



OHIO AUDITOR OF STATE  
**KEITH FABER**





**CITY OF SHELBY  
RICHLAND COUNTY**

**TABLE OF CONTENTS**

TITLE	PAGE
Independent Auditor's Report .....	1
Prepared by Management:	
Management's Discussion and Analysis.....	5
Basic Financial Statements:	
Government-Wide Financial Statements:	
Statement of Net Position .....	13
Statement of Activities.....	14
Fund Financial Statements:	
Balance Sheet – Governmental Funds .....	16
Reconciliation of Total Governmental Fund Balance to Net Position of Governmental Activities.....	17
Statement of Revenues, Expenditures and Changes in Fund Balance – Governmental Funds .....	18
Reconciliation of the Statement of Revenues, Expenditures, and Changes in Fund Balance of Governmental Funds to the Statement of Activities .....	19
Statement of Net Position – Proprietary Funds .....	21
Statement of Revenues, Expenses and Changes in Fund Net Position – Proprietary Funds.....	22
Statement of Cash Flows – Proprietary Funds .....	23
Statement of Fiduciary Net Position – Fiduciary Funds.....	24
Statement of Changes in Fiduciary Net Position – Fiduciary Funds .....	25
Notes to the Basic Financial Statements .....	26
Schedules of Required Supplementary Information:	
Schedule of the City's Proportionate Share of the Net Pension Liability - OPERS .....	76
Schedule of the City's Proportionate Share of the Net Pension Liability – OP&F .....	78
Schedule of City Contributions for Net Pension Liability - OPERS.....	80
Schedule of City Contributions for Net Pension Liability – OP&F.....	82
Schedule of the City's Proportionate Share of the Net OPEB Liability (Asset) - OPERS .....	84
Schedule of the City's Proportionate Share of the Net OPEB Liability – OP&F .....	86
Schedule of City Contributions to OPEB - OPERS.....	88
Schedule of City Contributions to OPEB – OP&F.....	90

**CITY OF SHELBY  
RICHLAND COUNTY**

**TABLE OF CONTENTS  
(Continued)**

<b>TITLE</b>	<b>PAGE</b>
Schedule of Revenues, Expenditures and Changes in Fund Balance Budget and Actual (Non-GAAP Budgetary Basis) – General Fund .....	92
Schedule of Revenues, Expenditures and Changes in Fund Balance Budget and Actual (Non-GAAP Budgetary Basis) – Street Fund .....	93
Notes to the Required Supplementary Information .....	94
Schedule of Expenditures of Federal Awards .....	99
Notes to the Schedule of Expenditures of Federal Awards .....	100
Independent Auditor’s Report on Internal Control Over Financial Reporting and on Compliance and Other Matters Required by <i>Government Auditing Standards</i> .....	101
Independent Auditor’s Report on Compliance with Requirements Applicable to Each Major Federal Program and on Internal Control Over Compliance Required by the Uniform Guidance.....	103
Schedule of Findings.....	107
Prepared by Management:	
Summary Schedule of Prior Audit Findings .....	109
Corrective Action Plan.....	111

# OHIO AUDITOR OF STATE KEITH FABER



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## INDEPENDENT AUDITOR'S REPORT

City of Shelby  
Richland County  
43 West Main Street  
Shelby, Ohio 44875

To the City Council:

### Report on the Audit of the Financial Statements

#### ***Opinions***

We have audited the financial statements of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of the City of Shelby, Richland County, Ohio (the City), as of and for the year ended December 31, 2022, and the related notes to the financial statements, which collectively comprise the City's basic financial statements as listed in the table of contents.

In our opinion, the accompanying 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 Shelby, Richland County, Ohio as of December 31, 2022, and the respective changes in financial position and, where applicable, cash flows thereof for the year then ended in accordance with the accounting principles generally accepted in the United States of America.

#### ***Basis for Opinions***

We conducted our audit in accordance with auditing standards generally accepted in the United States of America (GAAS) and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States. Our responsibilities under those standards are further described in the *Auditor's Responsibilities for the Audit of the Financial Statements* section of our report. We are required to be independent of the City, and to meet our other ethical responsibilities, in accordance with the relevant ethical requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinions.

#### ***Responsibilities of Management for the Financial Statements***

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

In preparing the financial statements, management is required to evaluate whether there are conditions or events, considered in the aggregate, that raise substantial doubt about the City's ability to continue as a going concern for twelve months beyond the financial statement date, including any currently known information that may raise substantial doubt shortly thereafter.

### ***Auditor's Responsibilities for the Audit of the Financial Statements***

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinions. Reasonable assurance is a high level of assurance but is not absolute assurance and therefore is not a guarantee that an audit conducted in accordance with GAAS and *Government Auditing Standards* will always detect a material misstatement when it exists. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control. Misstatements are considered material if there is a substantial likelihood that, individually or in the aggregate, they would influence the judgment made by a reasonable user based on the financial statements.

In performing an audit in accordance with GAAS and *Government Auditing Standards*, we

- exercise professional judgment and maintain professional skepticism throughout the audit.
- identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the amounts and disclosures in the financial statements.
- obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the City's internal control. Accordingly, no such opinion is expressed.
- evaluate the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluate the overall presentation of the financial statements.
- conclude whether, in our judgment, there are conditions or events, considered in the aggregate, that raise substantial doubt about the City's ability to continue as a going concern for a reasonable period of time.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit, significant audit findings, and certain internal control-related matters that we identified during the audit.

### ***Required Supplementary Information***

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

***Supplementary information***

Our audit was conducted for the purpose of forming opinions on the financial statements that collectively comprise the City's basic financial statements. The Schedule of Expenditures of Federal Awards as required by Title 2 U.S. Code of Federal Regulations (CFR) Part 200, Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards is presented for purposes of additional analysis and is not a required part of the basic financial statements.

Such information is the responsibility of management and was derived from and relates directly to the underlying accounting and other records used to prepare the basic financial statements. The information has been subjected to the auditing procedures applied in the audit of the basic financial statements and certain additional procedures, including comparing and reconciling such information directly to the underlying accounting and other records used to prepare the basic financial statements or to the basic financial statements themselves, and other additional procedures in accordance with auditing standards generally accepted in the United States of America. In our opinion, the Schedule of Expenditures of Federal Awards is fairly stated, in all material respects, in relation to the basic financial statements as a whole.

***Other Reporting Required by Government Auditing Standards***

In accordance with *Government Auditing Standards*, we have also issued our report dated August 24, 2023, 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. The purpose of that report is solely to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the City's internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the City's internal control over financial reporting and compliance.



Keith Faber  
Auditor of State  
Columbus, Ohio

August 24, 2023

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**City of Shelby, Ohio**  
**Management's Discussion and Analysis**  
**For The Year Ended December 31, 2022**  
**(Unaudited)**

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The City of Shelby's discussion and analysis of the annual financial report provides a review of the financial performance for the fiscal year ending December 31, 2022. 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 performance.

**Financial Highlights**

- The City's total net position increased \$3,863,155. Net position of governmental activities increased \$3,402,551, net position of business-type activities increased by \$460,604.
- The General Fund reported a fund balance of \$3,161,063.
- Business-type operations reflected an operating income of \$88,396.

**Overview of the Financial Statements**

This annual report consists of a series of financial statements. These statements are presented so that the reader can understand the City's financial situation as a whole and to give a detailed view of the City's fiscal condition.

The Statement of Net Position and Statement of Activities provide information about the activities of the City as a whole and present a longer-term view of the City's finances. Major fund financial statements provide the next level of detail. For governmental funds, these statements tell how services were financed in the short-term as well as the amount of funds available for future spending. The fund financial statements also look at the City's most significant funds with all other nonmajor funds presented in total in one column.

**Government-wide Financial Statements**

The analysis of the City as a whole begins with the Government-wide Financial Statements. These reports provide information that will help the reader to determine if the City of Shelby is financially better off or worse off as a result of the year's activities. These statements include all assets and deferred outflows and liabilities and deferred inflows using the accrual basis of accounting similar to the accounting used by private sector companies. All current year revenues and expenses are taken into account regardless of when cash is received or paid.

These two statements report the City's net position and changes to net position. This change informs the reader whether the City's financial position, as a whole, has improved or diminished. In evaluating the overall financial health, the reader of these financial statements needs to take into account non-financial factors that also impact the City's financial well being. Some of these factors include the City's tax base and the condition of capital assets.

**City of Shelby, Ohio**  
**Management's Discussion and Analysis**  
**For The Year Ended December 31, 2022**  
**(Unaudited)**

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In the Government-wide Financial Statements, the City is divided into two kinds of activities.

- **Governmental Activities** - Most of the City's programs and services are reported here including general government, public health and welfare, transportation and street repair, public safety, community development, and leisure time activity. These services are funded primarily by property and income taxes and intergovernmental revenues including federal and State grants and other shared revenues.
- **Business-Type Activities** - These services are provided on a charge for goods or services basis to recover all or a significant portion of the expenses of the goods or services provided.

**Fund Financial Statements**

A fund is a grouping of related accounts that is used to maintain control over resources that have been segregated for specific activities or objectives. The City, like other State and local governments, uses fund accounting to ensure and demonstrate compliance with finance-related legal requirements. All of the funds of the City can be divided into three categories: governmental funds, proprietary funds, and fiduciary funds.

Fund financial reports provide detailed information about the City's major funds. The City uses many funds to account for a multitude of financial transactions. However, these fund financial statements focus on the City's most significant funds. The City's major funds are the General, Street, Police and Court Construction, Sewer, Water and Electric funds.

**Governmental Funds** - Most of the City's services are reported in governmental funds, which focus on how money flows into and out of those funds and the balances left at year-end that are available for spending. 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 to determine whether there are more or less financial resources that can be spent in the near future on services provided to our residents. The relationship (or differences) between governmental activities (reported in the Statement of Net Position and the Statement of Activities) and governmental funds is reconciled in the financial statements.

**Proprietary Funds** - The City maintains two different types of proprietary funds. Enterprise funds are used to report the same functions presented as business-type activities in the government-wide financial statements. The City uses enterprise funds to account for its sewer, water and electric operations. Internal service funds are an accounting device used to accumulate and allocate costs internally among the City's various functions. The City uses an internal service fund to account for its self-insurance program. Because this service predominantly benefits governmental rather than business-type functions, it has been included within governmental activities in the government-wide financial statements.

**Fiduciary Funds** - Fiduciary funds are used to account for resources held for the benefit of parties outside the City. 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. The accounting used for fiduciary funds is much like that used for proprietary funds.

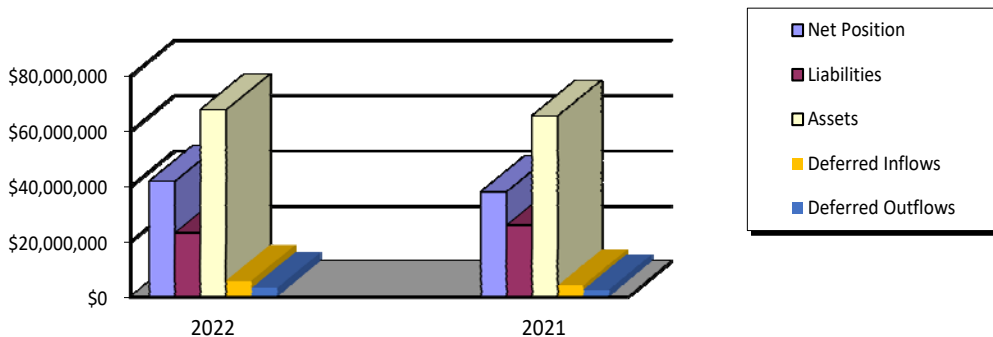
**City of Shelby, Ohio**  
**Management’s Discussion and Analysis**  
**For The Year Ended December 31, 2022**  
**(Unaudited)**

**The City as a Whole**

As stated previously, the Statement of Net Position looks at the City as a whole. Table 1 provides a summary of the City's net position for 2022 compared to 2021.

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

	Governmental Activities		Business-Type Activities		Total	
	2022	2021	2022	2021	2022	2021
<b>Assets:</b>						
Current and Other Assets	\$11,962,601	\$10,155,558	\$10,307,182	\$11,087,633	\$22,269,783	\$21,243,191
Capital Assets	21,667,831	20,857,780	22,855,231	22,940,310	44,523,062	43,798,090
Net OPEB Asset	262,046	140,771	399,747	231,722	661,793	372,493
<b>Total Assets</b>	<b>33,892,478</b>	<b>31,154,109</b>	<b>33,562,160</b>	<b>34,259,665</b>	<b>67,454,638</b>	<b>65,413,774</b>
<b>Deferred Outflows of Resources:</b>						
Deferred Charge on Refunding	236,020	252,878	0	0	236,020	252,878
OPEB	523,939	691,037	18,955	160,261	542,894	851,298
Pension	1,843,182	1,078,947	497,907	340,322	2,341,089	1,419,269
<b>Total Deferred Outflows of Resources</b>	<b>2,603,141</b>	<b>2,022,862</b>	<b>516,862</b>	<b>500,583</b>	<b>3,120,003</b>	<b>2,523,445</b>
<b>Liabilities:</b>						
Long-Term Liabilities	11,977,774	13,253,434	9,245,783	10,548,804	21,223,557	23,802,238
Other Liabilities	783,007	908,530	1,117,419	1,168,184	1,900,426	2,076,714
<b>Total Liabilities</b>	<b>12,760,781</b>	<b>14,161,964</b>	<b>10,363,202</b>	<b>11,716,988</b>	<b>23,123,983</b>	<b>25,878,952</b>
<b>Deferred Inflows of Resources:</b>						
Property Taxes	582,733	583,849	0	0	582,733	583,849
OPEB	594,318	757,658	413,019	708,583	1,007,337	1,466,241
Pension	2,660,510	1,178,774	1,322,477	814,957	3,982,987	1,993,731
<b>Total Deferred Inflows of Resources</b>	<b>3,837,561</b>	<b>2,520,281</b>	<b>1,735,496</b>	<b>1,523,540</b>	<b>5,573,057</b>	<b>4,043,821</b>
<b>Net Position:</b>						
Net Investment In Capital Assets	16,965,104	15,854,115	15,012,023	14,603,105	31,977,127	30,457,220
Restricted	6,456,753	5,189,117	399,747	0	6,856,500	5,189,117
Unrestricted	(3,524,580)	(4,548,506)	6,568,554	6,916,615	3,043,974	2,368,109
<b>Total Net Position</b>	<b>\$19,897,277</b>	<b>\$16,494,726</b>	<b>\$21,980,324</b>	<b>\$21,519,720</b>	<b>\$41,877,601</b>	<b>\$38,014,446</b>



Total net position of the City as a whole increased \$3,863,155. Net position of the City’s governmental activities increased \$3,402,551 while the net position of the City’s business-type activities increased \$460,604 from 2021. The City had an unrestricted net position balance of \$3,043,974 that may be used to meet the government’s ongoing obligations to citizens and creditors. Long-Term liabilities decreased mainly due to a decrease in net pension and OPEB liabilities.

**City of Shelby, Ohio**  
**Management's Discussion and Analysis**  
**For The Year Ended December 31, 2022**  
**(Unaudited)**

Table 2 shows the changes in net position for the year ended December 31, 2022 and revenue and expense comparisons to 2021.

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

	Governmental Activities		Business-Type Activities		Total	
	2022	2021	2022	2021	2022	2021
<b>Program Revenues:</b>						
Charges for Services	\$1,422,190	\$1,438,005	\$14,752,427	\$14,774,962	\$16,174,617	\$16,212,967
Operating Grants and Contributions	3,886,554	980,852	0	91,374	3,886,554	1,072,226
Capital Grants and Contributions	490	4,049	261,662	0	262,152	4,049
<b>Total Program Revenues</b>	<b>5,309,234</b>	<b>2,422,906</b>	<b>15,014,089</b>	<b>14,866,336</b>	<b>20,323,323</b>	<b>17,289,242</b>
<b>General Revenues:</b>						
Income Taxes	5,873,606	4,993,730	0	0	5,873,606	4,993,730
Property Taxes	693,197	781,708	0	0	693,197	781,708
Grants and Entitlements	437,888	528,426	0	0	437,888	528,426
Investment Earnings	13,359	13,187	2,406	943	15,765	14,130
Other Revenues	614,393	648,349	108,441	175,697	722,834	824,046
<b>Total General Revenues</b>	<b>7,632,443</b>	<b>6,965,400</b>	<b>110,847</b>	<b>176,640</b>	<b>7,743,290</b>	<b>7,142,040</b>
<b>Total Revenues</b>	<b>12,941,677</b>	<b>9,388,306</b>	<b>15,124,936</b>	<b>15,042,976</b>	<b>28,066,613</b>	<b>24,431,282</b>
<b>Program Expenses:</b>						
General Government	1,736,899	1,667,179	0	0	1,736,899	1,667,179
Public Safety	4,054,733	3,022,036	0	0	4,054,733	3,022,036
Leisure Time Activities	87,612	83,079	0	0	87,612	83,079
Community Development	459,989	340,966	0	0	459,989	340,966
Transportation and Street Repair	2,303,833	2,001,166	0	0	2,303,833	2,001,166
Public Health and Welfare	670,477	427,531	0	0	670,477	427,531
Other	67,254	152,777	0	0	67,254	152,777
Interest and Other Charges	108,329	110,977	0	0	108,329	110,977
Sewer	0	0	2,002,289	2,039,622	2,002,289	2,039,622
Water	0	0	2,664,005	1,907,271	2,664,005	1,907,271
Electric	0	0	10,048,038	10,618,753	10,048,038	10,618,753
<b>Total Program Expenses</b>	<b>9,489,126</b>	<b>7,805,711</b>	<b>14,714,332</b>	<b>14,565,646</b>	<b>24,203,458</b>	<b>22,371,357</b>
<b>Excess (Deficit) before Transfers</b>	<b>3,452,551</b>	<b>1,582,595</b>	<b>410,604</b>	<b>477,330</b>	<b>3,863,155</b>	<b>2,059,925</b>
<b>Transfers</b>	<b>(50,000)</b>	<b>0</b>	<b>50,000</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Change in Net Position</b>	<b>3,402,551</b>	<b>1,582,595</b>	<b>460,604</b>	<b>477,330</b>	<b>3,863,155</b>	<b>2,059,925</b>
<b>Net Position - Beginning of Year</b>	<b>16,494,726</b>	<b>14,912,131</b>	<b>21,519,720</b>	<b>21,042,390</b>	<b>38,014,446</b>	<b>35,954,521</b>
<b>Net Position - End of Year</b>	<b>\$19,897,277</b>	<b>\$16,494,726</b>	<b>\$21,980,324</b>	<b>\$21,519,720</b>	<b>\$41,877,601</b>	<b>\$38,014,446</b>

**Governmental Activities**

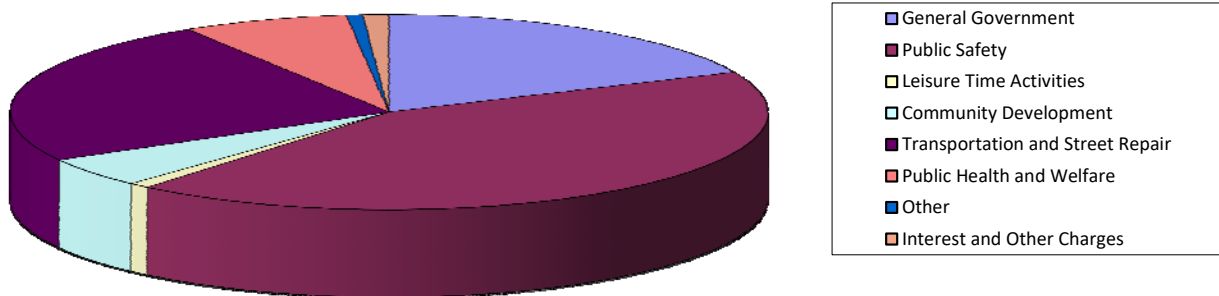
The City of Shelby's income taxes and property taxes are the largest source of general revenue. These revenues represent 86% of the City's governmental activities total general revenue.

The increase in operating grants and contributions program revenue from 2021 to 2022 was due to the City receiving more grant monies when compared to 2021.

**City of Shelby, Ohio**  
**Management’s Discussion and Analysis**  
**For The Year Ended December 31, 2022**  
**(Unaudited)**

Governmental Activities  
 Program Expenses for 2022

Program Expenses	Percentage
General Government	18.3%
Public Safety	42.7%
Leisure Time Activities	0.9%
Community Development	4.9%
Transportation and Street Repair	24.3%
Public Health and Welfare	7.1%
Other	0.7%
Interest and Other Charges	1.1%
<b>Total</b>	<b>100.0%</b>



General Government includes legislative and administration expenses, including City Council, the Mayor’s office, Civil Service, Finance, Building and Zoning programs, and various non-department charges.

**Business-Type Activities**

Business-type activities include Sewer, Water and Electric. These programs had operating revenues of \$14,860,868 and operating expenses of \$14,772,472 for fiscal year 2022. Business activities receive no support from tax revenues. The business activities (on the fund level) net position at the end of the year was \$21,958,958, which increased \$369,587 from 2021 which is primarily due to decreases in net pension liability.

**The City’s Funds**

The City has three major governmental funds: the General Fund, Street Fund, and the Police and Court Construction Fund. Assets of these major governmental funds comprise \$7,556,672 (65%), of the total \$11,546,686 governmental funds’ assets.

**General Fund:** Fund balance at December 31, 2022 was \$3,161,063.

**Street Fund:** Fund balance at December 31, 2022 was \$210,700.

**Police and Court Construction Fund:** Fund balance at December 31, 2022 was \$2,618,929.

**City of Shelby, Ohio**  
**Management’s Discussion and Analysis**  
**For The Year Ended December 31, 2022**  
**(Unaudited)**

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**General Fund Budgeting Highlights**

The City’s General Fund budget is formally adopted at the program or budget center level. Financial reports, which compare actual performance with the budget, are prepared monthly and presented to the Council so the Council is able to review the financial status and measure the effectiveness of the budgetary controls.

As the City completed the year, its General Fund balance reported an actual fund balance of \$1,928,354 on a Non-GAAP Budgetary Basis.

The most significant variation from the original budget amounts to the final budget amounts was the under-estimated amounts for public safety expenditures.

**Capital Assets and Debt Administration**

**Capital Assets**

At year end, the City had \$44,523,062 invested in land, construction in progress, buildings and improvements, equipment and infrastructure. Table 3 shows 2022 balances compared to 2021:

**Table 3**  
**Capital Assets**

	Governmental Activities		Business-Type Activities		Total	
	2022	2021	2022	2021	2022	2021
Land	\$406,004	\$406,004	\$256,299	\$256,299	\$662,303	\$662,303
Construction in Progress	1,048,495	5,493	589,108	32,756	1,637,603	38,249
Buildings and Improvements	12,565,694	12,565,694	24,810,600	24,810,600	37,376,294	37,376,294
Equipment	6,907,339	6,904,412	15,426,668	15,957,929	22,334,007	22,862,341
Infrastructure	23,602,629	22,876,330	20,379,254	19,819,866	43,981,883	42,696,196
Accumulated Depreciation	(22,862,330)	(21,900,153)	(38,606,698)	(37,937,140)	(61,469,028)	(59,837,293)
Total Net Capital Assets	<u>\$21,667,831</u>	<u>\$20,857,780</u>	<u>\$22,855,231</u>	<u>\$22,940,310</u>	<u>\$44,523,062</u>	<u>\$43,798,090</u>

See Note 8 to the basic financial statements for further details on the City’s capital assets.

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**City of Shelby, Ohio**  
**Management's Discussion and Analysis**  
**For The Year Ended December 31, 2022**  
**(Unaudited)**

**Debt**

The City had \$4,938,747 in notes payable, bonds and loans outstanding for Governmental Activities and \$7,843,208 in loans outstanding for Business-Type Activities.

**Table 4**  
**Outstanding Debt at Year End**

		<u>2022</u>	<u>2021</u>
Governmental Activities:			
Notes Payable:			
2019 Ambulance		\$118,747	\$146,543
Total Notes Payable		<u>118,747</u>	<u>146,543</u>
General Obligation Bonds:			
Refunded Municipal Justice Center Improvement	3.50%	<u>4,820,000</u>	<u>5,110,000</u>
Total General Obligation Bonds		<u>4,820,000</u>	<u>5,110,000</u>
Total Governmental Activities Debt		<u><u>4,938,747</u></u>	<u><u>5,256,543</u></u>
Business-Type Activities:			
OWDA and OPWC Loans from Direct Borrowings:			
2018 WWTP Improvements	1.00%	7,482,546	7,928,855
OPWC - CP425	0.00%	82,328	100,624
West Main Street Sanitary Improvements	2.41%	<u>278,334</u>	<u>307,726</u>
Total OWDA and OPWC Loans from Direct Borrowings		<u>7,843,208</u>	<u>8,337,205</u>
Total Business-Type Activities Debt		<u>7,843,208</u>	<u>8,337,205</u>
Total Debt		<u><u>\$12,781,955</u></u>	<u><u>\$13,593,748</u></u>

See Note 10 to the basic financial statements for further details on the City's long-term debt.

**Economic Outlook**

Since the 1800's the City has been known for its talented work force, which continues to be innovative, productive and stable. The City's industrial base continues to be strong and competitive, producing and shipping goods and materials around the world. While national trends reflect mergers and consolidations, the City has been aggressive and successful in adapting to these changing times by creating new opportunities.

The City has proved to be forward thinking with an eye to preserving the past in 2022. Working in public/private partnership with the CIC, Shelby Foundation, Richland Community Development Group, The Richland Area Chamber of Commerce, and the Village of Plymouth, they signed an MOU to bring a full time Economic Development Liaison to work on behalf of the City and northern Richland County. Additionally the Historic Preservation Commission sought and received grant funding to retain Prospectus Architecture to work with the City to create a comprehensive historic preservation plan that will serve the historic downtown district as it is redeveloped. Additionally, again in a public/private

**City of Shelby, Ohio**  
**Management's Discussion and Analysis**  
**For The Year Ended December 31, 2022**  
**(Unaudited)**

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partnership, Edge was retained to complete a Downtown corridor redevelopment plan that will likely be presented at the same time as the historic preservation plan will be completed. These strong moves will set the stage for new development on the Main St corridor. The City will continue to look for ways to partner with the private sector to move economic development forward.

The City continues to market properties and vacant buildings to site selectors through Jobs Ohio and follows up on all leads that fit the RFI. Technology Parkway remains a strong opportunity for business relocation or expansion opportunities. It now boasts its first tenant, a local manufacturer that has grown his business right here in Shelby and serves a statewide market. Workforce remains strong and North Central State College Center for Advanced Learning located in the Kehoe Center continues to be a great community partner in adapting programming to fit industry needs in addition to offering a 4 year engineering degree. This 163,000 square foot state of the art facility houses a nationally recognized Integrated Systems Technology laboratory and the regional Advanced Manufacturing Tool & Die Center, as well as an EnterpriseOhio Network's Skillsmax Center. Having this higher education entity within our city limits as well as Pioneer Joint Vocational School help insure we will have a strong and skilled workforce into the future.

Shelby is well positioned to continue to serve the taxpayers providing infrastructure and planning for future growth while preserving the history that makes Shelby unique.

**Contacting the City's Finance Department**

This financial report is designed to provide our citizens, taxpayers, investors and creditors with a general overview of the City's finances and to show the City's accountability for the money it receives. If you have questions about this report or need additional financial information, contact Brian Crum, Finance Director, 43 W. Main Street, Shelby, Ohio, 44875.

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City of Shelby, Ohio  
Statement of Net Position  
December 31, 2022

	Governmental Activities	Business-Type Activities	Total
<b>Assets:</b>			
Equity in Pooled Cash and Investments	\$8,560,325	\$7,297,889	\$15,858,214
Restricted Cash	4,994	0	4,994
Cash and Cash Equivalents with Fiscal Agent	437,281	0	437,281
<b>Receivables (Net):</b>			
Taxes	1,961,714	0	1,961,714
Accounts	72,458	1,820,225	1,892,683
Interest	12,765	1,088	13,853
Intergovernmental	648,908	0	648,908
Special Assessments	2,706	18,789	21,495
Internal Balances	28,634	(28,634)	0
Inventory	151,467	1,083,565	1,235,032
Prepaid Items	81,349	114,260	195,609
Net OPEB Asset	262,046	399,747	661,793
Nondepreciable Capital Assets	1,454,499	845,407	2,299,906
Depreciable Capital Assets, Net	20,213,332	22,009,824	42,223,156
<b>Total Assets</b>	<b>33,892,478</b>	<b>33,562,160</b>	<b>67,454,638</b>
<b>Deferred Outflows of Resources:</b>			
Deferred Charge on Refunding	236,020	0	236,020
Pension	1,843,182	497,907	2,341,089
OPEB	523,939	18,955	542,894
<b>Total Deferred Outflows of Resources</b>	<b>2,603,141</b>	<b>516,862</b>	<b>3,120,003</b>
<b>Liabilities:</b>			
Accounts Payable	77,452	740,653	818,105
Accrued Wages and Benefits	251,479	118,096	369,575
Contracts Payable	409,028	0	409,028
Retainage Payable	4,994	0	4,994
Accrued Interest Payable	8,770	7,182	15,952
Claims Payable	31,284	0	31,284
Deposits Held and Due to Others	0	222,655	222,655
Payable to Joint Venture	0	28,833	28,833
<b>Long-Term Liabilities:</b>			
Due Within One Year	430,644	588,393	1,019,037
Due In More Than One Year			
Net Pension Liability	5,588,059	1,091,697	6,679,756
Net OPEB Liability	854,847	0	854,847
Other Amounts	5,104,224	7,565,693	12,669,917
<b>Total Liabilities</b>	<b>12,760,781</b>	<b>10,363,202</b>	<b>23,123,983</b>
<b>Deferred Inflows of Resources:</b>			
Property Taxes	582,733	0	582,733
Pension	2,660,510	1,322,477	3,982,987
OPEB	594,318	413,019	1,007,337
<b>Total Deferred Inflows of Resources</b>	<b>3,837,561</b>	<b>1,735,496</b>	<b>5,573,057</b>
<b>Net Position:</b>			
Net Investment in Capital Assets	16,965,104	15,012,023	31,977,127
<b>Restricted for:</b>			
Debt Service	373,746	0	373,746
Capital Projects	4,111,716	0	4,111,716
Street Maintenance, Construction and Repair	444,599	0	444,599
Community Development Projects	338,879	0	338,879
Mini Park Trust Expendable	24,983	0	24,983
Human Services Programs	454,603	0	454,603
Net OPEB Asset	262,046	399,747	661,793
Other Purposes	446,181	0	446,181
Unrestricted	(3,524,580)	6,568,554	3,043,974
<b>Total Net Position</b>	<b>\$19,897,277</b>	<b>\$21,980,324</b>	<b>\$41,877,601</b>

See accompanying notes to the basic financial statements.

City of Shelby, Ohio  
Statement of Activities  
For the Fiscal Year Ended December 31, 2022

	Expenses	Program Revenues		
		Charges for Services and Sales	Operating Grants and Contributions	Capital Grants and Contributions
<b>Governmental Activities:</b>				
General Government	\$1,736,899	\$1,099,209	\$0	\$0
Public Safety	4,054,733	198,968	963,710	490
Leisure Time Activities	87,612	16,674	127,681	0
Community Development	459,989	66,393	587,087	0
Transportation and Street Repair	2,303,833	0	1,846,389	0
Public Health and Welfare	670,477	40,946	361,687	0
Other	67,254	0	0	0
Interest and Other Charges	108,329	0	0	0
<b>Total Governmental Activities</b>	<b>9,489,126</b>	<b>1,422,190</b>	<b>3,886,554</b>	<b>490</b>
<b>Business-Type Activities:</b>				
Sewer	2,002,289	2,110,696	0	0
Water	2,664,005	2,304,716	0	261,662
Electric	10,048,038	10,337,015	0	0
<b>Total Business-Type Activities</b>	<b>14,714,332</b>	<b>14,752,427</b>	<b>0</b>	<b>261,662</b>
<b>Totals</b>	<b>\$24,203,458</b>	<b>\$16,174,617</b>	<b>\$3,886,554</b>	<b>\$262,152</b>

General Revenues:  
Income Taxes  
Property Taxes Levied for:  
    General Purposes  
    Special Revenue Purposes  
Grants and Entitlements, Not Restricted  
Investment Earnings  
Other Taxes: Excise Taxes  
Other Revenues  
Transfers-Internal Activities  
  
Total General Revenues  
  
Change in Net Position  
  
Net Position - Beginning of Year  
  
Net Position - End of Year

See accompanying notes to the basic financial statements.

Net (Expense) Revenue and Changes in Net Position		
Governmental Activities	Business-Type Activities	Total
(\$637,690)	\$0	(\$637,690)
(2,891,565)	0	(2,891,565)
56,743	0	56,743
193,491	0	193,491
(457,444)	0	(457,444)
(267,844)	0	(267,844)
(67,254)	0	(67,254)
(108,329)	0	(108,329)
<u>(4,179,892)</u>	<u>0</u>	<u>(4,179,892)</u>
0	108,407	108,407
0	(97,627)	(97,627)
0	288,977	288,977
<u>0</u>	<u>299,757</u>	<u>299,757</u>
<u>(4,179,892)</u>	<u>299,757</u>	<u>(3,880,135)</u>
5,873,606	0	5,873,606
252,699	0	252,699
440,498	0	440,498
437,888	0	437,888
13,359	2,406	15,765
351,683	0	351,683
262,710	108,441	371,151
(50,000)	50,000	0
<u>7,582,443</u>	<u>160,847</u>	<u>7,743,290</u>
3,402,551	460,604	3,863,155
<u>16,494,726</u>	<u>21,519,720</u>	<u>38,014,446</u>
<u>\$19,897,277</u>	<u>\$21,980,324</u>	<u>\$41,877,601</u>

City of Shelby, Ohio  
Balance Sheet  
Governmental Funds  
December 31, 2022

	General	Street	Police and Court Construction	Other Governmental Funds	Total Governmental Funds
<b>Assets:</b>					
Equity in Pooled Cash and Investments	\$2,795,617	\$28,909	\$2,542,009	\$3,193,790	\$8,560,325
Restricted Cash	1,998	0	0	2,996	4,994
<b>Receivables (Net):</b>					
Taxes	1,026,936	0	241,898	692,880	1,961,714
Accounts	68,436	0	0	4,022	72,458
Interest	12,765	0	0	0	12,765
Intergovernmental	284,452	285,822	0	78,634	648,908
Special Assessments	0	2,706	0	0	2,706
Interfund	50,000	0	0	0	50,000
Inventory	40,887	105,855	0	4,725	151,467
Prepaid Items	57,214	11,168	0	12,967	81,349
<b>Total Assets</b>	<b>4,338,305</b>	<b>434,460</b>	<b>2,783,907</b>	<b>3,990,014</b>	<b>11,546,686</b>
<b>Liabilities:</b>					
Accounts Payable	59,810	10,792	0	6,850	77,452
Accrued Wages and Benefits	222,006	10,585	0	18,888	251,479
Compensated Absences	8,566	10,300	0	0	18,866
Contracts Payable	0	0	0	409,028	409,028
Retainage Payable	1,998	0	0	2,996	4,994
<b>Total Liabilities</b>	<b>292,380</b>	<b>31,677</b>	<b>0</b>	<b>437,762</b>	<b>761,819</b>
<b>Deferred Inflows of Resources:</b>					
Property Taxes	249,763	0	0	481,007	730,770
Income Taxes	525,044	0	164,978	134,870	824,892
Grants and Other Taxes	105,134	189,377	0	44,629	339,140
Unavailable Revenue	4,921	2,706	0	0	7,627
<b>Total Deferred Inflows of Resources</b>	<b>884,862</b>	<b>192,083</b>	<b>164,978</b>	<b>660,506</b>	<b>1,902,429</b>
<b>Fund Balances:</b>					
Nonspendable	100,957	117,023	0	37,692	255,672
Restricted	0	93,677	2,618,929	2,788,927	5,501,533
Assigned	2,985,106	0	0	65,127	3,050,233
Unassigned	75,000	0	0	0	75,000
<b>Total Fund Balances</b>	<b>3,161,063</b>	<b>210,700</b>	<b>2,618,929</b>	<b>2,891,746</b>	<b>8,882,438</b>
<b>Total Liabilities, Deferred Inflows and Fund Balances</b>	<b>\$4,338,305</b>	<b>\$434,460</b>	<b>\$2,783,907</b>	<b>\$3,990,014</b>	<b>\$11,546,686</b>

See accompanying notes to the basic financial statements.

City of Shelby, Ohio  
 Reconciliation of Total Governmental Fund Balance to Net Position of Governmental Activities  
 December 31, 2022

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Total Governmental Fund Balances		\$8,882,438
Amounts reported for governmental activities in the statement of net position are different because:		
Capital assets used in governmental activities are not current financial resources and, therefore, are not reported in the funds.		
Capital assets used in the operation of Governmental Funds		21,667,831
Other long-term assets are not available to pay for current-period expenditures and, therefore, are deferred in the funds.		
Income Taxes	824,892	
Delinquent Property Taxes	148,037	
Interest	4,921	
Intergovernmental	339,140	
Other Receivables	<u>2,706</u>	
		1,319,696
An internal service fund is used by management to charge back costs to individual funds. The assets and liabilities of the internal service fund are included in governmental activities in the statement of net position.		
Internal Service Net Position	405,997	
Allocation to Business-Type Activities	<u>(21,366)</u>	
		384,631
In the statement of net position interest payable is accrued when incurred; whereas, in the governmental funds interest is reported as a liability only when it will require the use of current financial resources.		
		(8,770)
Some liabilities reported in the statement of net position do not require the use of current financial resources and, therefore, are not reported as liabilities in governmental funds.		
Compensated Absences		(577,255)
Deferred outflow of resources associated with long-term liabilities are not reported in the funds.		
		236,020
Deferred outflows and inflows of resources related to pensions and OPEB are applicable to future periods and, therefore, are not reported in the funds.		
Deferred outflows of resources related to pensions	1,843,182	
Deferred inflows of resources related to pensions	(2,660,510)	
Deferred outflows of resources related to OPEB	523,939	
Deferred inflows of resources related to OPEB	<u>(594,318)</u>	
		(887,707)
Long-term liabilities are not due and payable in the current period and, therefore, are not reported in the funds.		
Net OPEB Asset	262,046	
Net Pension Liability	(5,588,059)	
Net OPEB Liability	(854,847)	
Bonds and Loans Payable	<u>(4,938,747)</u>	
		<u>(11,119,607)</u>
Net Position of Governmental Activities		<u>\$19,897,277</u>

See accompanying notes to the basic financial statements.

City of Shelby, Ohio  
Statement of Revenues, Expenditures and Changes in Fund Balance  
Governmental Funds  
For the Fiscal Year Ended December 31, 2022

	General	Street	Police and Court Construction	Other Governmental Funds	Total Governmental Funds
<b>Revenues:</b>					
Property and Other Taxes	\$604,050	\$0	\$0	\$439,857	\$1,043,907
Income Taxes	3,933,323	0	1,120,466	915,979	5,969,768
Charges for Services	939,495	0	0	210,315	1,149,810
Investment Earnings	8,285	0	0	154	8,439
Intergovernmental	426,496	1,729,410	0	2,163,392	4,319,298
Fines, Licenses & Permits	183,514	0	0	86,160	269,674
Other Revenues	155,183	6,683	0	100,843	262,709
<b>Total Revenues</b>	<b>6,250,346</b>	<b>1,736,093</b>	<b>1,120,466</b>	<b>3,916,700</b>	<b>13,023,605</b>
<b>Expenditures:</b>					
<b>Current:</b>					
General Government	1,641,472	0	0	5,175	1,646,647
Public Safety	2,397,581	0	66,863	1,816,319	4,280,763
Leisure Time Activities	0	0	0	78,173	78,173
Community Development	55,614	0	0	315,290	370,904
Transportation and Street Repair	46,780	695,382	0	982,780	1,724,942
Public Health and Welfare	0	0	0	667,122	667,122
Other	0	0	0	67,254	67,254
Capital Outlay	1,998	1,138,763	54,548	559,351	1,754,660
<b>Debt Service:</b>					
Principal	0	0	290,000	27,796	317,796
Interest and Other Charges	0	0	88,125	3,883	92,008
<b>Total Expenditures</b>	<b>4,143,445</b>	<b>1,834,145</b>	<b>499,536</b>	<b>4,523,143</b>	<b>11,000,269</b>
<b>Excess of Revenues Over (Under) Expenditures</b>	<b>2,106,901</b>	<b>(98,052)</b>	<b>620,930</b>	<b>(606,443)</b>	<b>2,023,336</b>
<b>Other Financing Sources (Uses):</b>					
Transfers In	0	0	0	1,071,000	1,071,000
Transfers (Out)	(1,121,000)	0	0	0	(1,121,000)
<b>Total Other Financing Sources (Uses)</b>	<b>(1,121,000)</b>	<b>0</b>	<b>0</b>	<b>1,071,000</b>	<b>(50,000)</b>
<b>Net Change in Fund Balance</b>	<b>985,901</b>	<b>(98,052)</b>	<b>620,930</b>	<b>464,557</b>	<b>1,973,336</b>
Fund Balance - Beginning of Year	2,168,727	227,362	1,997,999	2,427,211	6,821,299
Change in Reserve for Inventory	6,435	81,390	0	(22)	87,803
<b>Fund Balance - End of Year</b>	<b>\$3,161,063</b>	<b>\$210,700</b>	<b>\$2,618,929</b>	<b>\$2,891,746</b>	<b>\$8,882,438</b>

See accompanying notes to the basic financial statements.

City of Shelby, Ohio  
 Reconciliation of the Statement of Revenues, Expenditures, and Changes in Fund Balance of  
 Governmental Funds to the Statement of Activities  
 For the Fiscal Year Ended December 31, 2022

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Net Change in Fund Balance - Total Governmental Funds \$1,973,336

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

Governmental funds report capital asset additions 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 of the difference between capital asset additions and depreciation in the current period.

Capital assets used in governmental activities	1,795,961	
Depreciation Expense	<u>(982,096)</u>	813,865

Governmental funds only report the disposal of assets to the extent proceeds are received from the sale. In the statement of activities, a gain or loss is reported for each disposal. The amount of the proceeds must be removed and the gain or loss on the disposal of capital assets must be recognized. This is the amount of the difference between the proceeds and the gain or loss. (3,814)

Governmental funds report pension and OPEB contributions as expenditures. However in the Statement of Activities, the cost of pension and OPEB benefits earned net of employee contributions are reported as pension and OPEB expense.

Pension Contributions	604,116	
Pension Expense	(282,836)	
OPEB Contributions	10,271	
OPEB Expense	<u>104,065</u>	435,616

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

Income Taxes	(96,162)	
Delinquent Property Taxes	973	
Interest	4,921	
Intergovernmental	5,634	
Other	<u>2,706</u>	(81,928)

Repayment of bond and loans principal is an expenditure in the governmental funds, but the repayment reduces long-term liabilities in the statement of net position. 317,796

In the statement of activities interest expense is accrued when incurred; whereas, in governmental funds an interest expenditure is reported when due. 537

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

Compensated Absences	(58,870)	
Amortization of Deferred Charge on Refunding	(16,858)	
Change in Inventory	<u>87,803</u>	12,075

City of Shelby, Ohio  
Reconciliation of the Statement of Revenues, Expenditures, and Changes in Fund Balance of  
Governmental Funds to the Statement of Activities  
For the Fiscal Year Ended December 31, 2022

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The internal service fund used by management to charge back costs to individual funds is not reported in the entity-wide statement of activities. Governmental fund expenditures and the related internal service fund revenues are eliminated. The net revenue (expense) of the internal service fund is allocated among the governmental activities.

Change in Net Position - Internal Service Funds	26,085	
Change in portion of Internal Service Fund Net Position allocated to Business-Type Activities	<u>(91,017)</u>	<u>(64,932)</u>
Change in Net Position of Governmental Activities		<u><u>\$3,402,551</u></u>

See accompanying notes to the basic financial statements.



City of Shelby, Ohio  
Statement of Net Position  
Proprietary Funds  
December 31, 2022

	Business-Type Activities-Enterprise Funds				Governmental
	Sewer	Water	Electric	Total Business-Type Activities	Activities-Internal Service Fund
<b>Current Assets:</b>					
Equity in Pooled Cash and Investments	\$1,748,588	\$504,255	\$5,045,046	\$7,297,889	\$0
Cash and Cash Equivalents with Fiscal Agent	0	0	0	0	437,281
Receivables (Net):					
Accounts	248,179	276,563	1,295,483	1,820,225	0
Interest	0	0	1,088	1,088	0
Special Assessments	18,789	0	0	18,789	0
Inventory	113,213	385,939	584,413	1,083,565	0
Prepaid Items	29,915	24,078	60,267	114,260	0
<b>Total Current Assets</b>	<b>2,158,684</b>	<b>1,190,835</b>	<b>6,986,297</b>	<b>10,335,816</b>	<b>437,281</b>
<b>Noncurrent Assets:</b>					
Net OPEB Asset	110,879	142,381	146,487	399,747	0
Capital Assets:					
Nondepreciable Capital Assets	197,785	193,443	454,179	845,407	0
Depreciable Capital Assets, Net	11,481,256	6,601,356	3,927,212	22,009,824	0
<b>Total Noncurrent Assets</b>	<b>11,789,920</b>	<b>6,937,180</b>	<b>4,527,878</b>	<b>23,254,978</b>	<b>0</b>
<b>Total Assets</b>	<b>13,948,604</b>	<b>8,128,015</b>	<b>11,514,175</b>	<b>33,590,794</b>	<b>437,281</b>
<b>Deferred Outflows of Resources:</b>					
Pension	138,106	177,343	182,458	497,907	0
OPEB	5,258	6,751	6,946	18,955	0
<b>Total Deferred Outflows of Resources</b>	<b>143,364</b>	<b>184,094</b>	<b>189,404</b>	<b>516,862</b>	<b>0</b>
<b>Liabilities:</b>					
<b>Current Liabilities:</b>					
Accounts Payable	43,033	53,842	643,778	740,653	0
Accrued Wages and Benefits	32,956	43,900	41,240	118,096	0
Compensated Absences	21,312	34,934	35,151	91,397	0
Accrued Interest Payable	7,182	0	0	7,182	0
Claims Payable	0	0	0	0	31,284
Interfund Payable	0	50,000	0	50,000	0
Deposits Held and Due to Others	0	0	222,655	222,655	0
Payable to Joint Venture	0	0	28,833	28,833	0
Long-Term Liabilities Due Within One Year	478,700	18,296	0	496,996	0
<b>Total Current Liabilities</b>	<b>583,183</b>	<b>200,972</b>	<b>971,657</b>	<b>1,755,812</b>	<b>31,284</b>
<b>Long-Term Liabilities:</b>					
Compensated Absences	37,062	69,510	112,909	219,481	0
Bonds, Notes & Loans Payable	7,282,180	64,032	0	7,346,212	0
Net Pension Liability	302,807	388,837	400,053	1,091,697	0
<b>Total Noncurrent Liabilities</b>	<b>7,622,049</b>	<b>522,379</b>	<b>512,962</b>	<b>8,657,390</b>	<b>0</b>
<b>Total Liabilities</b>	<b>8,205,232</b>	<b>723,351</b>	<b>1,484,619</b>	<b>10,413,202</b>	<b>31,284</b>
<b>Deferred Inflows of Resources:</b>					
Pension	366,819	471,036	484,622	1,322,477	0
OPEB	114,560	147,108	151,351	413,019	0
<b>Total Deferred Inflows of Resources</b>	<b>481,379</b>	<b>618,144</b>	<b>635,973</b>	<b>1,735,496</b>	<b>0</b>
<b>Net Position:</b>					
Net Investment in Capital Assets	3,918,161	6,712,471	4,381,391	15,012,023	0
Restricted for:					
Net OPEB Asset	110,879	142,381	146,487	399,747	0
Unrestricted	1,376,317	115,762	5,055,109	6,547,188	405,997
<b>Total Net Position</b>	<b>\$5,405,357</b>	<b>\$6,970,614</b>	<b>\$9,582,987</b>	<b>21,958,958</b>	<b>\$405,997</b>
Adjustment to reflect the consolidation of Internal Service Fund activities related to Business-Type Activities				21,366	
<b>Net Position of Business-Type Activities</b>				<b>\$21,980,324</b>	

See accompanying notes to the basic financial statements

City of Shelby, Ohio  
Statement of Revenues, Expenses and Changes in Fund Net Position  
Proprietary Funds  
For the Fiscal Year Ended December 31, 2022

	Business-Type Activities-Enterprise Funds				Governmental
	Sewer	Water	Electric	Total Business-Type Activities	Activities-Internal Service Fund
Operating Revenues:					
Charges for Services	\$2,110,696	\$2,304,716	\$10,337,015	\$14,752,427	\$2,442,757
Other Revenues	43,826	19,586	45,029	108,441	564
Total Operating Revenues	<u>2,154,522</u>	<u>2,324,302</u>	<u>10,382,044</u>	<u>14,860,868</u>	<u>2,443,321</u>
Operating Expenses:					
Personal Services	660,457	845,991	801,914	2,308,362	0
Contractual Services	478,807	693,016	594,080	1,765,903	0
Materials and Supplies	195,893	598,932	8,206,137	9,000,962	0
Depreciation	591,852	364,138	288,734	1,244,724	0
Utilities	150,012	144,919	15,635	310,566	0
Claims	0	0	0	0	2,420,319
Other Expense	2,319	17,009	122,627	141,955	0
Total Operating Expenses	<u>2,079,340</u>	<u>2,664,005</u>	<u>10,029,127</u>	<u>14,772,472</u>	<u>2,420,319</u>
Operating Income (Loss)	<u>75,182</u>	<u>(339,703)</u>	<u>352,917</u>	<u>88,396</u>	<u>23,002</u>
Non-Operating Revenues (Expenses):					
Investment Earnings	0	0	2,406	2,406	3,083
Interest (Expense)	(13,966)	0	0	(13,966)	0
(Loss) in Investment in Joint Venture	0	0	(18,911)	(18,911)	0
Total Non-Operating Revenues (Expenses)	<u>(13,966)</u>	<u>0</u>	<u>(16,505)</u>	<u>(30,471)</u>	<u>3,083</u>
Income (Loss) Before Contributions	61,216	(339,703)	336,412	57,925	26,085
Capital Grants and Contributions	0	261,662	0	261,662	0
Transfers In	50,000	0	0	50,000	0
Change in Net Position	111,216	(78,041)	336,412	369,587	26,085
Net Position - Beginning of Year	<u>5,294,141</u>	<u>7,048,655</u>	<u>9,246,575</u>	<u>21,589,371</u>	<u>379,912</u>
Net Position - End of Year	<u>\$5,405,357</u>	<u>\$6,970,614</u>	<u>\$9,582,987</u>	<u>21,958,958</u>	<u>\$405,997</u>
Adjustment to reflect the consolidation of Internal Service Fund activities related to Business-Type Activities				<u>91,017</u>	
Change in Net Position - Total Business-Type Activities				<u>\$460,604</u>	

See accompanying notes to the basic financial statements.

City of Shelby, Ohio  
Statement of Cash Flows  
Proprietary Funds  
For the Fiscal Year Ended December 31, 2022

	Business-Type Activities -Enterprise Funds				Governmental
	Sewer	Water	Electric	Total Business-Type Activities	Activities- Internal Service Fund
<b>Cash Flows from Operating Activities:</b>					
Cash Received from Customers	\$2,153,788	\$2,321,295	\$10,386,914	\$14,861,997	\$2,443,321
Cash Payments to Employees	(877,917)	(1,085,998)	(1,112,354)	(3,076,269)	0
Cash Payments to Suppliers	(827,048)	(1,452,935)	(8,810,516)	(11,090,499)	0
Cash Payments for Claims	0	0	0	0	(2,596,418)
Other Cash Payments	(2,319)	(17,009)	(122,627)	(141,955)	0
<b>Net Cash Provided (Used) by Operating Activities</b>	<b>446,504</b>	<b>(234,647)</b>	<b>341,417</b>	<b>553,274</b>	<b>(153,097)</b>
<b>Cash Flows from Noncapital Financing Activities:</b>					
Non-Operating Grants Received	0	261,662	0	261,662	0
Payments from Other Funds	50,000	50,000	0	100,000	0
<b>Net Cash Provided (Used) by Noncapital Financing Activities</b>	<b>50,000</b>	<b>311,662</b>	<b>0</b>	<b>361,662</b>	<b>0</b>
<b>Cash Flows from Capital and Related Financing Activities:</b>					
Payments for Capital Acquisitions	(313,114)	(317,905)	(528,626)	(1,159,645)	0
Debt Principal Payments	(475,701)	(18,296)	0	(493,997)	0
Debt Interest Payments	(14,786)	0	0	(14,786)	0
<b>Net Cash Provided (Used) by Capital and Related Financing Activities</b>	<b>(803,601)</b>	<b>(336,201)</b>	<b>(528,626)</b>	<b>(1,668,428)</b>	<b>0</b>
<b>Cash Flows from Investing Activities:</b>					
Earnings on Investments	0	0	1,415	1,415	3,083
<b>Net Cash Provided (Used) by Cash Flows from Investing Activities</b>	<b>0</b>	<b>0</b>	<b>1,415</b>	<b>1,415</b>	<b>3,083</b>
<b>Net Increase (Decrease) in Cash and Cash Equivalents</b>	<b>(307,097)</b>	<b>(259,186)</b>	<b>(185,794)</b>	<b>(752,077)</b>	<b>(150,014)</b>
Cash and Cash Equivalents - Beginning of Year	2,055,685	763,441	5,230,840	8,049,966	587,295
Cash and Cash Equivalents - End of Year	1,748,588	504,255	5,045,046	7,297,889	437,281
<b>Reconciliation of Operating Income (Loss) to Net Cash Provided (Used) by Operating Activities</b>					
Operating Income (Loss)	75,182	(339,703)	352,917	88,396	23,002
<b>Adjustments:</b>					
Depreciation	591,852	364,138	288,734	1,244,724	0
<b>Changes in Assets &amp; Liabilities:</b>					
(Increase) Decrease in Receivables	(734)	(3,007)	6,645	2,904	0
(Increase) Decrease in Inventory	4,243	6,575	65,413	76,231	0
(Increase) Decrease in Prepaid Items	(2,009)	(2,871)	(3,873)	(8,753)	0
(Increase) Decrease in Deferred Outflows of Resources	(7,584)	(10,927)	2,232	(16,279)	0
(Increase) Decrease in Net OPEB Asset	(48,026)	(62,221)	(57,778)	(168,025)	0
Increase (Decrease) in Deposits Held and Due to Others	0	0	(1,775)	(1,775)	0
Increase (Decrease) in Payables	(4,570)	(19,772)	(56,204)	(80,546)	(176,099)
Increase (Decrease) in Accrued Liabilities	(20,622)	6,392	15,189	959	0
Increase (Decrease) in Deferred Inflows of Resources	68,130	91,104	52,722	211,956	0
Increase (Decrease) in Net Pension Liability	(209,358)	(264,355)	(322,805)	(796,518)	0
<b>Net Cash Provided (Used) by Operating Activities</b>	<b>\$446,504</b>	<b>(\$234,647)</b>	<b>\$341,417</b>	<b>\$553,274</b>	<b>(\$153,097)</b>

See accompanying notes to the basic financial statements.

City of Shelby, Ohio  
Statement of Fiduciary Net Position  
Fiduciary Funds  
December 31, 2022

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	Private Purpose Trust	Custodial Fund
Assets:		
Equity in Pooled Cash and Investments	<u>\$204,333</u>	<u>\$59,320</u>
Total Assets	<u>204,333</u>	<u>59,320</u>
Liabilities:		
Accounts Payable	<u>0</u>	<u>0</u>
Total Liabilities	<u>0</u>	<u>0</u>
Net Position:		
Held in Trust	204,333	0
Individuals, Organizations, and Other Governments	<u>0</u>	<u>59,320</u>
Total Net Position	<u><u>\$204,333</u></u>	<u><u>\$59,320</u></u>

See accompanying notes to the basic financial statements.

City of Shelby, Ohio  
Statement of Changes in Fiduciary Net Position  
Fiduciary Funds  
For the Fiscal Year Ended December 31, 2022

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	Private Purpose Trust	Custodial Fund
	<u>          </u>	<u>          </u>
Additions:		
Investment Earnings and Other Revenues	\$4,544	\$0
Municipal Court Receipts	0	354,460
	<u>          </u>	<u>          </u>
Total Additions	4,544	354,460
	<u>          </u>	<u>          </u>
Deductions:		
General Government	101	0
Municipal Court Disbursements	0	314,342
	<u>          </u>	<u>          </u>
Total Deductions	101	314,342
	<u>          </u>	<u>          </u>
Change in Net Position	4,443	40,118
Net Position - Beginning of Year	<u>199,890</u>	<u>19,202</u>
Net Position - End of Year	<u><u>\$204,333</u></u>	<u><u>\$59,320</u></u>

See accompanying notes to the basic financial statements.

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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**Note 1 - Description of the City**

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The City of Shelby (the “City”) is a home rule municipal corporation incorporated as a City in 1921 under the laws of the State of Ohio. The City operates under its own charter and is governed by a mayor-council form of government, which was adopted on August 9, 1921.

The Mayor, elected by the voters for a four-year term, is the head of the municipal government for ceremonial, administrative, and executive purposes. As chief conservator of the peace, the Mayor oversees the enforcement of all laws and ordinances. The Mayor also executes all contracts, conveyances and evidences of indebtedness of the City.

Legislative authority is vested in a five member Council with four members elected from wards and the vice-president of Council elected at large. Members of Council are elected to two year terms. Council enacts ordinances and resolutions relating to tax levies, appropriates and borrows money and authorizes bids for materials and services and other municipal purposes.

The Finance Director, elected by the voters for a four-year term is the chief accountant of the municipal government and is responsible for all accounting functions and responsibilities per the charter of the City. The Finance Director is custodian of all public funds collected by the City and invests and disburses those funds. All contracts and agreements or obligations receiving or disbursing City moneys are all certified by the Finance Director before being entered into.

The Law Director, a practicing attorney-at-law is elected by the voters for a four-year term and is the chief legal representative and adviser for the City. The Law Director prepares all contracts, bonds, and other legal instruments as well as endorses each with his approval. The Law Director also acts as the prosecuting attorney for the City’s municipal court system.

**Note 2 - Summary of Significant Accounting Policies**

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

**Reporting Entity**

For financial reporting purposes, the City’s basic financial statements include all funds, agencies, boards, commissions, and departments for which the City is financially accountable. Financial accountability, as defined by the GASB, exists if the City appoints a voting majority of an organization’s Governing Board and is either able to impose its will on that organization or there is a potential for the organization to provide specific financial benefits to, or impose specific burdens on, the City. The City may also be financially accountable for governmental organizations with a separately elected Governing Board, a Governing Board appointed by another government, or a jointly appointed Board that is fiscally dependent on the City. The City also took into consideration other organizations for which the nature and significance of their relationship with the City are such that exclusion would cause the City’s basic financial statements to be misleading or incomplete. Based upon the foregoing criteria, the City has no material component units, but is a member of two insurance purchasing pools, which are described in Note 11.

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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The primary government of the City consists of all funds, agencies, departments and offices that are not legally separate from the City. The primary government includes the City departments and agencies that provide the following services: police protection, fire fighting and prevention, street maintenance and repairs, building inspection, parks and recreation, sewer, water and electric.

The following organization is described due to its relationship with the City:

**Joint Venture**

The City of Shelby is a Non-Financing Participant and an Owner Participant with an ownership percentage of 1.89% and shares participation with thirty-five other subdivisions within the State of Ohio in the Ohio Municipal Electric Generation Agency (OMEGA JV2). Owner Participants own undivided interests, as tenants in common, in the OMEGA JV2 Project in the amount of their respective Project Shares. Purchaser Participants agree to purchase the output associated with their respective Project shares, ownership of which is held in trust for such Purchaser Participants.

Pursuant to the OMEGA JV2 Agreement, the participants jointly undertook as either Financing Participants or Non-Financing Participants and as either Owner Participants or Purchaser Participants, the acquisition, construction, and equipping of OMEGA JV2, including such portions of OMEGA JV2 as have been acquired, constructed or equipped by AMP and to pay or incur the costs of the same in accordance with the JV2 Agreement.

OMEGA JV2 was created to provide additional sources of reliable, reasonably priced electric power and energy when prices are high or during times of generation shortages or transmission constraints, and to improve the reliability and economic status of the participants' respective municipal electric utility system. The Project consists of 138.65MW of distributed generation of which 134.081MW is the participants' entitlement and 4.569MW are held in reserve. On dissolution of OMEGA JV2, the net assets will be shared by participants on a percentage of ownership basis. OMEGA JV2 is managed by AMP, which acts as the joint venture's agent. During 2001, AMP issued \$50,260,000 of 20 year fixed rate bonds on behalf of the Financing Participants of OMEGA JV2. The net proceeds of the bond issue of \$45,904,712 were contributed to OMEGA JV2. On January 3, 2011, AMP redeemed all of the \$31,110,000 OMEGA JV2 Project Distributive Generation Bonds then outstanding by borrowing on AMP's revolving credit facility. As such, the remaining outstanding bond principal of the OMEGA JV2 indebtedness was reduced to zero, with the remaining principal balance now residing on the AMP credit facility. As of December 31, 2022, the City's outstanding debt was \$0. The City's net investment and its share of operating results of OMEGA JV2 are reported in the City's electric fund (an enterprise fund). The City's net investment in OMEGA JV2 was a negative \$19,514 at December 31, 2022. Complete financial statements for OMEGA JV2 may be obtained from AMP or from the State Auditor's website at [www.ohioauditor.gov](http://www.ohioauditor.gov).

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**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

The thirty-six participating subdivisions and their respective ownership shares at December 31, 2022 are:

Municipality	Percent Ownership	Kw Entitlement	Municipality	Percent Ownership	Kw Entitlement
Hamilton	23.87%	32,000	Grafton	0.79%	1,056
Bowling Green	14.32%	19,198	Brewster	0.75%	1,000
Niles	11.49%	15,400	Monroeville	0.57%	764
Cuyahoga Falls	7.46%	10,000	Milan	0.55%	737
Wadsworth	5.81%	7,784	Oak Harbor	0.55%	737
Painesville	5.22%	7,000	Elmore	0.27%	364
Dover	5.22%	7,000	Jackson Center	0.22%	300
Galion	4.29%	5,753	Napoleon	0.20%	264
Amherst	3.73%	5,000	Lodi	0.16%	218
St. Mary's	2.98%	4,000	Genoa	0.15%	199
Montpelier	2.98%	4,000	Pemberville	0.15%	197
Shelby	1.89%	2,536	Lucas	0.12%	161
Versailles	1.24%	1,660	South Vienna	0.09%	123
Edgerton	1.09%	1,460	Bradner	0.09%	119
Yellow Springs	1.05%	1,408	Woodville	0.06%	81
Oberlin	0.91%	1,217	Haskins	0.05%	73
Pioneer	0.86%	1,158	Arcanum	0.03%	44
Seville	0.79%	1,066	Custar	0.00%	4
	<u>95.20%</u>	<u>127,640</u>		<u>4.80%</u>	<u>6,441</u>
			Grand Total	<u>100.00%</u>	<u>134,081</u>

**Basis of Presentation - Fund Accounting**

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

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

The statement of net position presents the financial condition of the governmental and business-type activities of the City at year end. The statement of activities presents a comparison between direct expenses and program revenues for each program or function of the City's governmental activities and for the business-type activities of the City. Direct expenses are those that are specifically associated with a service, program or department and therefore are clearly identifiable to a particular function.



**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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Program revenues include charges paid by the recipient of the goods or services offered by the program, grants and contributions that are restricted to meeting the operational or capital requirements of a particular program and interest earned on grants that is required to be used to support a particular program. Revenues which are not classified as program revenues are presented as general revenues of the City, with certain 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** - During the year, the City segregates transactions related to certain City functions or activities in separate funds in order to aid financial management and to demonstrate legal compliance. Fund financial statements are designed to present financial information of the City at this more detailed level. The focus of governmental and proprietary fund financial statements is on major funds. Each major fund is presented in a separate column. Nonmajor funds are aggregated and presented in a single column. The internal service fund is presented in a single column on the face of the proprietary fund financial statements. Fiduciary funds are reported by fund type.

**Fund Accounting**

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

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

General Fund - The general fund accounts for all financial resources except those required to be accounted for in another fund.

Street Fund - This special revenue fund is used to account for gasoline tax, motor vehicle license fees and various other miscellaneous charges remitted to the City restricted for routine maintenance of City streets.

Police and Court Construction Fund - This capital projects fund accounts for the construction of police and court facilities located within the City.

Other governmental funds of the City are used to account for (a) the accumulation of resources for, and payment of, general long-term debt principal, interest and related costs; (b) financial resources to be used for the acquisition, construction, or improvement of capital facilities other than those financed by proprietary funds; and (c) grants and other resources whose use is restricted to a particular purpose.

**Proprietary Funds** - Proprietary fund reporting focuses on changes in net position, financial position and cash flows. Proprietary funds are classified as either enterprise or internal service.

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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

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

Water Fund -This fund accounts for the provision of water treatment and distribution to its residential and commercial users located within the City.

Electric Fund - This fund accounts for the operations providing electric services to the residents and commercial users located within the City.

Internal Service Fund - Internal service funds account for the financing of services provided by one department or agency to other departments or agencies of the City on a cost-reimbursement basis. The City's internal service fund reports on a self-insurance program for employee medical benefits.

Additionally, the City reports the following fund types:

Private Purpose Trust Fund - This fund is used to account for assets held under a trust agreement for individuals, private organizations, or other governments and are therefore not available to support the City's own programs. The City currently has one private purpose trust fund. The private purpose trust fund is used for the maintenance and upkeep of the Sutter Mausoleum and to provide an assembly hall for meetings at the Sutter Roush Room.

Custodial Fund – This fund is used to account for the collection and disbursement of monies by the City on behalf of other individuals, organizations or other governmental entities. The following is the City's custodial fiduciary fund, the Municipal Court Fund. The Municipal Court Fund accounts for activity relating to the City's Municipal Court.

**Measurement Focus and Basis of Accounting**

**Government-wide Financial Statements** - The government-wide financial statements are prepared using the economic resources measurement focus. All assets and deferred outflows and all liabilities and deferred inflows associated with the operation of the City are included on the statement of net position.

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

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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Like the government-wide statements, all proprietary funds are accounted for on a flow of economic resources measurement focus. All assets and deferred outflows and all liabilities and deferred inflows 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 total net position. The statement of cash flows provides information about how the City finances and meets the cash flow needs of its proprietary activities.

**Basis of Accounting**

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

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

Nonexchange transactions, in which the City receives value without directly giving equal value in return, include income taxes, property taxes, grants, entitlements and donations. On an accrual basis, revenue from income taxes is recognized in the period in which the income is earned (See Note 6). Revenue from property taxes is recognized in the year for which the taxes are levied (See Note 5). Revenue from grants, entitlements and donations is recognized in the year in which all eligibility requirements have been satisfied. Eligibility requirements include timing requirements, which specify the year when the resources are required to be used or the year when use is first permitted, matching requirements, in which the City must provide local resources to be used for a specified purpose, and expenditure requirements, in which the resources are provided to the City on a reimbursement basis. On a modified accrual basis, revenue from nonexchange transactions must also be available before it can be recognized.

Under the modified accrual basis, the following revenue sources are considered to be both measurable and available at year end: property taxes available for advance, income tax, State-levied locally shared taxes (including gasoline tax, local government funds and permissive tax), interest, grants, and special assessments.

**Deferred Outflows/Inflows of Resources** - In addition to assets, the statements of financial position will sometimes report a separate section for deferred outflows of resources. Deferred outflows of resources, represents a consumption of net assets that applies to a future periods and will not be recognized as an outflow of resources (expense/expenditure) until then. The City has deferred outflows of resources including a deferred charge on refunding, pension and OPEB on the government-wide statement of net position. The deferred outflows of resources related to pension and OPEB are explained in Notes 12 and 13.

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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In addition to liabilities, the statements of financial position report a separate section for deferred inflows of resources. Deferred inflows of resources represent an acquisition of net assets that applies to a future periods and will not be recognized as an inflow of resources (revenue) until that time. For the City, deferred inflows of resources include income and property taxes, grants and other taxes, unavailable revenue (special assessments and interest), OPEB and pension. Property taxes represent amounts for which there is an enforceable legal claim as of December 31, 2022, but which were levied to finance year 2023 operations. These amounts have been recorded as deferred inflows on both the government-wide statement of net position and the governmental fund financial statements. Grants and other taxes, and unavailable revenue have been recorded as deferred inflows on the governmental fund financial statements. These amounts are deferred and recognized as inflows of resources in the period the amounts become available. Deferred inflows of resources related to pension and OPEB are reported on the government-wide state of net position. (See Notes 12 and 13)

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

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

**Budgetary Data**

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 appropriations resolution, all of which are prepared on the budgetary basis of accounting. The certificate of estimated resources and the appropriations ordinance are subject to amendment throughout the year with the legal restriction that appropriations cannot exceed estimated resources, as certified. The legal level of budgetary control is at the department level, and then personnel and other within each fund. Budgetary modifications may only be made by resolution of the City Council at the legal level of budgetary control.

**Tax Budget** - During the first Council meeting in July, the Finance Director presents the following year's annual operating budget to City Council 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.

**Estimated Resources** - The County Budget Commission determines if the budget substantiates a need to levy all or part of previously authorized taxes and reviews estimated revenue. The Commission certifies its actions to the City by September 1. As part of this certification, the City receives the official certificate of estimated resources, which states the projected revenue of each fund. On or before December 31, the City must revise its budget so that the total contemplated expenditures from any fund during the ensuing year will 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 unencumbered cash balances at December 31 of the preceding year. The certificate of estimated resources may be further amended during the year if the Finance Director determines, and the Budget Commission agrees, that estimates need to be either increased or decreased. The amounts reported on the budgetary schedule reflect the amounts in the original and final amended official certificate of estimated resources issued during 2022.

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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**Appropriations** - A temporary appropriation ordinance to control expenditures may be passed on or about January 1 of each year for the period January 1 to March 31. An annual appropriation ordinance must be passed by April 1 of each year for the period January 1 to December 31. The appropriation ordinance fixes spending authority at the item level. The appropriation ordinance may be amended during the year as new information becomes available, provided that total fund appropriations do not exceed current estimated resources, as certified. The appropriations at the legal level of budgetary control may only be modified during the year by an ordinance of Council. The amounts on the budgetary statement reflect the original and final appropriation amounts, including all amendments and modifications legally enacted by Council.

**Lapsing of Appropriations** - At the close of each year, the unencumbered balance of each appropriation reverts to the respective fund from which it was appropriated and becomes subject to future appropriations. Encumbrances are included in the following year appropriations.

**Equity in Pooled Cash and Investments**

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

Following Ohio statutes, the Council has, by resolution, specified the funds to receive an allocation of interest earnings. During 2022, interest revenue credited to the general fund amounted to \$8,285, and \$154 to other governmental funds.

The City has segregated bank accounts for monies held separate from the City's central bank account. The City maintains segregated depository accounts for municipal court deposits.

The City is part of the Ohio Municipal League (OML) Joint Self-Insurance Pool. The money held by the fiscal agent is presented as "cash and cash equivalents with fiscal agent" on the basic financial statements since it is held in a pool made up of numerous participants. The City's relationship with OML is described in Note 11.

For purposes of the statement of cash flows and for presentation on the statement of net position/balance sheet, investments with an original maturity of three months or less and investments of the cash management pool are considered to be cash equivalents.

**Inventories of Materials and Supplies**

On government-wide and fund financial statements, purchased inventories are presented at the lower of cost or market. Inventories are recorded on a first-in, first-out basis and are expensed when used. Inventories are accounted for using the consumption method.

On the governmental fund financial statements, reported material and supplies inventory is equally offset by a nonspendable fund balance, which indicates that it does not constitute available spendable resources even though it is a component of net current assets. Inventory consists of expendable supplies held for consumption.

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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**Capital Assets**

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

All capital assets are capitalized at cost (or estimated historical cost) and updated for additions and retirements during the year. Donated capital assets should be reported at acquisition value rather than fair value. The City maintains a capitalization threshold of \$5,000. The City's infrastructure consists of bridges, culverts, curbs, sidewalks, storm sewers, streets, irrigation systems, electric distribution systems, and water and sewer lines. Improvements are capitalized; the costs of normal maintenance and repairs that do not add to the value of the asset or materially extend an asset's life are not.

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

<u>Description</u>	<u>Governmental Activities Estimated Lives</u>	<u>Business-Type Activities Estimated Lives</u>
Buildings and Improvements	3 - 50 years	3 - 50 years
Equipment	2 - 30 years	2 - 30 years
Infrastructure	5 - 65 years	5 - 65 years

**Compensated Absences**

Compensated absences of the City consist of vacation leave and sick leave to the extent that payments to the employee for these absences are attributable to services already rendered and are not contingent on a specific event that is outside the control of the City and the employee.

In conformity with GASB Statement No. 16, "Accounting for Compensated Absences", vacation benefits are accrued as a liability as the benefits are earned if the employees' rights to receive compensation are attributable to services already rendered and it is probable that the City will compensate the employees for the benefits through paid time off or some other means. Sick leave benefits are accrued as a liability using the vesting method. The liability is based on the sick leave accumulated at December 31 by those employees who are currently eligible to receive termination (severance) payments and by those employees for whom it is probable they will become eligible to receive termination (severance) benefits in the future.

The total liability for vacation and sick leave payments has been calculated using pay rates in effect at the balance sheet date, and reduced to the maximum payment allowed by labor contract and/or statute, plus applicable additional salary related payments. City employees are granted vacation and sick leave in varying amounts. In the event of termination, an employee is reimbursed for accumulated vacation and sick leave at various rates.

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

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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For governmental funds, the current portion of unpaid compensated absences is the amount that is normally expected to be paid using expendable available financial resources. These amounts are recorded in the account "compensated absences payable" in the fund from which the employees who have accumulated leave are paid. The noncurrent portion of the liability is not reported in the governmental funds; however, they are reported in the government-wide financial statements. In proprietary funds, the entire amount of compensated absences is reported as a fund liability.

**Prepayments**

Payments made to vendors for services that will benefit beyond December 31, 2022, are recorded as prepaid items using the consumption method by recording a current asset for the prepaid amount and reflecting the expenditures/expense in the year in which it was consumed.

**Pension/Other Postemployment Benefits (OPEB)**

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

**Accrued Liabilities and Long-Term Obligations**

All payables, accrued liabilities and long-term obligations are reported in the government-wide financial statements, and all payables, accrued liabilities and long-term obligations payable from proprietary funds are reported on the proprietary fund financial statements.

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

**Interfund Activity**

Interfund balances are eliminated on the statement of net position, except for any net residual amounts due between governmental and business-type activities. These amounts are presented as "internal balances".

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

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

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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**Restricted Assets**

Assets are reported as restricted assets when limitations on their use change the normal understanding of the availability of the asset. Such constraints are either imposed by creditors, contributors, grantors, laws of other governments or imposed by enabling legislation. As of December 31, 2022, the City had \$4,994 in restricted cash.

**Fund Balance**

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

Nonspendable – resources that are not in spendable form (prepaids and inventory) or have legal or contractual requirements to maintain the balance intact.

Restricted – resources that have external purpose restraints imposed on them by providers, such as creditors, grantors, or other regulators.

Committed – resources that are constrained for specific purposes that are internally imposed by the government at its highest level of decision making authority, the City Council.

Assigned – resources that are intended to be used for specific purposes as approved through the City's formal purchasing procedure by the Finance Director.

Unassigned – residual fund balance within the General Fund that is not restricted, committed, or assigned.

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

**Estimates**

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

**Contributed Capital**

Contributions of capital arise from outside contributions of capital assets, tap-in fees to the extent they exceed the cost of the connection to the system, or from grants or outside contributions of resources restricted to capital acquisition and construction. Capital contributions are reported as revenue in the proprietary fund financial statements. Capital contributions are reported as a program revenue in the statement of activities.



**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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**Net Position**

Net position represents the difference between assets, and deferred outflows of resources and liabilities, and deferred inflows of resources. Net investment in capital assets consists of capital assets, net of accumulated depreciation, reduced by the outstanding balances of any borrowing used for the acquisition, construction or improvement of those assets. Net position is reported as restricted when there are limitations imposed on its use either through the enabling legislation or through external restrictions imposed by creditors, grantors or laws or regulations of other governments. Net position restricted for other purposes consist primarily of net position restricted for income tax operations, City administrative operations and trust fund resources. Of the City's \$6,856,500 in restricted net position, none was restricted by enabling legislation.

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

**Bond Premium and Discount**

Bond premiums are deferred and accrued over the term of the bonds. Bond premiums are presented as an addition to the face amount of the bonds.

On governmental fund financial statements, issuance costs and bond premiums are recognized in the current period.

**Operating Revenues and Expenses**

Operating revenues are those revenues that are generated directly from the primary activity of the proprietary funds. For the City, these revenues are charges for services for water, sewer and electric enterprise funds and charges for services to other departments for the self-insurance internal service fund. Operating expenses are necessary costs incurred to provide the good or service that is the primary activity of the fund.

**Note 3 - Equity in Pooled Cash and Investments**

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

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

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

Interim deposits are deposits of interim monies. Interim monies are those monies which are not needed for immediate use, but which will be needed before the end of the current period of designation of depositories.

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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Interim deposits must be evidenced by time certificates of deposit maturing not more than one year from the date of deposit or by savings or deposit accounts including passbook accounts.

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

1. United States Treasury Notes, Bills, Bonds, or any other obligation or security issued by the United States Treasury or any other obligation guaranteed as to principal and interest by the United States;
2. Bonds, notes, debentures, or any other obligations or securities issued by any federal government agency or instrumentality, including, but not limited to, the Federal National Mortgage Association, Federal Home Loan Bank, Federal Farm Credit Bank, Federal Home Loan Mortgage Corporation, Government National Mortgage Association, and Student Loan Marketing Association. All federal agency securities shall be direct issuances of federal government agencies or instrumentalities;
3. Written repurchase agreements in the securities listed above provided that the market value of the securities subject to the repurchase agreement must exceed the principal value of the agreement by at least two percent and be marked to market daily, and that the term of the agreement must not exceed thirty days;
4. Bonds and other obligations of the State of Ohio;
5. No-load money market mutual funds consisting exclusively of obligations described in items (1) or (2) above and repurchase agreements secured by such obligations, provided that investments in securities described in this division are made only through eligible institutions;
6. The State Treasurer's investment pool State Treasury Asset Reserve of Ohio (STAR Ohio);
7. Certain banker's acceptance and commercial paper notes for a period not to exceed one hundred eighty days from the purchase date in an amount not to exceed twenty-five percent of the interim monies available for investment at any one time; and,
8. Under limited circumstances, corporate debt interests rated in either of the two highest classifications by at least two nationally recognized rating agencies.

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

Investments in stripped principal or interest obligations, reverse repurchase agreements and derivatives are prohibited. The issuance of taxable notes for the purpose of arbitrage, the use of leverage and short selling are also prohibited. An investment must mature within five years from the date of purchase unless matched to a specific obligation or debt of the City, and must be purchased with the expectation that it will be held to maturity. Investments may only be made through specified dealers and institutions. Payment for investments may be made only upon delivery of the securities representing the investments to the Finance Director or, if the securities are not represented by a certificate, upon receipt of confirmation of transfer from the custodian.

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

**Cash with Fiscal Agent**

The City is self-insured through a fiscal agent. The money held by the fiscal agent cannot be identified as an investment or deposit since it is held in a pool made up of numerous participants. The amount held by the fiscal agent at December 31, 2022 was \$437,281. This amount is not included in the City’s depository balance below.

**Deposits**

Custodial credit risk for deposits is the risk that in the event of bank failure, the City will not be able to recover deposits or collateral securities that are in the possession of an outside party. As of December 31, 2022, \$13,104,200 of the City’s bank balance of \$14,386,039 was exposed to custodial credit risk because it was uninsured and collateralized.

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

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% 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% of the deposits being secured or a rate set by the Treasurer of State.

**Investments**

The following is a summary of the fair value hierarchy of the fair value of investments of the City as of December 31, 2022:

Investment Type	Fair Value Measurements Using			Weighted Average Maturity (Years)
	Fair Value	Quoted Prices in		
		Active Markets for Identical Assets Level 1	Significant Other Observable Inputs Level 2	
Negotiable Certificate of Deposits	\$1,082,110		\$1,082,110	1.01
U.S. Treasury Bills	839,515	\$839,515		0.02
Money Market Fund	78,021		78,021	0.00
	<u>\$1,999,646</u>	<u>\$839,515</u>	<u>\$1,160,131</u>	
Portfolio Weighted Average Maturity				0.66

The City categorizes its fair value measurements with 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. Inputs to the valuation techniques used in fair the measurement for Level 2 include quoted prices for similar assets or liabilities in active markets, quoted prices for identical or similar assets or liabilities in inactive markets, inputs other than quoted prices that are observable for the asset or liability, or inputs that are derived principally from or corroborated by observable market data by correlation or other means. Level 3 inputs are significant unobservable inputs. The above table identifies the City’s recurring fair value measurements as of December 31, 2022, in which, the U.S. Agencies are valued using a matrix pricing model (Level 2 inputs).

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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Interest Rate Risk - In accordance with the investment policy, the City manages its exposure to declines in fair values by limiting the weighted average maturity of its investment portfolio to five years, unless matched to a specified obligation or debt of the City.

Credit Risk – It is the City’s policy to limit its investments that are obligations of the U.S. Government or obligations explicitly guaranteed by the U.S. Government to investments which have the highest credit quality rating issued by nationally recognized statistical rating organizations. The City’s investments in Municipal Bonds were rated between Aaa, and Aa3, by Moody’s Investors service and between AAA, and A+ by Standard and Poor’s and Fitch ratings. U.S. Treasury Bills and Negotiable Certificates of Deposits were not rated.

Concentration of Credit Risk – The City’s investment policy allows investments in Federal Government Securities or Instrumentalities. The City has invested 54.12% in Negotiable Certificates of Deposit, 41.98% in U.S. Treasury Bills, and 3.90% in Money Market Funds.

Custodial Credit Risk is the risk that in the event of the failure of the counterparty, the City will not be able to recover the value of its investments or collateral securities that are in the possession of an outside party. All of the City’s securities are either insured and registered in the name of the City, or at least registered in the name of the City.

**Note 4 - Interfund Transactions**

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Interfund balances at December 31, 2022, consisted of the following amounts and result 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 system, and (3) payments between funds are made. All are expected to be paid within one year.

	Interfund	
	Receivable	Payable
General Fund	\$50,000	\$0
Water Fund	0	50,000
Total All Funds	<u>\$50,000</u>	<u>\$50,000</u>

Interfund transfers for the year ended December 31, 2022, consisted of the following, as reported on the fund statements:

	Transfers	
	In	Out
General Fund	\$0	\$1,121,000
Other Governmental Funds	1,071,000	0
Sanitary Sewer	50,000	0
Total All Funds	<u>\$1,121,000</u>	<u>\$1,121,000</u>

Interfund balance/Transfers are used to (1) move revenues from the fund that statute or budget requires to collect them to the fund that statute or budget requires to expend them, (2) move receipts restricted to debt service from the funds collecting the receipts to the debt service fund as debt service payments

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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become due, and (3) use unrestricted revenues collected in the general fund to finance various programs accounted for in other funds in accordance with budgetary authorizations. Transfers between governmental funds are eliminated on the government-wide statements.

**Note 5 - Property Taxes**

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Property taxes include amounts levied against all real estate and public utility property, and tangible personal property used in business and located in the City. Real property taxes (other than public utility) collected during 2022 were levied after October 1, 2021 on assessed values as of January 1, 2021, the lien date. Assessed values were established by the County Auditor at 35% of appraised market value. All property is required to be revalued every six years. Real property taxes are payable annually or semi-annually. If paid annually, payment is due January 31; if paid semiannually, the first payment is due February and the remainder payable in July. Under certain circumstances, state statute permits later payment dates to be established.

Public utility real 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% of its true value. Public utility property taxes are payable on the same dates as real property described previously.

The assessed values of real and public utility personal property upon which current year property tax receipts were based are as follows:

Real Property	\$141,446,620
Public Utility	<u>3,669,060</u>
Total Valuation	<u><u>\$145,115,680</u></u>

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

The City receives property taxes from Richland County. The County Treasurer collects property taxes on behalf of all taxing districts in the counties. The County Auditor periodically remits to the City its portion of the taxes collected. Property taxes receivable represents real, public utility taxes and outstanding delinquencies which are measurable as of December 31, 2022, and for which there is an enforceable legal claim. In the funds, the entire receivable has been offset by deferred inflows of resources since the current taxes were not levied to finance 2022 operations and the collection of delinquent taxes during the available period is not subject to reasonable estimation. On an accrual basis, collectible delinquent property taxes have been recorded as revenue while the remainder of the receivable is a deferred inflow.

**Note 6 - Local Income Tax**

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The City levies a municipal income tax of 1.50% on all salaries, wages, commissions and other compensation, and net profits earned within the City as well as incomes of residents earned outside of the City. In the latter case, the City allows a credit of 0.75% for general use financing of the tax paid to another municipality to a maximum of the total amount assessed. Employers within the City are required to withhold income tax on employee compensation and remit the tax to the City either monthly or quarterly. Corporations are required to pay their estimated tax quarterly and file a declaration annually. Income taxes collected are used for general fund purposes (1%), police and court facility construction (.3%), and street and sidewalk improvements and repairs (.2%) as approved by the voters.

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

**Note 7 - Receivables**

Receivables at year end consisted primarily of municipal income taxes, property and other taxes, intergovernmental receivables arising from entitlements and shared revenues, interest, special assessments, and accounts receivable.

**Note 8 – Capital Assets**

	Beginning Balance	Additions	Deletions	Ending Balance
Governmental Activities				
<i>Capital Assets, not being depreciated:</i>				
Land	\$406,004	\$0	\$0	\$406,004
Construction in Progress	5,493	1,099,937	56,935	1,048,495
<i>Capital Assets, being depreciated:</i>				
Buildings and Improvements	12,565,694	0	0	12,565,694
Equipment	6,904,412	26,660	23,733	6,907,339
Infrastructure	22,876,330	726,299	0	23,602,629
Totals at Historical Cost	<u>\$42,757,933</u>	<u>\$1,852,896</u>	<u>\$80,668</u>	<u>\$44,530,161</u>
Less Accumulated Depreciation:				
Buildings and Improvements	\$3,248,756	\$318,271	\$0	\$3,567,027
Equipment	5,727,656	227,891	19,919	5,935,628
Infrastructure	12,923,741	435,934	0	13,359,675
Total Accumulated Depreciation	<u>\$21,900,153</u>	<u>\$982,096</u>	<u>\$19,919</u>	<u>\$22,862,330</u>
Governmental Activities Capital Assets, Net	<u>\$20,857,780</u>	<u>\$870,800</u>	<u>\$60,749</u>	<u>\$21,667,831</u>

Depreciation expense was charged to functions/programs of the governmental activities as follows:

General Government	\$40,716
Public Safety	137,927
Leisure Time Activities	12,141
Community Development	86,978
Public Health and Welfare	2,640
Transportation and Street Repair	701,694
Total Depreciation Expense	<u>\$982,096</u>

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**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

Business-Type Activities	Beginning			Ending
<i>Capital Assets, not being depreciated:</i>	Balance	Additions	Deletions	Balance
Land	\$256,299	\$0	\$0	\$256,299
Construction in Progress	32,756	1,115,740	559,388	589,108
<i>Capital Assets, being depreciated:</i>				
Buildings and Improvements	24,810,600	0	0	24,810,600
Equipment	15,957,929	43,905	575,166	15,426,668
Infrastructure	19,819,866	559,388	0	20,379,254
Totals at Historical Cost	<u>60,877,450</u>	<u>1,719,033</u>	<u>1,134,554</u>	<u>61,461,929</u>
Less Accumulated Depreciation:				
Buildings and Improvements	10,750,607	607,621	0	11,358,228
Equipment	14,328,018	251,587	575,166	14,004,439
Infrastructure	12,858,515	385,516	0	13,244,031
Total Accumulated Depreciation	<u>37,937,140</u>	<u>1,244,724</u>	<u>575,166</u>	<u>38,606,698</u>
Business-Type Activities Capital Assets, Net	<u>\$22,940,310</u>	<u>\$474,309</u>	<u>\$559,388</u>	<u>\$22,855,231</u>

**Note 9 – Compensated Absences**

Employees earn vacation and sick leave at different rates which are affected by length of service. Employees may carry over 80 hours vacation for use in the following year. Sick leave accrual is continuous, without limit.

Upon retirement, an employee can be paid for a third of his/her accumulated hours of sick leave up to 720 hours, except for eligible fire department employees, who can be paid for a third of his/her accumulated hours up to 2,160 hours. Upon retirement, termination, or death of the employee, vacation is paid for the total time accumulated for the employee.

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**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

**Note 10 - Long-Term Obligations**

The following activity occurred in the City's long-term obligations during 2022:

	Interest Rate	Beginning Balance	Additions	Deletions	Ending Balance	Due Within One Year
<b>Governmental Activities</b>						
<u>General Obligation Bonds</u>						
Refunding Municipal Justice Center Improvements	2.42%	\$5,110,000	\$0	(\$290,000)	\$4,820,000	\$285,000
Total General Obligation Bonds		5,110,000	0	(290,000)	4,820,000	285,000
<u>Notes Payable</u>						
Ambulance Notes Payable		146,543	0	(27,796)	118,747	28,532
Total Notes Payable		146,543	0	(27,796)	118,747	28,532
Net Pension Liability		6,626,840	0	(1,038,781)	5,588,059	0
Net OPEB Liability		851,666	3,181	0	854,847	0
Compensated Absences		518,385	159,975	(82,239)	596,121	117,112
Total Governmental Activities		\$13,253,434	\$163,156	(\$1,438,816)	\$11,977,774	\$430,644

	Interest Rate	Beginning Balance	Additions	Deletions	Ending Balance	Due Within One Year
<b>Business-Type Activities</b>						
<u>OWDA and OPWC Loans from Direct Borrowings:</u>						
West Main Street Sanitary Improvements	2.41%	\$307,726	\$0	(\$29,392)	\$278,334	\$31,945
WWTP Improvements - 2018	1.00%	7,928,855	0	(446,309)	7,482,546	446,755
OPWC	0.00%	100,624	0	(18,296)	82,328	18,296
Total Loans from Direct Borrowings		8,337,205	0	(493,997)	7,843,208	496,996
Net Pension Liability		1,888,215	0	(796,518)	1,091,697	0
Compensated Absences		323,384	61,700	(74,206)	310,878	91,397
Total Business-Type Activities		\$10,548,804	\$61,700	(\$1,364,721)	\$9,245,783	\$588,393

**Bond Refunding**

On October 13, 2020, the City issued \$5,260,000 in Refunding Bonds with an interest rate between 0.630% and 2.420% which was used to refund \$4,830,000 of the outstanding Municipal Justice Center Improvements – Series 2011 Bonds with an interest rate of 4.10%. The net proceeds of \$5,260,000 (after payment of underwriting fees, insurance and other issuance costs) were used to purchase U.S. government securities. Those securities were deposited into an irrevocable trust with an escrow agent to provide all future debt service payments on the bond issues. As a result, \$4,830,000 of the Municipal Justice Center Improvements – Series 2011 Bonds are considered to be defeased and the related liability for those bonds have been removed from the Statement of Net Position.

The City refunded the Municipal Justice Center Improvements – Series 2011 Bonds to reduce its total debt service payments by \$663,030 and to obtain an economic gain (difference between the present value of the debt service payments on the old and new debt) of \$529,149.

**General obligation bonds payable**

General obligation bonds are bonds for which the full faith and credit of the City are pledged for repayment. In September, 2011, the City issued \$6,385,000 in General Obligation Bonds to finance improvements to the Municipal Justice Center. The bonds were issued at an interest rate of 4.1% and will mature on December 1, 2036. These bonds are being paid from the Police and Court Construction capital projects fund.



**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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***Ambulance Notes Payable***

On October 1, 2020, the City issued notes payable for an amount of \$200,000 for the purchase of an ambulance. The note payable has an interest rate of 2.65% and will mature in October 1, 2026.

***OPWC loans payable***

The City has entered into a debt financing arrangement through the Ohio Public Works Commission (OPWC) to fund construction projects. This loan is being paid from the water fund. The OPWC loan is interest free.

The City's outstanding OPWC notes from direct borrowings of \$82,328 contain a provision that in an event of default, the amount of such default shall bear interest thereafter at the rate of 8% per annum until the date of payment, and outstanding amounts become immediately due. Also, the Lender may direct the county treasurer to pay the outstanding amount from portion of the local government fund that would otherwise be appropriated to the City.

***OWDA loans payable***

The City has entered into debt financing arrangements through the Ohio Water Development Authority (OWDA) to fund construction projects. The amounts due to the OWDA are payable from water and sewer fund operating revenues. The loan agreements function similar to a line-of-credit agreement. The loan agreements require semi-annual payments based on the permissible borrowings rather than the actual amount loaned. These payments are reflected in the future maturities of principal and interest table and are subject to revision if the total amount is not drawn down.

In 2019-2021, the City issued an OWDA Loan for a total amount of \$360,035 for the West Main Street sanitary improvements. The loan has an interest rate of 2.41% and will mature July 1, 2030.

In 2018-2020, the City issued an OWDA Loan for a total amount of \$8,993,505 for water pollution control improvements. The loan has an interest rate of 1.00% and will mature July 1, 2039.

The City's outstanding OWDA Loans from direct borrowings of \$7,760,880 contain a provision that in an event of default, the amount of such default shall bear interest thereafter at the rate equal to the Contract Interest Rate plus three percentage points annum until the date of payment, and outstanding amounts become immediately due.

***Compensated absences***

Compensated absences will be paid from the fund from which the employee is paid. The City will pay compensated absences from the general fund, sewer fund, water fund, electric fund and the following nonmajor governmental funds: street fund and health fund.

***Net Pension and OPEB liabilities***

Net pension liability and Net other postemployment benefits (OPEB) liability represents the long-term portion of the accrued liability associated with OPERS and OP&F pension liability. These items will be repaid from the funds from which the employees work to whom the liability is associated with or the General Fund if no such funds are available.

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

Principal and interest requirements to retire governmental long-term obligations outstanding at December 31, 2022, are as follows:

Year Ending December 31	Governmental Activities				Business-Type Activities	
	General Obligation Bonds		Notes Payable		OWDA and OPWC Loans from Direct Borrowing	
	Principal	Interest	Principal	Interest	Principal	Interest
2023	\$285,000	\$86,153	\$28,532	\$3,147	\$496,996	\$14,061
2024	295,000	83,873	29,289	2,391	498,218	12,839
2025	345,000	81,011	30,065	1,614	499,458	11,599
2026	310,000	77,251	30,861	818	500,714	10,338
2027	310,000	73,438	0	0	492,852	9,058
2028-2032	1,720,000	294,377	0	0	2,360,138	26,746
2033-2037	1,555,000	137,707	0	0	2,260,738	10,759
2038-2039	0	0	0	0	734,094	1,135
Total	\$4,820,000	\$833,810	\$118,747	\$7,970	\$7,843,208	\$96,535

**Note 11 - 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 2022, the City was part of the Ohio Municipal League (OML) Joint Self-Insurance Pool, an insurance purchasing pool. In addition, the City contracted with other insurance carriers for various types of coverage. The City has transferred the risk of loss to the insurance carriers to the extent of the coverage limits.

A summary of the City's insurance coverage at December 31, 2022, follows:

Company	Type of Coverage	Deductible	
EMC Insurance Co.	Property	\$1,000	
	General Liability	1,000	
	Inland Marine	1,000	
	Errors & Omission	1,000	
	Law Enforcement	5,000	
	Excess Liability	1,000	
Shelby Mutual Insurance Company	Public Employee		
	Dishonest bond Finance	1,000 5,000	
EMC Insurance Co.	Automobile	1,000	Comprehensive
		1,000	Collision
EMC Insurance Co.	Steam Boiler	5,000	Water Plant
		1,000	All Other

The City is a participant with several other governmental entities in an insurance purchasing pool to operate the Jefferson Health Plan. The Jefferson Health Plan was formed for the purpose of providing insurance. The City has elected to provide a comprehensive medical benefits package through a self-insured program providing Preferred Provider Organizations (PPO) programs to the employees. The City maintains a self-insured internal service fund to account for the finances of its uninsured risks of loss in this program. A third party administrator, Mutual Health Services, located in Akron, Ohio, reviews all claims for the plan. The total monthly premium paid into the internal service fund for the PPO plan is \$821 for single coverage and \$1,809 for family coverage.

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

The claims liability of \$31,284 reported in the internal service fund at December 31, 2022, is based on the requirements of GASB Statement No. 10, “Accounting and Financial Reporting for Risk Financing and Related Insurance Issues”, as amended by GASB Statement No. 30 “Risk Financing Omnibus”, which requires that a liability for claims be reported at the estimated ultimate cost of settling the claims if information prior to the issuance of the financial statements indicates that it is probable that a liability has been incurred at the date of the financial statements and the amount of the loss can be reasonably estimated. Changes in the fund’s claims liability amounts for the years ended December 31, 2022 and 2021 were as follows:

Year	Beginning of Year	Claims	Payments	End of Year
2022	\$207,383	\$2,244,220	(\$2,420,319)	\$31,284
2021	94,693	1,895,339	(1,782,649)	207,383

Settled claims have not exceeded this commercial coverage in any of the past three years. There has been no significant reduction in the amount of insurance coverage from 2021 to 2022.

**Note 12 – Defined Benefit Pension Plans**

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

***Net Pension Liability/Net OPEB Liability (Asset)***

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

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

GASB 68/75 assumes the liability is solely the obligation of the employer, because (1) they benefit from employee services; and (2) State statute requires funding to come from these employers. All pension contributions to date have come solely from these employers (which also includes pension costs paid in the form of withholdings from employees). The retirement systems may allocate a portion of the employer contributions to provide for these OPEB benefits. In addition, health care plan enrollees may pay a portion of the health care costs in the form of a monthly premium. State statute requires the retirement systems to amortize unfunded pension liabilities within 30 years. If the pension amortization period exceeds 30 years, each retirement system’s board must propose corrective action to the State legislature. Any resulting legislative change to benefits or funding could significantly affect the net pension/OPEB liability (asset). Resulting adjustments to the net pension/OPEB liability (asset) would be

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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effective when the changes are legally enforceable. The Ohio Revised Code permits, but does not require the retirement systems to provide healthcare to eligible benefit recipients.

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

The remainder of this note includes the required pension disclosures. See Note 13 for the required OPEB disclosures.

***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 is a cost-sharing, multiple employer public employee retirement system which administers three separate pension plans. The traditional pension plan is a cost-sharing, multiple-employer defined benefit pension plan. The member-directed plan is a defined contribution plan and the combined plan is a combination cost-sharing, multiple-employer defined benefit/defined contribution pension plan. Participating employers are divided into state, local, law enforcement and public safety divisions. While members in the state and local divisions may participate in all three plans, law enforcement and public safety divisions exist only within the traditional plan. While employees may elect the member-directed plan or the combined plan, substantially all employees are in the traditional plan; therefore, the following disclosure focuses on the traditional plan.

OPERS provides retirement, disability, survivor and death benefits, and annual cost of living adjustments to members of the traditional and combined plans. 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 [www.opers.org/financial/reports.shtml](http://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 in the traditional and combined plans 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 and combined plans as per the reduced benefits adopted by SB 343 (see OPERS Annual Comprehensive Financial Report referenced above for additional information, including requirements for reduced and unreduced benefits):

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**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

<u>Group A</u> Eligible to retire prior to January 7, 2013 or five years after January 7, 2013	<u>Group B</u> 20 years of service credit prior to January 7, 2013 or eligible to retire ten years after January 7, 2013	<u>Group C</u> Members not in other Groups and members hired on or after January 7, 2013
<u>State and Local</u>	<u>State and Local</u>	<u>State and Local</u>
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
Traditional Plan 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	Traditional Plan 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	Traditional Plan 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
<u>Public Safety</u>	<u>Public Safety</u>	<u>Public Safety</u>
Age and Service Requirements: Age 48 with 25 years of service credit or Age 52 with 15 years of service credit	Age and Service Requirements: Age 48 with 25 years of service credit or Age 52 with 15 years of service credit	Age and Service Requirements: Age 52 with 25 years of service credit or Age 56 with 15 years of service credit
<u>Law Enforcement</u>	<u>Law Enforcement</u>	<u>Law Enforcement</u>
Age and Service Requirements: Age 52 with 15 years of service credit	Age and Service Requirements: Age 48 with 25 years of service credit or Age 52 with 15 years of service credit	Age and Service Requirements: Age 48 with 25 years of service credit or Age 56 with 15 years of service credit
<u>Public Safety and Law Enforcement</u>	<u>Public Safety and Law Enforcement</u>	<u>Public Safety and Law Enforcement</u>
Traditional Plan Formula: 2.5% of FAS multiplied by years of service for the first 25 years and 2.1% for service years in excess of 25	Traditional Plan Formula: 2.5% of FAS multiplied by years of service for the first 25 years and 2.1% for service years in excess of 25	Traditional Plan Formula: 2.5% of FAS multiplied by years of service for the first 25 years and 2.1% for service years in excess of 25

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

Members who retire before meeting the age and years of service credit requirement for unreduced benefits receive a percentage reduction in the benefit amount. The amount of a member's pension benefit vests upon receipt of the initial benefit payment. The options for Public Safety and Law Enforcement permit early retirement under qualifying circumstances as early as age 48 with a reduced benefit.

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

Defined contribution plan benefits are established in the plan documents, which may be amended by the Board. Member-directed plan and combined plan members who have met the retirement eligibility requirements may apply for retirement benefits. The amount available for defined contribution benefits in the combined plan consists of the member's contributions plus or minus the investment gains or losses resulting from the member's investment selections. Combined plan members wishing to receive benefits must meet the requirements for both the defined benefit and defined contribution plans. Member-directed participants must have attained the age of 55, have money on deposit in the defined contribution

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

plan and have terminated public service to apply for retirement benefits. The amount available for defined contribution benefits in the member-directed plan consists of the members' contributions, vested employer contributions and investment gains or losses resulting from the members' investment selections. Employer contributions and associated investment earnings vest over a five-year period, at a rate of 20 percent each year. At retirement, members may select one of several distribution options for payment of the vested balance in their individual OPERS accounts. Options include the annuitization of the benefit (which includes joint and survivor options and will continue to be administered by OPERS), partial lump-sum payments (subject to limitations), a rollover of the vested account balance to another financial institution, receipt of entire account balance, net of taxes withheld, or a combination of these options. When members choose to annuitize their defined contribution benefit, the annuitized portion of the benefit is reclassified to a defined benefit.

Effective January 1, 2022, the Combined Plan is no longer available for member selection.

**Funding Policy**

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

	<u>State and Local</u>	<u>Public Safety</u>	<u>Law Enforcement</u>
<b>2022 Statutory Maximum Contribution Rates</b>			
Employer	14.0 %	18.1 %	18.1 %
Employee *	10.0 %	**	***
<b>2022 Actual Contribution Rates</b>			
Employer:			
Pension ****	14.0 %	18.1 %	18.1 %
Post-employment Health Care Benefits ****	0.0	0.0	0.0
Total Employer	<u>14.0 %</u>	<u>18.1 %</u>	<u>18.1 %</u>
Employee	<u>10.0 %</u>	<u>12.0 %</u>	<u>13.0 %</u>

\* Member contributions within the combined plan are not used to fund the defined benefit retirement allowance.

\*\* This rate is determined by OPERS' Board and has no maximum rate established by ORC.

\*\*\* This rate is also determined by OPERS' Board, but is limited by ORC to not more than 2 percent greater than the Public Safety rate.

\*\*\*\* These pension and employer health care rates are for the traditional and combined plans. The employer contributions rate for the member-directed plan is allocated 4 percent for health care with the remainder going to pension.

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

For 2022, the City's contractually required contribution was \$432,073, of this amount \$59,513 is reported in accrued wages and benefits.

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

**Plan Description**

City full-time police and firefighters participate in Ohio Police and Fire Pension Fund (OP&F), a cost-sharing, multiple-employer defined benefit pension plan administered by OP&F. OP&F provides

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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retirement and disability pension benefits, annual cost-of-living adjustments, and death benefits to plan members and beneficiaries. Benefit provisions are established by the Ohio State Legislature and are codified in Chapter 742 of the Ohio Revised Code. OP&F issues a publicly available financial report that includes financial information and required supplementary information and detailed information about OP&F fiduciary net position. The report that may be obtained by visiting the OP&F website at [www.op-f.org](http://www.op-f.org) or by writing to the Ohio Police and Fire Pension Fund, 140 East Town Street, Columbus, Ohio 43215-5164.

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

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

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

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

The COLA amount for members who have 15 or more years of service credit as of July 1, 2013, and members who are receiving a pension benefit that became effective before July 1, 2013, will be equal to 3.0 percent of the member's base pension benefit.

The COLA amount for members who have less than 15 years of service credit as of July 1, 2013, and members whose pension benefit became effective on or after July 1, 2013, will be equal to a percentage of the member's base pension benefit where the percentage is the lesser of 3.0 percent or the percentage increase in the consumer price index, if any, over the twelve-month period that ends on the thirtieth day of September of the immediately preceding year, rounded to the nearest one-tenth of one percent.

Members who retired prior to July 24, 1986, or their surviving beneficiaries under optional plans are entitled to cost-of-living allowance increases. The annual increase is paid on July 1st of each year. The annual COLA increase is \$360 under a Single Life Annuity Plan with proportional reductions for optional payment plans.

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

**Funding Policy**

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

	<u>Police</u>	<u>Firefighters</u>
<b>2022 Statutory Maximum Contribution Rates</b>		
Employer	19.50 %	24.00 %
Employee	12.25 %	12.25 %
<b>2022 Actual Contribution Rates</b>		
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	<u>12.25 %</u>	<u>12.25 %</u>

Employer contribution rates are expressed as a percentage of covered payroll. The City's contractually required contribution to OP&F was \$433,031 for 2022, of this amount \$70,477 is reported as accrued wages and benefits.

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

The net pension liability (asset) for OPERS was measured as of December 31, 2021, and the total pension liability used to calculate the net pension liability (asset) was determined by an actuarial valuation as of that date. OP&F's total pension liability was measured as of December 31, 2021, and was determined by rolling forward the total pension liability as of January 1, 2021, to December 31, 2021. The City's proportion of the net pension liability (asset) 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 of the City's defined benefit pension plans:

	<u>OPERS</u>	<u>OPF</u>	<u>Total</u>
	<u>Traditional Plan</u>		
Proportionate Share of the:			
Net Pension Liability	\$1,807,335	\$4,872,421	\$6,679,756
Proportion of the Net Pension Liability:			
Current Measurement Date	0.02077300%	0.07799090%	
Prior Measurement Date	<u>0.02049800%</u>	<u>0.08038250%</u>	
Change in Proportionate Share	<u>0.00027500%</u>	<u>-0.00239160%</u>	
Pension Expense	(\$193,775)	\$291,016	\$97,241



**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

At December 31 2022, the City reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

	OPERS		Total
	Traditional Plan	OPF	
<u>Deferred Outflows of Resources</u>			
Differences between expected and actual experience	\$92,135	\$140,492	\$232,627
Changes in assumptions	226,006	890,470	1,116,476
Changes in employer proportionate share of net pension liability	74,084	52,798	126,882
Contributions subsequent to the measurement date	432,073	433,031	865,104
Total Deferred Outflows of Resources	<u>\$824,298</u>	<u>\$1,516,791</u>	<u>\$2,341,089</u>
<u>Deferred Inflows of Resources</u>			
Differences between expected and actual experience	\$39,639	\$253,299	\$292,938
Net difference between projected and actual earnings on pension plan investments	2,149,759	1,277,473	3,427,232
Changes in employer proportionate share of net pension liability	0	262,817	262,817
Total Deferred Inflows of Resources	<u>\$2,189,398</u>	<u>\$1,793,589</u>	<u>\$3,982,987</u>

\$865,104 reported as deferred outflows of resources related to pension resulting from contributions subsequent to the measurement date will be recognized as a reduction of the net pension liability in the year ending December 31, 2023. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to pension will be recognized in pension expense as follows:

Year Ending December 31:	OPERS		Total
	Traditional Plan	OPF	
2023	(\$220,008)	(\$38,140)	(\$258,148)
2024	(729,693)	(406,895)	(1,136,588)
2025	(505,495)	(198,179)	(703,674)
2026	(341,977)	(145,406)	(487,383)
2027	0	78,791	78,791
Total	<u>(\$1,797,173)</u>	<u>(\$709,829)</u>	<u>(\$2,507,002)</u>

**Actuarial Assumptions – OPERS**

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

Projections of benefits for financial reporting purposes are based on the substantive plan (the plan as understood by the employers and plan members) and include the types of benefits provided at the time of each valuation. The total pension liability was determined by an actuarial valuation as of December 31, 2021, using the following key actuarial assumptions and methods applied to all periods included in

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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the measurement in accordance with the requirements of GASB 67. In 2021, the Board's actuarial consultants conducted an experience study for the period 2016 through 2020, comparing assumptions to actual results. The experience study incorporates both a historical review and forward-looking projections to determine the appropriate set of assumptions to keep the plan on a path toward full funding. Information from this study led to changes in both demographic and economic assumptions, with the most notable being a reduction in the actuarially assumed rate of return from 7.2 percent down to 6.9 percent, for the defined benefit investments. Key actuarial assumptions and methods used in the latest actuarial valuation, prepared as of December 31, 2021, reflecting experience study results, are presented below:

	<u>OPERS Traditional Plan</u>
Wage Inflation	2.75 percent
Future Salary Increases, including inflation	2.75 to 10.75 percent including wage inflation
COLA or Ad Hoc COLA:	
Pre-January 7, 2013 Retirees	3.0 percent, simple
Post-January 7, 2013 Retirees	3.0 percent, simple through 2022, then 2.05 percent, simple
Investment Rate of Return	6.9 percent
Actuarial Cost Method	Individual Entry Age

Key actuarial assumptions and methods used in the prior actuarial valuation, prepared as of December 31, 2020, are presented below:

	<u>OPERS Traditional Plan</u>
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-January 7, 2013 Retirees	3.0 percent, simple
Post-January 7, 2013 Retirees	0.5 percent, simple through 2021, then 2.15 percent, simple
Investment Rate of Return	7.20 percent
Actuarial Cost Method	Individual Entry Age

For 2021, pre-retirement mortality rates are based on 130 percent of the Pub-2010 General Employee Mortality tables (males and females) for State and Local Government divisions and 170 percent of the Pub-2010 Safety Employee Mortality tables (males and females) for the Public Safety and Law Enforcement divisions. Post-retirement mortality rates are based on 115 percent of the PubG-2010 Retiree Mortality Tables (males and females) for all divisions. Post-retirement mortality rates for disabled retirees are based on the PubNS-2010 Disabled Retiree Mortality Tables (males and females) for all divisions. For all of the previously described tables, the base year is 2010 and mortality rates for a particular calendar year are determined by applying the MP-2020 mortality improvement scales (males and females) to all of these tables.

For 2020, 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

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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, 2020.

During 2021, 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 15.3 percent for 2021.

The allocation of investment assets with the Defined Benefit portfolio is approved by the Board of Trustees as outlined in the annual investment plan. Plan assets are managed on a total return basis with a long-term objective of achieving and maintaining a fully funded status for the benefits provided through the defined benefit pension plans. The long-term expected rate of return on defined benefit investment assets was determined using a building-block method in which best-estimate ranges of expected future real rates of return are developed for each major asset class. These ranges are combined to produce the long-term expected real rate of return by weighting the expected future real rates of return by the target asset allocation percentage, adjusted for inflation. Best estimates of geometric rates of return were provided by the Board’s investment consultant. For each major class that is included in the Defined Benefit portfolio’s target asset allocation as of December 31, 2021, these best estimates are summarized below:

Asset Class	Target Allocation	Weighted Average Long-Term Expected Real Rate of Return (Geometric)
Fixed Income	24.00%	1.03%
Domestic Equities	21.00	3.78
Real Estate	11.00	3.66
Private Equity	12.00	7.43
International Equities	23.00	4.88
Risk Parity	5.00	2.92
Other investments	4.00	2.85
Total	100.00%	4.21%

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

**Discount Rate**

The discount rate used to measure the total pension liability for the current year was 6.9 percent for the traditional plan. The discount rate for the prior year was 7.2 percent. The projection of cash flows used to determine the discount rate assumed that contributions from plan members and those of the contributing employers are made at the contractually required rates, as actuarially determined. Based on those assumptions, the pension plan’s fiduciary net position was projected to be available to make all projected future benefits payments of current plan members. Therefore, the long-term expected rate of return on pension plan investments for the traditional pension plan, combined plan and member-directed plan was applied to all periods of projected benefit payments to determine the total pension liability.

**Sensitivity of the 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 (asset) calculated using the current period discount rate assumption of 6.9 percent, as well as what the City’s proportionate share of the net pension liability (asset) would be if it were calculated using a discount rate that is one-percentage-point lower (5.9 percent) or one-percentage-point higher (7.9 percent) than the current rate:

	1% Decrease (5.90%)	Current Discount Rate (6.90%)	1% Increase (7.90%)
Proportionate share of the net pension liability	\$4,765,118	\$1,807,335	(\$653,934)

**Actuarial Assumptions – OP&F**

OP&F’s total pension liability as of December 31, 2021, is based on the results of an actuarial valuation date of January 1, 2021, and rolled-forward using generally accepted actuarial procedures. The total pension liability is determined by OP&F’s actuaries in accordance with GASB Statement No. 67, as part of their annual valuation. Actuarial valuations of an ongoing plan involve estimates of the value of reported amounts and assumptions about probability of occurrence of events far into the future. Examples include assumptions about future employment mortality, salary increases, disabilities, retirements and employment terminations. Actuarially determined amounts are subject to continual review and potential modifications, as actual results are compared with past expectations and new estimates are made about the future. Assumptions considered are: withdrawal rates, disability retirement, service retirement, DROP elections, mortality, percent married and forms of the payment, DROP interest rate, CPI-based COLA, investment returns, salary increases and payroll growth.

Key methods and assumptions used in the latest actuarial valuation, reflecting experience study results, prepared as of January 1, 2021, are presented below.

Valuation Date	January 1, 2021, with actuarial liabilities rolled forward to December 31, 2021
Actuarial Cost Method	Entry Age Normal
Investment Rate of Return	7.5 percent
Projected Salary Increases	3.75 percent to 10.5 percent
Payroll Growth	3.25 percent per annum, compounded annually, consisting of Inflation rate of 2.75 percent plus productivity increase rate of 0.5 percent
Cost of Living Adjustments	2.2 percent simple per year

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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In February 2022, the OP&F Board adopted a change in the investment rate of return, changing it from 8 percent for the 2020 measurement period to 7.5 percent for the 2021 measurement period.

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

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

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

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

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

The long-term expected rate of return on pension plan investments was determined using a building-block approach and assumes a time horizon, as defined in the Statement of Investment Policy. A forecasted rate of inflation serves as the baseline for the return expected. Various real return premiums over the baseline inflation rate have been established for each asset class. The long-term expected nominal rate of return has been determined by calculating a weighted averaged of the expected real return premiums for each asset class, adding the projected inflation rate and adding the expected return from rebalancing uncorrelated asset classes. Best estimates of the long-term expected geometric real rates of return for each major asset class included in OP&F's target asset allocation as of December 31, 2021, are summarized below:

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**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

Asset Class	Target Allocation	Long-Term Expected Real Rate of Return
Cash and Cash Equivalents	0.00 %	0.00 %
Domestic Equity	21.00	3.60
Non-US Equity	14.00	4.40
Private Markets	8.00	6.80
Core Fixed Income *	23.00	1.10
High Yield Fixed Income	7.00	3.00
Private Credit	5.00	4.50
U.S. Inflation Linked Bonds*	17.00	0.80
Midstream Energy Infrastructure	5.00	5.00
Real Assets	8.00	5.90
Gold	5.00	2.40
Private Real Estate	12.00	4.80
Total	125.00 %	

Note: Assumptions are geometric.

\* levered 2x

OP&F's Board of Trustees has incorporated the risk parity concept into OP&F's asset liability valuation with the goal of reducing equity risk exposure, which reduces overall Total Portfolio risk without sacrificing return, and creating a more risk-balanced portfolio based on their relationship between asset classes and economic environments. From the notional portfolio perspective above, the Total Portfolio may be levered up to 1.25 times due to the application of leverage in certain fixed income asset classes.

**Discount Rate**

For 2021, the total pension liability was calculated using the discount rate of 7.50 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 of 7.50 percent. Based on those assumptions, the plan's fiduciary net position was projected to be available to make all future benefit payments of current plan members. Therefore, a long-term expected rate of return on pension plan investments was applied to all periods of projected benefits to determine the total pension liability.

**Sensitivity of the 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 7.50 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 (6.50 percent), or one percentage point higher (8.50 percent) than the current rate.

	1% Decrease (6.50%)	Current Discount Rate (7.50%)	1% Increase (8.50%)
Proportionate share of the net pension liability	\$7,225,731	\$4,872,421	\$2,912,693

**Note 13– Postemployment Benefits**

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See Note 12 for a description of the net OPEB liability (asset).

***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 (HRA) to qualifying benefit recipients of both the traditional pension and the combined plans. Currently, Medicare-eligible retirees are able to select medical and prescription drug plans from a range of options and may elect optional vision and dental plans. Retirees and eligible dependents enrolled in Medicare Parts A and B have the option to enroll in a Medicare supplemental plan with the assistance of the OPERS Medicare Connector. The OPERS Medicare Connector is a relationship with a vendor selected by OPERS to assist retirees, spouses and dependents with selecting a medical and pharmacy plan. Monthly allowances, based on years of service and the age at which the retiree first enrolled in OPERS coverage, are deposited into an HRA. For non-Medicare retirees and eligible dependents, OPERS sponsors medical and prescription coverage through a professionally managed self-insured plan. An allowance to offset a portion of the monthly premium is offered to retirees and eligible dependents. The allowance is based on the retiree's years of service and age when they first enrolled in OPERS coverage.

OPERS provides a monthly allowance for health care coverage for eligible retirees and their eligible dependents. The base allowance is determined by OPERS. For those retiring on or after January 1, 2015, the allowance has been determined by applying a percentage to the base allowance. The percentage applied is based on years of qualifying service credit and age when the retiree first enrolled in OPERS health care. Monthly allowances range between 51 percent and 90 percent of the base allowance. Those who retired prior to January 1, 2015, will have an allowance of at least 75 percent of the base allowance.

The health care trust is also used to fund health care for member-directed plan participants, in the form of a Retiree Medical Account (RMA). At retirement or separation, member directed plan participants may be eligible for reimbursement of qualified medical expenses from their vested RMA balance.

Effective January 1, 2022, OPERS discontinued the group plans currently offered to non-Medicare retirees and re-employed retirees. Instead, eligible non-Medicare retirees will select an individual medical plan. OPERS will provide a subsidy or allowance via an HRA allowance to those retirees who meet health care eligibility requirements. Retirees will be able to seek reimbursement for plan premiums and other qualified medical expenses.

In order to qualify for postemployment health care coverage, age and service retirees under the traditional pension and combined plans must have twenty or more years of qualifying Ohio service credit with a minimum age of 60. Members in Group A are eligible for coverage at any age with 30 or more years of qualifying service. Members in Group B are eligible at any age with 32 years of qualifying service,

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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or at age 52 with 31 years of qualifying service. Members in Group C are eligible for coverage with 32 years of qualifying service and a minimum age of 55. Current retirees eligible (or who became eligible prior to January 1, 2022) to participate in the OPERS health care program will continue to be eligible after January 1, 2022. Eligibility requirements change for those retiring after January 1, 2022, with differing eligibility requirements for Medicare retirees and non-Medicare retirees. 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' Annual Comprehensive Financial Report referenced below for additional information.

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

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

**Funding Policy**

The Ohio Revised Code provides the statutory authority allowing public employers to fund postemployment health care through their contributions to OPERS. When funding is approved by OPERS Board of Trustees, a portion of each employer's contribution to OPERS is set aside to fund OPERS health care plans. Beginning in 2018, OPERS no longer allocated a portion of its employer contributions to health care for the traditional plan and the combined plan.

Employer contribution rates are expressed as a percentage of the earnable salary of active members. In 2022, state and local employers contributed at a rate of 14.0 percent of earnable salary and public safety and law enforcement employers contributed at 18.1 percent. These are the maximum employer contribution rates permitted by the Ohio Revised Code. Active member contributions do not fund health care.

Each year, the OPERS Board determines the portion of the employer contribution rate that will be set aside to fund health care plans. For 2022, OPERS did not allocate any employer contribution to health care for members in the Traditional Pension Plan and Combined Plan. The OPERS Board is also authorized to establish rules for the retiree or their surviving beneficiaries to pay a portion of the health care provided. Payment amounts vary depending on the number of covered dependents and the coverage selected. The employer contribution as a percentage of covered payroll deposited into the RMA for participants in the member-directed plan for 2022 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 2022.

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

**Plan Description**

The City contributes to the Ohio Police and Fire Pension Fund (OP&F) sponsored healthcare program, a cost-sharing, multiple-employer defined post-employment health care plan administered by a third-party provider. This program is not guaranteed and is subject to change at any time upon action of the Board of Trustees. On January 1, 2019, OP&F implemented a new model for health care. Under this new model, OP&F provides eligible retirees with a fixed stipend earmarked to pay for health care and Medicare Part B reimbursements.



**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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OP&F contracted with a vendor who assists eligible retirees in choosing health care plans that are available where they live (both Medicare-eligible and pre-65 populations). A stipend funded by OP&F is available to these members through a Health Reimbursement Arrangement and can be used to reimburse retirees for qualified health care expenses.

Regardless of a benefit recipient's participation in the health care program, OP&F is required by law to pay eligible recipients of a service pension, disability benefit and spousal survivor benefit for their Medicare Part B insurance premium, up to the statutory maximum provided the benefit recipient is not eligible to receive reimbursement from any other source. Once OP&F receives the necessary documentation, a monthly reimbursement is included as part of the recipient's next benefit payment. The stipend provided by OP&F meets the definition of an Other Post Employment Benefit (OPEB) as described in Governmental Accounting Standards Board (GASB) Statement No. 75.

OP&F maintains funds for health care in two separate accounts: 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. IRS Code Section 401(h) account is maintained for Medicare Part B reimbursements.

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

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

**Funding Policy**

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

The Board of Trustees is authorized to allocate a portion of the total employer contributions for retiree health care benefits. For 2022, the portion of employer contributions allocated to health care was 0.5 percent of covered payroll. The amount of employer contributions allocated to the health care plan each year is subject to the Trustees' primary responsibility to ensure that pension benefits are adequately funded.

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

The City's contractually required contribution to OP&F was \$10,271 for 2022.

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

**Net OPEB Liability (Asset)**

The net OPEB liability (asset) and total OPEB liability for OPERS were determined by an actuarial valuation as of December 31, 2020, rolled forward to the measurement date of December 31, 2021, 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, 2021, and was determined by rolling forward the total OPEB liability as of January 1, 2021, to December 31, 2021. The City's proportion of the net OPEB liability (asset) 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:

	OPERS		
	Traditional Plan	OPF	Total
Proportionate Share of the:			
Net OPEB (Asset)	(\$661,793)		(\$661,793)
Net OPEB Liability		\$854,847	\$854,847
Proportion of the Net OPEB Liability/Asset:			
Current Measurement Date	0.02112900%	0.07799090%	
Prior Measurement Date	0.02090800%	0.08038250%	
Change in Proportionate Share	0.00022100%	-0.00239160%	
OPEB Expense	(\$518,342)	\$91,996	(\$426,346)

At December 31 2022, reported deferred outflows of resources and deferred inflows of resources related to OPEB from the following sources:

	OPERS		
	Traditional Plan	OPF	Total
<u>Deferred Outflows of Resources</u>			
Differences between expected and actual experience	\$0	\$38,888	\$38,888
Changes in assumptions	0	378,382	378,382
Changes in employer proportionate share of net OPEB liability (asset)	31,380	83,973	115,353
Contributions subsequent to the measurement date	0	10,271	10,271
Total Deferred Outflows of Resources	\$31,380	\$511,514	\$542,894
<u>Deferred Inflows of Resources</u>			
Differences between expected and actual experience	\$100,384	\$112,980	\$213,364
Changes in assumptions	267,886	99,285	367,171
Net difference between projected and actual earnings on OPEB plan investments	315,496	77,221	392,717
Changes in employer proportionate share of net OPEB liability (asset)	0	34,085	34,085
Total Deferred Inflows of Resources	\$683,766	\$323,571	\$1,007,337

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

\$10,271 reported as deferred outflows of resources related to OPEB resulting from contributions subsequent to the measurement date will be recognized as a reduction of the net OPEB liability (asset) in the year ending December 31, 2023. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to OPEB will be recognized in OPEB expense as follows:

Year Ending December 31:	OPERS		
	Traditional Plan	OPF	Total
2023	(\$392,771)	\$56,423	(\$336,348)
2024	(145,370)	44,958	(100,412)
2025	(68,934)	47,073	(21,861)
2026	(45,311)	3,219	(42,092)
2027	0	13,698	13,698
Thereafter	0	12,301	12,301
Total	<u>(\$652,386)</u>	<u>\$177,672</u>	<u>(\$474,714)</u>

**Actuarial Assumptions - OPERS**

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

Projections of health care costs 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 coverage provided at the time of each valuation and the historical pattern of sharing of costs between OPERS and plan members. In 2021, the Board's actuarial consultants conducted an experience study for the period 2016 through 2020, comparing historical assumptions to actual results. The experience study incorporates both a historical review and forward-looking projections to determine the appropriate set of assumptions to keep the plan on a path toward full funding. Information from this study led to changes in both demographic and economic assumptions. The actuarial valuation used for 2021 compared to those used for 2020 are as follows:

	December 31, 2021	December 31, 2020
Wage Inflation	2.75 percent	3.25 percent
Projected Salary Increases,	2.75 to 10.75 percent	3.25 to 10.75 percent
	including wage inflation	including wage inflation
Single Discount Rate	6.00 percent	6.00 percent
Investment Rate of Return	6.00 percent	6.00 percent
Municipal Bond Rate	1.84 percent	2.00 percent
Health Care Cost Trend Rate	5.5 percent, initial	8.5 percent, initial
	3.50 percent, ultimate in 2034	3.50 percent, ultimate in 2035
Actuarial Cost Method	Individual Entry Age	Individual Entry Age

For 2021, pre-retirement mortality rates are based on 130 percent of the Pub-2010 General Employee Mortality tables (males and females) for State and Local Government divisions and 170 percent of the Pub-2010 Safety Employee Mortality tables (males and females) for the Public Safety and Law

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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Enforcement divisions. Post-retirement mortality rates are based on 115 percent of the PubG-2010 Retiree Mortality Tables (males and females) for all divisions. Post-retirement mortality rates for disabled retirees are based on the PubNS-2010 Disabled Retiree Mortality Tables (males and females) for all divisions. For all of the previously described tables, the base year is 2010 and mortality rates for a particular calendar year are determined by applying the MP-2020 mortality improvement scales (males and females) to all of these tables.

For 2020, 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, 2020.

During 2021, OPERS managed investments in three investment portfolios: the Defined Benefit portfolio, the Health Care portfolio and the Defined Contribution portfolio. The Health Care portfolio includes the assets for health care expenses for the Traditional Pension Plan, Combined Plan and Member-Directed Plan eligible members. Within the Health Care portfolio, if any contributions are made into the plans, the contributions are assumed to be received continuously throughout the year based on the actual payroll payable at the time contributions are made. Health care-related payments are assumed to occur mid-year. Accordingly, the money-weighted rate of return is considered to be the same for all plans within the portfolio. The annual money-weighted rate of return expressing investment performance, net of investment expenses and adjusted for the changing amounts actually invested, for the Health Care portfolio was 14.3 percent for 2021.

The allocation of investment assets within the Health Care portfolio is approved by the Board of Trustees as outlined in the annual investment plan. Assets are managed on a total return basis with a long-term objective of continuing to offer a sustainable health care program for current and future retirees. OPERS' primary goal is to achieve and maintain a fully funded status for the benefits provided through the defined pension plans. Health care is a discretionary benefit. The long-term expected rate of return on health care investment assets was determined using a building-block method in which best-estimate ranges of expected future rates of return are developed for each major asset class. These ranges are combined to produce the long-term expected rate of return by weighting the expected future rates of return by the target asset allocation percentage, adjusted for inflation. Best estimates of geometric rates of return were provided by the Board's investment consultant. For each major asset class that is included in the Health Care's portfolio's target asset allocation as of December 31, 2021, these best estimates are summarized in the following table:

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

Asset Class	Target Allocation	Weighted Average Long-Term Expected Real Rate of Return (Geometric)
Fixed Income	34.00%	0.91%
Domestic Equities	25.00	3.78
Real Estate Investment Trust	7.00	3.71
International Equities	25.00	4.88
Risk Parity	2.00	2.92
Other investments	7.00	1.93
Total	100.00%	3.45%

**Discount Rate**

A single discount rate of 6.0 percent was used to measure the OPEB liability on the measurement date of December 31, 2021. Projected benefit payments are required to be discounted to their actuarial present value using a single discount rate that reflects (1) a long-term expected rate of return on OPEB plan investments (to the extent that the health care fiduciary net position is projected to be sufficient to pay benefits), and (2) tax-exempt municipal bond rate based on an index of 20-year general obligation bonds with an average AA credit rating as of the measurement date (to the extent that the contributions for use with the long-term expected rate are not met). This single discount rate was based on an expected rate of return on the health care investment portfolio of 6.00 percent and a municipal bond rate of 1.84 percent (Fidelity Index’s “20-Year Municipal GO AA Index”). 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 2121. As a result, the actuarial assumed long-term expected rate of return on health care investments was applied to projected costs through the year 2121, the duration of the projection period through which projected health care payments are fully funded.

**Sensitivity of the City’s Proportionate Share of the Net OPEB Asset to Changes in the Discount Rate**

The following table presents the City’s proportionate share of the net OPEB asset calculated using the single discount rate of 6.00 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 (5.00 percent) or one-percentage-point higher (7.00 percent) than the current rate

	1% Decrease (5.00%)	Current Discount Rate (6.00%)	1% Increase (7.00%)
Proportionate share of the net OPEB (asset)	(\$389,196)	(\$661,793)	(\$888,052)

**Sensitivity of the Proportionate Share of the Net OPEB Asset 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 asset calculated using the assumed trend rates, and the expected net OPEB asset 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.

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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 2022 is 5.50 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 the health plan cost trend will decrease to a level at, or near, wage inflation. On this basis, the actuaries project premium rate increases will continue to exceed wage inflation for approximately the next decade, but by less each year, until leveling off at an ultimate rate, assumed to be 3.50 percent in the most recent valuation.

	Current Health Care Cost Trend Rate		
	<u>1% Decrease</u>	<u>Assumption</u>	<u>1% Increase</u>
Proportionate share of the net OPEB (asset)	(\$668,944)	(\$661,793)	(\$653,309)

***Changes Between Measurement Date and Report Date***

Effective January 1, 2022, OPERS discontinued the group plans currently offered to non-Medicare retirees and re-employed retirees. Instead, eligible non-Medicare retirees will select an individual medical plan. OPERS will provide a subsidy or allowance via an HRA allowance to those retirees who meet health care eligibility requirements. Retirees will be able to seek reimbursement for plan premiums and other qualified medical expenses.

***Actuarial Assumptions – OP&F***

OP&F’s total OPEB liability as of December 31, 2021, is based on the results of an actuarial valuation date of January 1, 2021, 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 the value of reported amounts and assumptions about probability of occurrence of events far into the future. Examples include assumptions about future employment, mortality, salary increases, disabilities, retirements and employment terminations. Actuarially determined amounts are subject to continual review and potential modifications, as actual results are compared with past expectations and new estimates are made about the future.

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.

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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Valuation Date	January 1, 2021, with actuarial liabilities rolled forward to December 31, 2021
Actuarial Cost Method	Entry Age Normal
Investment Rate of Return	7.5 percent
Projected Salary Increases	3.75 percent to 10.5 percent
Payroll Growth	3.25 percent
Blended discount rate:	
Current measurement date	2.84 percent
Prior measurement date	2.96 percent
Cost of Living Adjustments	2.2 percent simple per year

In February 2022, the OP&F Board adopted a change in the investment rate of return, changing it from 8 percent for the 2020 measurement period to 7.5 percent for the 2021 measurement period.

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

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

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

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

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

The 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, 2021, are summarized below:

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

Asset Class	Target Allocation	Long-Term Expected Real Rate of Return
Cash and Cash Equivalents	- %	0.00 %
Domestic Equity	21.00	3.60
Non-US Equity	14.00	4.40
Private Markets	8.00	6.80
Core Fixed Income *	23.00	1.10
High Yield Fixed Income	7.00	3.00
Private Credit	5.00	4.50
U.S. Inflation Linked Bonds *	17.00	0.80
Midstream Energy Infrastructure	5.00	5.00
Real Assets	8.00	5.90
Gold	5.00	2.40
Private Real Estate	12.00	4.80
Total	125.00 %	

Note: Assumptions are geometric.

\* Levered 2x

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

**Discount Rate**

For 2021, the total OPEB liability was calculated using the discount rate of 2.84 percent. For 2020, the total OPEB liability was calculated using the discount rate of 2.96 percent. The projection of cash flows used to determine the discount rate assumed the contribution from employers and from members would be computed based on contribution requirements as stipulated by State statute. Projected inflows from investment earnings were calculated using the longer-term assumed investment rate of return of 7.5 percent. Based on those assumptions, OP&F's fiduciary net position was projected to not be able to make all future benefit payments of current plan members. Therefore, a municipal bond rate of 2.05 percent at December 31, 2021, and 2.12 percent at December 31, 2020, was blended with the long-term rate of 7.5 percent for 2021 and 8 percent for 2020, which resulted in a blended discount rate of 2.84 percent for 2021 and 2.96 percent for 2020. The municipal bond rate was determined using the Bond Buyers General Obligation 20-year Municipal Bond Index Rate. The OPEB plan's fiduciary net position was projected to be available to make all projected OPEB payments until 2037. The long-term expected rate of return on health care investments was applied to projected costs through 2037, and the municipal bond rate was applied to all health care costs after that date.

**Sensitivity of the 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 2.84 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 (1.84 percent), or one percentage point higher (3.84 percent) than the current rate.



**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

	1% Decrease (1.84%)	Current Discount Rate (2.84%)	1% Increase (3.84%)
Proportionate share of the net OPEB liability	\$1,074,562	\$854,847	\$674,241

**Sensitivity of the Proportionate Share of the Net OPEB Liability to Changes in the Health Care Cost Trend Rate**

The total OPEB liability is based on a medical benefit that is a flat dollar amount; therefore, it is unaffected by a health care cost trend rate. An increase or decrease in the trend rate would have no effect on the total OPEB liability.

**Note 14 - Contingencies**

**Grants**

The City receives significant financial assistance from numerous federal and State agencies in the form of grants. The disbursement of funds received under these programs generally requires compliance with terms and conditions specified in the grant agreements and are subject to audit by the grantor agencies. Any disallowed claims resulting from such audits could become a liability of the general fund or other applicable funds. However, in the opinion of management, any such disallowed claims will not have a material effect on any of the financial statements of the individual fund types included herein or on the overall financial position of the City at December 31, 2022.

**Contracts**

The City has entered into an ongoing contract with both AMP and AEP to purchase power. The city is committed to provide and sell power (electricity) at a marginal profit.

**Litigation**

The City is currently involved in litigation cases, but the potential loss for the case was not estimable and/or immaterial.

**Contingent Liability**

The City is a member of American Municipal Power (AMP) and has participated in the AMP Generating Station (AMPGS) Project. This project was intended to develop a pulverized coal power plant in Meigs County, Ohio. The City's project share was 5,000 kilowatts (kW) of a total 771,281 kW, giving the City a 0.65 percent project share. The AMPGS Project required participants to sign "take or pay" contracts with AMP. As such, the participants are obligated to pay any costs incurred for the project. In November 2009, the participants voted to terminate the AMPGS Project due to projected escalating costs. All project costs incurred prior to the cancellation and related to the cancellation were therefore deemed *impaired* and participants were obligated to pay those incurred costs. In prior years, payment of these costs was not required due to AMP's pursuit of legal action to collect them from Bechtel. As a result of a March 2014 legal ruling, the AMP Board of Trustees on April 15, 2014 and the AMPGS participants on April 16, 2014 approved the collection of the impaired costs and provided the participants with an estimate of their liability. The City's estimated share of the impaired costs at March 31, 2014 was \$870,487. The City received a credit of \$226,124 related to the AMPGS costs deemed to have future benefit for the project participants, classified as Plant Held for Future Use (PHFU), leaving an estimated net impaired costs balance of \$644,363. On May 31, 2017, the City repaid the full AMPGS net impaired costs liability due.

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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In late 2016, AMP reached a Settlement in the Bechtel Corporation litigation. On December 8, 2016, at the AMPGS Participants meeting, options for the allocation of the Settlement funds were approved. The AMPGS Participants and the AMP Board of Trustees voted to allocate the Settlement among the participants and the AMP General Fund based on each participant's original project share in kW including the AMP General Fund's project share.

The City does have a potential PHFU Liability of \$232,580, assuming the assets making up the PHFU (principally the land comprising the Meigs County site) have no value and also assuming the City's credit balance would earn zero interest. Stranded costs as well as PHFU costs are subject to change, including future borrowing costs on the AMP line of credit. Activities include items such negative items as property taxes as well as positive items revenue from leases or sale of all or a portion of the Meigs County site property.

**Note 15 - Fund Balances**

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

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**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

Fund Balances	General	Street	Police and Court Construction	Other Governmental Funds	Total
Nonspendable:					
Inventory	\$40,887	\$105,855	\$0	\$4,725	\$151,467
Prepays	57,214	11,168	0	12,967	81,349
Unclaimed funds	2,856	0	0	0	2,856
Muni Park Trust	0	0	0	20,000	20,000
Total Nonspendable	100,957	117,023	0	37,692	255,672
Restricted for:					
Street	0	93,677	0	0	93,677
State Highway	0	0	0	45,041	45,041
Street Sales Tax	0	0	0	60,874	60,874
Health	0	0	0	396,183	396,183
Park	0	0	0	260,252	260,252
Rehab Escrow CDBG	0	0	0	10,490	10,490
Court Probation	0	0	0	37,937	37,937
Law Enforcement Trust	0	0	0	28,391	28,391
Court IDAT	0	0	0	17,734	17,734
Court Enforcement and Education	0	0	0	17,198	17,198
DARE	0	0	0	1,492	1,492
Police Computer	0	0	0	10,302	10,302
Court IDAM	0	0	0	50,356	50,356
Home Program	0	0	0	725	725
Police Pension	0	0	0	106,907	106,907
Fire Pension	0	0	0	126,267	126,267
Shade Tree Trust	0	0	0	11,332	11,332
Police Court and Construction	0	0	2,618,929	0	2,618,929
Fire Damage	0	0	0	27,008	27,008
Debt Service	0	0	0	346,112	346,112
Capital Projects	0	0	0	1,229,343	1,229,343
Muni Park Trust	0	0	0	4,983	4,983
Total Restricted	0	93,677	2,618,929	2,788,927	5,501,533
Assigned to:					
Encumbrances	361,406	0	0	0	361,406
Budgetary Variance	2,623,700	0	0	0	2,623,700
Police Equipment	0	0	0	65,127	65,127
Total Assigned	2,985,106	0	0	65,127	3,050,233
Unassigned (Deficit)	75,000	0	0	0	75,000
Total Fund Balance	\$3,161,063	\$210,700	\$2,618,929	\$2,891,746	\$8,882,438

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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**Note 16 – Tax Abatements**

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As of December 31, 2022, the City provides tax abatements through the Community Reinvestment Area (CRA) and Ohio Enterprise Zone Area (EZA) Program:

The Ohio Community Reinvestment Area program (established by Ordinance 66-98) which is an economic development tool administered by the City that provides real property tax exemptions for property owners who renovate existing or construct new buildings. Under Ohio Revised Code section 3765 to 3735.70, a city, village or county can petition the Ohio Department of Development to confirm that investment in a particular geographical area. Once the Department has confirmed the investment in the area, the community may offer real estate tax exemptions to taxpayers who are willing to invest in the area. Up to 12 years may be exempt for commercial and industrial remodeling and up to 15 years may be exempt for new construction. State law requires reimbursement agreements with school districts for tax revenue losses for CRA in place after 1994. It is the City’s policy to have reimbursement agreements with school districts for any CRA prior to 1994. Payments in lieu of taxes paid by the property owner directly to the school districts as required by the agreement are not reduced from the total amount of taxes abated.

The Ohio Enterprise Zone Areas (established by Ordinance 13-88) are designated areas of land in which businesses can receive tax incentives in the form of tax exemptions on eligible new investments. EZAs are not part of the traditional zoning program, which limits the use of land, instead they allow local officials to negotiate with businesses to encourage new business investment in the zone. The EZA serves as an additional economic development tool for communities attempting to retain and expand their economic base. The EZA is a contract between the City and the company. The zone's geographic area is identified by the local communities involved in the creation of the zone. Once a zone is defined, the local legislative authority participating in the creation must petition the director of the Development Services Agency. The director must then certify the area for it to become an active Enterprise Zone. Tax incentives are negotiated at the local level, and an enterprise zone agreement must be in place before the project begins. Businesses interested in pursuing these incentives should contact the local Enterprise Zone Manager.

Tax Abatement Programs	Amount of Taxes Abated
Community Urban Redevelopment	\$3,207
Community Reinvestment Area	13,420
Enterprise Zone Area	56,234
	\$72,861

The abatements will be terminated if the property is deemed delinquent, behind on payments, or the terms and conditions of the CRA or EZA are not adhered to and no recapture provisions noted.

**Note 17 – Asset Retirement Obligations (ARO)**

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Ohio Revised Code Section 6111.44 requires the City to submit any changes to their sewage system to the Ohio EPA for approval. Through this review process, the City would be responsible to address any public safety issues associated with their wastewater treatment facilities. At this time, due to limitations associated with the existing plant’s age and building materials within the plant, the engineer consulted would not have a reasonable estimate to calculate a liability for this year.

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2022**

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**Note 18 – Implementation of New Accounting Principles**

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For fiscal year 2022, the City implemented Governmental Accounting Standards Board (GASB) Statement No. 87, Leases; GASB Statement No. 91, Conduit Debt Obligations; GASB Statement No. 97, Certain Component Unit Criteria, and Accounting and Financial Reporting for Internal Revenue Code Section 457 Deferred Compensation Plans; and portions of GASB Statement No. 99, Omnibus 2022.

GASB Statement No. 87 sets out to improve the information needs of financial statement users by improving accounting and financial reporting for leases by governments. This Statement increases the usefulness of governments' financial statements by requiring recognition of certain lease assets and liabilities for leases that previously were classified as operating leases and recognized as inflows of resources or outflows of resources based on the payment provisions of the contract. It establishes a single model for lease accounting based on the foundational principle that leases are financings of the right to use an underlying asset. Under this Statement, a lessee is required to recognize a lease liability and an intangible right-to-use lease asset, and a lessor is required to recognize a lease receivable and a deferred inflow of resources, thereby enhancing the relevance and consistency of information about governments' leasing activities. The implementation of GASB Statement No. 87 did not have an effect on the financial statements of the City.

GASB Statement No. 91 clarifies the definition of a conduit debt obligation, establishing that a conduit debt obligation is not a liability of the issuer; establishes standards for accounting and financial reporting of additional commitments and voluntary commitments extended by issuers and arrangements associated with conduit debt obligations; and improves required note disclosures. The implementation of GASB Statement No. 91 did not have an effect on the financial statements of the City.

GASB Statement No. 97 clarifies certain component unit criteria and provides accounting and financial reporting guidance for Internal Revenue Code Section 457 deferred compensation plans that meet the definition of a pension plan. The implementation of GASB Statement No. 97 did not have an effect on the financial statements of the City.

GASB Statement No. 99 addresses a variety of topics and includes clarification of provisions related to accounting and reporting of leases under GASB Statement No. 87, provides extension of the period which the London Interbank Offered Rate is considered appropriate benchmark interest rate, guidance on disclosure of nonmonetary transaction, accounting for pledges of future revenues when resources are not received by the pledging government under GASB Statement No. 48, and terminology updates related to certain provisions of GASB Statement No. 63 and No. 53. These topics under GASB Statement No. 99 provisions were implemented and did not have an effect on the financial statements of the City.

Other topics in GASB Statement No. 99 includes classification of other derivative instruments within the scope of GASB Statement No. 53, clarification of provisions related to accounting and reporting of Public-Private and Public-Public Partnerships under GASB Statement No. 94, and clarification of provisions to accounting and reporting of subscription-based information technology arrangements under GASB Statement No. 96. These topics are effective for future fiscal years and have not been implemented by the City.

**Note 19 – COVID-19**

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The United States and the State of Ohio declared a state of emergency in March of 2020 due to the COVID-19 pandemic. Ohio's state of emergency ended in June of 2021 while the national state of emergency continues. The financial impact of COVID-19 and the continuing emergency measures may impact subsequent periods of the City. The impact on the City future operating costs, revenues, and additional recovery from emergency funding, either federal or state, cannot be estimated.

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***REQUIRED SUPPLEMENTARY INFORMATION***

City of Shelby, Ohio  
 Required Supplementary Information  
 Schedule of the City's Proportionate Share  
 of the Net Pension Liability  
 Ohio Public Employees Retirement System - Traditional Plan  
 Last Nine Fiscal Years (1)

	2022	2021	2020	2019	2018
City's Proportion of the Net Pension Liability	0.02077300%	0.02049800%	0.01963400%	0.01950600%	0.02056800%
City's Proportionate Share of the Net Pension Liability	\$1,807,335	\$3,035,308	\$3,880,793	\$5,342,298	\$3,226,720
City's Covered-Employee Payroll	\$3,014,836	\$2,891,343	\$2,762,536	\$2,634,693	\$2,718,123
City's Proportionate Share of the Net Pension Liability as a Percentage of its Covered-Employee Payroll	59.95%	104.98%	140.48%	202.77%	118.71%
Plan Fiduciary Net Position as a Percentage of the Total Pension Liability	92.62%	86.88%	82.17%	74.70%	84.66%

(1) - The schedule is intended to show information for the past 10 years and the additional years' information will be displayed as it becomes available. Information prior to 2014 is not available.

Note- Amounts presented as of the City's measurement date which is the prior fiscal year end.

See accompanying notes to the required supplementary information.



2017	2016	2015	2014
0.02129100%	0.02143600%	0.02328000%	0.02328000%
\$4,834,825	\$3,712,985	\$2,807,828	\$2,744,409
\$2,763,883	\$3,099,067	\$2,863,583	\$3,328,000
174.93%	119.81%	98.05%	82.46%
77.25%	81.08%	86.45%	86.36%

City of Shelby, Ohio  
 Required Supplementary Information  
 Schedule of the City's Proportionate Share  
 of the Net Pension Liability  
 Ohio Police and Fire Pension Fund  
 Last Nine Fiscal Years (1)

	2022	2021	2020	2019	2018
City's Proportion of the Net Pension Liability - 0561P	0.03862930%	0.03952870%	0.04111990%	0.04171000%	0.03999600%
Liability - 0561F	0.03936160%	0.04085380%	0.04106950%	0.04189500%	0.04156400%
City's Proportionate Share of the Net Pension Liability	\$4,872,421	\$5,479,747	\$5,536,717	\$6,824,377	\$5,005,705
City's Covered-Employee Payroll	\$2,142,008	\$1,813,450	\$1,943,829	\$2,048,942	\$1,975,663
City's Proportionate Share of the Net Pension Liability as a Percentage of its Covered-Employee Payroll	227.47%	302.17%	284.84%	333.07%	253.37%
Plan Fiduciary Net Position as a Percentage of the Total Pension Liability	75.03%	70.65%	69.89%	63.07%	70.91%

(1) - The schedule is intended to show information for the past 10 years and the additional years' information will be displayed as it becomes available. Information prior to 2014 is not available.

Note- Amounts presented as of the City's measurement date which is the prior fiscal year end.

See accompanying notes to the required supplementary information.

2017	2016	2015	2014
0.03908800%	0.04074200%	0.04379640%	0.04379640%
0.04025800%	0.04211700%	0.04418610%	0.04418610%
\$5,025,696	\$5,330,378	\$4,557,860	\$4,285,024
\$1,906,684	\$1,811,389	\$1,808,453	\$2,118,167
263.58%	294.27%	252.03%	202.30%
68.36%	66.77%	72.20%	73.00%

City of Shelby, Ohio  
 Required Supplementary Information  
 Schedule of City Contributions  
 for Net Pension Liability  
 Ohio Public Employees Retirement System- Traditional Plan  
 Last Nine Fiscal Years (1)

	<u>2022</u>	<u>2021</u>	<u>2020</u>	<u>2019</u>	<u>2018</u>
Contractually Required Contribution	\$432,073	\$422,077	\$404,788	\$386,755	\$368,857
Contributions in Relation to the Contractually Required Contribution	<u>(432,073)</u>	<u>(422,077)</u>	<u>(404,788)</u>	<u>(386,755)</u>	<u>(368,857)</u>
Contribution Deficiency (Excess)	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>
City Covered-Employee Payroll	\$3,086,236	\$3,014,836	\$2,891,343	\$2,762,536	\$2,634,693
Contributions as a Percentage of Covered-Employee Payroll	14.00%	14.00%	14.00%	14.00%	14.00%

(1) - Information prior to 2014 is not available

See accompanying notes to the required supplementary information.

<u>2017</u>	<u>2016</u>	<u>2015</u>	<u>2014</u>
\$353,356	\$331,666	\$371,888	\$343,630
<u>(353,356)</u>	<u>(331,666)</u>	<u>(371,888)</u>	<u>(343,630)</u>
<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>
\$2,718,123	\$2,763,883	\$3,099,067	\$2,863,583
13.00%	12.00%	12.00%	12.00%

City of Shelby, Ohio  
 Required Supplementary Information  
 Schedule of City Contributions  
 for Net Pension Liability  
 Ohio Police and Fire Pension Fund  
 Last Nine Fiscal Years (1)

	<u>2022</u>	<u>2021</u>	<u>2020</u>	<u>2019</u>	<u>2018</u>
Contractually Required Contribution	\$433,031	\$454,320	\$384,270	\$410,731	\$389,299
Contributions in Relation to the Contractually Required Contribution	<u>(433,031)</u>	<u>(454,320)</u>	<u>(384,270)</u>	<u>(410,731)</u>	<u>(389,299)</u>
Contribution Deficiency (Excess)	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>
City Covered-Employee Payroll	\$2,054,280	\$2,142,008	\$1,813,450	\$1,943,829	\$2,048,942
Contributions as a Percentage of Covered-Employee Payroll	21.08%	21.21%	21.19%	21.13%	19.00%

(1) - Information prior to 2014 is not available

See accompanying notes to the required supplementary information.

<u>2017</u>	<u>2016</u>	<u>2015</u>	<u>2014</u>
\$375,376	\$362,270	\$363,908	\$368,201
<u>(375,376)</u>	<u>(362,270)</u>	<u>(363,908)</u>	<u>(368,201)</u>
<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>
\$1,975,663	\$1,906,684	\$1,811,389	\$1,808,453
19.00%	19.00%	20.09%	20.36%

City of Shelby, Ohio  
 Required Supplementary Information  
 Schedule of the City's Proportionate Share  
 of the Net Postemployment Benefits Other Than Pension (OPEB) Liability (Asset)  
 Ohio Public Employees Retirement System - Traditional Plan  
 Last Six Fiscal Years (1)

	2022	2021	2020	2019	2018
City's Proportion of the Net OPEB Liability (Asset)	0.02112900%	0.02090800%	0.02006300%	0.01995800%	0.02081000%
City's Proportionate Share of the Net OPEB Liability (Asset)	(\$661,793)	(\$372,493)	\$2,771,222	\$2,602,051	\$2,259,813
City's Covered-Employee Payroll	\$3,014,836	\$2,891,343	\$2,762,536	\$2,634,693	\$2,718,123
City's Proportionate Share of the Net OPEB Liability (Asset) as a Percentage of its Covered-Employee Payroll	-21.95%	-12.88%	100.31%	98.76%	83.14%
Plan Fiduciary Net Position as a Percentage of the Total OPEB Liability (Asset)	128.23%	115.57%	47.80%	46.33%	54.14%

(1) - The schedule is intended to show information for the past 10 years and the additional years' information will be displayed as it becomes available. Information prior to 2017 is not available.

Note- Amounts presented as of the City's measurement date which is the prior fiscal year end.

See accompanying notes to the required supplementary information.



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2017

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0.02172953%

\$2,194,756

\$2,763,883

79.41%

54.04%

City of Shelby, Ohio  
 Required Supplementary Information  
 Schedule of the City's Proportionate Share  
 of the Net Postemployment Benefits Other Than Pension (OPEB) Liability  
 Ohio Police and Fire Pension Fund  
 Last Six Fiscal Years (1)

	2022	2021	2020	2019	2018
City's Proportion of the Net OPEB Liability - 0561P	0.03862930%	0.04085380%	0.04111990%	0.04171000%	0.03999600%
City's Proportion of the Net OPEB Liability - 0561F	0.03936160%	0.03952870%	0.04106950%	0.04189500%	0.04156400%
City's Proportionate Share of the Net OPEB Liability	\$854,847	\$851,666	\$811,845	\$761,352	\$4,621,075
City's Covered-Employee Payroll	\$2,142,008	\$1,813,450	\$1,943,829	\$2,048,942	\$1,975,663
City's Proportionate Share of the Net OPEB Liability as a Percentage of its Covered-Employee Payroll	39.91%	46.96%	41.77%	37.16%	233.90%
Plan Fiduciary Net Position as a Percentage of the Total OPEB Liability	46.90%	45.42%	47.10%	46.57%	14.13%

(1) - The schedule is intended to show information for the past 10 years and the additional years' information will be displayed as it becomes available. Information prior to 2017 is not available.

Note- Amounts presented as of the City's measurement date which is the prior fiscal year end.

See accompanying notes to the required supplementary information.

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2017

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0.03908800%  
0.04025800%

\$3,766,376

\$1,906,684

197.54%

15.96%

City of Shelby, Ohio  
 Required Supplementary Information  
 Schedule of City Contributions to  
 Postemployment Benefits Other Than Pension (OPEB)  
 Ohio Public Employees Retirement System - Traditional Plan  
 Last Seven Fiscal Years (1)

	2022	2021	2020	2019	2018
Contractually Required Contribution to OPEB	\$0	\$0	\$0	\$0	\$0
Contributions to OPEB in Relation to the Contractually Required Contribution	0	0	0	0	0
Contribution Deficiency (Excess)	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>
City Covered-Employee Payroll	\$3,086,236	\$3,014,836	\$2,891,343	\$2,762,536	\$2,634,693
Contributions to OPEB as a Percentage of Covered-Employee Payroll	0.00%	0.00%	0.00%	0.00%	0.00%

(1) - The schedule is intended to show information for the past 10 years and the additional years' information will be displayed as it becomes available. Information prior to 2016 is not available.

See accompanying notes to the required supplementary information.

2017	2016
\$0	\$0
0	0
\$0	\$0
\$2,718,123	\$2,763,883
0.00%	0.00%

City of Shelby, Ohio  
 Required Supplementary Information  
 Schedule of City Contributions to  
 Postemployment Benefits Other Than Pension (OPEB)  
 Ohio Police and Fire Pension Fund  
 Last Seven Fiscal Years (1)

	2022	2021	2020	2019	2018
Contractually Required Contribution to OPEB	\$10,271	\$10,800	\$9,161	\$9,766	\$9,270
Contributions to OPEB in Relation to the Contractually Required Contribution	<u>(10,271)</u>	<u>(10,800)</u>	<u>(9,161)</u>	<u>(9,766)</u>	<u>(9,270)</u>
Contribution Deficiency (Excess)	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>
City Covered-Employee Payroll	\$2,054,280	\$2,142,008	\$1,813,450	\$1,943,829	\$2,048,942
Contributions to OPEB as a Percentage of Covered-Employee Payroll	0.50%	0.50%	0.51%	0.50%	0.45%

(1) - The schedule is intended to show information for the past 10 years and the additional years' information will be displayed as it becomes available. Information prior to 2016 is not available.

See accompanying notes to the required supplementary information.

<u>2017</u>	<u>2016</u>
\$31,855	\$61,958
<u>(31,855)</u>	<u>(61,958)</u>
<u>\$0</u>	<u>\$0</u>
\$1,975,663	\$1,906,684
1.61%	3.25%

City of Shelby, Ohio  
Schedule of Revenues, Expenditures and Changes in Fund Balance  
Budget and Actual (Non-GAAP Budgetary Basis)  
For the Fiscal Year Ended December 31, 2022

	General Fund			
	Original Budget	Final Budget	Actual	Variance from Final Budget
<b>Revenues:</b>				
Property and Other Taxes	\$512,895	\$512,895	\$605,191	\$92,296
Charges for Services	786,593	786,593	928,141	141,548
Investment Earnings	16,284	16,284	19,214	2,930
Intergovernmental	355,005	355,005	418,889	63,884
Fines, Licenses & Permits	150,039	150,039	177,039	27,000
Other Revenues	136,593	136,593	161,173	24,580
<b>Total Revenues</b>	<b>1,957,409</b>	<b>1,957,409</b>	<b>2,309,647</b>	<b>352,238</b>
<b>Expenditures:</b>				
<b>Current:</b>				
General Government	1,254,778	1,434,583	1,248,885	185,698
Public Safety	2,390,728	2,733,311	2,379,500	353,811
Community Development	422,877	483,474	420,891	62,583
Transportation and Street Repair	49,705	56,828	49,472	7,356
<b>Total Expenditures</b>	<b>4,118,088</b>	<b>4,708,196</b>	<b>4,098,748</b>	<b>609,448</b>
<b>Excess of Revenues Over (Under) Expenditures</b>	<b>(2,160,679)</b>	<b>(2,750,787)</b>	<b>(1,789,101)</b>	<b>961,686</b>
<b>Other Financing Sources (Uses):</b>				
Transfers In	3,042,591	3,042,591	3,590,110	547,519
Transfers (Out)	(1,176,525)	(1,345,117)	(1,171,000)	174,117
<b>Total Other Financing Sources (Uses)</b>	<b>1,866,066</b>	<b>1,697,474</b>	<b>2,419,110</b>	<b>721,636</b>
<b>Net Change in Fund Balance</b>	<b>(294,613)</b>	<b>(1,053,313)</b>	<b>630,009</b>	<b>1,683,322</b>
<b>Fund Balance Beginning of Year (includes prior year encumbrances appropriated)</b>	<b>1,298,345</b>	<b>1,298,345</b>	<b>1,298,345</b>	<b>0</b>
<b>Fund Balance End of Year</b>	<b>\$1,003,732</b>	<b>\$245,032</b>	<b>\$1,928,354</b>	<b>\$1,683,322</b>

See accompanying notes to the required supplementary information.



City of Shelby, Ohio  
Schedule of Revenues, Expenditures and Changes in Fund Balance  
Budget and Actual (Non-GAAP Budgetary Basis)  
For the Fiscal Year Ended December 31, 2022

	Street Fund			
	Original Budget	Final Budget	Actual	Variance from Final Budget
Revenues:				
Intergovernmental	\$896,542	\$2,510,318	\$1,732,663	(\$777,655)
Other Revenues	3,458	9,682	6,683	(2,999)
<b>Total Revenues</b>	<b>900,000</b>	<b>2,520,000</b>	<b>1,739,346</b>	<b>(780,654)</b>
Expenditures:				
Current:				
Transportation and Street Repair	886,896	895,543	686,022	209,521
Capital Outlay	1,472,205	1,486,558	1,138,763	347,795
<b>Total Expenditures</b>	<b>2,359,101</b>	<b>2,382,101</b>	<b>1,824,785</b>	<b>557,316</b>
<b>Net Change in Fund Balance</b>	<b>(1,459,101)</b>	<b>137,899</b>	<b>(85,439)</b>	<b>(223,338)</b>
Fund Balance Beginning of Year (includes prior year encumbrances appropriated)	102,274	102,274	102,274	0
<b>Fund Balance End of Year</b>	<b>(\$1,356,827)</b>	<b>\$240,173</b>	<b>\$16,835</b>	<b>(\$223,338)</b>

See accompanying notes to the required supplementary information.

**City of Shelby, Ohio**  
**Notes to the Required Supplementary Information**  
**For The Fiscal Year Ended December 31, 2022**

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**Note 1 – Budgetary Process**

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

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

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

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

1. Revenues are recorded when received in cash (budget) as opposed to when susceptible to accrual (GAAP).
2. Expenditures are recorded when paid in cash (budget) as opposed to when the liability is incurred (GAAP).
3. Encumbrances are treated as expenditures (budget) rather than as an assignment of fund balance (GAAP).
4. Some funds are reported as part of the general fund (GAAP basis) as opposed to the general fund being reported alone (budget basis).

**City of Shelby, Ohio**  
**Notes to the Required Supplementary Information**  
**For The Fiscal Year Ended December 31, 2022**

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

**Net Change in Fund Balance**

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	General	Street
GAAP Basis	\$985,901	(\$98,052)
Revenue Accruals	(3,940,699)	3,253
Expenditure Accruals	80,210	21,433
Transfers In	3,590,110	0
Transfers (Out)	(50,000)	0
Encumbrances	(35,513)	(12,073)
Budget Basis	<u>\$630,009</u>	<u>(\$85,439)</u>

**Note 2 – Net Pension Liability**

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**Ohio Public Employees Retirement System Changes in Benefit Terms and Assumptions**

**Changes in assumptions:**

2022: The following were the most significant changes of assumptions that affected total pension liability since the prior measurement date

- Change in future salary increases from a range of 3.25%-10.75% to 2.75%-10.75%
- Decrease in wage inflation from 3.25% to 2.75%
- COLA or Ad Hoc COLA: Post-January 7, 2013 Retirees went from, 0.5%, simple - 2021 then 2.15% simple, to 3.0% simple - 2022 then 2.05% simple.

2021-2020: There were no changes in methods and assumptions used in the calculation of actuarial determined contributions for this period.

2019: OPERS Board adopted a change in the investment return assumption, reducing it from 7.50% to 7.20%.

2018: 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%

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

**City of Shelby, Ohio**  
**Notes to the Required Supplementary Information**  
**For The Fiscal Year Ended December 31, 2022**

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**Changes in benefit terms:**

2022-2014: There were no changes in benefit terms for this period.

**Ohio Police and Fire Pension Fund Changes in Benefit Terms and Assumptions**

**Changes in assumptions:**

2022: Investment Rate of Return went from 8.00% to 7.5%

2021-2019: There have been no OP&F pension plan amendments adopted or changes in 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%

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

**Changes in benefit terms:**

2022-2014: There were no changes in benefit terms for the period.

**Note 3 - Net OPEB Liability (Asset)**

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**Ohio Public Employees Retirement System Changes in Benefit Terms and Assumptions**

**Changes in assumptions:**

2022: The following were the most significant changes of assumptions that affected the total OPEB liability since the prior measurement date:

- Wage inflation decreased from 3.25% to 2.75%
- Projected Salary decreased from 3.25% - 10.75% to 2.75% - 10.75%
- Municipal Bond Rate decreased from 2.00% to 1.84%
- Health Care Cost Trend rate decreased from 8.5%, initial to 5.5%, initial

2021: The following were the most significant changes of assumptions that affected the total OPEB liability since the prior measurement date:

- The single discount rate increased from 3.16% to 6.00%.
- The municipal bond rate decreased from 2.75% to 2.00%.
- The initial health care cost trend rate decreased from 10.50% to 8.50%.

**City of Shelby, Ohio**  
**Notes to the Required Supplementary Information**  
**For The Fiscal Year Ended December 31, 2022**

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2020: The following were the most significant changes of assumptions that affected the total OPEB liability since the prior measurement date:

- The single discount rate decreased from 3.96% to 3.16%.
- The municipal bond rate decreased from 3.71% to 2.75%.
- The initial health care cost trend rate increased from 10.00% to 10.50%.

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

- The single discount rate increased from 3.85% to 3.96%.
- The investment rate of return decreased from 6.50% to 6.00%.
- The municipal bond rate increased from 3.31% to 3.71%.
- The initial health care cost trend rate increased from 7.50% to 10.00%.

2018: The single discount rate changed from 4.23% to 3.85%.

**Changes in Benefit Terms:**

2022: Effective January 1, 2022, OPERS discontinued the group plans currently offered to non-Medicare retirees and re-employed retirees. Instead, eligible non-Medicare retirees will select an individual medical plan. OPERS will provide a subsidy or allowance via an HRA allowance to those retirees who meet health care eligibility requirements. Retirees will be able to seek reimbursement for plan premiums and other qualified medical expenses.

2021: There were no changes in benefit terms for the period.

2020: On January 15, 2020, the Board approved several changes to the health care plan offered to Medicare and pre-Medicare retirees in efforts to decrease costs and increase the solvency of the health care plan. These changes are effective January 1, 2022, and include changes to base allowances and eligibility for Medicare retirees, as well as replacing OPERS-sponsored medical plans for pre-Medicare retirees with monthly allowances, similar to the program for Medicare retirees.

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

**Ohio Police and Fire Pension Fund Changes in Benefit Terms and Assumptions**

**Changes in assumptions:**

2022: The following were the most significant changes of assumptions that affected the total OPEB liability since the prior measurement date:

- Investment Rate of Return decreased from 8.00% to 7.5%
- Blended discount rate: Current measurement date decreased from 2.96% to 2.84%
- Blended discount rate: Prior measurement date decreased from 3.56% to 2.96%

2021: There were no changes in methods and assumptions used in the calculation of actuarial determined contributions. The single discount rate changed from 3.56% to 2.96%.

2020: There were no changes in methods and assumptions used in the calculation of actuarial determined contributions. The single discount rate changed from 4.66% to 3.56%.

**City of Shelby, Ohio**  
**Notes to the Required Supplementary Information**  
**For The Fiscal Year Ended December 31, 2022**

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2019: Beginning January 1, 2019 OP&F changed its retiree health care model and the current self-insured health care plan is no longer offered. In its place will be a stipend-based health care model. OP&F has contracted with a vendor who will assist eligible retirees in choosing health care plans from their marketplace (both Medicare-eligible and pre-Medicare populations). A stipend funded by OP&F will be placed in individual Health Reimbursement Accounts that retirees will use to be reimbursed for health care expenses. As a result of changing from the current health care model to the stipend based health care model, management expects that it will be able to provide stipends to eligible participants for the next 15 years. Beginning in 2020 the Board approved a change to the Deferred Retirement Option Plan. The minimum interest rate accruing will be 2.5%. The single discount rate increased from 3.24% to 4.66% and the municipal bond rate from 3.16% to 4.13%.

2018: The single discount rate changed from 3.79% to 3.24%

**Changes in benefit terms:**

2022-2020: There were no changes in benefit terms for the period.

2019: See above regarding change to stipend-based model.

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

CITY OF SHELBY  
RICHLAND COUNTY

SCHEDULE OF EXPENDITURES OF FEDERAL AWARDS  
FOR THE YEAR ENDED DECEMBER 31, 2022

<u>FEDERAL GRANTOR</u> <i>Pass Through Grantor</i> Program / Cluster Title	Federal AL Number	Pass Through Entity Identifying Number	Total Federal Expenditures
<b><u>U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT</u></b>			
<i>Passed Through the Ohio Development Services Agency</i>			
Community Development Block Grants / State's Program and Non-Entitlement Grants in Hawaii	14.228	A-C-20-2DQ-1	\$ 96,921
Home Investment Partnerships Program	14.239	A-C-20-2DQ-2	213,080
<b>TOTAL U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT</b>			<b>310,001</b>
<b><u>U.S. DEPARTMENT OF TRANSPORTATION</u></b>			
<i>Passed Through the Ohio Department of Transportation</i>			
Highway Planning and Construction Cluster	20.205	111240	962,206
<b>TOTAL U.S. DEPARTMENT OF TRANSPORTATION</b>			<b>962,206</b>
<b><u>U.S. DEPARTMENT OF JUSTICE</u></b>			
<i>Direct Grant</i>			
Bulletproof Vest Partnership Program	16.607	N/A	1,488
<b>TOTAL U.S. DEPARTMENT OF JUSTICE</b>			<b>1,488</b>
<b><u>U.S. DEPARTMENT OF TREASURY</u></b>			
<i>Direct Grant</i>			
COVID-19 - State and Local Fiscal Recovery Funds	21.027	N/A	949,783
<b>TOTAL U.S. DEPARTMENT OF TREASURY</b>			<b>949,783</b>
<b><u>U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES</u></b>			
<i>Passed Through Richland County</i>			
COVID-19 Public Health Emergency Response: Cooperative Agreement for Emergency Response: Public Health Crisis Response	93.354	34-6002631	81,453
<b>TOTAL U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES</b>			<b>81,453</b>
<b>TOTAL FEDERAL AWARDS EXPENDITURES</b>			<b>\$ 2,304,931</b>

*The accompanying notes are an integral part of this schedule.*

**CITY OF SHELBY  
RICHLAND COUNTY**

**NOTES TO THE SCHEDULE OF EXPENDITURES OF FEDERAL AWARDS  
2 CFR 200.510(b)(6)  
FOR THE YEAR ENDED DECEMBER 31, 2022**

**NOTE A – BASIS OF PRESENTATION**

The accompanying Schedule of Expenditures of Federal Awards (the Schedule) includes the federal award activity of the City of Shelby, Richland County, Ohio (the City) under programs of the federal government for the year ended December 31, 2022. The information on this Schedule is prepared in accordance with the requirements of Title 2 U.S. *Code of Federal Regulations* Part 200, *Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards* (Uniform Guidance). Because the Schedule presents only a selected portion of the operations of the City, it is not intended to and does not present the financial position, changes in net position, or cash flows of the City.

**NOTE B – SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES**

Expenditures reported on the Schedule are reported on the cash basis of accounting. Such expenditures are recognized following the cost principles contained in Uniform Guidance wherein certain types of expenditures may or may not be allowable or may be limited as to reimbursement.

**NOTE C – INDIRECT COST RATE**

The City has elected not to use the 10-percent de minimis indirect cost rate as allowed under the Uniform Guidance.

**NOTE D - COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG) and HOME INVESTMENT PARTNERSHIPS PROGRAM (HOME) GRANT PROGRAMS WITH REVOLVING LOAN CASH BALANCE**

The current cash balance on the City's local program income account as of December 31, 2022 is \$10,488.

**NOTE E - MATCHING REQUIREMENTS**

Certain Federal programs require the City to contribute non-Federal funds (matching funds) to support the Federally-funded programs. The City has met its matching requirements. The Schedule does not include the expenditure of non-Federal matching funds.



# OHIO AUDITOR OF STATE KEITH FABER



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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 Shelby  
Richland County  
43 West Main Street  
Shelby, Ohio 44875

To the City Council:

We have audited, in accordance with the auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States (*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 Shelby, Richland County, Ohio, (the City) as of and for the year ended December 31, 2022, and the related notes to the financial statements, which collectively comprise the City's basic financial statements and have issued our report thereon dated August 24, 2023.

### ***Report on Internal Control Over Financial Reporting***

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

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

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies and therefore, material weaknesses or significant deficiencies may exist that were not identified. Given these limitations, during our audit we did not identify any deficiencies in internal control that we consider to be material weaknesses. We identified a certain deficiency in internal control, described in the accompanying schedule of findings as item 2022-001 that we consider to be a significant deficiency.

***Report on Compliance and Other Matters***

As part of obtaining reasonable assurance about whether the City's financial statements are free from material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the financial statements. However, providing an opinion on compliance with those provisions was not an objective of our audit and accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards*.

***City's Response to Finding***

*Government Auditing Standards* requires the auditor to perform limited procedures on the City's response to the finding identified in our audit and described in the accompanying corrective action plan. The City's response was not subjected to the other auditing procedures applied in the audit of the financial statements and, accordingly, we express no opinion on the response.

***Purpose of This Report***

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



Keith Faber  
Auditor of State  
Columbus, Ohio

August 24, 2023

# OHIO AUDITOR OF STATE KEITH FABER



88 East Broad Street  
Columbus, Ohio 43215  
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## INDEPENDENT AUDITOR'S REPORT ON COMPLIANCE WITH REQUIREMENTS APPLICABLE TO EACH MAJOR FEDERAL PROGRAM AND ON INTERNAL CONTROL OVER COMPLIANCE REQUIRED BY THE UNIFORM GUIDANCE

City of Shelby  
Richland County  
43 West Main Street  
Shelby, Ohio 44875

To the City Council:

### **Report on Compliance for Each Major Federal Program**

#### ***Opinion on Each Major Federal Program***

We have audited the City of Shelby's, Richland County, Ohio, (the City) compliance with the types of compliance requirements identified as subject to audit in the U.S. Office of Management and Budget (OMB) *Compliance Supplement* that could have a direct and material effect on each of the City of Shelby's major federal programs for the year ended December 31, 2022. The City of Shelby's major federal programs are identified in the *Summary of Auditor's Results* section of the accompanying schedule of findings.

In our opinion, the City of Shelby complied, in all material respects, with the compliance requirements referred to above that could have a direct and material effect on each of its major federal programs for the year ended December 31, 2022.

#### ***Basis for Opinion on Each Major Federal Program***

We conducted our audit of compliance in accordance with auditing standards generally accepted in the United States of America (GAAS); the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States (*Government Auditing Standards*); and the audit requirements of Title 2 U.S. *Code of Federal Regulations* Part 200, *Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards* (Uniform Guidance). Our responsibilities under those standards and the Uniform Guidance are further described in the *Auditor's Responsibilities for the Audit of Compliance* section of our report.

We are required to be independent of the City and to meet our other ethical responsibilities, in accordance with relevant ethical requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion on compliance for each major federal program. Our audit does not provide a legal determination of the City's compliance with the compliance requirements referred to above.

### ***Responsibilities of Management for Compliance***

The City's Management is responsible for compliance with the requirements referred to above and for the design, implementation, and maintenance of effective internal control over compliance with the requirements of laws, statutes, regulations, rules, and provisions of contracts or grant agreements applicable to the City's federal programs.

### ***Auditor's Responsibilities for the Audit of Compliance***

Our objectives are to obtain reasonable assurance about whether material noncompliance with the compliance requirements referred to above occurred, whether due to fraud or error, and express an opinion on the City's compliance based on our audit. Reasonable assurance is a high level of assurance but is not absolute assurance and therefore is not a guarantee that an audit conducted in accordance with GAAS, *Government Auditing Standards*, and the Uniform Guidance will always detect material noncompliance when it exists. The risk of not detecting material noncompliance resulting from fraud is higher than for that resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control. Noncompliance with the compliance requirements referred to above is considered material, if there is a substantial likelihood that, individually or in the aggregate, it would influence the judgment made by a reasonable user of the report on compliance about the City's compliance with the requirements of each major federal program as a whole.

In performing an audit in accordance with GAAS, *Government Auditing Standards*, and the Uniform Guidance, we:

- exercise professional judgment and maintain professional skepticism throughout the audit.
- identify and assess the risks of material noncompliance, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the City's compliance with the compliance requirements referred to above and performing such other procedures as we considered necessary in the circumstances.
- obtain an understanding of the City's internal control over compliance relevant to the audit in order to design audit procedures that are appropriate in the circumstances and to test and report on internal control over compliance in accordance with the Uniform Guidance, but not for the purpose of expressing an opinion on the effectiveness of the City's internal control over compliance. Accordingly, no such opinion is expressed.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit and any significant deficiencies and material weaknesses in internal control over compliance that we identified during the audit.

### **Report on Internal Control Over Compliance**

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

Our consideration of internal control over compliance was for the limited purpose described in the *Auditor's Responsibilities for the Audit of Compliance* section above and was not designed to identify all deficiencies in internal control over compliance that might be material weaknesses or significant deficiencies in internal control over compliance. Given these limitations, during our audit we did not identify any deficiencies in internal control over compliance that we consider to be material weaknesses, as defined above. However, material weaknesses or significant deficiencies in internal control over compliance may exist that were not identified.

Our audit was not designed for the purpose of expressing an opinion on the effectiveness of internal control over compliance. Accordingly, no such opinion is expressed.

The purpose of this report on internal control over compliance is solely to describe the scope of our testing of internal control over compliance and the results of this testing based on the requirements of the Uniform Guidance. Accordingly, this report is not suitable for any other purpose.



Keith Faber  
Auditor of State  
Columbus, Ohio

August 24, 2023

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**CITY OF SHELBY  
RICHLAND COUNTY**

**SCHEDULE OF FINDINGS  
2 CFR § 200.515  
DECEMBER 31, 2022**

**1. SUMMARY OF AUDITOR'S RESULTS**

<b>(d)(1)(i)</b>	<b>Type of Financial Statement Opinion</b>	Unmodified
<b>(d)(1)(ii)</b>	<b>Were there any material weaknesses in internal control reported at the financial statement level (GAGAS)?</b>	No
<b>(d)(1)(ii)</b>	<b>Were there any significant deficiencies in internal control reported at the financial statement level (GAGAS)?</b>	Yes
<b>(d)(1)(iii)</b>	<b>Was there any reported material noncompliance at the financial statement level (GAGAS)?</b>	No
<b>(d)(1)(iv)</b>	<b>Were there any material weaknesses in internal control reported for major federal programs?</b>	No
<b>(d)(1)(iv)</b>	<b>Were there any significant deficiencies in internal control reported for major federal programs?</b>	No
<b>(d)(1)(v)</b>	<b>Type of Major Programs' Compliance Opinion</b>	Unmodified
<b>(d)(1)(vi)</b>	<b>Are there any reportable findings under 2 CFR § 200.516(a)?</b>	No
<b>(d)(1)(vii)</b>	<b>Major Programs (list):</b>	AL #20.205 – Highway Planning and Construction Cluster  AL #21.027 – COVID-19 State and Local Fiscal Recovery Funds
<b>(d)(1)(viii)</b>	<b>Dollar Threshold: Type A/B Programs</b>	Type A: > \$ 750,000 Type B: all others
<b>(d)(1)(ix)</b>	<b>Low Risk Auditee under 2 CFR § 200.520?</b>	No

**CITY OF SHELBY  
RICHLAND COUNTY**

**SCHEDULE OF FINDINGS  
2 CFR § 200.515  
DECEMBER 31, 2022  
(Continued)**

**2. FINDINGS RELATED TO THE FINANCIAL STATEMENTS  
REQUIRED TO BE REPORTED IN ACCORDANCE WITH GAGAS**

**FINDING NUMBER 2022-001**

**Municipal Court – Monthly Bank Reconciliations  
Significant Deficiency**

Sound accounting practices require that when designing the public office’s system of internal control and the specific control activities, management should ensure adequate security of assets and records, and verify the existence and valuation of assets and liabilities and periodically reconcile them to the accounting records.

The reconciliation of cash (bank) balances to accounting system records (book) is the most basic and primary control process performed. Lack of completing an accurate and timely reconciliation may allow for accounting errors, theft and fraud to occur without timely detection.

The Municipal Court maintains two bank accounts separate from the City’s Treasury through which the collection and disbursement of all moneys for the Municipal Court are made. The Clerk of Courts is responsible for reconciling the Municipal Court accounting ledgers to bank balances on a monthly basis, and management of the City is responsible for reviewing the reconciliations and related support.

Monthly bank to book reconciliations for the Municipal Court criminal and civil bank accounts were not accurately prepared or reviewed each month of 2022. The December 2022 reconciliations reflect unreconciled balances of (\$11,493) and (\$1,696) in the criminal and civil bank accounts, respectively. As of the date of this report the Clerk of Courts has identified various errors impacting the December 2022 reconciliations totaling \$15,034 and (\$2,117) in the criminal and civil bank accounts, respectively. Therefore, the net unreconciled balance in the criminal and civil bank accounts was \$3,541 and (\$3,813), respectively.

Failure to accurately reconcile monthly increases the possibility that the City will not be able to identify, assemble, analyze, classify, and record its transactions correctly or to document compliance with finance related legal and contractual requirements. Further, the lack of accurate monthly reconciliations increases the risk of theft/fraud over the cash cycle and could lead to inaccurate reporting in the annual financial statements.

The Municipal Court should record all transactions and prepare monthly bank to book cash reconciliations, which include all bank accounts and all fund balances. Variances should be investigated, documented and corrected timely. In addition, management should review the monthly cash reconciliations including the related support (such as reconciling items) and document the reviews.

**Officials’ Response**

See Corrective Action Plan

**3. FINDINGS FOR FEDERAL AWARDS**

None



**SUMMARY SCHEDULE OF PRIOR AUDIT FINDINGS  
 2 CFR 200.511(b)  
 DECEMBER 31, 2022**

Finding Number	Finding Summary	Status	Additional Information
2021-001	Municipal Court Monthly Bank Reconciliations – Significant Deficiency  (Finding first occurred in fiscal year 2017.)	Not Corrected	Finding is being repeated in the current audit as Finding 2022-001. Monthly municipal court bank reconciliations were not accurately completed during 2022. See Corrective Action Plan.

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**CORRECTIVE ACTION PLAN**  
**2 CFR § 200.511(c)**  
**December 31, 2022**

**Finding Number:** 2022-001

**Planned Corrective Action:** Identified errors corrected with programmer. All documented variances have been provided to Henschen to update in an effort to avoid creating additional program discrepancies. Going forward, we are correcting documented variances at the time of completion of each monthly reconciliation. All monthly reconciliations are being reviewed by management and the finance department.

**Anticipated Completion Date:** September 30, 2023

**Responsible Contact Person:** Shannon Small

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# OHIO AUDITOR OF STATE KEITH FABER



**CITY OF SHELBY**

**RICHLAND COUNTY**

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

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



**Certified for Release 9/26/2023**

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

This report is a matter of public record and is available online at  
[www.ohioauditor.gov](http://www.ohioauditor.gov)