 419 | 5,331 | 0 | 0 | 419 | 5,331 |
| Water | 0 | 0 | 1,923,470 | 1,435,632 | 1,923,470 | 1,435,632 |
| Sewer | 0 | 0 | 1,410,965 | 1,338,282 | 1,410,965 | 1,338,282 |
| Refuse | 0 | 0 | 831,419 | 820,768 | 831,419 | 820,768 |
| Parking | 0 | 0 | 0 | 2,340 | 0 | 2,340 |
| Total Expenses | 8,425,327 | 8,813,674 | 4,165,854 | 3,597,022 | 12,591,181 | 12,410,696 |
| Total Change in Net Position | 235,167 | (115,623) | (361,669) | 336,934 | (126,502) | 221,311 |
| Beginning Net Position - Restated | 13,137,361 | N/A | 9,145,778 | N/A | 22,283,139 | N/A |
| Ending Net Position - Restated | \$13,372,528 | \$13,137,361 | \$8,784,109 | \$9,145,778 | \$22,156,637 | \$22,283,139 |

Governmental Activities

The information necessary to restate the 2017 beginning balances and the 2017 OPEB expense amounts for the effects of the initial implementation of GASB 75 is not available. Therefore, 2017 functional expenses still include OPEB expense of \$27,456 for Governmental Activities and \$7,162 for Business-type Activities computed under GASB 45. GASB 45 required recognizing OPEB expense equal to the contractually required contributions to the plan. Under GASB 75, OPEB expense represents additional amounts earned, adjusted by deferred inflows/outflows. The contractually required contribution is no longer a component of OPEB expense. Under GASB 75, the 2018 statements report OPEB expense of \$273,023 for Governmental Activities and \$44,268 for Business-type Activities.

CITY OF EATON, OHIO

**Management's Discussion and Analysis
For the Year Ended December 31, 2018**

Unaudited

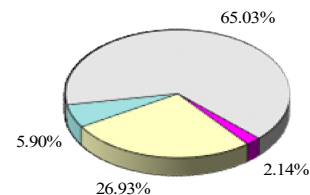
Consequently, in order to compare 2018 total program expenses to 2017, the following adjustments are needed:

| | Governmental Activities | Business-type Activities |
|--|----------------------------|-----------------------------|
| Total 2018 program expenses under GASB 75 | \$8,425,327 | \$4,165,854 |
| OPEB expense under GASB 75 | (273,023) | (44,268) |
| 2018 contractually required contribution | 5,785 | 0 |
| Adjusted 2018 program expenses | 8,158,089 | 4,121,586 |
| Total 2017 program expenses under GASB 45 | 8,813,674 | 3,597,022 |
| Change in program expenses not related to OPEB | (\$655,585) | \$524,564 |

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

Income taxes and property taxes made up 59% and 7% respectively, of revenues for governmental activities in 2018. The City's reliance upon tax revenues is demonstrated by the following graph indicating 65% of total revenues from general tax revenues:

| Revenue Sources | 2018 | Percent of Total |
|---------------------------------|-------------|---------------------|
| General Tax Revenues | \$5,631,626 | 65.03% |
| Intergovernmental, Unrestricted | 185,637 | 2.14% |
| Program Revenues | 2,332,273 | 26.93% |
| General Other | 510,958 | 5.90% |
| Total Revenue | \$8,660,494 | 100.00% |



Business-Type Activities

Net position of the business-type activities decreased \$361,669. Charges for services remained consistent with the prior year. Capital grants received in the prior year by the sewer department for a clarifier project resulted in a subsequent decrease in capital grants in the current year. An increase in expenses can be attributed to water tower painting.

FINANCIAL ANALYSIS OF THE CITY'S FUNDS

The City's governmental funds reported a combined fund balance of \$8,083,933, which is an increase from last year's balance of \$7,918,120. The schedule below indicates the fund balance and the total change in fund balance as of December 31, 2018 and 2017:

| | Fund Balance December 31, 2018 | Fund Balance December 31, 2017 | Increase (Decrease) |
|-----------------------|-----------------------------------|-----------------------------------|------------------------|
| General | \$1,541,399 | \$1,685,515 | (\$144,116) |
| Public Safety | 630,338 | 679,667 | (49,329) |
| Capital Improvement | 4,493,847 | 4,182,700 | 311,147 |
| Nonmajor Governmental | 1,418,349 | 1,370,238 | 48,111 |
| Total | \$8,083,933 | \$7,918,120 | \$165,813 |

CITY OF EATON, OHIO

***Management's Discussion and Analysis
For the Year Ended December 31, 2018***

Unaudited

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

| | 2018 Revenues | 2017 Revenues | Increase (Decrease) |
|-----------------------------|------------------|------------------|------------------------|
| Property Taxes | \$518,408 | \$502,965 | \$15,443 |
| Municipal Income Taxes | 1,306,532 | 1,331,838 | (25,306) |
| Intergovernmental Revenue | 181,943 | 174,168 | 7,775 |
| Charges for Services | 103,869 | 97,437 | 6,432 |
| Licenses and Permits | 71,919 | 92,670 | (20,751) |
| Fees, Fines and Forfeitures | 527,674 | 531,850 | (4,176) |
| Investment Income | 74,240 | 41,725 | 32,515 |
| All Other Revenue | 190,579 | 168,827 | 21,752 |
| Total | \$2,975,164 | \$2,941,480 | \$33,684 |

General Fund revenues remained stable when compared with the prior year, increasing approximately 1%.

| | 2018 Expenditures | 2017 Expenditures | Increase (Decrease) |
|------------------------|----------------------|----------------------|------------------------|
| General Government | \$1,562,647 | \$1,540,323 | \$22,324 |
| Public Health | 18,532 | 18,600 | (68) |
| Transportation | 101,765 | 101,413 | 352 |
| Community Development | 220,455 | 216,867 | 3,588 |
| Culture and Recreation | 140,881 | 142,973 | (2,092) |
| Total | \$2,044,280 | \$2,020,176 | \$24,104 |

General Fund expenditures remained stable when compared with the prior year, increasing approximately 1%.

Public Safety Fund – The Public Safety Fund reported a decrease in fund balance of \$49,329, or 7%. Revenues and expenditures were consistent with the prior year.

Capital Improvement Fund – The City’s Capital Improvement Fund balance increased 7%. Overall revenues were consistent with the prior year. In the prior year, the City performed a complete reconstruction of Nation Avenue. This resulted in a subsequent decrease in capital expenditures in the current year.

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

CITY OF EATON, OHIO

**Management's Discussion and Analysis
For the Year Ended December 31, 2018**

Unaudited

During 2018, the City amended its General Fund budget several times to reflect changing circumstances.

Original budgeted and final budgeted revenues were not significantly different. Actual budget basis revenues were 23% higher than final budget estimates.

Original and final budgeted appropriations were not significantly different. Final budgeted appropriations exceeded actual expenditures by 7%. This was mainly the result of controlling expenditures across all general fund departments.

CAPITAL ASSETS AND DEBT ADMINISTRATION

Capital Assets

At the end of 2018 the City had \$23,717,893 net of accumulated depreciation invested in land, buildings, improvements, infrastructure, and furniture and equipment. Of this total, \$14,829,025 was related to governmental activities and \$8,888,868 to the business-type activities. The following tables show 2018 and 2017 balances:

| | Governmental Activities | | Increase (Decrease) |
|--------------------------------|----------------------------|--------------|------------------------|
| | 2018 | 2017 | |
| | Land | \$855,617 | \$820,439 |
| Construction In Progress | 30,946 | 0 | 30,946 |
| Buildings and Improvements | 6,321,297 | 6,321,297 | 0 |
| Infrastructure | 10,706,647 | 10,248,213 | 458,434 |
| Furniture and Equipment | 7,443,065 | 7,072,676 | 370,389 |
| Less: Accumulated Depreciation | (10,528,547) | (9,854,405) | (674,142) |
| Totals | \$14,829,025 | \$14,608,220 | \$220,805 |

| | Business-Type Activities | | Increase (Decrease) |
|--------------------------------|-----------------------------|--------------|------------------------|
| | 2018 | 2017 | |
| | Land | \$582,108 | \$582,108 |
| Buildings and Systems | 16,978,618 | 16,901,291 | 77,327 |
| Furniture and Equipment | 4,941,463 | 4,803,362 | 138,101 |
| Less: Accumulated Depreciation | (13,613,321) | (13,020,499) | (592,822) |
| Totals | \$8,888,868 | \$9,266,262 | (\$377,394) |

Additions to Governmental Activities capital assets included repaving of several City streets as well as the completion of the Nation Avenue project. Equipment additions included purchases in the police, fire, ems, and maintenance departments. Business-Type capital asset activity included the purchase of equipment in the water and sewer departments as well as sewer system improvements. Additional information on the City's capital assets can be found in Note 10.

CITY OF EATON, OHIO

**Management's Discussion and Analysis
For the Year Ended December 31, 2018**

Unaudited

Debt

The following table summarizes the City's debt outstanding as of December 31, 2018 and 2017:

| | 2018 | Restated 2017 |
|---------------------------------------|---------------------|---------------------|
| Governmental Activities: | | |
| General Obligation Bond | \$0 | \$62,942 |
| Ohio Public Works Commission Loans | 83,750 | 176,250 |
| Net Pension Liability | 5,203,524 | 7,026,823 |
| Net OPEB Liability | 4,108,429 | 4,008,828 |
| Compensated Absences | 671,541 | 653,791 |
| Total Governmental Activities | <u>10,067,244</u> | <u>11,928,634</u> |
| Business-Type Activities: | | |
| Ohio Water Development Authority Loan | 2,371,535 | 2,587,224 |
| Ohio Public Works Commission Loan | 96,667 | 100,000 |
| Net Pension Liability | 878,787 | 1,212,234 |
| Net OPEB Liability | 571,641 | 542,083 |
| Compensated Absences | 189,776 | 164,995 |
| Total Business-Type Activities | <u>4,108,406</u> | <u>4,606,536</u> |
| Totals | <u>\$14,175,650</u> | <u>\$16,535,170</u> |

Under current state statutes, the City's general obligation bonded debt issues are subject to a legal limitation based on 10.5% of the total assessed value of real and personal property. In addition, the unvoted net debt of municipal corporations cannot exceed 5.5% of the total assessed value of property. At December 31, 2018, the City's outstanding debt was below the legal limit. Additional information on the City's long-term debt can be found in Note 14.

CONTACTING THE CITY'S FINANCE DEPARTMENT

This financial report is designed to provide our citizens, taxpayers, creditors, and investors with a general overview of the City's finances and to show the City's accountability for the revenues it receives. If you have any questions regarding this report or need additional information, contact Stephanie Hurd, Director of Finance, City of Eaton, 328 North Maple Street, P.O. Box 27, Eaton, Ohio 45320.

CITY OF EATON, OHIO

Statement of Net Position
December 31, 2018

| | <u>Governmental Activities</u> | <u>Business-Type Activities</u> | <u>Total</u> |
|---|------------------------------------|-------------------------------------|-------------------|
| Assets: | | | |
| Pooled Cash and Investments | \$ 7,471,524 | \$ 3,593,666 | \$ 11,065,190 |
| Investments | 20,000 | 0 | 20,000 |
| Receivables: | | | |
| Taxes | 1,705,720 | 0 | 1,705,720 |
| Accounts | 24,443 | 609,326 | 633,769 |
| Intergovernmental | 443,551 | 1,180 | 444,731 |
| Special Assessments | 9,544 | 3,612 | 13,156 |
| Non-Depreciable Capital Assets | 886,563 | 582,108 | 1,468,671 |
| Depreciable Capital Assets, Net | 13,942,462 | 8,306,760 | 22,249,222 |
| Total Assets | <u>24,503,807</u> | <u>13,096,652</u> | <u>37,600,459</u> |
| Deferred Outflows of Resources: | | | |
| Pension | 1,102,814 | 214,022 | 1,316,836 |
| OPEB | 366,891 | 42,067 | 408,958 |
| Total Deferred Outflows of Resources | <u>1,469,705</u> | <u>256,089</u> | <u>1,725,794</u> |
| Liabilities: | | | |
| Accounts Payable | 207,659 | 135,463 | 343,122 |
| Accrued Wages and Benefits | 131,481 | 28,889 | 160,370 |
| Intergovernmental Payable | 31,228 | 0 | 31,228 |
| Accrued Interest Payable | 0 | 32,609 | 32,609 |
| Noncurrent Liabilities: | | | |
| Due Within One Year | 288,865 | 301,912 | 590,777 |
| Due in More Than One Year: | | | |
| Net Pension Liability | 5,203,524 | 878,787 | 6,082,311 |
| Net OPEB Liability | 4,108,429 | 571,641 | 4,680,070 |
| Other Amounts Due in More Than One Year | 466,426 | 2,356,066 | 2,822,492 |
| Total Liabilities | <u>10,437,612</u> | <u>4,305,367</u> | <u>14,742,979</u> |
| Deferred Inflows of Resources: | | | |
| Property Tax Levy for Next Fiscal Year | 495,000 | 0 | 495,000 |
| Pension | 1,161,300 | 213,650 | 1,374,950 |
| OPEB | 507,072 | 49,615 | 556,687 |
| Total Deferred Inflows of Resources | <u>2,163,372</u> | <u>263,265</u> | <u>2,426,637</u> |

CITY OF EATON, OHIO

| | <u>Governmental Activities</u> | <u>Business-Type Activities</u> | <u>Total</u> |
|----------------------------------|------------------------------------|-------------------------------------|----------------------|
| Net Position: | | | |
| Net Investment in Capital Assets | 14,745,275 | 6,420,666 | 21,165,941 |
| Restricted For: | | | |
| Capital Improvement | 5,005,781 | 0 | 5,005,781 |
| Public Safety | 600,035 | 0 | 600,035 |
| Parks | 24,886 | 0 | 24,886 |
| Cemetery | 61,729 | 0 | 61,729 |
| Community Development | 82,346 | 0 | 82,346 |
| Indigent Driver | 122,257 | 0 | 122,257 |
| Computerization Upgrade | 26,357 | 0 | 26,357 |
| Special Projects | 104,705 | 0 | 104,705 |
| Streets and Highways | 581,105 | 0 | 581,105 |
| Perpetual Care: | | | |
| Expendable | 10,327 | 0 | 10,327 |
| Nonexpendable | 10,000 | 0 | 10,000 |
| Unrestricted (Deficit) | <u>(8,002,275)</u> | <u>2,363,443</u> | <u>(5,638,832)</u> |
| Total Net Position | <u>\$ 13,372,528</u> | <u>\$ 8,784,109</u> | <u>\$ 22,156,637</u> |

See accompanying notes to the basic financial statements

CITY OF EATON, OHIO

Statement of Activities
For the Year Ended December 31, 2018

| | Expenses | Program Revenues | |
|---------------------------------------|----------------------|--------------------------------------|---------------------------------------|
| | | Charges for Services and Sales | Operating Grants and Contributions |
| Governmental Activities: | | | |
| General Government | \$ 2,432,106 | \$ 904,852 | \$ 0 |
| Public Safety | 3,647,526 | 470,521 | 10,904 |
| Public Health | 157,362 | 87,179 | 0 |
| Transportation | 1,583,716 | 19,424 | 511,377 |
| Community Development | 240,214 | 7,393 | 292,418 |
| Culture and Recreation | 363,984 | 28,205 | 0 |
| Interest and Fiscal Charges | 419 | 0 | 0 |
| Total Governmental Activities | <u>8,425,327</u> | <u>1,517,574</u> | <u>814,699</u> |
| Business-Type Activities: | | | |
| Water | 1,923,470 | 1,537,322 | 0 |
| Sewer | 1,410,965 | 1,428,588 | 0 |
| Refuse | 831,419 | 837,765 | 0 |
| Parking | 0 | 510 | 0 |
| Total Business-Type Activities | <u>4,165,854</u> | <u>3,804,185</u> | <u>0</u> |
| Totals | <u>\$ 12,591,181</u> | <u>\$ 5,321,759</u> | <u>\$ 814,699</u> |

General Revenues

Property Taxes Levied for:
 General Purposes
 Cemetery
Municipal Income Taxes
Intergovernmental, Unrestricted
Investment Earnings
Miscellaneous
Total General Revenues

Change in Net Position

Net Position Beginning of Year - Restated
Net Position End of Year

See accompanying notes to the basic financial statements

CITY OF EATON, OHIO

Net (Expense) Revenue
and Changes in Net Position

| Governmental Activities | Business-Type Activities | Total |
|----------------------------|-----------------------------|-----------------------|
| \$ (1,527,254) | \$ 0 | \$ (1,527,254) |
| (3,166,101) | 0 | (3,166,101) |
| (70,183) | 0 | (70,183) |
| (1,052,915) | 0 | (1,052,915) |
| 59,597 | 0 | 59,597 |
| (335,779) | 0 | (335,779) |
| (419) | 0 | (419) |
| <u>(6,093,054)</u> | <u>0</u> | <u>(6,093,054)</u> |
| 0 | (386,148) | (386,148) |
| 0 | 17,623 | 17,623 |
| 0 | 6,346 | 6,346 |
| 0 | 510 | 510 |
| <u>0</u> | <u>(361,669)</u> | <u>(361,669)</u> |
| <u>\$ (6,093,054)</u> | <u>\$ (361,669)</u> | <u>\$ (6,454,723)</u> |
| 524,985 | 0 | 524,985 |
| 38,169 | 0 | 38,169 |
| 5,068,472 | 0 | 5,068,472 |
| 185,637 | 0 | 185,637 |
| 74,403 | 0 | 74,403 |
| 436,555 | 0 | 436,555 |
| <u>6,328,221</u> | <u>0</u> | <u>6,328,221</u> |
| 235,167 | (361,669) | (126,502) |
| <u>13,137,361</u> | <u>9,145,778</u> | <u>22,283,139</u> |
| <u>\$ 13,372,528</u> | <u>\$ 8,784,109</u> | <u>\$ 22,156,637</u> |

CITY OF EATON, OHIO

**Balance Sheet
Governmental Funds
December 31, 2018**

| | General | Public Safety | Capital Improvement | Nonmajor Governmental Funds |
|--|---------------------|-------------------|------------------------|-----------------------------------|
| Assets: | | | | |
| Pooled Cash and Investments | \$ 1,431,705 | \$ 488,994 | \$ 4,223,258 | \$ 1,327,567 |
| Investments | 0 | 0 | 0 | 20,000 |
| Receivables: | | | | |
| Taxes | 800,352 | 397,337 | 476,805 | 31,226 |
| Accounts | 23,223 | 0 | 0 | 1,220 |
| Intergovernmental | 109,296 | 12,861 | 0 | 321,394 |
| Special Assessments | 0 | 0 | 9,544 | 0 |
| Due from Other Funds | 0 | 0 | 0 | 11,449 |
| Total Assets | \$ 2,364,576 | \$ 899,192 | \$ 4,709,607 | \$ 1,712,856 |
| Liabilities: | | | | |
| Accounts Payable | \$ 83,386 | \$ 23,265 | \$ 13,312 | \$ 87,696 |
| Accrued Wages and Benefits Payable | 33,287 | 75,519 | 11,228 | 11,447 |
| Intergovernmental Payable | 25,415 | 5,813 | 0 | 0 |
| Due to Other Funds | 11,449 | 0 | 0 | 0 |
| Total Liabilities | 153,537 | 104,597 | 24,540 | 99,143 |
| Deferred Inflows of Resources: | | | | |
| Unavailable Amounts | 204,640 | 164,257 | 191,220 | 165,364 |
| Property Tax Levy for Next Fiscal Year | 465,000 | 0 | 0 | 30,000 |
| Total Deferred Inflows of Resources | 669,640 | 164,257 | 191,220 | 195,364 |
| Fund Balance: | | | | |
| Nonspendable | 0 | 0 | 0 | 10,000 |
| Restricted | 58,851 | 630,338 | 4,493,847 | 1,408,349 |
| Assigned | 901,711 | 0 | 0 | 0 |
| Unassigned | 580,837 | 0 | 0 | 0 |
| Total Fund Balance | 1,541,399 | 630,338 | 4,493,847 | 1,418,349 |
| Total Liabilities, Deferred Inflows of Resources and Fund Balance | \$ 2,364,576 | \$ 899,192 | \$ 4,709,607 | \$ 1,712,856 |

See accompanying notes to the basic financial statements

CITY OF EATON, OHIO

| Total Governmental Funds | |
|--------------------------------|------------------|
| \$ | 7,471,524 |
| | 20,000 |
| | 1,705,720 |
| | 24,443 |
| | 443,551 |
| | 9,544 |
| | 11,449 |
| \$ | <u>9,686,231</u> |
| | |
| \$ | 207,659 |
| | 131,481 |
| | 31,228 |
| | 11,449 |
| | <u>381,817</u> |
| | |
| | 725,481 |
| | 495,000 |
| | <u>1,220,481</u> |
| | |
| | 10,000 |
| | 6,591,385 |
| | 901,711 |
| | 580,837 |
| | <u>8,083,933</u> |
| \$ | <u>9,686,231</u> |

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CITY OF EATON, OHIO

***Reconciliation of Total Governmental Fund Balances to
Net Position of Governmental Activities
December 31, 2018***

Total Governmental Fund Balances \$ 8,083,933

***Amounts reported for governmental activities in the
statement of net position are different because***

Capital Assets used in governmental activities are not resources and therefore are not reported in the funds. 14,829,025

Other long-term assets are not available to pay for current-period expenditures and therefore are deferred in the funds. 725,481

The net pension/OPEB liability is not due and payable in the current period; therefore, the liability and related deferred inflows/outflows are not reported in governmental funds:

| | | |
|-----------------------------|--------------------|-------------|
| Deferred Outflows - Pension | 1,102,814 | |
| Deferred Inflows - Pension | (1,161,300) | |
| Net Pension Liability | (5,203,524) | |
| Deferred Outflows - OPEB | 366,891 | |
| Deferred Inflows - OPEB | (507,072) | |
| Net OPEB Liability | <u>(4,108,429)</u> | (9,510,620) |

Long-term liabilities, including bonds payable, are not due and payable in the current period and therefore are not reported in the funds.

| | | |
|------------------------------|------------------|------------------|
| OPWC Loan Payable | (83,750) | |
| Compensated Absences Payable | <u>(671,541)</u> | <u>(755,291)</u> |

Net Position of Governmental Activities \$ 13,372,528

See accompanying notes to the basic financial statements

CITY OF EATON, OHIO

**Statement of Revenues, Expenditures and Changes in Fund Balances
Governmental Funds
For the Year Ended December 31, 2018**

| | General | Public Safety | Capital Improvement | Nonmajor Governmental Funds |
|---|---------------------|-------------------|------------------------|-----------------------------------|
| Revenues: | | | | |
| Property Taxes | \$ 518,408 | \$ 0 | \$ 0 | \$ 37,686 |
| Municipal Income Taxes | 1,306,532 | 1,633,160 | 1,959,797 | 0 |
| Intergovernmental Revenue | 181,943 | 10,904 | 0 | 809,876 |
| Charges for Services | 103,869 | 446,062 | 0 | 124,338 |
| Licenses and Permits | 71,919 | 0 | 0 | 15 |
| Fees, Fines and Forfeitures | 527,674 | 0 | 0 | 229,152 |
| Special Assessments | 0 | 0 | 870 | 0 |
| Investment Income | 74,240 | 0 | 0 | 163 |
| Donations | 0 | 0 | 0 | 54,907 |
| All Other Revenue | 190,579 | 1,025 | 180,289 | 9,755 |
| Total Revenues | <u>2,975,164</u> | <u>2,091,151</u> | <u>2,140,956</u> | <u>1,265,892</u> |
| Expenditures: | | | | |
| Current: | | | | |
| General Government | 1,562,647 | 48,206 | 271,773 | 340,658 |
| Public Safety | 0 | 3,099,266 | 307,278 | 3,554 |
| Public Health | 18,532 | 0 | 0 | 129,998 |
| Transportation | 101,765 | 0 | 452,963 | 607,474 |
| Community Development | 220,455 | 0 | 0 | 0 |
| Culture and Recreation | 140,881 | 0 | 111,345 | 146,753 |
| Capital Outlay | 0 | 0 | 620,473 | 0 |
| Debt Service: | | | | |
| Principal Retirement | 0 | 0 | 92,500 | 62,942 |
| Interest & Fiscal Charges | 0 | 0 | 0 | 1,402 |
| Total Expenditures | <u>2,044,280</u> | <u>3,147,472</u> | <u>1,856,332</u> | <u>1,292,781</u> |
| Excess (Deficiency) of Revenues | | | | |
| Over (Under) Expenditures | 930,884 | (1,056,321) | 284,624 | (26,889) |
| Other Financing Sources (Uses): | | | | |
| Sale of Capital Assets | 0 | 6,992 | 26,523 | 0 |
| Transfers In | 0 | 1,000,000 | 0 | 75,000 |
| Transfers Out | (1,075,000) | 0 | 0 | 0 |
| Total Other Financing Sources (Uses) | <u>(1,075,000)</u> | <u>1,006,992</u> | <u>26,523</u> | <u>75,000</u> |
| Net Change in Fund Balance | (144,116) | (49,329) | 311,147 | 48,111 |
| Fund Balance at Beginning of Year | <u>1,685,515</u> | <u>679,667</u> | <u>4,182,700</u> | <u>1,370,238</u> |
| Fund Balance End of Year | <u>\$ 1,541,399</u> | <u>\$ 630,338</u> | <u>\$ 4,493,847</u> | <u>\$ 1,418,349</u> |

See accompanying notes to the basic financial statements

CITY OF EATON, OHIO

| Total Governmental Funds | |
|--------------------------------|--------------------|
| \$ | 556,094 |
| | 4,899,489 |
| | 1,002,723 |
| | 674,269 |
| | 71,934 |
| | 756,826 |
| | 870 |
| | 74,403 |
| | 54,907 |
| | <u>381,648</u> |
| | <u>8,473,163</u> |
| | |
| | 2,223,284 |
| | 3,410,098 |
| | 148,530 |
| | 1,162,202 |
| | 220,455 |
| | 398,979 |
| | 620,473 |
| | |
| | 155,442 |
| | <u>1,402</u> |
| | <u>8,340,865</u> |
| | |
| | 132,298 |
| | |
| | 33,515 |
| | 1,075,000 |
| | <u>(1,075,000)</u> |
| | <u>33,515</u> |
| | |
| | 165,813 |
| | |
| | <u>7,918,120</u> |
| \$ | <u>8,083,933</u> |

CITY OF EATON, OHIO

Reconciliation of the Statement of Revenues, Expenditures and Changes in Fund Balances of Governmental Funds To the Statement of Activities For the Year Ended December 31, 2018

Net Change in Fund Balances - Total Governmental Funds \$ 165,813

Amounts reported for governmental activities in the statement of activities are different because

Governmental funds report capital outlays as expenditures. However, in the statement of activities, the cost of those assets is allocated over their estimated useful lives as depreciation expense. This is the amount by which capital outlay exceeded depreciation in the current period.

| | | |
|----------------------|--------------------|---------|
| Capital Outlay | 1,230,194 | |
| Depreciation Expense | <u>(1,005,364)</u> | 224,830 |

The net effect of various miscellaneous transactions involving capital assets (i.e. disposals and donations) is to increase net position.

| | | |
|--|--|---------|
| The statement of activities reports losses arising from the disposal of capital assets. Conversely, the governmental funds do not report any loss on the disposal of capital assets. | | (4,025) |
|--|--|---------|

| | | |
|--|--|---------|
| Revenues in the statement of activities that do not provide current financial resources are not reported as revenues in the funds. | | 187,331 |
|--|--|---------|

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

| | | |
|---------|--------------|---------|
| Pension | 545,799 | |
| OPEB | <u>5,785</u> | 551,584 |

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

| | | |
|---------|------------------|-------------|
| Pension | (756,018) | |
| OPEB | <u>(273,023)</u> | (1,029,041) |

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

| | | |
|--|------------|---------|
| General Obligation Bond Principal Retirement | 62,942 | |
| OPWC Loan Principal Retirement | 92,500 | |
| Accrued Interest Payable | <u>983</u> | 156,425 |

Some expenses reported in the statement of activities do not require the use of current financial resources and therefore are not reported as expenditures in the governmental funds.

| | | |
|----------------------|--|-----------------|
| Compensated Absences | | <u>(17,750)</u> |
|----------------------|--|-----------------|

| | | |
|---|--|--------------------------|
| <i>Change in Net Position of Governmental Activities</i> | | <u>\$ 235,167</u> |
|---|--|--------------------------|

See accompanying notes to the basic financial statements

CITY OF EATON, OHIO

**Statement of Revenues, Expenditures and Changes in
Fund Balance – Budget and Actual (Non-GAAP Budgetary Basis)
General Fund
For the Year Ended December 31, 2018**

| | Original Budget | Final Budget | Actual | Variance with Final Budget Positive (Negative) |
|--|--------------------|--------------------|---------------------|---|
| Revenues: | | | | |
| Property Taxes | \$ 465,000 | \$ 465,000 | \$ 518,408 | \$ 53,408 |
| Municipal Income Taxes | 1,100,000 | 1,100,000 | 1,371,164 | 271,164 |
| Intergovernmental Revenue | 167,000 | 167,000 | 182,071 | 15,071 |
| Charges for Services | 75,000 | 75,000 | 92,533 | 17,533 |
| Licenses and Permits | 75,000 | 75,000 | 71,919 | (3,081) |
| Fees, Fines and Forfeitures | 481,500 | 481,500 | 531,251 | 49,751 |
| Investment Income | 15,000 | 15,000 | 74,240 | 59,240 |
| All Other Revenues | 175,000 | 175,000 | 294,647 | 119,647 |
| Total Revenues | <u>2,553,500</u> | <u>2,553,500</u> | <u>3,136,233</u> | <u>582,733</u> |
| Expenditures: | | | | |
| Current: | | | | |
| General Government | 1,756,130 | 1,756,130 | 1,669,049 | 87,081 |
| Public Health | 27,150 | 27,150 | 18,532 | 8,618 |
| Transportation | 121,500 | 121,500 | 101,638 | 19,862 |
| Community Development | 263,365 | 263,365 | 219,817 | 43,548 |
| Total Expenditures | <u>2,168,145</u> | <u>2,168,145</u> | <u>2,009,036</u> | <u>159,109</u> |
| Excess (Deficiency) of Revenues Over (Under) Expenditures | 385,355 | 385,355 | 1,127,197 | 741,842 |
| Other Financing Sources (Uses): | | | | |
| Transfers Out | (1,300,000) | (1,300,000) | (1,200,000) | 100,000 |
| Total Other Financing Sources (Uses): | <u>(1,300,000)</u> | <u>(1,300,000)</u> | <u>(1,200,000)</u> | <u>100,000</u> |
| Net Change in Fund Balance | (914,645) | (914,645) | (72,803) | 841,842 |
| Fund Balance at Beginning of Year | 1,306,016 | 1,306,016 | 1,306,016 | 0 |
| Prior Year Encumbrances | 3,630 | 3,630 | 3,630 | 0 |
| Fund Balance at End of Year | <u>\$ 395,001</u> | <u>\$ 395,001</u> | <u>\$ 1,236,843</u> | <u>\$ 841,842</u> |

See accompanying notes to the basic financial statements

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CITY OF EATON, OHIO

**Statement of Revenues, Expenditures and Changes in
Fund Balance – Budget and Actual (Non-GAAP Budgetary Basis)
Special Revenue Fund – Public Safety Fund
For the Year Ended December 31, 2018**

| | Original Budget | Final Budget | Actual | Variance with Final Budget Positive (Negative) |
|--|--------------------|------------------|-------------------|---|
| Revenues: | | | | |
| Municipal Income Taxes | \$ 1,500,000 | \$ 1,500,000 | \$ 1,713,950 | \$ 213,950 |
| Intergovernmental Revenue | 0 | 0 | 10,904 | 10,904 |
| Charges for Services | 446,456 | 446,456 | 460,372 | 13,916 |
| All Other Revenues | 0 | 0 | 1,025 | 1,025 |
| Total Revenues | <u>1,946,456</u> | <u>1,946,456</u> | <u>2,186,251</u> | <u>239,795</u> |
| Expenditures: | | | | |
| Current: | | | | |
| General Government | 50,000 | 51,000 | 50,630 | 370 |
| Public Safety | 3,400,738 | 3,399,738 | 3,103,867 | 295,871 |
| Total Expenditures | <u>3,450,738</u> | <u>3,450,738</u> | <u>3,154,497</u> | <u>296,241</u> |
| Excess (Deficiency) of Revenues Over (Under) Expenditures | (1,504,282) | (1,504,282) | (968,246) | 536,036 |
| Other Financing Sources (Uses): | | | | |
| Sale of Capital Assets | 0 | 0 | 6,992 | 6,992 |
| Transfers In | 1,100,000 | 1,100,000 | 1,000,000 | (100,000) |
| Total Other Financing Sources (Uses): | <u>1,100,000</u> | <u>1,100,000</u> | <u>1,006,992</u> | <u>(93,008)</u> |
| Net Change in Fund Balance | (404,282) | (404,282) | 38,746 | 443,028 |
| Fund Balance at Beginning of Year | 433,632 | 433,632 | 433,632 | 0 |
| Prior Year Encumbrances | 8,238 | 8,238 | 8,238 | 0 |
| Fund Balance at End of Year | <u>\$ 37,588</u> | <u>\$ 37,588</u> | <u>\$ 480,616</u> | <u>\$ 443,028</u> |

See accompanying notes to the basic financial statements

CITY OF EATON, OHIO

**Statement of Net Position
Proprietary Funds
December 31, 2018**

| | Business-Type Activities - Enterprise Funds | | |
|---|---|---------------------|-------------------|
| | Major | | |
| | Water | Sewer | Refuse |
| Assets | | | |
| Current Assets: | | | |
| Pooled Cash and Investments | \$ 1,498,055 | \$ 1,912,830 | \$ 178,259 |
| Accounts Receivable | 238,736 | 223,130 | 147,460 |
| Intergovernmental Receivables | 1,180 | 0 | 0 |
| Special Assessments Receivable | 0 | 3,612 | 0 |
| Total Current Assets | <u>1,737,971</u> | <u>2,139,572</u> | <u>325,719</u> |
| Noncurrent Assets: | | | |
| Capital Assets, Net | 5,051,617 | 3,817,718 | 19,533 |
| Total Assets | <u>6,789,588</u> | <u>5,957,290</u> | <u>345,252</u> |
| Deferred Outflows of Resources: | | | |
| Pension | 94,875 | 101,365 | 17,782 |
| OPEB | 18,648 | 19,924 | 3,495 |
| Total Deferred Outflows of Resources | <u>113,523</u> | <u>121,289</u> | <u>21,277</u> |
| Liabilities | | | |
| Current Liabilities: | | | |
| Accounts Payable | 31,508 | 44,597 | 59,358 |
| Accrued Wages and Benefits | 12,758 | 13,719 | 2,412 |
| Accrued Interest Payable | 32,609 | 0 | 0 |
| OWDA Loans Payable - Current | 221,661 | 0 | 0 |
| OPWC Loans Payable - Current | 0 | 3,333 | 0 |
| Compensated Absences - Current | 34,152 | 36,566 | 6,200 |
| Total Current Liabilities | <u>332,688</u> | <u>98,215</u> | <u>67,970</u> |
| Noncurrent Liabilities: | | | |
| OWDA Loans Payable | 2,149,874 | 0 | 0 |
| OPWC Loans Payable | 0 | 93,334 | 0 |
| Compensated Absences Payable | 48,296 | 51,450 | 13,112 |
| Net Pension Liability | 389,561 | 416,208 | 73,018 |
| Net OPEB Liability | 253,405 | 270,740 | 47,496 |
| Total Noncurrent Liabilities | <u>2,841,136</u> | <u>831,732</u> | <u>133,626</u> |
| Total Liabilities | <u>3,173,824</u> | <u>929,947</u> | <u>201,596</u> |
| Deferred Inflows of Resources: | | | |
| Pension | 94,703 | 101,182 | 17,765 |
| OPEB | 21,994 | 23,498 | 4,123 |
| Total Deferred Inflows of Resources | <u>116,697</u> | <u>124,680</u> | <u>21,888</u> |
| Net Position | | | |
| Net Investment in Capital Assets | 2,680,082 | 3,721,051 | 19,533 |
| Unrestricted | 932,508 | 1,302,901 | 123,512 |
| Total Net Position | <u>\$ 3,612,590</u> | <u>\$ 5,023,952</u> | <u>\$ 143,045</u> |

See accompanying notes to the basic financial statements

CITY OF EATON, OHIO

| Nonmajor | |
|-----------------|---------------------|
| Parking | Total |
| \$ 4,522 | \$ 3,593,666 |
| 0 | 609,326 |
| 0 | 1,180 |
| 0 | 3,612 |
| <u>4,522</u> | <u>4,207,784</u> |
| 0 | 8,888,868 |
| <u>4,522</u> | <u>13,096,652</u> |
| 0 | 214,022 |
| 0 | 42,067 |
| <u>0</u> | <u>256,089</u> |
| 0 | 135,463 |
| 0 | 28,889 |
| 0 | 32,609 |
| 0 | 221,661 |
| 0 | 3,333 |
| 0 | 76,918 |
| <u>0</u> | <u>498,873</u> |
| 0 | 2,149,874 |
| 0 | 93,334 |
| 0 | 112,858 |
| 0 | 878,787 |
| 0 | 571,641 |
| <u>0</u> | <u>3,806,494</u> |
| <u>0</u> | <u>4,305,367</u> |
| 0 | 213,650 |
| 0 | 49,615 |
| <u>0</u> | <u>263,265</u> |
| 0 | 6,420,666 |
| 4,522 | 2,363,443 |
| <u>\$ 4,522</u> | <u>\$ 8,784,109</u> |

CITY OF EATON, OHIO

**Statement of Revenues, Expenses and Changes in Fund Net Position
Proprietary Funds
For the Year Ended December 31, 2018**

| | Business-Type Activities - Enterprise Funds | | |
|--|---|---------------------|-------------------|
| | Major | | |
| | Water | Sewer | Refuse |
| Operating Revenues: | | | |
| Charges for Services | \$ 1,531,797 | \$ 1,425,688 | \$ 837,765 |
| Other Operating Revenues | 2,124 | 0 | 0 |
| Total Operating Revenues | <u>1,533,921</u> | <u>1,425,688</u> | <u>837,765</u> |
| Operating Expenses: | | | |
| Personal Services | 353,272 | 377,404 | 66,732 |
| Fringe Benefits | 265,043 | 286,501 | 46,656 |
| Contractual Services | 648,773 | 163,841 | 716,357 |
| Materials and Supplies | 161,498 | 97,701 | 249 |
| Utilities | 69,368 | 186,179 | 1,376 |
| Depreciation | 358,465 | 299,339 | 49 |
| Other Operating Expenses | 340 | 0 | 0 |
| Total Operating Expenses | <u>1,856,759</u> | <u>1,410,965</u> | <u>831,419</u> |
| Operating Income (Loss) | (322,838) | 14,723 | 6,346 |
| Non-Operating Revenues (Expenses): | | | |
| Interest and Fiscal Charges | (66,711) | 0 | 0 |
| Other Non-Operating Revenues | 3,401 | 2,900 | 0 |
| Total Non-Operating Revenues (Expenses) | <u>(63,310)</u> | <u>2,900</u> | <u>0</u> |
| Change in Net Position | (386,148) | 17,623 | 6,346 |
| Net Position Beginning of Year - Restated | 3,998,738 | 5,006,329 | 136,699 |
| Net Position End of Year | <u>\$ 3,612,590</u> | <u>\$ 5,023,952</u> | <u>\$ 143,045</u> |

See accompanying notes to the basic financial statements

CITY OF EATON, OHIO

| <u>Nonmajor</u> | | | |
|-----------------|--------------|--------------|------------------|
| <u>Parking</u> | | <u>Total</u> | |
| \$ | 510 | \$ | 3,795,760 |
| | 0 | | 2,124 |
| | <u>510</u> | | <u>3,797,884</u> |
| | 0 | | 797,408 |
| | 0 | | 598,200 |
| | 0 | | 1,528,971 |
| | 0 | | 259,448 |
| | 0 | | 256,923 |
| | 0 | | 657,853 |
| | 0 | | 340 |
| | <u>0</u> | | <u>4,099,143</u> |
| | 510 | | (301,259) |
| | 0 | | (66,711) |
| | <u>0</u> | | <u>6,301</u> |
| | <u>0</u> | | <u>(60,410)</u> |
| | 510 | | (361,669) |
| | <u>4,012</u> | | <u>9,145,778</u> |
| \$ | <u>4,522</u> | \$ | <u>8,784,109</u> |

CITY OF EATON, OHIO

Statement of Cash Flows
Proprietary Funds
For the Year Ended December 31, 2018

| | Business-Type Activities-Enterprise Funds | | |
|---|---|--------------------|-------------------|
| | Major | | |
| | Water | Sewer | Refuse |
| <u>Cash Flows from Operating Activities:</u> | | | |
| Cash Received from Customers | \$1,518,283 | \$1,413,559 | \$831,520 |
| Cash Payments for Goods and Services | (875,776) | (429,922) | (830,643) |
| Cash Payments to Employees | (532,755) | (572,553) | (99,293) |
| Net Cash Provided (Used) by Operating Activities | <u>109,752</u> | <u>411,084</u> | <u>(98,416)</u> |
| <u>Cash Flows from Capital and Related Financing Activities:</u> | | | |
| OPWC Loan Retirement | 0 | (3,333) | 0 |
| OWDA Loan Retirement | (215,689) | 0 | 0 |
| Interest and Fiscal Charges | (69,676) | 0 | 0 |
| Acquisition and Construction of Assets | (91,157) | (192,420) | (245) |
| Net Cash Used by Capital and Related Financing Activities | <u>(376,522)</u> | <u>(195,753)</u> | <u>(245)</u> |
| Net Increase (Decrease) in Cash and Cash Equivalents | (266,770) | 215,331 | (98,661) |
| Cash and Cash Equivalents at Beginning of Year | 1,764,825 | 1,697,499 | 276,920 |
| Cash and Cash Equivalents at End of Year | <u>\$1,498,055</u> | <u>\$1,912,830</u> | <u>\$178,259</u> |
| <u>Reconciliation of Operating Income (Loss) to Net Cash</u> | | | |
| <u>Provided (Used) by Operating Activities:</u> | | | |
| Operating Income (Loss) | (\$322,838) | \$14,723 | \$6,346 |
| Adjustments to Reconcile Operating Income (Loss) to Net Cash Provided (Used) by Operating Activities: | | | |
| Depreciation Expense | 358,465 | 299,339 | 49 |
| Non-Operating Revenue | 3,401 | 2,900 | 0 |
| Changes in Assets, Liabilities, and Deferred Outflows/Inflows: | | | |
| Increase in Accounts Receivable | (19,519) | (11,417) | (6,245) |
| Increase in Special Assessments Receivable | 0 | (3,612) | 0 |
| Decrease in Intergovernmental Receivable | 480 | 0 | 0 |
| Decrease in Deferred Outflows of Resources | 96,314 | 102,815 | 19,496 |
| Increase (Decrease) in Accounts Payable | 4,245 | 23,242 | (112,663) |
| Increase in Accrued Wages and Benefits | 2,028 | 2,104 | 198 |
| Decrease in Intergovernmental Payable | 0 | (5,487) | 0 |
| Increase in Compensated Absences | 10,770 | 11,465 | 2,546 |
| Decrease in Net Pension Liability | (146,277) | (156,067) | (31,103) |
| Increase in Net OPEB Liability | 13,103 | 14,000 | 2,455 |
| Increase in Deferred Inflows of Resources | 109,580 | 117,079 | 20,505 |
| Total Adjustments | <u>432,590</u> | <u>396,361</u> | <u>(104,762)</u> |
| Net Cash Provided (Used) by Operating Activities | <u>\$109,752</u> | <u>\$411,084</u> | <u>(\$98,416)</u> |

See accompanying notes to the basic financial statements

CITY OF EATON, OHIO

| <u>Nonmajor Parking</u> | <u>Totals</u> |
|-----------------------------|--------------------|
| \$510 | \$3,763,872 |
| 0 | (2,136,341) |
| 0 | (1,204,601) |
| <u>510</u> | <u>422,930</u> |
| 0 | (3,333) |
| 0 | (215,689) |
| 0 | (69,676) |
| 0 | (283,822) |
| <u>0</u> | <u>(572,520)</u> |
| 510 | (149,590) |
| 4,012 | 3,743,256 |
| <u>\$4,522</u> | <u>\$3,593,666</u> |
| \$510 | (\$301,259) |
| 0 | 657,853 |
| 0 | 6,301 |
| 0 | (37,181) |
| 0 | (3,612) |
| 0 | 480 |
| 0 | 218,625 |
| 0 | (85,176) |
| 0 | 4,330 |
| 0 | (5,487) |
| 0 | 24,781 |
| 0 | (333,447) |
| 0 | 29,558 |
| 0 | 247,164 |
| <u>0</u> | <u>724,189</u> |
| <u>\$510</u> | <u>\$422,930</u> |

CITY OF EATON, OHIO

***Statement of Assets and Liabilities
Fiduciary Funds
December 31, 2018***

| | <u>Agency Funds</u> |
|--------------------------|---------------------|
| Assets: | |
| Receivables: | |
| Intergovernmental | \$ 1,803 |
| Total Assets | <u>1,803</u> |
| Liabilities: | |
| Accounts Payable | <u>1,803</u> |
| Total Liabilities | <u>\$ 1,803</u> |

See accompanying notes to the basic financial statements

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2018

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

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

The financial statements are presented as of December 31, 2018 and for the year then ended and have been prepared in conformity with generally accepted accounting principles (GAAP) applicable to local governments. The Governmental Accounting Standards Board (GASB) is the standard-setting body for establishing governmental accounting and financial reporting principles, which are primarily set forth in the GASB's Codification of Governmental Accounting and Financial Reporting Standards (GASB Codification).

A. Reporting Entity

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

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

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2018

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

B. Basis of Presentation - Fund Accounting

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

Governmental Funds

Governmental funds are those funds through which most governmental functions typically are financed. The acquisition, use and balances of the City's expendable financial resources and the related current liabilities (except that accounted for in the proprietary funds) are accounted for through governmental funds. The measurement focus is upon determination of "financial flow" (sources, uses and balances of financial resources).

The following are the City's major governmental funds:

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

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

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

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CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2018

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

B. Basis of Presentation - Fund Accounting (Continued)

Proprietary Funds

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

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

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

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

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

Fiduciary Funds - These funds are used to account for assets held by a governmental unit in a trustee capacity or as an agent for individuals, private organizations, other governmental units, and/or other funds. The City's only fiduciary funds are agency funds. The agency fund is custodial in nature (assets equal liabilities) and does not involve measurement of results of operations. This fund is used to account for receipts to be transferred to the County Law Library.

C. Basis of Presentation – Financial Statements

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

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2018

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

C. Basis of Presentation – Financial Statements (Continued)

The government-wide statements are prepared using the economic resources measurement focus. This is the same approach used in the preparation of the proprietary fund financial statements but differs from the manner in which governmental fund financial statements are prepared. Governmental fund financial statements therefore include a reconciliation with brief explanations to better identify the relationship between the government-wide statements and the statements for governmental funds.

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

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

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

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

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2018

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

D. Basis of Accounting

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

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

Non-exchange transactions, in which the City receives value without directly giving equal value in return, include income taxes, property taxes, grants, entitlements and donations. Revenue from income taxes is recognized in the period in which the income is earned and is available. Revenue from grants, entitlements and donations is recognized in the fiscal year in which all eligibility requirements have been satisfied and the revenue is available. Eligibility requirements include timing requirements, which specify the year when the resources are required to be used or the year when use is first permitted, matching requirements, in which the City must provide local resources to be used for a specific purpose, and expenditure requirements, in which the resources are provided to the City on a reimbursement basis. Revenue considered susceptible to accrual at year end includes income taxes, interest on investments, state levied locally shared taxes (including motor vehicle license fees and local government assistance). Licenses, permits, charges for service and other miscellaneous revenues are recorded as revenue when received in cash because generally this revenue is not measurable until received.

Property taxes measurable as of December 31, 2018 but which are not intended to finance 2018 operations and delinquent property taxes, whose availability is indeterminate, are recorded as deferred inflows of resources. Property taxes are further described in Note 5.

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

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2018

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

E. Budgetary Process

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

1. Tax Budget

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

2. Estimated Resources

The County Budget Commission reviews estimated revenue and determines if the budget substantiates a need to levy all or part of previously authorized taxes. The Budget Commission then certifies its actions to the City by September 1 of each year. As part of the certification process, the City receives an official certificate of estimated resources stating the projected receipts by fund. Prior to December 31, the City must revise its budget so that the total contemplated expenditures from any fund during the ensuing fiscal year do not exceed the amount available as stated in the certificate of estimated resources. The revised budget then serves as the basis for the annual appropriations measure. On or about January 1, the certificate of estimated resources is amended to include any unencumbered fund balances from the preceding year. The certificate may be further amended during the year if a new source of revenue is identified or actual receipts exceed current estimates. The amounts reported on the budgetary statement reflect the amounts in the final amended official certificate of estimated resources issued during 2018.

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2018

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

E. Budgetary Process (Continued)

3. Appropriations

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

4. Lapsing of Appropriations

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

5. Encumbrances

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

6. Budgetary Basis of Accounting

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

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2018**

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

E. Budgetary Process (Continued)

6. Budgetary Basis of Accounting (Continued)

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

| | Net Change in Fund Balance | |
|--|----------------------------|-----------------------|
| | General Fund | Public Safety Fund |
| GAAP Basis (as reported) | (\$144,116) | (\$49,329) |
| Increase (Decrease): | | |
| Accrued Revenues at December 31, 2018 received during 2019 | (263,231) | (245,941) |
| Accrued Revenues at December 31, 2017 received during 2018 | 327,938 | 335,828 |
| Accrued Expenditures at December 31, 2018 paid during 2019 | 153,537 | 104,597 |
| Accrued Expenditures at December 31, 2017 paid during 2018 | (173,934) | (98,031) |
| Outstanding Encumbrances | (1,529) | (8,378) |
| Perspective Difference: | | |
| Activity of Funds Reclassified for GAAP Reporting Purposes | 28,532 | 0 |
| Budget Basis | (\$72,803) | \$38,746 |

F. Cash and Cash Equivalents

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

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

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2018

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

G. Investments

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

The City categorizes its fair value measurements within the fair value hierarchy established by generally accepted accounting principles. The hierarchy is based on the valuation inputs used to measure the fair value of the asset. Level 1 inputs are quoted prices in active markets for identical assets. Level 2 inputs are significant other observable inputs; Level 3 inputs are significant unobservable inputs. See Note 4, "Cash, Cash Equivalents and Investments."

The City's investment in the State Treasury Asset Reserve of Ohio (STAR Ohio) is an investment pool managed by the State Treasurer's Office which allows governments within the State to pool their funds for investment purposes. STAR Ohio is not registered with the SEC as an investment company and is recognized as an external investment pool by the City. The City measures their investment in STAR Ohio at the net asset value (NAV) per share provided by STAR Ohio. The NAV per share is calculated on an amortized cost basis that provides a NAV per share that approximates fair value. For fiscal year 2018, there were no limitations or restrictions on any participant withdrawals due to redemption notice periods, liquidity fees, or redemption gates. However, notice must be given 24 hours in advance of all deposits and withdrawals exceeding \$25 million. STAR Ohio reserves the right to limit the transaction to \$50 million, requiring the excess amount to be transacted the following business day(s), but only to the \$50 million limit. All accounts of the participant will be combined for these purposes.

H. Capital Assets and Depreciation

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

1. Property, Plant and Equipment - Governmental Activities

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

CITY OF EATON, OHIO

***Notes to the Basic Financial Statements
For the Year Ended December 31, 2018***

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

H. Capital Assets and Depreciation (Continued)

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

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

2. Property, Plant and Equipment – Business Type Activities

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

3. Depreciation

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

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

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2018

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

I. Long-Term Obligations

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

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

J. Compensated Absences

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

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

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

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2018

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

K. Net Position

Net position represents the difference between assets, liabilities, and deferred outflows/inflows of resources. Net position invested in capital assets, net of related debt consists of capital assets, net of accumulated depreciation, reduced by the outstanding balances of any borrowings used for the acquisition, construction or improvement of those assets. Net position is reported as restricted when there are limitations imposed on their use either through the enabling legislation adopted by the City or through external restrictions imposed by creditors, grantors or laws or regulations of other governments.

L. Fund Balances

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

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

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

Committed – Committed fund balance consists of amounts that can only be used for specific purposes pursuant to constraints imposed by formal action of the City's highest level of decision making authority. For the City, these constraints consist of ordinances passed by City Council. Committed amounts cannot be used for any other purpose unless the City removes or changes the specified use by taking the same type of action (ordinance) it employed previously to commit those amounts. The City has no fund balances reported as committed at December 31, 2018.

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

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

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

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2018

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

M. Pension/OPEB

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

N. Interfund Activity

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

O. Operating Revenues and Expenses

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

P. Extraordinary and Special Items

Extraordinary items are transactions or events that are both unusual in nature and infrequent in occurrence. Special items are transactions or events that are within the control of the City and that are either unusual in nature or infrequent in occurrence. The City had no extraordinary or special items to report during fiscal year 2018.

Q. Deferred Outflows/Inflows of Resources

In addition to assets, the statement of financial position will sometimes report a separate section for deferred outflows of resources. This separate financial statement element, *deferred outflows of resources*, represents a consumption of net position that applies to a future period(s) and so will *not* be recognized as an outflow of resources (expense/ expenditure) until then. For the City, deferred outflows of resources are reported for pension/OPEB amounts on the government-wide and proprietary funds statement of net position. See Notes 11 and 12.

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2018

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

Q. Deferred Outflows/Inflows of Resources (Continued)

In addition to liabilities, the statement of financial position will sometimes report a separate section for deferred inflows of resources. This separate financial statement element, *deferred inflows of resources*, represents an acquisition of net position that applies to a future period(s) and so will *not* be recognized as an inflow of resources (revenue) until that time. On the government-wide statement of net position and governmental funds balance sheet, property taxes that are intended to finance future fiscal periods are reported as deferred inflows. In addition, the governmental funds balance sheet reports deferred inflows which arise only under a modified accrual basis of accounting. Accordingly, the item, *unavailable amounts*, is reported only in the governmental funds balance sheet. The governmental funds report unavailable amounts for property taxes, income taxes, special assessments, and state levied shared taxes. These amounts are deferred and recognized as an inflow of resources in the period that the amounts become available. Deferred inflows of resources related to pension/OPEB are reported on the government-wide and proprietary funds statement of net position. See Notes 11 and 12.

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CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2018**

NOTE 2 – CHANGE IN ACCOUNTING PRINCIPLE AND RESTATEMENT OF NET POSITION

For 2018, the City implemented Governmental Accounting Standards Board (GASB) Statement No. 75, “Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions,” Statement No. 85, “Omnibus 2017,” and Statement No. 86, “Certain Debt Extinguishment Issues.”

GASB Statement No. 75 addresses accounting and financial reporting for OPEB that is provided to the employees of state and local governmental employers. This Statement establishes standards for recognizing and measuring liabilities, deferred outflows of resources, deferred inflows of resources, and expense/expenditures related to OPEB.

GASB Statement No. 85 addresses a variety of topics including issues related to blending component units, goodwill, fair value measurement and application, and postemployment benefits (pensions and other postemployment benefits).

GASB Statement No. 86 improves consistency in accounting and financial reporting for in-substance defeasance of debt by providing guidance for transactions in which cash and other monetary assets acquired with only existing resources—resources other than the proceeds of refunding debt—are placed in an irrevocable trust for the sole purpose of extinguishing debt. This Statement also improves accounting and financial reporting for prepaid insurance on debt that is extinguished and notes to financial statements for debt that is defeased in substance.

The implementation of GASB 75 had the following effect on net position as reported December 31, 2017:

| | Governmental Activities | Business-type Activities | Water Fund | Sewer Fund |
|---|----------------------------|-----------------------------|--------------------|--------------------|
| Net position December 31, 2017 | \$17,118,733 | \$9,680,699 | \$4,235,874 | \$5,259,688 |
| Adjustments: | | | | |
| Net OPEB Liability | (4,008,828) | (542,083) | (240,302) | (256,740) |
| Deferred Outflow - Payments Subsequent to the Measurement Date | 27,456 | 7,162 | 3,166 | 3,381 |
| Restated Net Position December 31, 2017 | <u>\$13,137,361</u> | <u>\$9,145,778</u> | <u>\$3,998,738</u> | <u>\$5,006,329</u> |
| | Refuse Fund | | | |
| Net position December 31, 2017 | \$181,125 | | | |
| Adjustments: | | | | |
| Net OPEB Liability | (45,041) | | | |
| Deferred Outflow - Payments Subsequent to the Measurement Date | 615 | | | |
| Restated Net Position December 31, 2017 | <u>\$136,699</u> | | | |

Other than employer contributions subsequent to the measurement date, the City made no restatement for deferred inflows/outflows of resources as the information needed to generate these restatements was not available.

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2018**

NOTE 3 – FUND BALANCE CLASSIFICATION

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

| Fund Balances | General Fund | Public Safety Fund | Capital Improvement Fund | Nonmajor Governmental Funds | Total Governmental Funds |
|------------------------|--------------------|--------------------------|--------------------------------|-----------------------------------|--------------------------------|
| Nonspendable: | | | | | |
| Endowments | \$0 | \$0 | \$0 | \$10,000 | \$10,000 |
| Total Nonspendable | <u>0</u> | <u>0</u> | <u>0</u> | <u>10,000</u> | <u>10,000</u> |
| Restricted: | | | | | |
| Public Safety | 0 | 630,338 | 0 | 200,038 | 830,376 |
| Public Health | 0 | 0 | 0 | 81,578 | 81,578 |
| Transportation | 0 | 0 | 0 | 468,051 | 468,051 |
| Community Development | 0 | 0 | 0 | 82,346 | 82,346 |
| Culture and Recreation | 58,851 | 0 | 0 | 38,414 | 97,265 |
| Capital Outlay | 0 | 0 | 4,493,847 | 537,922 | 5,031,769 |
| Total Restricted | <u>58,851</u> | <u>630,338</u> | <u>4,493,847</u> | <u>1,408,349</u> | <u>6,591,385</u> |
| Assigned: | | | | | |
| Materials and Supplies | 396 | 0 | 0 | 0 | 396 |
| Budget Resource | 901,315 | 0 | 0 | 0 | 901,315 |
| Total Assigned | <u>901,711</u> | <u>0</u> | <u>0</u> | <u>0</u> | <u>901,711</u> |
| Unassigned: | 580,837 | 0 | 0 | 0 | 580,837 |
| Total Fund Balances | <u>\$1,541,399</u> | <u>\$630,338</u> | <u>\$4,493,847</u> | <u>\$1,418,349</u> | <u>\$8,083,933</u> |

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2018

NOTE 4 - CASH, CASH EQUIVALENTS AND INVESTMENTS

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

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

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

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

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

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2018

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

A. Deposits

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

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

At December 31, 2018, the carrying amount of the City's deposits was \$7,017,755 and the bank balance was \$7,349,248. Of the bank balance, \$1,010,094 was covered by federal depository insurance and \$6,339,154 was exposed to custodial risk and was collateralized with securities held by the pledging financial institutions trust department or agent but not in the City's name, securities held in the Ohio Pooled Collateral System, and specific pledged collateral.

B. Investments

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

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

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

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

At December 31, 2018, the City's investments were amounts on deposit with STAR Ohio, with a fair value of \$2,447,414 (amortized cost), pooled certificates of deposit in the amount of \$1,600,021, and segregated certificates of deposit in the amount of \$20,000. The investments in STAR Ohio and pooled certificates of deposit are included in "Pooled Cash and Investments" and the segregated certificates of deposit are included in "Investments" on the Statement of Net Position.

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2018

NOTE 5 - TAXES

A. Property Taxes

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

Public utility real and tangible personal property taxes collected in one calendar year are levied in the preceding calendar year on assessed values determined as of December 31 of the second year preceding the tax collection year, the lien date. Certain public utility tangible personal property is currently assessed at 100 percent of its true value. Public utility property taxes are payable on the same dates as real property described previously.

The County Treasurer collects property taxes on behalf of all taxing districts in the County including the City of Eaton. The County Auditor periodically remits to the City its portion of the taxes collected. The full tax rate for all City operations for the year ended December 31, 2018 was \$2.70 per \$1,000 of assessed value. The assessed value upon which the 2017 levy (collected in 2018) was based was \$157,077,060. This amount constitutes \$150,807,700 in real property assessed value and \$6,269,360 in public utility assessed value.

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

B. Income Tax

Municipalities within the State of Ohio are permitted by state statute to levy an income tax up to a maximum rate of 1% subject to the approval of the local legislative body. Any rate in excess of 1% requires the approval of a majority of the eligible voters residing within the municipal corporation. The City income tax rate of 1.5% is levied by ordinance. One percent (1%) of the tax is levied indefinitely and 0.5% was renewed by the voters of the City in November 2016. The 0.5% tax will expire December 31, 2019. This tax is applicable to substantially all income earned within the City. Employers within the City are required to withhold income tax on employee compensation and remit this withholding quarterly. Corporations, partnerships, and self-employed individual taxpayers are required to pay their estimated tax quarterly and file a declaration annually with the City. Residents of the City are required to pay City income taxes on income they earn outside the City; however, credit is allowed for all income tax paid to other municipalities.

CITY OF EATON, OHIO

***Notes to the Basic Financial Statements
For the Year Ended December 31, 2018***

NOTE 6 - TRANSFERS

Following is a summary of transfers in and out for all funds for 2018:

| Fund | Transfer In | Transfer Out |
|-----------------------------|--------------------|--------------------|
| General Fund | \$0 | \$1,075,000 |
| Public Safety Fund | 1,000,000 | 0 |
| Nonmajor Governmental Funds | 75,000 | 0 |
| Totals | <u>\$1,075,000</u> | <u>\$1,075,000</u> |

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

NOTE 7 – TAX ABATEMENTS

Income Tax Abatement Program

The City created the Municipal Job Creation Income Tax Incentive Program in 2016. The purpose of the program is to maintain the City’s competitiveness as a site for location of new businesses and the expansion of existing businesses. Pursuant to Ohio Revised Code 718 and the applicable City ordinance, the City provides an incentive to the company based upon the company’s gross annual payroll, the amount of income tax generated annually and the number of jobs created or retained by the business. The abatement is administered as a refund based upon the company’s payroll taxes. The tax abatement incentive is for a new business or expanding business with new payroll of a minimum of \$1,000,000 at the percentage up to 45% of income tax paid on new payroll for a period determined by the City in accordance with Ohio Revised Code. There are two businesses (Silex Corporation and Bullen Ultrasonic Inc.) with an active tax abatement agreement in place. In 2018 Bullen Ultrasonic received an income tax abatement of \$2,578.

Real Estate Tax Abatement Program

Pursuant to Ohio Revised Code Chapter 5709, the City established a Community Reinvestment Area. The City authorizes incentives through passage of public ordinances, based upon each businesses investment criteria and through a contractual application process with each business. The abatement equals an agreed upon percentage of the additional property tax resulting from the increase in assessed value as a result of the improvements. The amount of the abatement is deducted from the recipient’s property tax bill. The establishment of the Community Reinvestment Area gave the City the ability to maintain and expand business located within the City and created new jobs by abating or reducing assessed valuation of properties, resulting in abated taxes, from new or improved business real estate and includes major housing improvements in specified areas. The City has offered the CRA abatements to encourage economic stability, maintain property values, and generate new employment opportunities and population growth. There is one business (Timken Steel) with an active tax abatement agreement in place; however, in 2018, no property taxes were abated for said business.

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2018**

NOTE 8 – INTERFUND BALANCES

| | Due from Other Funds | Due to Other Funds |
|-----------------------------|-------------------------|-----------------------|
| General Fund | \$0 | \$11,449 |
| Nonmajor Governmental Funds | 11,449 | 0 |
| Totals | \$11,449 | \$11,449 |

Due from/to Other Funds at December 31, 2018 represent charges for services or reimbursable expenses approved and authorized in 2018 but not made until 2019. These remaining balances resulted from the time lag between the dates that (1) interfund goods or services are provided or reimbursable expenditures occur, (2) transactions are recorded in the accounting period, and (3) payments between funds are made. All are expected to be paid within one year.

NOTE 9 - RECEIVABLES

Receivables at December 31, 2018 consisted of current and delinquent property taxes, special assessments, accounts, intergovernmental grants, and interfund transactions. All receivables are considered collectible in full due to the ability to foreclose for nonpayment of taxes and the stable condition of State programs. A summary of Intergovernmental Receivables follows:

| Type | Amount |
|-------------------------------------|-----------|
| Governmental Activities: | |
| Local Government Revenue Assistance | \$48,795 |
| Homestead and Rollback | 35,348 |
| Gasoline and Excise Tax | 167,101 |
| Motor Vehicle License Fees | 76,351 |
| Public Safety | 13,154 |
| Community Housing Improvement | 75,812 |
| Other | 26,990 |
| Total Governmental Activities | 443,551 |
| Business-Type Activities: | |
| Water | 1,180 |
| Total Business-Type Activities | 1,180 |
| Totals | \$444,731 |

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2018**

NOTE 10 - CAPITAL ASSETS

A. Governmental Activities Capital Assets

Summary by category of changes in governmental activities capital assets at December 31, 2018:

Historical Cost:

| Class | December 31, 2017 | Additions | Deletions | December 31, 2018 |
|--|----------------------|------------------------|--------------------|-----------------------|
| Capital assets not being depreciated: | | | | |
| Land | \$820,439 | \$35,178 | \$0 | \$855,617 |
| Construction in Progress | 0 | 30,946 | 0 | 30,946 |
| Sub-total | 820,439 | 66,124 | 0 | 886,563 |
| Capital assets being depreciated: | | | | |
| Buildings and Improvements | 6,321,297 | 0 | 0 | 6,321,297 |
| Infrastructure | 10,248,213 | 458,434 | 0 | 10,706,647 |
| Furniture and Equipment | 7,072,676 | 705,636 | (335,247) | 7,443,065 |
| Total Cost | <u>\$24,462,625</u> | <u>\$1,230,194</u> | <u>(\$335,247)</u> | <u>\$25,357,572</u> |
| Accumulated Depreciation: | | | | |
| Class | December 31, 2017 | Additions | Deletions | December 31, 2018 |
| Buildings and Improvements | (\$2,110,820) | (\$137,032) | \$0 | (\$2,247,852) |
| Infrastructure | (2,889,447) | (263,146) | 0 | (3,152,593) |
| Furniture and Equipment | (4,854,138) | (605,186) | 331,222 | (5,128,102) |
| Total Accumulated Depreciation | <u>(\$9,854,405)</u> | <u>(\$1,005,364) *</u> | <u>\$331,222</u> | <u>(\$10,528,547)</u> |
| Net Value: | <u>\$14,608,220</u> | | | <u>\$14,829,025</u> |

* Depreciation expenses were charged to governmental functions as follows:

| | |
|----------------------------|--------------------|
| General Government | \$265,797 |
| Public Safety | 306,576 |
| Transportation | 374,620 |
| Culture and Recreation | 58,371 |
| Total Depreciation Expense | <u>\$1,005,364</u> |

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2018**

NOTE 10 - CAPITAL ASSETS (Continued)

B. Business-Type Activities Capital Assets

Summary by Category at December 31, 2018:

Historical Cost:

| Class | December 31, 2017 | Additions | Deletions | December 31, 2018 |
|--|----------------------|------------------|-------------------|----------------------|
| <i>Capital assets not being depreciated:</i> | | | | |
| Land | \$582,108 | \$0 | \$0 | \$582,108 |
| <i>Capital assets being depreciated:</i> | | | | |
| Buildings and Systems | 16,901,291 | 77,327 | 0 | 16,978,618 |
| Furniture and Equipment | 4,803,362 | 203,132 | (65,031) | 4,941,463 |
| Total Cost | <u>\$22,286,761</u> | <u>\$280,459</u> | <u>(\$65,031)</u> | <u>\$22,502,189</u> |

Accumulated Depreciation:

| Class | December 31, 2017 | Additions | Deletions | December 31, 2018 |
|--------------------------------|-----------------------|--------------------|-----------------|-----------------------|
| Buildings and Systems | (\$8,926,172) | (\$466,943) | \$0 | (\$9,393,115) |
| Furniture and Equipment | (4,094,327) | (190,910) | 65,031 | (4,220,206) |
| Total Accumulated Depreciation | <u>(\$13,020,499)</u> | <u>(\$657,853)</u> | <u>\$65,031</u> | <u>(\$13,613,321)</u> |

Net Value:

| | | | | |
|------------|--------------------|--|--|--------------------|
| Total Cost | <u>\$9,266,262</u> | | | <u>\$8,888,868</u> |
|------------|--------------------|--|--|--------------------|

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CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2018

NOTE 11 – DEFINED BENEFIT PENSION PLANS

Net Pension Liability

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

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

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

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

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

Plan Description – Ohio Public Employees Retirement System (OPERS)

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

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2018**

NOTE 11 – DEFINED BENEFIT PENSION PLANS (Continued)

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

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

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

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CITY OF EATON, OHIO

***Notes to the Basic Financial Statements
For the Year Ended December 31, 2018***

NOTE 11 – DEFINED BENEFIT PENSION PLANS (Continued)

Final average Salary (FAS) represents the average of the three highest years of earnings over a member’s career for Groups A and B. Group C is based on the average of the five highest years of earnings over a member’s career.

Members who retire before meeting the age and years of service credit requirement for unreduced benefits receive a percentage reduction in the benefit amount.

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

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

| | <u>State and Local</u> |
|--|----------------------------|
| 2018 Statutory Maximum Contribution Rates | |
| Employer | 14.0 % |
| Employee | 10.0 % |
| 2018 Actual Contribution Rates | |
| Employer: | |
| Pension | 14.0 % |
| Post-employment Health Care Benefits | <u>0.0</u> |
| Total Employer | <u>14.0 %</u> |
| Employee | <u>10.0 %</u> |

Employer contribution rates are actuarially determined and are expressed as a percentage of covered payroll. The City’s contractually required contribution was \$421,768 for 2018. Of this amount, \$39,446 is reported as an intergovernmental payable.

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2018

NOTE 11 – DEFINED BENEFIT PENSION PLANS (Continued)

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

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

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

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

The annual pension benefit for normal service retirement is equal to a percentage of the allowable average annual salary. The percentage equals 2.5 percent for each of the first 20 years of service credit, 2.0 percent for each of the next five years of service credit and 1.5 percent for each year of service credit in excess of 25 years. The maximum pension of 72 percent of the allowable average annual salary is paid after 33 years of service credit.

Under normal service retirement, retired members who are at least 55 years old and have been receiving OPF benefits for at least one year may be eligible for a cost-of-living allowance adjustment. The age 55 provision for receiving a COLA does not apply to those who are receiving a permanent and total disability benefit and statutory survivors.

Members 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 (CPI) 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 three percent of their base pension or disability benefit.

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2018**

NOTE 11 – DEFINED BENEFIT PENSION PLANS (Continued)

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

| | <u>Police</u> | <u>Firefighters</u> |
|--|----------------|---------------------|
| 2018 Statutory Maximum Contribution Rates | | |
| Employer | 19.50 % | 24.00 % |
| Employee: | | |
| January 1, 2018 through December 31, 2018 | 12.25 % | 12.25 % |
| 2018 Actual Contribution Rates | | |
| Employer: | | |
| Pension | 19.00 % | 23.50 % |
| Post-employment Health Care Benefits | <u>0.50</u> | <u>0.50</u> |
| Total Employer | <u>19.50 %</u> | <u>24.00 %</u> |
| Employee: | | |
| January 1, 2018 through December 31, 2018 | 12.25 % | 12.25 % |

Employer contribution rates are expressed as a percentage of covered payroll. The City’s contractually required contribution to OPF was \$232,135 for 2018. Of this amount, \$24,514 is reported as an intergovernmental payable.

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

The net pension liability for OPERS was measured as of December 31, 2017, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of that date. OPF’s total pension liability was measured as of December 31, 2017, and was determined by rolling forward the total pension liability as of January 1, 2017, to December 31, 2017. 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&F</u> | <u>Total</u> |
|--|--------------------|--------------------|--------------|
| Proportionate Share of the Net Pension Liability | \$3,428,599 | \$2,653,712 | \$6,082,311 |
| Proportion of the Net Pension Liability-2018 | 0.021855% | 0.043238% | |
| Proportion of the Net Pension Liability-2017 | <u>0.021968%</u> | <u>0.051318%</u> | |
| Percentage Change | <u>(0.000113%)</u> | <u>(0.008080%)</u> | |
| Pension Expense | \$719,120 | \$262,634 | \$981,754 |

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2018**

NOTE 11 – DEFINED BENEFIT PENSION PLANS (Continued)

At December 31, 2018, the City reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

| | <u>OPERS</u> | <u>OP&F</u> | <u>Total</u> |
|--|------------------|------------------|--------------------|
| Deferred Outflows of Resources | | | |
| Changes in assumptions | \$409,739 | \$115,637 | \$525,376 |
| Differences between expected and actual experience | 3,502 | 40,272 | 43,774 |
| Change in proportionate share | 0 | 93,783 | 93,783 |
| City contributions subsequent to the measurement date | <u>421,768</u> | <u>232,135</u> | <u>653,903</u> |
| Total Deferred Outflows of Resources | <u>\$835,009</u> | <u>\$481,827</u> | <u>\$1,316,836</u> |
| Deferred Inflows of Resources | | | |
| Net difference between projected and actual earnings on pension plan investments | \$736,074 | \$91,798 | \$827,872 |
| Differences between expected and actual experience | 67,566 | 4,801 | 72,367 |
| Change in proportionate share | <u>30,909</u> | <u>443,802</u> | <u>474,711</u> |
| Total Deferred Inflows of Resources | <u>\$834,549</u> | <u>\$540,401</u> | <u>\$1,374,950</u> |

\$653,903 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, 2019. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to pension will be recognized in pension expense as follows:

| | <u>OPERS</u> | <u>OP&F</u> | <u>Total</u> |
|--------------------------|--------------------|--------------------|--------------------|
| Year Ending December 31: | | | |
| 2019 | \$283,502 | \$8,563 | \$292,065 |
| 2020 | (78,213) | (15,571) | (93,784) |
| 2021 | (324,130) | (110,653) | (434,783) |
| 2022 | (302,467) | (116,449) | (418,916) |
| 2023 | 0 | (45,903) | (45,903) |
| 2024 | <u>0</u> | <u>(10,696)</u> | <u>(10,696)</u> |
| Total | <u>(\$421,308)</u> | <u>(\$290,709)</u> | <u>(\$712,017)</u> |

Actuarial Assumptions - OPERS

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

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2018

NOTE 11 – DEFINED BENEFIT PENSION PLANS (Continued)

Projections of benefits for financial reporting purposes are based on the substantive plan (the plan as understood by the employers and plan members) and include the types of benefits provided at the time of each valuation. The total pension liability in the December 31, 2017 actuarial valuation was determined using the following actuarial assumptions, applied to all periods included in the measurement:

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

Mortality rates are based on the RP-2014 Healthy Annuitant mortality table. For males, Healthy Annuitant Mortality tables were used, adjusted for mortality improvement back to the observation period base of 2006 and then established the base year as 2015. For females, Healthy Annuitant Mortality tables were used, adjusted for mortality improvements back to the observation period base year of 2006 and then established the base year as 2010. The mortality rates used in evaluating disability allowances were based on the RP-2014 Disabled mortality tables, adjusted for mortality improvement back to the observation base year of 2006 and then established the base year as 2015 for males and 2010 for females. Mortality rates for a particular calendar year for both healthy and disabled retiree mortality tables are determined by applying the MP-2015 mortality improvement scale to the above described tables.

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

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

During 2017, OPERS managed investments in three investment portfolios: the Defined Benefit portfolio, the Health Care portfolio, and the Defined Contribution portfolio. The Defined Benefit portfolio contains the investment assets for the Traditional Pension Plan, the defined benefit component of the Combined Plan and the annuitized accounts of the Member-Directed Plan. Within the Defined Benefit portfolio, contributions into the plans are all recorded at the same time, and benefit payments all occur on the first of the month. Accordingly, the money-weighted rate of return is considered to be the same for all plans within the portfolio. The annual money-weighted rate of return expressing investment performance, net of investment expenses and adjusted for the changing amounts actually invested, for the Defined Benefit portfolio was 16.82% for 2017.

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2018**

NOTE 11 – DEFINED BENEFIT PENSION PLANS (Continued)

The allocation of investment assets with the Defined Benefit portfolio is approved by the Board of Trustees as outlined in the annual investment plan. Plan assets are managed on a total return basis with a long-term objective of achieving and maintaining a fully funded status for the benefits provided through the defined benefit pension plans. The table below displays the Board-approved asset allocation policy for 2017 and the long-term expected real rates of return:

| Asset Class | Target Allocation | Weighted Average Long-Term Expected Real Rate of Return (Arithmetic) |
|------------------------|----------------------|---|
| Fixed Income | 23.00 % | 2.20 % |
| Domestic Equities | 19.00 | 6.37 |
| Real Estate | 10.00 | 5.26 |
| Private Equity | 10.00 | 8.97 |
| International Equities | 20.00 | 7.88 |
| Other investments | 18.00 | 5.26 |
| Total | <u>100.00 %</u> | <u>5.66 %</u> |

Discount Rate The discount rate used to measure the total pension liability was 7.5 percent. The projection of cash flows used to determine the discount rate assumed that contributions from plan members and those of the contributing employers are made at the statutorily required rates. Based on those assumptions, the pension plan’s fiduciary net position was projected to be available to make all projected future benefits payments of current plan members. Therefore, the long-term expected rate of return on pension plan investments was applied to all periods of projected benefit payments to determine the total pension liability.

Sensitivity of the City’s Proportionate Share of the Net Pension Liability to Changes in the Discount Rate The following table presents the City’s proportionate share of the net pension liability calculated using the current period discount rate assumption of 7.5 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 (6.5 percent) or one-percentage-point higher (8.5 percent) than the current rate:

| | 1% Decrease (6.50%) | Current Discount Rate (7.50%) | 1% Increase (8.50%) |
|--|------------------------|-------------------------------------|------------------------|
| City's proportionate share of the net pension liability | \$6,088,320 | \$3,428,599 | \$1,211,195 |

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2018**

NOTE 11 – DEFINED BENEFIT PENSION PLANS (Continued)

Actuarial Assumptions – OPF

OPF’s total pension liability as of December 31, 2017 is based on the results of an actuarial valuation date of January 1, 2017, and rolled-forward using generally accepted actuarial procedures. The total pension liability is determined by OPF’s actuaries in accordance with GASB Statement No. 67, as part of their annual valuation. Actuarial valuations of an ongoing plan involve estimates of reported amounts and assumptions about probability of occurrence of events far into the future. Examples include assumptions about future employment mortality, salary increases, disabilities, retirements and employment terminations. Actuarially determined amounts are subject to continual review and potential modifications, as actual results are compared with past expectations and new estimates are made about the future.

Key methods and assumptions used in calculating the total pension liability in the latest actuarial valuation, prepared as of January 1, 2017, are presented below:

| | |
|----------------------------|---|
| Valuation Date | January 1, 2017 |
| Actuarial Cost Method | Entry Age Normal |
| Investment Rate of Return | 8.00 percent |
| Projected Salary Increases | 3.75 percent to 10.5 percent |
| Payroll Increases | 3.25 percent |
| Inflation Assumptions | 2.75 percent |
| Cost of Living Adjustments | 3.00 percent simple; 2.2 percent for increases based on the lesser of the increase in CPI and 3%. |

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

| | Age | Police | Fire |
|---------------------------|------------|--------|------|
| Healthy Mortality | | | |
| | 67 or less | 77% | 68% |
| | 68-77 | 105% | 87% |
| | 78 and up | 115% | 120% |
| Disabled Mortality | | | |
| | 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.

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2018

NOTE 11 – DEFINED BENEFIT PENSION PLANS (Continued)

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

Best estimates of the long-term expected geometric real rates of return for each major asset class included in OPF’s target asset allocation as of December 31, 2017 are summarized below:

| <u>Asset Class</u> | <u>Target Allocation</u> | <u>Long Term Expected Real Rate of Return</u> |
|------------------------------|------------------------------|---|
| Cash and Cash Equivalents | 0.00 % | 0.00 % |
| Domestic Equity | 16.00 | 5.21 |
| Non-US Equity | 16.00 | 5.40 |
| Core Fixed Income * | 20.00 | 2.37 |
| Global Inflation Protected * | 20.00 | 2.33 |
| High Yield | 15.00 | 4.48 |
| Real Estate | 12.00 | 5.65 |
| Private Markets | 8.00 | 7.99 |
| Real Assets | 5.00 | 6.87 |
| Master Limited Partnerships | 8.00 | 7.36 |
| Total | <u>120.00 %</u> | |

* levered 2x

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

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

CITY OF EATON, OHIO

***Notes to the Basic Financial Statements
For the Year Ended December 31, 2018***

NOTE 11 – DEFINED BENEFIT PENSION PLANS (Continued)

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

| | 1% Decrease (7.00%) | Current Discount Rate (8.00%) | 1% Increase (9.00%) |
|--|------------------------|-------------------------------------|------------------------|
| City's proportionate share of the net pension liability | \$3,678,740 | \$2,653,712 | \$1,817,707 |

NOTE 12 - DEFINED BENEFIT OPEB PLANS

Net OPEB Liability

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

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

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

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

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

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2018

NOTE 12 - DEFINED BENEFIT OPEB PLANS (Continued)

Plan Description – Ohio Public Employees Retirement System (OPERS)

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

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

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

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

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

Funding Policy - The Ohio Revised Code provides the statutory authority requiring public employers to fund postemployment health care through their contributions to OPERS. When funding is approved by OPERS Board of Trustees, a portion of each employer's contribution to OPERS is set aside to fund OPERS health care plans.

Employer contribution rates are expressed as a percentage of the earnable salary of active members. In 2018, state and local employers contributed at a rate of 14.0 percent of earnable salary and public safety and law enforcement employers contributed at 18.1 percent. These are the maximum employer contribution rates permitted by the Ohio Revised Code. Active member contributions do not fund health care.

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2018

NOTE 12 - DEFINED BENEFIT OPEB PLANS (Continued)

Each year, the OPERS Board determines the portion of the employer contribution rate that will be set aside to fund health care plans. The portion of employer contributions allocated to health care for members in the Traditional Pension Plan and Combined Plan was 1.0 percent during calendar year 2017. As recommended by OPERS' actuary, the portion of employer contributions allocated to health care beginning January 1, 2018 decreased to 0 percent for both plans. 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 2018 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 2018.

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

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

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

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

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

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

CITY OF EATON, OHIO

***Notes to the Basic Financial Statements
For the Year Ended December 31, 2018***

NOTE 12 - DEFINED BENEFIT OPEB PLANS (Continued)

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

The Board of Trustees is authorized to allocate a portion of the total employer contributions made into the pension plan to the Section 115 trust and the Section 401(h) account as the employer contribution for retiree health care benefits. For 2018, the portion of employer contributions allocated to health care was 0.5 percent of covered payroll. The amount of employer contributions allocated to the health care plan each year is subject to the Trustees' primary responsibility to ensure that pension benefits are adequately funded and is limited by the provisions of Sections 115 and 401(h).

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

The City's contractually required contribution to OP&F was \$5,785 for 2018. Of this amount, \$613 is reported as an intergovernmental payable.

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

The net OPEB liability and total OPEB liability for OPERS were determined by an actuarial valuation as of December 31, 2016, rolled forward to the measurement date of December 31, 2017, 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, 2017, and was determined by rolling forward the total OPEB liability as of January 1, 2017, to December 31, 2017. The City's proportion of the net OPEB liability was based on the City's share of contributions to the retirement plan relative to the contributions of all participating entities. Following is information related to the proportionate share and OPEB expense:

| | <u>OPERS</u> | <u>OP&F</u> | <u>Total</u> |
|---|--------------------|--------------------|--------------|
| Proportionate Share of the Net OPEB Liability | \$2,230,265 | \$2,449,805 | \$4,680,070 |
| Proportion of the Net OPEB Liability-2018 | 0.020538% | 0.043238% | |
| Proportion of the Net OPEB Liability-2017 | <u>0.020939%</u> | <u>0.051318%</u> | |
| Percentage Change | <u>(0.000401%)</u> | <u>(0.008080%)</u> | |
| OPEB Expense | \$174,242 | \$143,049 | \$317,291 |

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2018**

NOTE 12 - DEFINED BENEFIT OPEB PLANS (Continued)

At December 31, 2018, the City reported deferred outflows of resources and deferred inflows of resources related to OPEB from the following sources:

| | <u>OPERS</u> | <u>OP&F</u> | <u>Total</u> |
|--|------------------|------------------|------------------|
| Deferred Outflows of Resources | | | |
| Changes in assumptions | \$162,387 | \$239,049 | \$401,436 |
| Differences between expected and actual experience | 1,737 | 0 | 1,737 |
| City contributions subsequent to the measurement date | <u>0</u> | <u>5,785</u> | <u>5,785</u> |
| Total Deferred Outflows of Resources | <u>\$164,124</u> | <u>\$244,834</u> | <u>\$408,958</u> |
| Deferred Inflows of Resources | | | |
| Net difference between projected and actual earnings on pension plan investments | \$166,141 | \$16,126 | \$182,267 |
| Differences between expected and actual experience | 0 | 12,355 | 12,355 |
| Change in proportionate share | <u>27,433</u> | <u>334,632</u> | <u>362,065</u> |
| Total Deferred Inflows of Resources | <u>\$193,574</u> | <u>\$363,113</u> | <u>\$556,687</u> |

\$5,785 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 2019. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to OPEB will be recognized in OPEB expense as follows:

| Year Ending December 31: | <u>OPERS</u> | <u>OP&F</u> | <u>Total</u> |
|--------------------------|-------------------|--------------------|--------------------|
| 2019 | \$23,818 | (\$19,812) | \$4,006 |
| 2020 | 23,818 | (19,812) | 4,006 |
| 2021 | (35,550) | (19,812) | (55,362) |
| 2022 | (41,536) | (19,814) | (61,350) |
| 2023 | 0 | (15,781) | (15,781) |
| 2024 | 0 | (15,781) | (15,781) |
| 2025 | <u>0</u> | <u>(13,252)</u> | <u>(13,252)</u> |
| Total | <u>(\$29,450)</u> | <u>(\$124,064)</u> | <u>(\$153,514)</u> |

CITY OF EATON, OHIO

***Notes to the Basic Financial Statements
For the Year Ended December 31, 2018***

NOTE 12 - DEFINED BENEFIT OPEB PLANS (Continued)

Actuarial Assumptions - OPERS

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

Projections of benefits for financial reporting purposes are based on the substantive plan and include the types of coverage provided at the time of each valuation and the historical pattern of sharing of costs between OPERS and plan members. The total OPEB liability was determined by an actuarial valuation as of December 31, 2016, rolled forward to the measurement date of December 31, 2017. The actuarial valuation used the following actuarial assumptions applied to all prior periods included in the measurement in accordance with the requirements of GASB 74:

| | |
|--|--|
| Wage Inflation | 3.25 percent |
| Projected Salary Increases, including inflation | 3.25 to 10.75 percent including wage inflation |
| Single Discount Rate: | |
| Current measurement date | 3.85 percent |
| Prior Measurement date | 4.23 percent |
| Investment Rate of Return | 6.50 percent |
| Municipal Bond Rate | 3.31 percent |
| Health Care Cost Trend Rate | 7.5 percent, initial 3.25 percent, ultimate in 2028 |
| Actuarial Cost Method | Individual Entry Age |

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

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

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.

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2018**

NOTE 12 - DEFINED BENEFIT OPEB PLANS (Continued)

During 2017, OPERS managed investments in three investment portfolios: the Defined Benefit portfolio, the Health Care portfolio and the Defined Contribution portfolio. The Health Care portfolio includes the assets for health care expenses for the Traditional Pension Plan, Combined Plan and Member-Directed Plan eligible members. Within the Health Care portfolio, contributions into the plans are assumed to be received continuously throughout the year based on the actual payroll payable at the time contributions are made, and health care-related payments are assumed to occur mid-year. Accordingly, the money-weighted rate of return is considered to be the same for all plans within the portfolio. The annual money-weighted rate of return expressing investment performance, net of investment expenses and adjusted for the changing amounts actually invested, for the Health Care portfolio is 15.2 percent for 2017.

The allocation of investment assets with the Health Care portfolio is approved by the Board of Trustees as outlined in the annual investment plan. Assets are managed on a total return basis with a long-term objective of continuing to offer a sustainable health care program for current and future retirees. OPERS' primary goal is to achieve and maintain a fully funded status for the benefits provided through the defined pension plans. Health care is a discretionary benefit. The table below displays the Board-approved asset allocation policy for 2017 and the long-term expected real rates of return:

| <u>Asset Class</u> | <u>Target Allocation</u> | <u>Weighted Average Long-Term Expected Real Rate of Return (Arithmetic)</u> |
|------------------------------|------------------------------|---|
| Fixed Income | 34.00 % | 1.88 % |
| Domestic Equities | 21.00 | 6.37 |
| Real Estate Investment Trust | 6.00 | 5.91 |
| International Equities | 22.00 | 7.88 |
| Other investments | 17.00 | 5.39 |
| Total | <u>100.00 %</u> | <u>4.98 %</u> |

Discount Rate A single discount rate of 3.85 percent was used to measure the OPEB liability on the measurement date of December 31, 2017. A single discount rate of 4.23 percent was used to measure the OPEB liability on the measurement date of December 31, 2016. 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 6.50 percent and a municipal bond rate of 3.31 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.

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2018**

NOTE 12 - DEFINED BENEFIT OPEB PLANS (Continued)

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 3.85 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 (2.85 percent) or one-percentage-point higher (4.85 percent) than the current rate:

| | 1% Decrease (2.85%) | Current Discount Rate (3.85%) | 1% Increase (4.85%) |
|---|------------------------|-------------------------------------|------------------------|
| City's proportionate share of the net OPEB liability | \$2,963,003 | \$2,230,265 | \$1,637,487 |

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

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

| | 1% Decrease | Current Health Care Cost Trend Rate Assumption | 1% Increase |
|---|-------------|--|-------------|
| City's proportionate share of the net OPEB liability | \$2,133,888 | \$2,230,265 | \$2,329,819 |

Actuarial Assumptions – OP&F

OP&F's total OPEB liability as of December 31, 2017, is based on the results of an actuarial valuation date of January 1, 2017, 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.

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2018**

NOTE 12 - DEFINED BENEFIT OPEB PLANS (Continued)

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

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

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

| | |
|----------------------------|--|
| Valuation Date | January 1, 2017, with actuarial liabilities rolled forward to December 31, 2017 |
| Actuarial Cost Method | Entry Age Normal |
| Investment Rate of Return | 8.0 percent |
| Projected Salary Increases | 3.75 percent to 10.5 percent |
| Payroll Growth | Inflation rate of 2.75 percent plus productivity increase rate of 0.5 percent |
| Single discount rate: | |
| Current measurement date | 3.24 percent |
| Prior measurement date | 3.79 percent |
| Cost of Living Adjustments | 3.00 percent simple; 2.2 percent simple for increased based on the lesser of the increase in CPI and 3 percent |

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

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

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2018**

NOTE 12 - DEFINED BENEFIT OPEB PLANS (Continued)

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 Conduent 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 prior experience study was completed December 31, 2011.

The long-term expected rate of return on OPEB plan investments was determined using a building-block approach and assumes a time horizon, as defined in the Statement of Investment Policy. A forecasted rate of inflation serves as the baseline for the return expected. Various real return premiums over the baseline inflation rate have been established for each asset class. The long-term expected nominal rate of return has been determined by calculating a weighted averaged of the expected real return premiums for each asset class, adding the projected inflation rate and adding the expected return from rebalancing uncorrelated asset classes. Best estimates of the long-term expected geometric real rates of return for each major asset class included in OP&F's target asset allocation as of December 31, 2017, are summarized below:

| Asset Class | Target Allocation | Long-Term Expected Real Rate of Return |
|--|----------------------|---|
| Cash and Cash Equivalents | - % | 0.00 % |
| Domestic Equity | 16.00 | 5.21 |
| Non-US Equity | 16.00 | 5.40 |
| Core Fixed Income * | 20.00 | 2.37 |
| Global Inflation Protected Securities* | 20.00 | 2.33 |
| High Yield | 15.00 | 4.48 |
| Real Estate | 12.00 | 5.65 |
| Private Markets | 8.00 | 7.99 |
| Timber | 5.00 | 6.87 |
| Master Limited Partnerships | 8.00 | 7.36 |
| Total | 120.00 % | |

Note: Assumptions are geometric.

* levered 2x

CITY OF EATON, OHIO

***Notes to the Basic Financial Statements
For the Year Ended December 31, 2018***

NOTE 12 - DEFINED BENEFIT OPEB PLANS (Continued)

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

Discount Rate The total OPEB liability was calculated using the discount rate of 3.24 percent. The projection of cash flows used to determine the discount rate assumed the contribution from employers and from members would be computed based on contribution requirements as stipulated by state statute. Projected inflows from investment earnings were calculated using the longer-term assumed investment rate of return 8 percent. Based on those assumptions, OP&F's fiduciary net position was projected to not be able to make all future benefit payments of current plan members. Therefore, a municipal bond rate of 3.16 percent at December 31, 2017 and 3.71 percent at December 31, 2016, was blended with the long-term rate of 8 percent, which resulted in a blended discount rate of 3.24 percent. The municipal bond rate was determined using the S&P Municipal Bond 20 Year High Grade Rate Index. The OPEB plan's fiduciary net position was projected to be available to make all projected OPEB payments until 2025. The long-term expected rate of return on health care investments was applied to projected costs through 2025, 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 3.24 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 (2.24 percent), or one percentage point higher (4.24 percent) than the current rate.

| | 1% Decrease (2.24%) | Current Discount Rate (3.24%) | 1% Increase (4.24%) |
|---|------------------------|-------------------------------------|------------------------|
| City's proportionate share of the net OPEB liability | \$3,062,285 | \$2,449,805 | \$1,978,527 |

CITY OF EATON, OHIO

***Notes to the Basic Financial Statements
For the Year Ended December 31, 2018***

NOTE 12 - DEFINED BENEFIT OPEB PLANS (Continued)

Sensitivity of the City’s Proportionate Share of the Net OPEB Liability to Changes in the Health Care Cost Trend Rate Net OPEB liability is sensitive to changes in the health care cost trend rate. The trend rate is the annual rate at which the cost of covered medical services is assumed to increase from the current year to the next year. Beginning in 2017, the per-capita costs are assumed to change by the following percentages each year:

| Year | Non-Medicare | Non-AARP | AARP | Rx Drug | Medicare Part B |
|----------------|--------------|----------|-------|---------|--------------------|
| 2017 | -0.47% | -2.50% | 4.50% | -0.47% | 5.20% |
| 2018 | 7.00% | 7.00% | 4.50% | 7.00% | 5.10% |
| 2019 | 6.50% | 6.50% | 4.50% | 6.50% | 5.00% |
| 2020 | 6.00% | 6.00% | 4.50% | 6.00% | 5.00% |
| 2021 | 5.50% | 5.50% | 4.50% | 5.50% | 5.00% |
| 2022 | 5.00% | 5.00% | 4.50% | 5.00% | 5.00% |
| 2023 and Later | 4.50% | 4.50% | 4.50% | 4.50% | 5.00% |

To illustrate the potential impact, the following table presents the net OPEB liability calculated using the current healthcare cost trend current rates as outlined in the table above, a one percent decrease in the trend rates and a one percent increase in the trend rates.

| | 1% Decrease | Current Rates | 1% Increase |
|---|-------------|------------------|-------------|
| City's proportionate share of the net OPEB liability | \$1,903,052 | \$2,449,805 | \$3,186,642 |

Changes between Measurement Date and Report Date

In March 2018, the OP&F Board of Trustees approved the implementation date and framework for a new health care model. Beginning January 1, 2019, the current self-insured health care plan will no longer be offered. In its place is a stipend-based health care model. A stipend funded by OP&F will be placed in individual Health Reimbursement Accounts that retirees will use to be reimbursed for health care expenses. The impact to the City’s NOL is not known.

CITY OF EATON, OHIO

***Notes to the Basic Financial Statements
For the Year Ended December 31, 2018***

NOTE 13 – COMPENSATED ABSENCES

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

Vacation is accumulated based upon length of service as follows:

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

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

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

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

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

As of December 31, 2018, the accrued liability for unpaid compensated absences was \$861,317 for all funds. The liability for unpaid compensated absences will be paid from the General Fund, the Public Safety Fund, Street Construction, Maintenance and Repair Fund, Cemetery Fund, Recreation Fund, Fort St. Clair Fund, Capital Improvement Fund, Water Fund, Sewer Fund, and Refuse Fund.

CITY OF EATON, OHIO

Notes to the Basic Financial Statements For the Year Ended December 31, 2018

NOTE 14 - LONG-TERM DEBT AND OTHER LONG-TERM OBLIGATIONS

Long-term debt and other long-term obligations of the City at December 31, 2018 are as follows:

| Interest Rate | Purpose | Maturity Date | Restated Balance December 31, 2017 | Additions | Deductions | Balance December 31, 2018 | Amount Due Within One Year |
|--|---------------------------------|------------------|---|-----------|---------------|---------------------------------|----------------------------------|
| Governmental Activities: | | | | | | | |
| General Obligation Bond: | | | | | | | |
| 4.69% | Municipal Court Facility | 2018 | \$62,942 | \$0 | (\$62,942) | \$0 | \$0 |
| Ohio Public Works Commission Loans: | | | | | | | |
| 0.00% | Washington-Jackson Street | 2019 | 82,500 | 0 | (55,000) | 27,500 | 27,500 |
| 0.00% | Downtown Improvements | 2020 | 93,750 | 0 | (37,500) | 56,250 | 37,500 |
| Total Ohio Public Works Commission Loans | | | 176,250 | 0 | (92,500) | 83,750 | 65,000 |
| Net Pension Liability: | | | | | | | |
| Ohio Public Employee's Retirement System | | | 3,776,372 | 0 | (1,226,560) | 2,549,812 | 0 |
| Ohio Police and Fire Pension Fund | | | 3,250,451 | 0 | (596,739) | 2,653,712 | 0 |
| Total Net Pension Liability | | | 7,026,823 | 0 | (1,823,299) | 5,203,524 | 0 |
| Net OPEB Liability: | | | | | | | |
| Ohio Public Employee's Retirement System | | | 1,572,863 | 85,761 | 0 | 1,658,624 | 0 |
| Ohio Police and Fire Pension Fund | | | 2,435,965 | 13,840 | 0 | 2,449,805 | 0 |
| Total Net OPEB Liability | | | 4,008,828 | 99,601 | 0 | 4,108,429 | 0 |
| Compensated Absences | | | 653,791 | 230,166 | (212,416) | 671,541 | 223,865 |
| Total Governmental Activities | | | 11,928,634 | 329,767 | (2,191,157) | 10,067,244 | 288,865 |
| Business-Type Activities: | | | | | | | |
| Ohio Water Development Authority Loan: | | | | | | | |
| 2.75% | Water Treatment Plant and Tower | 2028 | 2,587,224 | 0 | (215,689) | 2,371,535 | 221,661 |
| Ohio Public Works Commission Loan: | | | | | | | |
| 0.00% | Wastewater Treatment Plant | 2047 | 100,000 | 0 | (3,333) | 96,667 | 3,333 |
| Net Pension Liability: | | | | | | | |
| Ohio Public Employee's Retirement System | | | 1,212,234 | 0 | (333,447) | 878,787 | 0 |
| Net OPEB Liability: | | | | | | | |
| Ohio Public Employee's Retirement System | | | 542,083 | 29,558 | 0 | 571,641 | 0 |
| Compensated Absences | | | 164,995 | 94,804 | (70,023) | 189,776 | 76,918 |
| Total Business-Type Activities | | | 4,606,536 | 124,362 | (622,492) | 4,108,406 | 301,912 |
| Total Other Long-Term Obligations | | | \$16,535,170 | \$454,129 | (\$2,813,649) | \$14,175,650 | \$590,777 |

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

CITY OF EATON, OHIO

**Notes to the Basic Financial Statements
For the Year Ended December 31, 2018**

NOTE 14 - LONG-TERM DEBT AND OTHER LONG-TERM OBLIGATIONS (Continued)

On March 5, 2003, the City issued bonds in the amount of \$1,375,000 for the purpose of paying costs of constructing a new Eaton Municipal Court Facility, including landscaping, utility and other site improvements, and furniture and equipment. The bonds carry an interest rate of 4.69% per annum and matured on March 1, 2018. The 2018 debt service payment, which includes interest, was \$64,416 and was paid out of the Municipal Court Special Projects Fund.

On January 1, 2007, the City entered into a loan agreement with the Ohio Water Development Authority (OWDA) for the construction of a new 1.5 million gallon water tower and the renovation of the main water treatment plant. This loan was approved for eligible project costs for an amount not to exceed \$5,247,302 at an interest rate of 2.75%, payable in semi-annual installments for 20 years. Established as a draw loan, the final loan amount was \$4,367,476. Debt payment began on July 1, 2008 with a 20 year repayment. The 2018 debt service payment, which includes interest, was \$285,364 and was paid out of the Water Fund.

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

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

A. Long-Term Funding Requirements

Principal and interest requirements to retire long-term obligations outstanding at December 31, 2018 were as follows:

| Years | Governmental Activities | | Business-Type Activities | | | |
|-----------|-------------------------|----------|--------------------------|-----------|-----------|----------|
| | OPWC Loans | | OWDA Loan | | OPWC Loan | |
| | Principal | Interest | Principal | Interest | Principal | Interest |
| 2019 | \$65,000 | \$0 | \$221,661 | \$63,704 | \$3,333 | \$0 |
| 2020 | 18,750 | 0 | 227,799 | 57,566 | 3,334 | 0 |
| 2021 | 0 | 0 | 234,106 | 51,259 | 3,334 | 0 |
| 2022 | 0 | 0 | 240,589 | 44,777 | 3,334 | 0 |
| 2023 | 0 | 0 | 247,250 | 38,114 | 3,334 | 0 |
| 2024-2028 | 0 | 0 | 1,200,130 | 84,010 | 16,666 | 0 |
| 2029-2033 | 0 | 0 | 0 | 0 | 16,666 | 0 |
| 2034-2038 | 0 | 0 | 0 | 0 | 16,666 | 0 |
| 2039-2043 | 0 | 0 | 0 | 0 | 16,667 | 0 |
| 2044-2047 | 0 | 0 | 0 | 0 | 13,333 | 0 |
| Totals | \$83,750 | \$0 | \$2,371,535 | \$339,430 | \$96,667 | \$0 |

CITY OF EATON, OHIO

***Notes to the Basic Financial Statements
For the Year Ended December 31, 2018***

NOTE 15 - RISK MANAGEMENT

The City is exposed to various risks of loss related to torts; theft of, damage to, and destruction of assets; errors and omissions; injuries to employees and natural disasters. During 2018, the City contracted with the U.S. Specialty Insurance Company to provide conventional insurance protection.

The type of coverage and deductible for each is as follows:

| <u>Type of Coverage</u> | <u>Per Occurrence</u> | <u>Deductible</u> |
|-------------------------|-----------------------|-------------------|
| Property insurance | \$29,242,602 | \$1,000 |
| General liability | 1,000,000/3,000,000 | 1,000 |
| Police liability | 1,000,000/1,000,000 | 2,500 |
| Umbrella | 5,000,000 | 2,500 |
| Employee dishonesty | 100,000 | 250 |
| Crime | 25,000 | 250 |
| Inland marine | 1,562,646 | 1,000 |
| Automobile | 4,269,612 | 1,000* |

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

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

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

NOTE 16 – SIGNIFICANT COMMITMENTS

At December 31, 2018 the City had encumbrance commitments in the Governmental Funds as follows:

| <u>Fund</u> | <u>Encumbrances</u> |
|--------------------------|---------------------|
| General Fund | \$1,529 |
| Public Safety Fund | 8,379 |
| Capital Improvement Fund | 222,321 |
| Other Governmental Funds | 13,205 |
| Total Governmental Funds | <u>\$245,434</u> |

CITY OF EATON, OHIO

***Notes to the Basic Financial Statements
For the Year Ended December 31, 2018***

NOTE 16 – SIGNIFICANT COMMITMENTS (Continued)

The City had the following contractual commitment at December 31, 2018:

| <u>Project/Service</u> | <u>Remaining Contractual Commitment</u> |
|--------------------------------|---|
| Preble County Dispatch Service | <u>\$258,000</u> |
| | <u>\$258,000</u> |

NOTE 17 - CONTINGENCIES

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

The City was a defendant in a number of lawsuits pertaining to matters, which are incidental to performing routine governmental and other functions. Legal counsel cannot estimate exposure, if any, in these suits. All cases are being defended vigorously by the City. It is the opinion of management and the City's legal counsel that sufficient resources will be available for the payment of such claims, if any, upon ultimate settlement.

CITY OF EATON, OHIO

REQUIRED SUPPLEMENTAL INFORMATION

CITY OF EATON, OHIO

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

Ohio Public Employees Retirement System

| Year | 2014 | 2015 | 2016 | 2017 | 2018 |
|--|-------------|-------------|-------------|-------------|-------------|
| City's proportion of the net pension liability (asset) | 0.022775% | 0.022775% | 0.022399% | 0.021968% | 0.021855% |
| City's proportionate share of the net pension liability (asset) | \$2,684,876 | \$2,746,920 | \$3,879,764 | \$4,988,606 | \$3,428,599 |
| City's covered payroll | \$2,768,508 | \$2,791,683 | \$2,787,758 | \$2,839,842 | \$2,947,292 |
| City's proportionate share of the net pension liability (asset) as a percentage of its covered payroll | 96.98% | 98.40% | 139.17% | 175.66% | 116.33% |
| Plan fiduciary net position as a percentage of the total pension liability | 86.36% | 86.45% | 81.08% | 77.25% | 84.66% |

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

Ohio Police and Fire Pension Fund

| Year | 2014 | 2015 | 2016 | 2017 | 2018 |
|--|-------------|-------------|-------------|-------------|-------------|
| City's proportion of the net pension liability (asset) | 0.048701% | 0.048701% | 0.052831% | 0.051318% | 0.043238% |
| City's proportionate share of the net pension liability (asset) | \$2,371,882 | \$2,522,904 | \$3,398,660 | \$3,250,451 | \$2,653,712 |
| City's covered payroll | \$1,128,427 | \$1,020,069 | \$1,137,678 | \$1,172,912 | \$1,028,909 |
| City's proportionate share of the net pension liability (asset) as a percentage of its covered payroll | 210.19% | 247.33% | 298.74% | 277.13% | 257.92% |
| Plan fiduciary net position as a percentage of the total pension liability | 73.00% | 72.20% | 66.77% | 68.36% | 70.91% |

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

Notes: The City implemented GASB Statement 68 in 2015.

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

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

CITY OF EATON, OHIO

Schedule of City Pension Contributions Last Six Years

Ohio Public Employees Retirement System

| Year | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 |
|--|----------------|----------------|----------------|----------------|----------------|----------------|
| Contractually required contribution | \$359,906 | \$335,002 | \$334,531 | \$340,781 | \$383,148 | \$421,768 |
| Contributions in relation to the contractually required contribution | <u>359,906</u> | <u>335,002</u> | <u>334,531</u> | <u>340,781</u> | <u>383,148</u> | <u>421,768</u> |
| Contribution deficiency (excess) | <u>\$0</u> | <u>\$0</u> | <u>\$0</u> | <u>\$0</u> | <u>\$0</u> | <u>\$0</u> |
| City's covered payroll | \$2,768,508 | \$2,791,683 | \$2,787,758 | \$2,839,842 | \$2,947,292 | \$3,012,629 |
| Contributions as a percentage of covered payroll | 13.00% | 12.00% | 12.00% | 12.00% | 13.00% | 14.00% |

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

Ohio Police and Fire Pension Fund

| Year | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 |
|--|----------------|----------------|----------------|----------------|----------------|----------------|
| Contractually required contribution | \$188,443 | \$203,535 | \$226,472 | \$233,204 | \$204,303 | \$232,135 |
| Contributions in relation to the contractually required contribution | <u>188,443</u> | <u>203,535</u> | <u>226,472</u> | <u>233,204</u> | <u>204,303</u> | <u>232,135</u> |
| Contribution deficiency (excess) | <u>\$0</u> | <u>\$0</u> | <u>\$0</u> | <u>\$0</u> | <u>\$0</u> | <u>\$0</u> |
| City's covered payroll | \$1,128,427 | \$1,020,069 | \$1,137,678 | \$1,172,912 | \$1,028,909 | \$1,157,079 |
| Contributions as a percentage of covered payroll | 16.70% | 19.95% | 19.91% | 19.88% | 19.86% | 20.06% |

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

Notes: The City implemented GASB Statement 68 in 2015.
Information prior to 2013 is not available.

CITY OF EATON, OHIO

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

Last Two Years

Ohio Public Employees Retirement System

| Year | <u>2017</u> | <u>2018</u> |
|---|-------------|-------------|
| City's proportion of the net OPEB liability (asset) | 0.020939% | 0.020538% |
| City's proportionate share of the net OPEB liability (asset) | \$2,114,946 | \$2,230,265 |
| City's covered payroll | \$2,839,842 | \$2,947,292 |
| City's proportionate share of the net OPEB liability (asset) as a percentage of its covered payroll | 74.47% | 75.67% |
| Plan fiduciary net position as a percentage of the total OPEB liability | 54.50% | 54.14% |

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

Ohio Police and Fire Pension Fund

| Year | <u>2017</u> | <u>2018</u> |
|---|-------------|-------------|
| City's proportion of the net OPEB liability (asset) | 0.051318% | 0.043238% |
| City's proportionate share of the net OPEB liability (asset) | \$2,435,965 | \$2,449,805 |
| City's covered payroll | \$1,172,912 | \$1,028,909 |
| City's proportionate share of the net OPEB liability (asset) as a percentage of its covered payroll | 207.69% | 238.10% |
| Plan fiduciary net position as a percentage of the total OPEB liability | 15.96% | 14.13% |

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

Notes: The City implemented GASB Statement 75 in 2018.

Information prior to 2016 is not available.

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

CITY OF EATON, OHIO

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

Ohio Public Employees Retirement System

| Year | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 |
|--|---------------|---------------|---------------|---------------|---------------|-------------|
| Contractually required contribution | \$27,685 | \$55,834 | \$55,755 | \$56,797 | \$29,473 | \$0 |
| Contributions in relation to the contractually required contribution | <u>27,685</u> | <u>55,834</u> | <u>55,755</u> | <u>56,797</u> | <u>29,473</u> | <u>0</u> |
| Contribution deficiency (excess) | <u>\$0</u> | <u>\$0</u> | <u>\$0</u> | <u>\$0</u> | <u>\$0</u> | <u>\$0</u> |
| City's covered payroll | \$2,768,508 | \$2,791,683 | \$2,787,758 | \$2,839,842 | \$2,947,292 | \$3,012,629 |
| Contributions as a percentage of covered payroll | 1.00% | 2.00% | 2.00% | 2.00% | 1.00% | 0.00% |

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

Ohio Police and Fire Pension Fund

| Year | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 |
|--|---------------|--------------|--------------|--------------|--------------|--------------|
| Contractually required contribution | \$40,686 | \$5,100 | \$5,688 | \$5,865 | \$5,145 | \$5,785 |
| Contributions in relation to the contractually required contribution | <u>40,686</u> | <u>5,100</u> | <u>5,688</u> | <u>5,865</u> | <u>5,145</u> | <u>5,785</u> |
| Contribution deficiency (excess) | <u>\$0</u> | <u>\$0</u> | <u>\$0</u> | <u>\$0</u> | <u>\$0</u> | <u>\$0</u> |
| City's covered payroll | \$1,128,427 | \$1,020,069 | \$1,137,678 | \$1,172,912 | \$1,028,909 | \$1,157,079 |
| Contributions as a percentage of covered payroll | 3.61% | 0.50% | 0.50% | 0.50% | 0.50% | 0.50% |

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

Notes: The City implemented GASB Statement 75 in 2018.
Information prior to 2013 is not available.

CITY OF EATON, OHIO

Notes to the Required Supplemental Information For the Year Ended December 31, 2018

NET PENSION LIABILITY

OHIO PUBLIC EMPLOYEES RETIREMENT SYSTEM (OPERS)

Changes in benefit terms: There were no changes in benefit terms for the period 2014-2018.

Changes in assumptions:

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

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

- Reduction in actuarial assumed rate of return from 8.00% to 7.50%
- Decrease in wage inflation from 3.75% to 3.25%
- Change in future salary increases from a range of 4.25%-10.02% to 3.25%-10.75%

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

OHIO POLICE AND FIRE (OP&F) PENSION FUND

Changes in benefit terms: There were no changes in benefit terms for the period 2014-2018.

Changes in assumptions:

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

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

- Reduction in actuarial assumed rate of return from 8.25% to 8.00%
- Decrease salary increases from 3.75% to 3.25%
- Change in payroll growth from 3.75% to 3.25%
- Reduce DROP interest rate from 4.5% to 4.0%
- Reduce CPI-based COLA from 2.6% to 2.2%
- Inflation component reduced from 3.25% to 2.75%

CITY OF EATON, OHIO

***Notes to the Required Supplemental Information
For the Year Ended December 31, 2018***

NET OPEB LIABILITY

OHIO PUBLIC EMPLOYEES RETIREMENT SYSTEM (OPERS)

Changes in benefit terms: For 2018, there were no changes in benefit terms.

Changes in assumptions: For 2018, the single discount rate changed from 4.23% to 3.85%.

OHIO POLICE AND FIRE (OP&F) PENSION FUND

Changes in benefit terms: For 2018, there were no changes in benefit terms.

Changes in assumptions: For 2018, the single discount rate changed from 3.79% to 3.24%.

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

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

Members of the City Council:

We have audited, in accordance with auditing standards generally accepted in the United States and the Comptroller General of the United States' *Government Auditing Standards*, the financial statements of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of the City of Eaton, Preble County, Ohio, (the City) as of and for the year ended December 31, 2018, and the related notes to the financial statements, which collectively comprise the City's basic financial statements and have issued our report thereon dated May 20, 2019, wherein we noted the City adopted new accounting guidance in Governmental Accounting Standards Board (GASB) Statement No. 75, *Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions*.

Internal Control over Financial Reporting

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

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

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all internal control deficiencies that might be material weaknesses or significant deficiencies. Given these limitations, we did not identify any deficiencies in internal control that we consider material weaknesses. However, unidentified material weaknesses may exist.

Members of City Council
City of Eaton
Report on Internal Control over Financial Reporting and on
Compliance and Other Matters Required by *Government Auditing Standards*
Page 2

Compliance and Other Matters

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

Purpose of this Report

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

BHM CPA Group

BHM CPA Group Inc.
Piketon, Ohio
May 20, 2019

OHIO AUDITOR OF STATE KEITH FABER



CITY OF EATON

PREBLE COUNTY

CLERK'S CERTIFICATION

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

Susan Babbitt

CLERK OF THE BUREAU

**CERTIFIED
JULY 9, 2019**