

INFORMATION CONCERNING THE STATE OF OHIO

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INFORMATION CONCERNING THE STATE OF OHIO

The following discusses certain matters relating to general State finances and debt, and the State's economy and employment, population, agriculture, resources, tax bases and related subjects. This information is from the State's official records, except for information expressly attributed to other sources, and summarizes and describes current and recent historical information. It is not intended to indicate future or continuing trends in the financial or other positions of the State. No representation is made that past experience, as might be shown by this financial and other information, will necessarily continue in the future.

FISCAL MATTERS

General

Consistent with the constitutional provision that no appropriation may be made for a period longer than two years, the State operates on the basis of a fiscal biennium for its appropriations and expenditures. Under current law that biennium for operating purposes runs from July 1 in an odd-numbered year to June 30 in the next odd-numbered year (e.g., the current fiscal biennium began July 1, 2019 and ends June 30, 2021). Within a fiscal biennium, the State operates on the basis of a July 1 to June 30 Fiscal Year. The biennium for general capital appropriations purposes runs from July 1 in an even-numbered year to June 30 in the next even-numbered year. Consistent with the fiscal biennium for operating purposes, the Governor is generally required to submit the Executive Budget to the General Assembly in February of each odd-numbered year. Appropriations legislation reflecting that Executive Budget is then introduced for committee hearings and review first in the House and then in the Senate, with that appropriations legislation as approved by the General Assembly then presented to the Governor for approval (with possible line item vetoes). See **FISCAL MATTERS – Recent and Current Finances – Current Biennium** for discussion of the enacted budget for the 2020-21 fiscal biennium.

Authority for appropriating State moneys subject to appropriation rests in the bicameral General Assembly, which consists of a 99-member House of Representatives (elected to two-year terms) and a 33-member Senate (elected to overlapping four-year terms). Members of both houses are subject to term limits, with a maximum of eight consecutive years in either. The Governor has veto power, including the power to make line-item vetoes in bills making appropriations. Vetoes may be overridden by a three-fifths vote of each house.

The Constitution requires the General Assembly to “provide for raising revenue, sufficient to defray the expenses of the state, for each year, and also a sufficient sum to pay the principal and interest as they become due on the state debt.” The State is effectively precluded by law from ending a Fiscal Year or a biennium in a “deficit” position. State borrowing to meet casual deficits or failures in revenues or to meet expenses not otherwise provided for is limited by the Constitution to \$750,000.

Most State operations are financed through the General Revenue Fund (GRF). Personal income and sales and use taxes are the major sources of GRF tax revenue. The last complete Fiscal Year ended June 30, 2020 with an unobligated GRF fund balance (after year-end transfers) of \$784.8 million. The State has a “rainy day” fund (the Budget Stabilization Fund (BSF)) which by law is intended to carry a balance of up to 8.5% of the GRF revenue for the preceding Fiscal Year (this amount was 5% for Fiscal Year 2016 and prior years). The current BSF balance is \$2.691 billion, which equals 8.0% of Fiscal Year 2020 GRF revenue. Recent Fiscal Year-end BSF balances and their percent of GRF revenue for that Fiscal Year were:

Fiscal Year-Ending	BSF Balance(a)	% of GRF Revenue
2015	2,004,569,000	6.4%
2016	2,034,051,000	6.0
2017	2,034,051,000	6.0
2018	2,691,554,000	8.3
2019	2,691,554,000	8.0
2020	2,691,554,000	8.0

(a) Reflects balance after year-end transfer into BSF; actual cash transfers into the BSF occur early in the following Fiscal Year.

The Revised Code provides that if the Governor ascertains that the available revenue receipts and balances for the GRF or other funds for the then current Fiscal Year will in all probability be less than the appropriations for that Fiscal Year, the Governor shall issue such orders to State agencies as will prevent their expenditures and incurred obligations from exceeding those revenue receipts and balances. The Governor implemented this

directive in Fiscal Year 2020 to reduce GRF expenditures in that Fiscal Year by approximately \$775 million, and this directive has been implemented several times in prior fiscal biennia.

Listed in the tables below under **Recent Receipts and Disbursements** are the major categories of State revenue sources, including taxes and excises, and the amounts received from those categories. There is no present constitutional limit on the rates of those State levied taxes and excises (except for taxes on intangible property which the State does not currently levy).

At present the State itself does not levy ad valorem taxes on real or tangible personal property. Ad valorem taxes on tangible personal property of public utilities and on real property are levied by political subdivisions and local taxing districts, and State law does not currently allow the imposition of a general ad valorem tax on tangible personal property other than that of public utilities. The Constitution has since 1934 limited the amount of the aggregate levy of ad valorem property taxes on particular property, without a vote of the electors or municipal charter provision, to 1% of true value in money, and statutes limit the amount of that aggregate levy without a vote or charter provision to 10 mills per \$1 of assessed valuation -- commonly referred to in the context of Ohio local government finance as the “ten-mill limitation.” See **TAX LEVELS AND TAX BASES** for a discussion of the phase-out of local tangible personal property taxes in 2006 through 2009.

The Constitution directs or restricts the use of certain revenues. Highway fees and excises, including gasoline taxes, are limited in use to highway-related purposes. Not less than 50% of the receipts from State income taxes must be returned to the originating political subdivisions and school districts. State net lottery profits are allocated to elementary, secondary, vocational and special education program purposes, including application to debt service on obligations issued to finance capital facilities for a system of common schools.

Constitutional amendments relating to taxation, revenues, expenditures, debt or other subjects may be proposed by action of three-fifths of the members elected to each house of the General Assembly or by initiative petition signed by electors numbering at least 10% of the total number of votes last cast for the office of Governor. Adoption of a proposed amendment requires approval by a majority of electors voting on it at a statewide election. The Ohio Constitution expressly provides that the General Assembly has no power to pass laws impairing the obligation of contracts.

Accounts and Controls; Financial Reports

With each office performing specific functions relating to State expenditures, the Office of Budget and Management (OBM) and the Treasurer of State account for and report on the State’s fiscal affairs.

OBM maintains records of the appropriations made by the General Assembly, and its Director, appointed by the Governor, certifies the availability of unencumbered appropriations as a condition of contract validity. OBM fiscal functions include the development and oversight of operating and capital budgets as well as the review, processing, and reporting of financial transactions for most State departments and agencies (excluding, among others, higher education institutions). The OBM Director’s certification is required for all expenditure vouchers before OBM may issue State warrants. Upon certification, OBM updates its accounting records to reflect the level of vouchered expenditures. The Treasurer of State maintains the cash and investments that comprise the State treasury and invests State funds. The Treasurer redeems the warrants issued by OBM when presented for payment by financial institutions and monitors the timing and amount of payments to determine the State’s cash flow position for investment purposes.

State financial reporting practices have been and are in accordance with generally accepted accounting principles (GAAP basis). Each Comprehensive Annual Financial Report (CAFR) includes the State’s Basic Financial Statements (BFS) for that Fiscal Year as examined by the Auditor of State. The most recent CAFRs are accessible via OBM’s web page at <https://obm.ohio.gov/wps/portal/gov/obm/areas-of-interest/state-accounting/financial-reporting/cafr>, and copies may be obtained by contacting OBM, 30 E. Broad Street, 34th Floor, Columbus, Ohio 43215, phone (614) 466-4034. The Fiscal Year 2019 CAFR received the Government Finance Officers Association certificate of achievement for excellence in financial reporting.

The BFS are presented in accordance with a fund classification system prescribed by the Governmental Accounting Standards Board. The GAAP basis financial statement presentation is comprehensive in scope and includes organizations and activities defined within Ohio’s reporting entity that are not subject to the State’s appropriation process. The “General Fund” as reported in the BFS includes more than just the GRF; it also encompasses the Budget Stabilization Fund and those reimbursement-supported funds that account for activities administered by State agencies and departments and for which special revenue or proprietary fund classifications are considered inappropriate.

Recent Receipts and Disbursements

The following summary statements, prepared by OBM based on its accounting records, include (i) governmental and proprietary appropriated funds, cash receipts and cash disbursements, and (ii) GRF cash basis activity. The governmental and proprietary appropriated funds encompass the General Fund (which includes the GRF and BSF) as well as special revenue, debt service, capital projects, and enterprise fund types.

SUMMARY STATEMENT GOVERNMENTAL AND PROPRIETARY APPROPRIATED FUNDS (\$ in Millions)

Cash Receipts

SOURCE OF RECEIPTS	Fiscal Year				
	2016	2017	2018	2019	2020
Taxes:					
Personal Income(a).....	\$8,169.4	\$7,981.1	\$8,796.1	\$9,313.5	\$8,285.0
Sales and Use(b).....	10,807.7	11,070.5	10,616.2	11,053.3	11,160.5
Financial Institutions Tax	213.5	187.3	201.1	202.4	214.9
Commercial Activity Tax	1,689.1	1,750.8	1,805.5	1,932.0	1,979.9
Gasoline(c).....	1,740.4	1,817.4	1,802.8	1,846.0	2,400.0
Public Utilities and Kilowatt Hour.....	796.0	796.9	826.5	889.5	841.8
Cigarette(d).....	1,007.6	980.5	939.8	918.2	913.0
Foreign Insurance	316.4	321.4	299.4	325.8	332.5
Highway Use	36.2	39.1	34.8	37.4	44.4
Estate(e).....	2.2	0.8	0.2	0.2	0.1
Alcoholic Beverages	55.6	58.4	56.8	57.5	54.8
Liquor Gallonage.....	45.1	46.5	48.1	50.3	53.4
Domestic Insurance Franchise	263.5	273.9	283.4	281.3	308.4
Other	<u>108.9</u>	<u>82.5</u>	<u>106.8</u>	<u>110.7</u>	<u>106.0</u>
Total Taxes.....	25,251.6	25,407.1	25,817.5	27,018.0	26,694.4
Licenses, Permits and Fees.....	3,641.3	3,284.5	3,946.6	4,065.1	4,320.2
Sales, Services and Charges	1,749.2	1,512.1	1,636.9	1,665.3	1,671.3
Federal Government(f).....	22,953.9	22,911.5	23,014.9	23,663.7	29,220.6
Other(g).....	5,655.3	5,889.9	6,113.3	6,513.2	6,279.1
Proceeds from Sale of Bonds and Notes.....	<u>1,214.9</u>	<u>1,507.8</u>	<u>2,202.7</u>	<u>1,042.0</u>	<u>1,393.1</u>
Total Cash Receipts	\$60,466.2	\$60,512.9	\$62,731.9	\$63,967.4	\$69,578.6

- (a) The State has incrementally reduced personal income tax rates commencing calendar year 2013. (see **FISCAL MATTERS – Recent and Current Finances – Recent Biennia – 2014-15 and 2016-17 and TAX LEVELS AND TAX BASES – Personal Income Tax**).
- (b) Fiscal Year 2018 decline was due to replacing the sales tax on Medicaid managed care organizations with a new health insuring corporation provider assessment (See **FISCAL MATTERS – Recent and Current Finances – Recent Biennia – 2018-19**).
- (c) Beginning July 1, 2019, the gasoline tax and diesel tax were increased from 28.0 cents to 38.5 cents and 47.0 cents per gallon, respectively (see **TAX LEVELS AND TAX BASES**).
- (d) Beginning July 1, 2015, the cigarette tax was increased from \$1.25 per pack (of 20 cigarettes) to \$1.60 per pack (see **FISCAL MATTERS – Recent and Current Finances – Recent Biennia - 2014-15**).
- (e) Eliminated effective January 1, 2013; receipts in all years reflect delayed filings or payments.
- (f) Fiscal Year 2020 increase was associated with the enhanced Federal Medical Assistance Percentage authorized in the Families First Coronavirus Response Act. (see **FISCAL MATTERS – Recent and Current Finances – Current Biennium – Outbreak of COVID-19**).
- (g) Largest components consist of various reimbursements, loan repayments, unclaimed funds, and investment income.
- Totals may not foot due to rounding.

Cash Disbursements

FUND TYPE	Fiscal Year				
	2016	2017	2018	2019	2020
General Fund:					
General Revenue Fund.....	\$33,593.1	\$34,503.5	\$31,727.3	\$32,677.6	\$33,104.0
General Services Fund	4,712.1	4,809.3	5,884.3	5,564.1	5,806.7
Special Revenue Fund(h).....	19,356.1	19,005.7	21,947.0	22,088.3	24,297.8
Capital Projects Fund(i).....	607.0	601.2	671.7	794.8	733.5
Debt Service Fund(j)	1,136.0	1,168.2	1,155.0	1,243.1	1,288.7
Enterprise Fund(k).....	<u>844.4</u>	<u>775.1</u>	<u>812.9</u>	<u>735.3</u>	<u>1,000.4</u>
Total Cash Disbursements.....	\$60,248.8	\$60,863.0	\$62,198.1	\$63,103.2	\$66,231.1

- (h) Includes local government support disbursements.
- (i) Includes amounts disbursed from proceeds of special obligation bonds and highway general obligation bonds.
- (j) Includes the several bond retirement funds for general obligation bonds secured by a pledge of taxes and excises.
- (k) Includes workers' compensation, industrial commission, and lottery including deferred prizes, among others.
- Totals may not foot due to rounding.

**SUMMARY STATEMENT
GENERAL REVENUE FUND CASH BASIS ACTIVITY
(\$ in Millions)**

	Fiscal Year				
	2016	2017	2018	2019	2020
Beginning Cash Balance	\$1,711.7	\$1,193.3	\$557.1	\$1,221.0	\$1,538.0
Cash Receipts:					
Taxes:					
Personal Income(a).....	7,799.3	7,606.5	8,411.0	8,910.2	7,881.3
Sales and Use(b).....	10,348.0	10,614.6	10,148.2	10,573.4	10,685.8
Financial Institutions Tax	213.5	187.3	201.1	202.4	214.9
Commercial Activity Tax(c)	1,255.3	1,301.5	1,522.8	1,629.5	1,671.7
Public Utilities and Kilowatt Hour.....	502.0	516.1	531.1	562.7	532.6
Cigarette(d)	1,007.6	980.5	939.8	918.2	913.0
Domestic Insurance.....	258.3	268.6	278.4	276.0	303.0
Foreign Insurance	293.5	301.5	276.5	296.3	305.1
Other(e).....	<u>144.0</u>	<u>109.2</u>	<u>114.3</u>	<u>120.8</u>	<u>115.8</u>
Total Taxes.....	21,821.6	21,885.8	22,423.2	23,489.6	22,623.2
Federal Government.....	11,645.7	11,761.2	9,469.9	9,763.9	10,482.0
Licenses, Permits and Fees	56.0	57.4	59.2	64.2	66.6
Investment Income.....	35.1	48.7	64.2	114.4	131.4
Other	<u>49.8</u>	<u>69.1</u>	<u>266.1</u>	<u>87.6</u>	<u>121.4</u>
Total Cash Receipts	33,608.3	33,822.1	32,282.6	33,519.7	33,424.6
Cash Disbursements:					
Primary, Secondary and Other Education(f)	7,624.1	7,945.9	8,063.6	8,214.4	7,929.0
Higher Education.....	2,222.8	2,294.8	2,304.8	2,292.6	2,282.3
Public Assistance and Medicaid.....	16,995.9	17,437.4	14,482.5	15,052.8	15,471.8
Health and Human Services.....	1,283.6	1,289.6	1,251.8	1,272.0	1,344.0
Justice and Public Protection	1,983.8	2,052.8	2,130.4	2,222.5	2,386.0
General Government(g).....	249.1	247.8	244.4	391.3	440.4
Property Tax Reimbursements(h)	1,786.7	1,790.3	1,802.4	1,801.2	1,800.6
Debt Service.....	<u>1,333.9</u>	<u>1,322.7</u>	<u>1,343.9</u>	<u>1,430.8</u>	<u>1,449.9</u>
Total Cash Disbursements.....	33,593.1	34,503.5	31,727.3	32,677.6	33,104.0
Cash Transfers:					
Transfers-in(i).....	322.2	355.9	188.6	247.9	81.0
Transfers-out(j)	<u>(855.8)</u>	<u>(310.8)</u>	<u>(80.0)</u>	<u>(773.0)</u>	<u>(669.5)</u>
Ending Cash Balance	\$1,193.3	\$557.1	\$1,221.0	\$1,538.0	\$1,270.2

- (a) The State has incrementally reduced personal income tax rates commencing calendar year 2013. (see **FISCAL MATTERS – Recent and Current Finances – Recent Biennia – 2014-15 and 2016-17 and TAX LEVELS AND TAX BASES – Personal Income Tax**).
- (b) Fiscal Year 2018 decline due to the replacement of the sales tax on Medicaid managed care organizations with a new health insuring corporation provider assessment (See **FISCAL MATTERS – Recent and Current Finances – Recent Biennia – 2018-19**).
- (c) See **TAX LEVELS AND TAX BASES – Commercial Activity Tax** for discussion of the increasing share of CAT receipts deposited into the GRF.
- (d) Beginning July 1, 2015, the cigarette tax was increased from \$1.25 to \$1.60 per pack (see **FISCAL MATTERS – Recent and Current Finances – Recent Biennia - 2014-15**).
- (e) Includes residual payments under the corporate franchise tax which was phased out in even annual increments from calendar year 2006-2010.
- (f) Mainly subsidies to school districts for primary and secondary education.
- (g) Includes amounts for non-highway transportation purposes, including mass transit, rail, and aviation.
- (h) State reimbursements to taxing subdivisions for the 12.5% property tax rollback granted to homeowners of real property, for partial real property homestead tax exemptions for the elderly and handicapped (expanded commencing in July 2007), and for revenue reductions resulting from phase-out of local taxes on tangible personal property (see **FISCAL MATTERS – Recent and Current Finances – Recent Biennia - 2014-15**).
- (i) Fiscal Years 2016-2020 include transfers of \$53.2 million, \$10.0 million, \$46.2 million, \$66.0 million and \$66.0 million, respectively, from the Petroleum Activity Tax Public Highways Fund; Fiscal Years 2017 and 2019 include transfers of \$163.3 million and \$119.7 million from School District and Local Government Property Tax Replacement Funds, respectively; and Fiscal Year 2016 includes a transfer of \$158.0 million from the Medicaid reserve fund.
- (j) Fiscal Years 2016, 2017 and 2019 include transfers of \$425.5 million, \$29.5 million and \$657.5 million to the BSF, respectively; Fiscal Year 2016 includes a transfer of \$40.0 million to the Unemployment Compensation Contingency Fund; Fiscal Years 2016 to 2019 include transfers of \$50.0 million, \$150.0 million, \$41.8 million and \$49.3 million to the Health and Human Services Fund, respectively; and Fiscal Year 2019 includes a transfer of \$30.0 million to the Medicaid Local Sales Tax Transition Fund.

Totals may not foot due to rounding.

Recent and Current Finances

Introductory Information

The summary statements above identify receipts from specific taxes and excises that are sources of significant amounts of revenue to the State, and particularly to the GRF. As noted, there are constitutional limitations on the use of some taxes and excises, and mandated allocations of portions of some others. As the statements portray, a substantial amount of total State-level revenue is distributed to local governments and school districts under ongoing programs, including local property tax relief.

Economic activity in Ohio, as in other industrially-developed states, tends to be somewhat more cyclical than in some other states and in the nation as a whole. The GRF ending fund balance tends to be reduced during less favorable national economic periods and increased during more favorable economic periods. The GRF ending cash and fund balances for Fiscal Year 2020 were \$1.27 billion and \$784.8 million, respectively, with none of that ending fund balance transferred pursuant to statutory designations leaving a balance of \$784.8 million. Recent biennium-ending GRF balances were:

Biennium	Cash Balance	Fund Balance(a)	Fund Balance less Designated Transfers(b)
2012-13	2,639,249,000	2,278,202,000	1,110,942,000
2014-15	1,711,679,000	1,286,469,000	550,366,000
2016-17	557,089,900	170,872,600	170,872,600
2018-19	1,538,011,800	1,146,385,400	833,985,400

(a) Reflects the ending cash balance less amounts encumbered to cover financial commitments made prior to the end of the Fiscal Year.

(b) Reflects the ending fund balance less any amounts designated for transfer to other funds, including the BSF.

Actions have been and may be taken by the State during less favorable economic periods to ensure revenue/expenditure balance (particularly in the GRF), some of which are described below. None of those actions has been applied to appropriations or expenditures needed for debt service, lease payments, or other payments relating to any State obligations.

The appropriations acts for the 2020-21 biennium included all necessary appropriations for debt service on State obligations and for lease payments relating to lease rental obligations issued by the Treasurer of State and for certificates of participation (see **FISCAL MATTERS – Recent and Current Finances – Current Biennium and State Debt – General**).

The Revised Code imposes a limitation on most GRF appropriations commencing with the 2008-09 fiscal biennium. This statutory limitation initially used Fiscal Year 2007 GRF appropriations as a baseline (excluding appropriations for debt service, tax relief and refunds, and certain appropriations reflecting moneys received from the federal government) and then applies an annual growth factor equal to the greater of 3.5% or the sum of the inflation rates and rate of State population change. Every fourth Fiscal Year thereafter becomes a new base year. All GRF appropriations since Fiscal Year 2007 have complied with this limitation.

The following is a selective general discussion of State finances, particularly GRF receipts and expenditures, for recent and the current biennia. As evidenced by the actions discussed, the State administrations and both houses of the General Assembly have been and are committed to, and have taken and are taking, actions that ensure a balance of GRF resources and expenditures.

Recent Biennia

2012-13

2012-13 Biennial Budget and Appropriations. Consistent with State law, the Governor’s Executive Budget for the 2012-13 biennium was released in March 2011 and introduced in the General Assembly. After extended hearings and review, the 2012-13 biennial appropriations Act was passed by the General Assembly and signed (with selective vetoes) by the Governor on June 30, 2011. To address the use of non-recurring funding sources in the prior 2010-11 fiscal biennium including federal stimulus amounts received under ARRA, the Act included targeted spending cuts across most State agencies and major new Medicaid reform and cost containment measures. Reflecting the tax law changes described below and a conservative underlying economic forecast, that Act provided for total GRF biennial appropriations of approximately \$55.8 billion. This reflected a 10.5% increase over the 2010-11 GRF biennial appropriations, based on total expected GRF biennial revenue of approximately \$56.07 billion (a 6% increase from 2010-11 GRF biennial revenues). GRF appropriations for major program

categories (including debt service) compared to 2010-11 actual GRF biennial spending reflected increases of 30.2% for Medicaid (due in large part to the absence of ARRA funding in the 2012-13 biennium and the redirection of 2012-13 biennial spending from non-GRF to GRF sources); decreases of 3% for elementary and secondary education, 9.1% for higher education, and 8.1% for mental health and developmental disabilities (due to the transfer of community mental health Medicaid services to the Department of Job and Family Services); and flat funding for corrections and youth services. That Act also reflected the restructuring of \$440 million of Fiscal Year 2012 GRF debt service into Fiscal Years 2013 through 2025, approximately three-quarters of which was accomplished by the July 2011 issuance by the Ohio Public Facilities Commission of \$488.8 million in refunding bonds, with the remainder accomplished by the September 2011 issuance by the Ohio Building Authority of \$149.3 million in refunding bonds.

The Executive Budget, the GRF appropriations Act and the separate appropriations acts for the biennium included all necessary debt service and lease rental or other payments related to State obligations (after the restructuring of Fiscal Year 2012 GRF debt service payments).

Major new sources of revenues or expenditure savings reflected in the 2012-13 appropriations Act included:

- Transfer of the State's spirituous liquor system to JobsOhio. On February 1, 2013, the State granted a 25-year franchise on its spirituous liquor system to JobsOhio Beverage System, a nonprofit corporation the sole member of which is JobsOhio, itself a nonprofit corporation created to promote economic development, job creation and retention, job training and the recruitment of business to the State. In exchange for the franchise, the State received a payment of \$1.464 billion, \$500 million of which was deposited in the GRF, \$863.5 million of which was used to make provision for payment of all debt service on \$725.0 million of then outstanding State bonds and notes secured by a pledge of the State's profits from the sale of spirituous liquor, and \$100 million of which was for funding certain revitalization projects. With granting of that franchise to JobsOhio Beverage System, the State stopped receiving annual deposits to the GRF from net liquor profits (those deposits totaled \$153.0 million in Fiscal Year 2011, \$92.5 million in Fiscal Year 2012 and \$167.0 million in Fiscal Year 2013, \$88 million of which was generated through the February 1 granting of the franchise to JobsOhio Beverage System). Litigation commenced in April 2011 and August 2014 that challenged, under various provisions of the Ohio Constitution, certain aspects of both JobsOhio and the General Assembly's February 2011 law that authorized its creation and the 2012-13 appropriations Act that amended various statutes applying to JobsOhio. In August 2011, the Ohio Supreme Court dismissed the first case, and in June 2014, the Ohio Supreme Court affirmed prior judgments of the lower courts in the second case after concluding that the plaintiffs lacked standing to bring this suit. Plaintiffs in the second case subsequently filed additional actions and appeals with the Court of Appeals and the Ohio Supreme Court in an attempt to revive these challenges to JobsOhio and the laws authorizing its creation and the transfer of the State's spirituous liquor system. The Supreme Court ultimately denied plaintiffs' motion for reconsideration in November 2016.
- Sale of five State-owned prison facilities to private operators expected to result in a net payment to the GRF of \$75 million. (Based on the proposals it received for the five prisons, the State opted to sell only one of those facilities that accomplished most of the desired financial result for the 2012-13 biennium.) Litigation commenced in August 2011, and then again in July 2012, challenging the authorization in the 2012-13 appropriations Act to sell these prison facilities. Specifically, this litigation alleged that the provisions in that Act authorizing the sale of these prisons, as well as that entire Act, were enacted in violation of the "one subject rule" of the Ohio Constitution and violated the constitutional right to referendum, and that the sale of the prisons would create a joinder of private and public property interests violating the constitutional prohibition against the State entering into a joint venture. In February 2016, the Ohio Supreme Court upheld the prison sale provisions of the Act, finding their enactment did not violate the "one subject rule" of the Ohio Constitution or its prohibition against the State entering into a joint venture with private enterprise.
- Reduction of local government fund allocations by \$111 million in Fiscal Year 2012 and \$340 million in Fiscal Year 2013. Beginning in Fiscal Year 2014, allocations are made by committing to the local government fund a set percentage of annual tax revenues deposited into the GRF (beginning with Fiscal Year 2013 GRF tax revenues).
- Reduction of public library fund allocations to 95% of Fiscal Year 2011 levels resulting in expenditure reductions of \$52.3 million in Fiscal Year 2012 and \$102.8 million in Fiscal Year 2013. Beginning in Fiscal Year 2014, allocations to public libraries are made by committing to the public library fund a set

percentage of annual tax revenues deposited into the GRF (beginning with Fiscal Year 2013 GRF tax revenues).

- Accelerated phase-out of reimbursement payments to local governments and school districts in connection with the elimination of the tangible personal property tax resulting in an increased share (estimated at \$293.5 million in Fiscal Year 2012 and \$597.7 million in Fiscal Year 2013) of the commercial activity tax being deposited into the GRF (see **TAX LEVELS AND TAX BASES – Property Tax**).
- Accelerated phase-out of reimbursement payments to local governments and school districts for electric power generation deregulation and natural gas deregulation resulting in a larger share (estimated at \$141.6 million in Fiscal Year 2012 and \$147.4 million in Fiscal Year 2013) of the kilowatt-hour tax and the entire (approximately \$66.0 million in Fiscal Year 2012 and \$66.0 million in Fiscal Year 2013) natural gas consumption tax being reallocated to the GRF.
- \$235 million from transfers to the GRF of unclaimed funds and from other non-GRF funds, and \$12 million from a tax amnesty program.

The 2012-13 appropriations Act also reflected the following tax law changes:

- Implementation of the final 4.2% annual decrease in State personal income tax rates resulting in an aggregate 21% decrease (previously, personal income tax rates were reduced 4.2% annually in each of the tax years 2005 through 2008, with this final reduction delayed from tax year 2009 to tax year 2011).
- Elimination of the estate tax beginning January 1, 2013, previously levied at a rate of 6% on estates over \$338,333 and 7% on estates over \$500,000. In Fiscal Year 2010, estate tax collections totaled \$285.8 million of which \$230.8 million was distributed to the local government jurisdictions from which it was collected and with \$55.0 million retained by the State and deposited into the GRF.
- Establishment of the InvestOhio income tax credit program under which investors in small businesses based in Ohio who hold their investments for at least two years may receive 10% income tax credits limited to a maximum of \$10 million per investor per biennium with no more than \$100 million of those credits to be issued over two years.

The 2012-13 biennial appropriations Act created a Medicaid reserve fund and authorized the OBM Director to transfer up to \$130 million from the GRF, if necessary, to provide for the payment of Medicaid costs above the enacted level of appropriations. That Act also created a \$104 million Unemployment Compensation Contingency Fund to pay interest on federal advances to the State Unemployment Compensation Fund, \$70.7 million of which was used to make the interest payment due in September 2011, with the remaining amount applied to the September 2012 interest payment of \$65.8 million. The September 2012 interest payment was also funded by a \$25 million GRF supplemental appropriation and a contribution from the State's Unemployment Compensation Administration Fund.

2012 Mid-Biennium Review. On March 14, 2012, the Governor announced a series of policy proposals resulting from a “mid-biennium review” (2012 MBR), with a stated focus on job creation as a priority. The Governor’s 2012 MBR included proposals for General Assembly consideration in the areas of: *energy* (including shale oil and gas production opportunities in the Marcellus and Utica fields in the State, and modernizing the State’s oil and gas severance tax; electric generation and transmission; coal; cogeneration, alternative fuels and renewables; energy efficiency; and regulatory reform); *personal income tax reduction* (proposing that any new revenue from shale oil and gas production and the 2012 MBR proposal to modernize the State’s oil and gas severance tax system be used to reduce personal income tax rates by a commensurate amount); *bank and financial institutions tax reform* (including a modernization, intended to be revenue-neutral, of Ohio’s taxes on banks and financial institutions replacing the corporate franchise and dealers in intangibles tax with a new financial institutions tax more accurately reflecting modern banking practices, closing loopholes and reducing the overall tax burden on most banks); *education* (including proposals for strengthening Ohio’s “third grade reading guarantee”, career education, a new school performance measuring system, expansion of digital and online learning, flexibility for teacher evaluations, new standards for dropout recovery schools, assessments of all publicly funded early childhood programs, and supporting adoption of a school reform plan for the City of Cleveland schools); *workforce development* (creating job opportunities for the developmentally disabled; an improved workforce development program; allowing those undergoing training with an employer to continue collecting unemployment benefits; linking energy companies with trained workers; and matching skilled veterans to in demand jobs); and achieving more *management efficiency* with associated State and local government budgetary savings (including combining the separate Offices of the State Architect and Engineer and the Office

of Energy Services into an Ohio Facilities Construction Commission (OFCC) to administer the design and construction of state public facilities, with the Ohio School Facilities Commission retained as an independent agency within the OFCC but sharing employees and facilities). Those 2012 MBR proposals were considered by the General Assembly commencing in March in twelve separate pieces of legislation, and the General Assembly in May and June passed seven pieces of legislation addressing the subjects of energy (not including the 2012 MBR proposed changes to the State's oil and gas severance tax), tax reform (not including the 2012 MBR personal income tax reduction proposal), education, workforce development, and management efficiency for both state and local governments.

As further implementation of the 2012 MBR, the General Assembly enacted and the Governor signed into law on December 20, 2012, a new financial institutions tax that first applied to tax year 2014. This new tax applies to many companies that were previously subject to Ohio's corporate franchise tax (primarily banks and other corporations classified as financial institutions) and also generally subjects "dealers in intangibles" (e.g., mortgage brokers, stockbrokers, finance and loan companies not classified as financial institutions) to the commercial activity tax. This new financial institutions tax replaced the prior corporate franchise tax on financial institutions and the prior dealers in intangibles tax. The proceeds from the new financial institutions tax are deposited in the GRF like the proceeds from the taxes it replaced. Based on revenue targets and mechanisms established in the legislation, OBM projected the effect of these tax changes to be revenue neutral to the GRF.

Fiscal Year 2013 Results. The State ended Fiscal Year 2013 with GRF cash and fund balances of \$2.64 billion and \$2.28 billion, respectively. These ending balances reflect approximately \$1.15 billion in Fiscal Year 2013 underspending due largely to actual Medicaid expenditures \$883.0 million below the original Fiscal Year 2013 spending estimate. Of that ending GRF fund balance, the State deposited \$995.9 million into the BSF increasing its balance to \$1.48 billion which was the then statutorily designated five percent of Fiscal Year 2013 GRF revenues; carried-forward \$963.2 million to offset the one-time cost of accelerating the phase-in of reductions in State personal income tax withholding rates (see **FISCAL MATTERS – Recent and Current Finances – Recent Biennia – 2014-15**), and transferred \$120 million into the Unemployment Compensation Contingency Fund to pay interest on federal advances to the State Unemployment Compensation Fund and \$51.3 million into disaster services/emergency funds. The remaining \$147.8 million was reserved in the GRF to maintain the statutory target of one-half of one percent of Fiscal Year 2013 GRF revenues as an ending fund balance.

2014-15

2014-15 Biennial Budget and Appropriations. Consistent with State law, the Governor's Executive Budget for the 2014-15 biennium was released in February 2013 and introduced in the General Assembly. After extended hearings and review, the 2014-15 biennial appropriations Act was passed by the General Assembly and signed (with selective vetoes) by the Governor on June 30, 2013. With a stated focus on job creation and continued spending restraint, and based on a conservative economic forecast, that Act provided for total GRF biennial appropriations of approximately \$62.0 billion. This reflected an 11.1% increase over 2012-13 GRF biennial appropriations, and was based on expected total GRF biennial revenue (not including the \$963.2 million carried-forward from the 2012-13 biennium) of approximately \$61.1 billion (a 7.7% increase from 2012-13 GRF biennial revenues).

GRF major program categories (including debt service) reflected the following changes in spending: for Medicaid, increases of 16.8% in Fiscal Year 2014 appropriations over Fiscal Year 2013 expenditures (attributable in part to federal Affordable Care Act induced enrollment of previously eligible individuals and federally mandated physician rate increases) and 6.2% for Fiscal Year 2015 appropriations over Fiscal Year 2014 appropriations; for elementary and secondary education, increases of 5.0% for Fiscal Year 2014 appropriations over Fiscal Year 2013 expenditures and 5.8% for Fiscal Year 2015 appropriations over Fiscal Year 2014 appropriations (due largely to enhancements in the K-12 school funding formula); for higher education, increases of 1.8% for Fiscal Year 2014 appropriations over Fiscal Year 2013 expenditures and 2.1% for Fiscal Year 2015 appropriations over Fiscal Year 2014 appropriations; for corrections and youth services, increases of 0.1% for Fiscal Year 2014 appropriations over Fiscal Year 2013 expenditures and 0.2% for Fiscal Year 2015 appropriations over Fiscal Year 2014 appropriations; and for mental health and developmental disabilities, an increase of 5.0% for Fiscal Year 2014 appropriations over Fiscal Year 2013 expenditures and an increase of 4.0% for Fiscal Year 2015 appropriations over Fiscal Year 2014 appropriations.

The Act also implemented a new school funding formula (see **SCHOOLS AND MUNICIPALITIES – Schools**), allocated a portion of State public higher education funding to institutions based on their graduation rates, and eliminated the Ohio Cultural Facilities Commission by moving the administration of cultural facilities projects to the Ohio Facilities Construction Commission to achieve efficiencies and budgetary savings.

The Executive Budget, the 2014-15 appropriations Act and separate appropriations acts for the biennium included all necessary debt service and lease rental or other payments related to State debt obligations.

The 2014-15 biennial appropriations Act reflected the following reductions and related adjustments of major State taxes (primarily the personal income and sales and use taxes), resulting in an estimated net reduction in GRF revenues of \$1.16 billion in Fiscal Year 2014 and \$771 million in Fiscal Year 2015, including:

- A 10% reduction in State personal income tax rates phased-in over three years (8.5% in calendar year 2013, 0.5% in calendar year 2014, and 1.0% in calendar year 2015), coupled with a freeze on the indexing of the State income tax brackets and the personal exemption for tax years 2013 through 2015 until these rate reductions are fully implemented.
- Creation of a non-refundable earned income tax credit equal to 5% of the federal earned income credit that is limited to 50% of liability for gross income that exceeds \$20,000.
- A new deduction for small businesses of 50% of annual adjusted business net income up to \$250,000.
- Elimination of the \$20 personal income tax exemption for filers with a gross income greater than \$30,000 and of the gambling loss deduction.
- An increase in the State sales and use tax by one-quarter percent (from 5.5% to 5.75%) beginning September 1, 2013.
- Authorization of full membership for the State in the streamlined sales tax project for the collection of State sales taxes on out-of-state companies for catalog and internet purchases.
- Expansion of the State sales tax base to include digital goods such as e-books, music and video downloads and repeal of the exemption for magazine purchases.
- Elimination of the corporate franchise tax (and dealers in intangibles tax) and the initial implementation and collection of the new financial institutions tax in tax year 2014.
- Elimination of the 12.5% property tax roll back for owner-occupied residential property for new voter-approved local property tax levies.
- Reinstating income requirements for eligibility for new applicants for the State's homestead tax exemption (this exemption was expanded in 2007 to include all senior citizens and disabled Ohioans regardless of income).
- Establishing a variable minimum for the commercial activity tax for businesses with gross receipts greater than \$1 million and an exemption from the CAT for grain handlers.

Medicaid Expansion. Subsequent to the passage of the GRF appropriations Act, the seven member State Controlling Board on October 21, 2013 voted 5 to 2 to increase federal Medicaid appropriations by approximately \$562 million in Fiscal Year 2014 and approximately \$2.0 billion in Fiscal Year 2015. These additional federal appropriations were to support the federally-authorized expansion of the Medicaid program to cover those with incomes up to 138% of the federal poverty level using 100% federal funds in fiscal years 2014 and 2015. On October 22, 2013, six State Representatives and two local right to life organizations filed an action in the Ohio Supreme Court against the Controlling Board and the Ohio Department of Medicaid requesting that Court vacate the Controlling Board's October 21 action. The Controlling Board and State Department of Medicaid filed their initial answer to the complaint on November 5 and, after all evidence and briefs of the parties were submitted on the expedited schedule set for this case, the Court on December 20, 2013 issued its decision upholding the Controlling Board's action.

2014 Mid-Biennium Review. On March 12, 2014, the Governor announced a series of initiatives across a range of topics resulting from a "mid-biennium review" for 2014-15 (2014 MBR). The Governor's 2014 MBR included a range of proposals in the areas of: *elementary and secondary education* (including proposals for dropout prevention and recovery and making technical and vocational education accessible by more students as early as the seventh grade); *higher education* (including proposals for reforming Ohio's dual credit programming to encourage more students to earn college credit while in high school; extending to two-year community colleges a funding formula tied to successful student outcomes; tying state funding for technical centers to the percentage of their students that find a job and other outcome-based benchmarks; increased use of technology and distance learning; increasing enrollment of international students and their retention in Ohio post-graduation; providing community colleges the option to offer a guaranteed tuition rate; and providing veterans college credit for their military training and experience); *income tax reductions and other tax adjustments* (including proposals to lower income tax rates across all income levels by 8.5% over the next three years; increasing the state's earned income tax credit for low-income Ohioans from 5% to 15% of the federal earned income tax credit; increasing the state income tax personal exemptions for those with annual incomes up to \$80,000; raising the tax on cigarettes by 60 cents to \$1.85 per pack with equivalent taxes on other tobacco products including e-cigarettes; increasing the oil

and gas severance tax to 2.75% of producer gross receipts while eliminating that tax for small conventional gas producers and exempting from that tax up to \$8 million of gross receipts per well during the first three years to help producers recoup their start-up drilling costs, with approximately 20% of severance tax revenue directed to local governments in shale oil and gas producing regions of the state; and updating the commercial activity tax rate from its initial 0.26% rate established in 2005 to 0.30%); *workforce* (aligning the three main federal workforce programs through a single, integrated plan to provide faster and improved training; and expediting professional licensing and certification for veterans and their spouses); and *human services* (including increased access to crisis intervention and safe places for those with mental illness and addictions; allocating \$26.9 million of non-GRF funds to support tobacco prevention and cessation programs; and expanding drug and substance abuse prevention in schools and prioritizing statewide funding for prevention initiatives). The 2014 MBR also proposed increasing appropriations to the Department of Rehabilitation and Correction by \$53.5 million to address a rise in the prison population, and reducing local property tax reimbursement and debt service appropriations for the biennium by \$35 million and \$92 million, respectively, due to lower than expected payments, while continuing all necessary appropriations for debt service and lease rental payments for State obligations.

Those 2014 MBR proposals were introduced in the General Assembly in March as fourteen separate pieces of legislation, seven of which were enacted by the General Assembly in May and June addressing the subjects of elementary and secondary education (including \$5 million for alternative education programs), higher education (including \$3.1 million for the State share of instruction), workforce and human services (including \$16 million for early education and child care, \$16.8 million for adult and child protection services, and \$3.2 million for Family and Children Services). As further implementation of the biennial appropriations Act and due to positive Fiscal Year 2014 financial results, the 2014 MBR legislation passed by the General Assembly also included the following additional reductions and adjustments to the State personal income tax resulting in an estimated net reduction in GRF revenues of \$402 million in Fiscal Year 2015:

- Acceleration into calendar year 2014 of the remaining 1% reduction in State personal income tax rates previously scheduled to be effective in calendar year 2015.
- An increase in the non-refundable earned income tax credit from 5% to 10% of the federal earned income credit that is limited to 50% of liability for gross income that exceeds \$20,000.
- A temporary increase in the deduction for small businesses from 50% up to 75% of annual business net income up to \$250,000 for tax year 2014.
- An increase in the State income tax personal exemption from \$1,700 to \$2,200 for gross income less than \$40,000, and from \$1,700 to \$1,950 for gross income between \$40,000 and \$80,000.

The 2014 MBR legislation passed by the General Assembly also authorized the OBM Director to transfer to a Medicaid reserve fund up to \$300 million from the GRF, if necessary, to provide for the payment of Medicaid costs above the enacted level of appropriations. The full amount of this transfer was made at the end of Fiscal Year 2014 (see next paragraph for further transfers out of the Medicaid reserve fund at the end of Fiscal Year 2015).

Fiscal Year 2015 Financial Results. The State ended Fiscal Year 2015 with GRF cash and fund balances of \$1.71 billion and \$1.29 billion, respectively. Of that ending GRF fund balance, the State reserved \$157.4 million to maintain the statutory target of one-half of one percent of State Fiscal Year 2015 GRF revenues as an ending fund balance, carried-forward \$393.0 million to cover the planned for and modest variance of Fiscal Year 2016 GRF appropriations over estimated revenue, transferred \$425.5 million to the BSF, \$50 million to the health and human services fund (see **2016-17** below for discussion on the creation of this fund), \$42 million to the Straight A fund, \$40 million to pay unemployment compensation loan interest and \$20 million for disaster services. The State also made 14 other smaller transfers totaling \$149.3 million with the remaining \$9.1 million transferred to the income tax reduction fund. Of the \$331.1 million Fiscal Year 2015 ending balance in the Medicaid reserve fund, the State transferred \$72.0 million to a school district tangible personal property tax supplement fund, \$101.1 million to the BSF (bringing its balance to \$2.005 billion), and \$158.0 million to the GRF.

2016-17

2016-17 Biennial Budget and Appropriations. Consistent with State law, the Governor's Executive Budget for the 2016-17 biennium was released on February 2, 2015 and introduced in the General Assembly. After extended hearings and review, the 2016-17 biennial appropriations Act was passed by the General Assembly and signed (with selective vetoes) by the Governor on June 30, 2015. Reflecting a stated continuing focus on job creation, and based on a conservative economic forecast, that Act provided for total GRF biennial appropriations of approximately \$71.2 billion reflecting a 14.9% increase over the 2014-15 GRF biennial appropriations. Those appropriations were based upon then estimated total expected GRF revenue of \$34.9 billion in Fiscal Year 2016, which excluded the \$393.0 million carried-forward from Fiscal Year 2015 (reflecting a 10.8% increase over Fiscal

Year 2015 revenue), and \$36.5 billion in Fiscal Year 2017 (reflecting a 4.6% increase over expected Fiscal Year 2016 revenues) (see discussion below of Fiscal Year 2017 GRF revenue revisions in July 2016 and January 2017). Total estimated GRF revenues across the 2016-17 biennium reflected a 17.5% increase from 2014-15 GRF biennial revenues.

GRF major program categories (excluding debt service) reflected the following increases: for Medicaid, 21.8% in Fiscal Year 2016 appropriations over Fiscal Year 2015 expenditures (driven in large part to the shift in funding to the GRF from non-GRF sources beginning in Fiscal Year 2016 for the Medicaid expansion population), and 5.1% for Fiscal Year 2017 appropriations over Fiscal Year 2016 appropriations; for elementary and secondary education, 5.0% for Fiscal Year 2016 appropriations over Fiscal Year 2015 expenditures, and 4.2% for Fiscal Year 2017 appropriations over Fiscal Year 2016 appropriations; for higher education, 4.5% for Fiscal Year 2016 appropriations over Fiscal Year 2015 expenditures, and 3.3% for Fiscal Year 2017 appropriations over Fiscal Year 2016 appropriations; for mental health and developmental disabilities, 9.1% for Fiscal Year 2016 appropriations over Fiscal Year 2015 expenditures, and 7.3% for Fiscal Year 2017 appropriations over Fiscal Year 2016 appropriations; for corrections and youth services, 4.8% for Fiscal Year 2016 appropriations over Fiscal Year 2015 expenditures, and 3.0% for Fiscal Year 2017 appropriations over Fiscal Year 2016 appropriations. The Act also modified the school funding formula to distribute new resources to districts with less capacity to raise revenues locally (see **SCHOOLS AND MUNICIPALITIES – Schools**) and froze tuition and fees for two- and four-year higher education institutions.

The Executive Budget, the 2016-17 biennial appropriations Act and separate appropriations acts for the biennium included all necessary debt service and lease rental or other payment appropriation authority related to State debt obligations.

The 2016-17 biennial appropriations Act reflected the following tax reductions and related adjustments, resulting in an estimated net reduction in GRF revenues relative to prior law of \$869.0 million in Fiscal Year 2016 and \$952.0 million in Fiscal Year 2017, including:

- An across-the-board 6.3% reduction in State personal income tax rates in calendar year 2015.
- Continuation of the 75% exemption on the first \$250,000 of business net income for small businesses in tax year 2015 (previously increased on a temporary basis for tax year 2014 (see **FISCAL MATTERS – Recent and Current Finances – Recent Biennia - 2014-15**)) and completely exempting the first \$250,000 of business net income in tax year 2016 and beyond.
- Beginning in tax year 2015, replaced the multi-bracket tax system for small businesses with a low flat rate of 3% on the amount of business net income. Legislation subsequently passed by the General Assembly clarifying this provision was estimated by OBM to reduce GRF revenues in Fiscal Year 2016 by up to \$81 million.
- Beginning in tax year 2015, limited certain retirement income credits to taxpayers whose individual or joint adjusted gross income is less than \$100,000 (this exemption was previously available to all taxpayers aged 65 years and older).
- Increased the cigarette tax from \$1.25 per pack (of 20 cigarettes) to \$1.60 per pack, effective July 1, 2015.

The 2016-17 biennial appropriations Act also reflected:

- The resumption of the phase-out of reimbursements to local governments and school districts in connection with the elimination of the tangible personal property tax, resulting in an increased share (estimated at \$428.7 million in Fiscal Year 2016 and \$445.3 million in Fiscal Year 2017) of the commercial activity tax being deposited into the GRF (see **TAX LEVELS AND TAX BASES – Property Tax**).
- The continuing phase-out of reimbursements to local governments and school districts for electric power generation deregulation and natural gas deregulation resulting in an increased share (estimated at \$56.3 million in Fiscal Year 2016 and \$56.0 million in Fiscal Year 2017) of the kilowatt-hour tax being reallocated to the GRF.

The 2016-17 biennial appropriations Act also created a health and human services fund to pay for public health programs or services and authorized the OBM Director to transfer from the GRF \$150 million in Fiscal Year 2017 into the fund, which amount is in addition to the \$50 million transferred from the GRF at the end of Fiscal Year 2015 into the fund.

As is customary at the beginning of the second year of a fiscal biennium, OBM in July 2016 revised its Fiscal Year 2017 GRF revenue forecast to reflect updated economic assumptions, actual Fiscal Year 2016 revenue performance, and tax law adjustments enacted by General Assembly after adoption of the 2016-17 biennial

appropriations Act. As part of this revision, OBM reduced its estimated Fiscal Year 2017 GRF tax revenue forecast by \$282.0 million, a 1.2% reduction compared to the original Fiscal Year 2017 tax revenue forecast. This reduction in forecasted tax revenues was largely within the personal income and commercial activity taxes. As part of the Governor’s Executive Budget proposal for the 2018-19 fiscal biennium (see **2018-19** below), and based on tax revenue underperformance, in January 2017 OBM further reduced its estimated Fiscal Year 2017 GRF tax revenue forecast by \$592.2 million, a 2.7% reduction compared to the July 2016 revision. The largest variances (compared to the July 2016 revision) were in the personal income tax (reduced by \$333.9 million or 4.0%), the sales and use tax (reduced by \$259.3 million or 2.4%), and the commercial activity tax (reduced by \$32.0 million or 2.5%).

Fiscal Year 2017 Financial Results. The State ended Fiscal Year 2017 with a GRF cash balance of \$557.1 million and an ending fund balance of \$170.9 million that was reserved to maintain the statutory target of one-half of one percent of State Fiscal Year 2017 GRF revenues as an ending fund balance.

2018-19

Consistent with State law, the Governor’s Executive Budget for the 2018-19 fiscal biennium was released on January 30, 2017, and introduced in the General Assembly. After extended hearings and review, the 2018-19 biennial appropriations Act was passed by the General Assembly and signed by the Governor (with selective vetoes) on June 30, 2017.

To address lower GRF revenue estimates for the 2018-19 fiscal biennium, the Act included both across-the-board and targeted spending cuts across most State agencies and programs. Reflecting a stated continuing focus on job creation, and based on a conservative economic forecast, that Act provided for the following GRF appropriations:

GRF Appropriations 2018-19 Biennium (\$ in billions)

Fiscal Year 2017 Expenditures	Fiscal Year 2018 Appropriations	% Change Over Fiscal Year 2017 Expenditures	Fiscal Year 2019 Appropriations	% Change Over Fiscal Year 2018 Appropriations	2018-19 Biennium Total Appropriations
\$34.5	\$32.2	-6.7%	\$33.3	3.5%	\$65.5

Major program categories reflect the following GRF appropriation changes (excluding debt service appropriations):

- *Medicaid* - Fiscal Year 2018 appropriations decreased 15.0% over Fiscal Year 2017 expenditures (as discussed below, driven largely by the replacement of the Medicaid managed care organization sales tax, the receipts of which were being deposited into the GRF, by a new health insuring corporation provider assessment, the receipts of which are now deposited into a dedicated non-GRF fund), and Fiscal Year 2019 appropriations increased 5.7% over Fiscal Year 2018 appropriations.
- *Elementary and Secondary Education* - Fiscal Year 2018 appropriations increased 1.5% over Fiscal Year 2017 expenditures, and Fiscal Year 2019 appropriations increased 1.6% over Fiscal Year 2018 appropriations.
- *Higher Education* – Fiscal Year 2018 appropriations increased 0.5% over Fiscal Year 2017 expenditures, and Fiscal Year 2019 appropriations decreased 0.3% over Fiscal Year 2018 appropriations.
- *Mental Health and Developmental Disabilities* – Fiscal Year 2018 appropriations decreased 0.9% over Fiscal Year 2017 expenditures (driven by the shift in funding of certain Medicaid expenditures to the Medicaid program category), and Fiscal Year 2019 appropriations increased 2.1% over Fiscal Year 2018 appropriations.
- *Corrections and Youth Services* – Fiscal Year 2018 appropriations increased 4.2% over Fiscal Year 2017 expenditures, and Fiscal Year 2019 appropriations increased 1.6% over Fiscal Year 2018 appropriations.

The Act also modified certain components of the school funding formula to better distribute resources to districts with less capacity to raise revenues locally (see **SCHOOLS AND MUNICIPALITIES – Schools**) and limited increases in tuition and fees for two- and four-year higher education institutions.

The Executive Budget, the 2018-19 biennial appropriations Act and separate appropriations acts for the biennium included all necessary debt service and lease rental or other payment appropriation authority related to State debt obligations.

The foregoing appropriations were based upon available balances and estimated GRF revenue for the biennium as follows:

Estimated GRF Revenue 2018-19 Biennium (\$ in billions)

Fiscal Year 2017 Actual Revenue	Fiscal Year 2018 Est. Revenue	% Change Over Fiscal Year 2017 Actual Revenue	Fiscal Year 2019 Est. Revenue	% Change Over Fiscal Year 2018 Est. Revenue	2018-19 Biennium Total Revenue
\$34.2	\$32.3	-5.5%	\$33.3	3.2%	\$65.6

Potentially non-recurring sources of revenues reflected in the 2018-19 biennial appropriations Act included \$84.5 million in transfers to the GRF from non-GRF funds, \$200 million from unclaimed funds, \$31 million from the sale of prison farmland, and \$20 million from a tax amnesty program.

The 2018-19 biennial appropriations Act reflected certain tax law changes, resulting in an estimated net GRF revenue increase of \$12.8 million in Fiscal Year 2018 and an estimated net GRF revenue decrease of \$30.8 million in Fiscal Year 2019, including, among others:

- Reduced the number of personal income tax brackets from nine to seven in tax year 2017 and for certain low income taxpayers completely exempted the first \$10,500 of taxable income, with increasing bracketed base rates and percentages up to a maximum on incomes over \$210,600 of \$8,073 plus 4.997% on the amount over \$210,600. (See **TAX LEVELS AND TAX BASES – Personal Income Tax.**)
- Increased on a temporary basis the percent of GRF tax revenues deposited into the public library fund to 1.68% from 1.66% in each of Fiscal Years 2018 and 2019.
- Increased the State personal income tax deduction from \$2,000 to \$4,000 for contributions to accounts for college savings and care for disabled individuals.
- Authorized a one-time sales tax holiday on the purchase of clothing and school supplies in August 2018 (separate legislation enacted by the General Assembly authorized a sales tax holiday in August 2017).

The 2018-19 biennial appropriations Act also reflected:

- The creation of a new health insuring corporation provider assessment, the revenues of which are being deposited into a non-GRF dedicated purpose fund, to fully replace the forgone GRF sales tax revenue resulting from the federal policy ruling by the Centers for Medicare and Medicaid Services (CMS) that Ohio’s sales tax on Medicaid managed care organizations was impermissible as a means of generating revenues to draw federal matching dollars. The GRF revenue loss was estimated to be approximately \$600 million in each of Fiscal Years 2018 and 2019.
- Increased the portion of the commercial activity tax deposited into the GRF (estimated at \$175 million in Fiscal Year 2018 and \$179 million in Fiscal Year 2019) from 75% to 85% to more closely match the amounts needed to make compensating payments to school districts and local governments in connection with the prior phase-out of the tangible personal property tax. The requirement to transfer funds in excess of the compensating payments formula to the GRF at the end of each Fiscal Year remained unchanged. (See **TAX LEVELS AND TAX BASES – Property Tax.**)

As is customary at the beginning of the second year of a fiscal biennium, OBM in July 2018 revised its Fiscal Year 2019 GRF revenue forecast to reflect updated economic assumptions, actual Fiscal Year 2018 revenue performance, and certain minor tax law adjustments enacted by the General Assembly after adoption of the 2018-19 biennial appropriations Act. As part of this revision, OBM increased its estimated Fiscal Year 2019 GRF tax revenue forecast by \$531.1 million, a 2.4% increase compared to the original Fiscal Year 2019 tax revenue forecast. This increase in forecasted tax revenues was largely within the personal income tax (increased by \$379.5 million or 4.5%) and the sales and use tax (increased by \$129.0 million or 1.3%). Effective January 1, 2019, personal income tax employer withholding rates were reduced by 3.3% in order to fully reflect the income tax rate reductions enacted in the 2016-17 biennial budget. This was estimated to result in a one-time \$148.5 million reduction to personal income tax revenue in Fiscal Year 2019. Fiscal Year 2020 personal income tax revenue was not affected as the reduction in withholding was offset by reduced income tax refunds as final returns were filed for tax year 2019.

Fiscal Year 2019 Financial Results. The State ended Fiscal Year 2019 with GRF cash and fund balances of \$1.54 billion and \$1.15 billion, respectively. Of that ending GRF fund balance, the State carried forward \$834.0 million, including \$168.8 million reserved to maintain the statutory target of one-half of one percent of Fiscal Year 2019 GRF revenues as an ending fund balance, and transferred \$172.0 million to the H2Ohio fund (see **Current Biennium** below for discussion of this fund), \$31.0 million to the statewide treatment and prevention fund, \$39.0

million to the emergency purposes and disaster services funds, \$20.0 million to the school bus purchase fund, \$19 million to the tobacco use prevention fund, and \$31.4 million across six other smaller purposes.

Current Biennium

Consistent with State law, the Governor’s Executive Budget for the 2020-21 fiscal biennium was released on March 15, 2019 and introduced in the General Assembly. After extended hearings and review, the 2020-21 biennial appropriations Act, which was preceded by a 17-day interim appropriations act, was passed by the General Assembly and signed by the Governor (with selective vetoes) on July 18, 2019. Reflecting the tax law changes described below and an underlying economic forecast prepared in the first half of 2019, that Act provides for the GRF appropriations outlined below. The underlying economic forecast does not take into account the possible economic effects of the outbreak as described below under “Outbreak of COVID-19”.

GRF Appropriations 2020-21 Biennium (\$ in billions)

Fiscal Year 2019 Expenditures	Fiscal Year 2020 Appropriations	% Change Over Fiscal Year 2019 Expenditures	Fiscal Year 2021 Appropriations	% Change Over Fiscal Year 2020 Appropriations	2020-21 Biennium Total Appropriations
\$32.7	\$34.0	4.0%	\$36.0	6.0%	\$70.0

Major program categories reflect the following GRF appropriation changes (excluding GRF debt service appropriations):

- *Medicaid* - Fiscal Year 2020 appropriations increase 3.3% over Fiscal Year 2019 expenditures, and Fiscal Year 2021 appropriations increase 11.8% over Fiscal Year 2020 appropriations.
- *Elementary and Secondary Education* – including transfers from the GRF in support of student wellness and success, Fiscal Year 2020 appropriations increase 3.9% over Fiscal Year 2019 expenditures, and Fiscal Year 2021 appropriations increase 0.2% over Fiscal Year 2020 appropriations.
- *Higher Education* – Fiscal Year 2020 appropriations increase 4.6% over Fiscal Year 2019 expenditures, and Fiscal Year 2021 appropriations increase 2.6% over Fiscal Year 2020 appropriations.
- *Mental Health and Developmental Disabilities* – excluding Medicaid program services, Fiscal Year 2020 appropriations decrease 1.4% over Fiscal Year 2019 expenditures, and Fiscal Year 2021 appropriations increase 2.8% over Fiscal Year 2020 appropriations.
- *Corrections and Youth Services* – Fiscal Year 2020 appropriations increase 4.0% over Fiscal Year 2019 expenditures, and Fiscal Year 2021 appropriations increase 3.5% over Fiscal Year 2020 appropriations.

The 2020-21 biennial appropriations Act also created the H2Ohio fund to pay for water quality projects in Lake Erie and across Ohio’s rivers, lakes and waterways. The H2Ohio fund was initially funded by a \$172 million transfer from the Fiscal Year 2019 GRF ending fund balance. The Act also requires that 50 percent of the Fiscal Year 2021 GRF surplus, if any, be transferred to the H2Ohio fund with the other 50 percent transferred to the Budget Stabilization Fund.

The Executive Budget, 17-day interim appropriations act, the 2020-21 biennial appropriations Act and separate appropriations acts for the biennium all included necessary debt service and lease rental or other payment appropriation authority related to State debt obligations for the entire biennium.

The foregoing appropriations were based upon available balances and estimated GRF revenue for the biennium and have been adjusted with updated revenue forecasts as of June 10, 2020 as follows:

Estimated State & Federal GRF Revenue 2020-21 Biennium (\$ in billions)

Fiscal Year 2019 Actual Revenue	Fiscal Year 2020 Est. Revenue	% Change Over Fiscal Year 2019 Actual Revenue	Fiscal Year 2021 Est. Revenue	% Change Over Fiscal Year 2020 Est. Revenue	2020-21 Biennium Total Revenue
\$33.8	\$33.2	-1.6%	\$36.0	8.5%	\$69.3

The 2020-21 biennial appropriations Act reflects the following tax policy and allocation changes, among others, that are estimated to result in a net GRF revenue decrease of \$410 million in Fiscal Year 2020 and \$177 million in Fiscal Year 2021:

- An across-the-board 4.0% reduction in State personal income tax rates and elimination of the bottom two income tax brackets (effective in tax year 2019), coupled with a freeze on the indexing of the income tax brackets (through tax year 2020). The tax bracket changes eliminate any tax liability for individuals with taxable income less than \$21,750.

- Modifies eligibility for various means-tested State personal income tax credits such that high-income taxpayers with little non-business income are not eligible for the tax credits (effective tax year 2019).
- Creates two new non-refundable tax credits, one for lead abatement expenses capped at \$5 million annually (effective in tax year 2020) and one for Qualified Opportunity Zone investments that is limited to no more than \$50 million per fiscal biennium (effective in tax year 2019).
- Increases the legal age to purchase tobacco products from 18 to 21 years old and creates a tax on the volume of nicotine-containing vapor products (effective October 2019).
- Modifies the definition of substantial nexus with Ohio in accordance with *South Dakota v. Wayfair, Inc.* for purposes of collecting the sales and use tax on retail sales through “marketplace facilitators” (effective October 2019).
- Increases on a temporary basis the percent of GRF tax revenues deposited into the local government fund to 1.68% from 1.66% in each of Fiscal Years 2020 and 2021.
- Increases on a temporary basis the percent of GRF tax revenues deposited into the public library fund to 1.70% from 1.66% in each of Fiscal Years 2020 and 2021.

Fiscal Year 2020 Financial Results. The State ended Fiscal Year 2020 with GRF cash and fund balances of \$1.27 billion and \$784.8 million, respectively. As authorized in the 2020-21 biennial appropriations Act, the full cash balance was carried forward into Fiscal Year 2021.

As is customary at the beginning of the second year of a fiscal biennium, OBM revised its Fiscal Year 2021 GRF revenue forecast to reflect updated economic assumptions (influenced largely by the COVID-19 Pandemic discussed in more detail below) and actual Fiscal Year 2020 revenue performance. For further information relating to the updated Fiscal Year 2021 GRF revenue forecast see **Outbreak of COVID-19**.

Outbreak of COVID-19

As widely reported, the outbreak of COVID-19, a new strain of coronavirus that can result in severe respiratory disease, was first detected in December of 2019, and has spread across six continents impacting many countries, including the United States. COVID-19 has been declared a pandemic by the World Health Organization. The COVID-19 outbreak is altering the behavior of businesses and people in a manner that is expected to have negative effects on global and local economies, including the State. In response to the public health crisis, Governor DeWine and the Director of the Ohio Department of Health (ODH) have taken certain actions to limit the spread of the virus and its impact on the State’s local communities and health care services, including the declaration of a state of emergency in the State on March 9, 2020 and the closure of all non-essential businesses from March 23, 2020 through April 6, 2020. This order was extended on April 2, 2020 closing all non-essential businesses through May 1, 2020. On April 16, 2020, Governor DeWine announced that the State would begin a phased-in reopening of these businesses starting May 1, 2020. The reopening plan was gradual and fact-driven, in an attempt to minimize the health risk to business owners, employees, and their customers.

The spread of the COVID-19 virus is unprecedented as it relates to the world economy, leading to increased uncertainty. As more accurate information on the nature and impact of COVID-19 becomes available, State economic forecasts will be adjusted to take into account current immediate trends to enable the State to anticipate the effects on the State economy.

On March 23, 2020, the Governor announced the following actions intended to mitigate a portion of the economic effect of the COVID-19 outbreak on the State’s financial position by reducing non-essential expenditures: (1) an immediate hiring freeze for all executive agencies, boards, and commissions with exceptions for positions that provide a direct response to the COVID-19 pandemic, safety and security, and direct care or institutional services, (2) a freeze on pay increases and promotions for State unclassified and exempt staff, (3) a freeze on new contract services for the State, except for those services that are necessary for the emergency response, and (4) directing that state agencies work to cut spending not related to pandemic response or other essential government functions up to 20% for the remainder of Fiscal Year 2020 and for Fiscal Year 2021.

On March 25, 2020, the State legislature passed House Bill 197, which became effective immediately upon signature of the Governor on March 27, 2020. That legislation enacted numerous provisions to assist with the COVID-19 pandemic, including the alignment of the State’s 2019 and first quarter 2020 tax filing dates from April 15, 2020 to July 15, 2020 to coincide with the same extended Federal tax filing deadlines.

The State has also been taking additional steps to mitigate a portion of the economic effect of the COVID-19 outbreak by matching small businesses with economic supports and assistance and matching unemployed workers with skill building programs for technology-businesses.

On March 27, 2020 President Trump signed the Coronavirus Aid, Relief and Economic Security Act (CARES Act) to address the economic disruption caused by the COVID-19 pandemic. While the CARES Act includes a wide range of assistance measures for individuals, businesses, and state and local governments, it also provides direct payment aid to states (and within each state to eligible local governments), and the State has been directly allocated a minimum of \$2.49 billion of the total \$4.53 billion granted by the Federal Government to the State and its eligible local governments. These funds are used for costs that are necessary expenditures incurred due to COVID-19. The State maintains a comprehensive presentation of financial and transactional data online, The Ohio Checkbook (<https://checkbook.ohio.gov>), and more information on Federal Funding for COVID-19 in Ohio can be found at <https://checkbook.ohio.gov/Coronavirus/>.

According to the latest revenue figures and economic forecasting published in the Monthly Financial Report released on January 11, 2021 for collections through December of calendar year 2020, December total GRF receipts totaled \$2.5 billion and were \$269.7 million (-9.8%) below estimate. Tax revenues were \$64.2 million (3.3%) above estimate. Non-tax receipts were \$339.0 million (-41.6%) below estimate, with Federal grants accounting for the vast majority of that result. For the Fiscal Year to date, tax revenues are above estimate, non-tax receipts are below estimate, and transfers in from other sources are over estimate. For December, revenues and transfers in from other sources were \$719.1 million (-22.5%) below the previous year. Tax receipts increased by \$102.2 million (5.4%) while non-tax receipts declined by \$826.5 million (-63.4%). For the year-to-date, tax receipts are \$1.0 billion (8.8%) above last year and non-tax receipts are \$1.2 billion (21.2%) over the prior year. Transfers in from other sources are \$9.5 million (12.5%) above last year on a year-to-date basis.

To balance the State budget in Fiscal Year 2020 while responding to the COVID-19 pandemic, agencies across the State deviated from their original disbursement plans. Some agencies increased spending in targeted areas to mitigate the health and economic effects of COVID 19. To offset increased spending, on May 5, 2020, Governor DeWine announced that planned State spending would be cut by \$775 million prior to June 30, 2020. The cuts included the following reductions: \$210 million in Medicaid spending; \$300 million in K-12 education spending; \$110 million in higher education spending; \$55 million in other education spending; and \$100 million in other state agencies and programs spending. The State also continued the previously announced hiring freezes, travel limitations, and contracting restrictions.

Additionally, the COVID-19 outbreak caused a sudden, unprecedented spike in unemployment and furloughs during March, primarily starting in the middle of the month. Withholding ended \$133.3 million (-1.3%) below estimate for Fiscal Year 2020, with the Fiscal Year's negative variance mostly attributable to April and May. The Fiscal Year-over-Year withholding tax results in June show a decline of \$12.9 million (-1.9%). However, this Fiscal Year-to-Year comparison is somewhat exaggerated by there being one less large payment day this May and by the effects of tax policy changes. The 2020-21 biennial appropriations Act enacted a four percent reduction in personal income tax rates effective with tax year 2019; consistent with this rate cut, a four percent employer withholding rate reduction took effect in January 2020.

As a result of this spike in unemployment, Ohio's Unemployment Trust Fund balance was completely drawn down between March 1, 2020 and June 30, 2020. Because of this increased demand, the Ohio Department of Job and Family Services applied for federal assistance and began drawing funds on June 16, 2020. As of January 13, 2021, the cumulative amount of draws is \$1,382,780,399. The Ohio General Assembly is currently determining the State's method of repayment for this federal assistance, and although not necessarily indicative of the current determination, the most recent prior draw was repaid, in part, from increased employer contributions to the Unemployment Trust Fund. Statistics on unemployment in Ohio as well as weekly information about initial jobless claims are available on the Ohio Department of Jobs and Family Services website located at <http://jfs.ohio.gov/>.

December GRF disbursements, across all uses, totaled \$2.1 billion and were \$120.8 million (-5.4%) below estimate. This variance was primarily attributable to below estimate disbursements in Medicaid. On a year-over-year basis, December's total uses were \$743.5 million (-26.1%) lower than those of the same month in the previous fiscal year, with a decrease in Medicaid largely responsible for the difference. For more information, please refer to the Monthly Financial Report, available at <https://www.obm.ohio.gov/Budget/monthlyfinancial/>.

Revised Fiscal Year 2021 revenue projections indicate that available State revenue receipts and balances in the GRF are projected to be \$36.0 billion, approximately \$2.43 billion less than previously anticipated. This estimated shortfall is \$200 million less than the reserve held in the BSF as stated above. The projection does not include any offset for savings the State may realize from additional budgetary responses, such as, but not limited to, those contemplated below or the temporary 6.2 percentage-point increase in Federal Medical Assistance Percentages (federal revenue receipts), which are used in determining the amount of Federal payments to the State for medical services.

In response to updated revenue projections for Fiscal Year 2021 and in addition to the budgetary controls already in place, OBM and the Department of Administrative Services (DAS) have implemented cost savings measures to further reduce expenditures by state agencies, boards, and commissions. Such measures include implementing a freeze in pay and step advancements of exempt employees as authorized by the General Assembly in Amended Substitute House Bill 481, instituting mandatory cost savings programs for exempt employees for Fiscal Year 2021, which reduced wages of exempt employees by approximately 3.8%, and salaries of cabinet directors by approximately 4%. Further, organizations representing the State's collective bargaining employees are being asked to reduce personnel costs. OBM and DAS will continue to partner to identify personnel and cost containment strategies to balance the State budget.

As noted in the previous section, the State is effectively precluded by its Constitution from ending a Fiscal Year or a biennium in a "deficit" position. If needed, the State has additional executive and legislative measures available to safeguard against such a result. OBM continually monitors and analyzes revenues, expenditures, and related developments (including pending litigation) for inclusion in its Monthly Financial Report.

Cash Flow

Because GRF cash receipts and disbursements do not precisely coincide, temporary GRF cash flow deficiencies often occur in some months, particularly the middle months, of a Fiscal Year. Statutory provisions provide for effective management of cash flow by permitting the adjustment of payment schedules (as was done during some prior Fiscal Years) and the use of the Total Operating Fund (TOF). The State has not done and does not do external revenue anticipation borrowing.

The TOF includes the total consolidated cash balances, revenues, disbursements and transfers of the GRF and several other specified funds (including the BSF). The TOF cash balances are consolidated only for the purpose of meeting cash flow requirements, and, except for the GRF, a positive cash balance must be maintained for each discrete fund included in the TOF. The GRF is permitted to incur a temporary cash deficiency by drawing upon the available consolidated cash balance in the TOF. The amount of that permitted GRF cash deficiency at any time is limited by statute to 10% of GRF revenues for the then preceding Fiscal Year. The State plans for and manages monthly GRF cash flow deficiencies within each Fiscal Year and those deficiencies have been within the TOF limitations discussed above.

STATE DEBT

General

The incurrence or assumption of debt by the State without a popular vote is, with limited exceptions, prohibited by the State Constitution. The State is authorized to incur debt limited in amount to \$750,000 to cover casual deficits or to address failures in revenues or to meet expenses not otherwise provided for. The Constitution expressly precludes the State from assuming the debts of any county, city, town or township, or of any corporation. (An exception in both cases is for debts incurred to repel invasion, suppress insurrection, or defend the State in war.) The Constitution provides that "Except the debts above specified...no debt whatever shall hereafter be created by, or on behalf of the state."

By 20 constitutional amendments approved from 1921 to present, Ohio voters have authorized the incurrence of State general obligation debt and the pledge of taxes or excises to its payment, all related to the financing of capital facilities, except for three that funded bonuses for veterans, one to fund coal technology research and development, and one to fund specified research and development activities. Currently, tax supported general obligation debt of the State is authorized to be incurred for the following purposes: highways, local infrastructure, coal development, natural resources and parks, higher education, common schools, conservation, and research and development. Authorizations for site development and veterans compensation purposes have been fully exhausted or expired. Although supported by the general obligation pledge, highway debt is also backed by a pledge of and has always been paid from the State's motor fuel taxes and other highway user receipts that are constitutionally restricted in use to highway related purposes.

State special obligation debt, the owners or holders of which are not given the right to have excises or taxes levied by the General Assembly to pay principal and interest, is authorized for purposes specified by Section 2i of Article VIII of the Constitution. The Treasurer of State currently issues the special obligations authorized under that Section 2i for parks and recreation and mental health facilities, and for facilities to house branches and agencies of State government and their functions, including: State office buildings and facilities for the Department of Administrative Services (DAS) and others, the Ohio Department of Transportation (ODOT), correctional and juvenile detention facilities for the Departments of Rehabilitation and Correction (DRC) and Youth Services (DYS), various cultural facilities, and formerly for the Department of Public Safety (DPS). Debt service on all

these special obligations is paid from GRF appropriations, with the exception of debt issued for ODOT and DPS facilities which is paid from highway user receipts. All of those debt service payments are subject to biennial appropriations by the General Assembly pursuant to leases or other agreements entered into by the State.

Certificates of Participation (COPs). State agencies also have participated in buildings and equipment, information systems and non-highway transportation projects that have local as well as State use and benefit, in connection with which the State has entered into lease-purchase agreements with terms ranging from 8 to 20 years. Certificates of Participation (COPs) have been issued in connection with those agreements that represent fractionalized interests in and are payable from the State's anticipated lease payments. The maximum annual payment from GRF appropriations under those existing agreements is \$45.5 million in Fiscal Year 2023 and the total GRF-supported principal amount outstanding is \$252.4 million as of January 15, 2021. Payments by the State are subject to biennial appropriations by the General Assembly with the lease terms subject to automatic renewal for each biennium for which those appropriations are made. The approval of the OBM Director and either the General Assembly or the State Controlling Board is required if COPs are to be publicly offered in connection with those agreements.

Revenue Bonds. Certain State agencies issue revenue bonds that are payable from revenues from or relating to revenue producing facilities, such as those issued by the Ohio Turnpike and Infrastructure Commission. As confirmed by judicial interpretation, such revenue bonds do not constitute "debt" under the constitutional provisions described above. The Constitution authorizes State bonds for certain economic development and housing purposes (the latter issued by the Ohio Housing Finance Agency) to which tax moneys may not be obligated or pledged. See the discussion of expanded housing finance authority, and permitted pledges to it, below under **Additional Authorizations**.

Tax Credits in Support of Other Long-Term Obligations. The State has authorized the issuance of fully refundable tax credits in support of "credit-collateralized bonds" issued from time to time by the Columbus-Franklin County Finance Authority to provide funding for the Ohio Capital Fund (OCF) to promote venture capital investment in Ohio and any additional bonds that may be issued to refinance those outstanding bonds or provide additional funding for that purpose. Those tax credits may be claimed by the bond trustee for the purpose of restoring the debt service reserve fund for those credit-collateralized bonds in the event it is drawn upon and its required balance is not restored from other sources. Those credits may not be claimed after June 30, 2036, and the maximum amount of tax credits that may be claimed is \$20 million in any Fiscal Year. The bond trustee has filed such tax credit claims in connection with the payment of bond service charges on February 15, 2017, August 15, 2017, February 15, 2018, August 15, 2018, February 15, 2019, August 15, 2019, February 18, 2020, and August 17, 2020 and has received tax credit payments totaling \$7.5 million in Fiscal Year 2017, \$15.4 million in Fiscal Year 2018, \$13.5 million in Fiscal Year 2019, \$15.2 million in Fiscal Year 2020, and \$7.2 million in the current Fiscal Year. Total outstanding principal on the credit-collateralized bonds after the August 17, 2020 payment date and the December 2020 refunding is \$92.9 million with the highest annual debt service payment due on the outstanding credit-collateralized bonds occurring in Fiscal Year 2024 in the amount of approximately \$16.9 million. Proceeds of the OCF bonds fund investments in venture capital funds to promote investment in seed and early-stage Ohio-based business enterprises.

Prior Economic Development and Revitalization Obligations. Prior to the February 1, 2013 granting of a 25-year franchise on the State's spirituous liquor system to JobsOhio, there were outstanding \$725.0 million of State bonds and notes secured by a pledge of the State's profits from the sale of spirituous liquor. In connection with the granting of that franchise, provision was made for the payment of all the debt service on those bonds and notes which are defeased and no longer outstanding obligations of the State (see **FISCAL MATTERS – Recent and Current Finances – Recent Biennia - 2012-13**). Those bonds and notes were originally issued to fund a statewide economic development program that assisted in the financing of facilities and equipment for industry, commerce, research and distribution, including technology innovation, by providing loans and loan guarantees. Under its franchise agreement with JobsOhio, the State may not issue additional obligations secured by a pledge of profits from the sale of spirituous liquor during the 25-year term of that franchise.

Obligations and Funding Commitments for Highway Projects Payable from Highway-Related Non-GRF Funds. As described above, the State issues general obligations for highway infrastructure and special obligations for ODOT and DPS transportation facilities that are paid from the State's motor fuel tax and other highway user receipts that are constitutionally restricted in use to highway related purposes. In addition, the State has and expects to continue financing selected highway infrastructure projects by issuing federal highway grant anticipation revenue (GARVEE) bonds and entering into agreements that call for debt service payments to be made from federal Title 23 transportation funds allocated to the State, subject to biennial appropriations by the General Assembly. The highest annual State payment under those agreements in the current or any future fiscal year is

\$168.6 million in Fiscal Year 2021. In the event of any insufficiency in the anticipated federal allocations to make payments on GARVEE bonds, the payments are to be made from any lawfully available moneys appropriated to ODOT for the purpose.

In December 2014, ODOT also entered into its first public-private agreement to provide “availability payments” in support of the development and operation of a State highway improvement project. Those availability payments commenced in December 2018 and are paid from non-GRF funds available to ODOT remaining after the payment of debt service on highway general obligations, ODOT special obligations and GARVEE bonds. The availability payment in Fiscal Year 2020 was \$25.5 million, with availability payments estimated to increase modestly each year from \$25.9 million in Fiscal Year 2021 to a maximum payment of \$39.4 million in Fiscal Year 2053. Availability payments are subject to biennial appropriation by the General Assembly with the public-private agreement subject to automatic renewal for each biennium if and when those availability payments are appropriated for that biennium.

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Variable Rate Debt

The State currently has \$389,880,000 in outstanding variable rate debt as follows with liquidity provided by the State for all of these issues:

<u>Dated Date</u>	<u>Outstanding</u>	<u>Purpose/Series</u>	<u>Rate Period</u>	<u>Final Maturity</u>
11/29/2001	\$9,300,000	Infrastructure, 2001B	Weekly	8/1/2021
12/15/2003	54,400,000	Common Schools, 2003D	Weekly	3/15/2024
3/3/2004	24,760,000	Infrastructure Refunding, 2004A	Weekly	2/1/2023
4/1/2005	60,750,000	Common Schools, 2005A/B	Weekly	3/15/2025
6/7/2006	74,050,000	Common Schools, 2006B/C	Weekly	6/15/2026
10/26/2016	64,620,000	DRC Prison Facilities, 2016B/C	Weekly	10/1/2036
8/7/2019	45,000,000	DRC Prison Facilities, 2019C	Weekly	10/1/2039
8/12/2020	57,000,000	Parks & Recreation Facilities, 2020B	Weekly	12/1/2040

Interest Rate Swaps

As part of its debt management, the State is also party to the following floating-to-fixed interest rate swap agreements with a total notional amount currently outstanding of \$223,260,000:

<u>Outstanding Notional Amount</u>	<u>Related Bond Series</u>	<u>State Pays</u>	<u>State Receives</u>	<u>Counterparty</u>	<u>Effective Date</u>	<u>Termination Date</u>
\$9,300,000	Infrastructure 2001B	4.630%	SIFMA ¹	JP Morgan/Wells Fargo	11/29/2001	8/1/2021
54,400,000	Common Schools 2003D	3.414%	LIBOR ²	JP Morgan/Wells Fargo	9/14/2007	3/15/2024
24,760,000	Infrastructure 2004A Refunding	3.510%	LIBOR ²	Wells Fargo	3/3/2004	2/1/2023
60,750,000	Common Schools 2005A/B	3.750%	LIBOR ^{2,3}	JP Morgan	3/15/2007	3/15/2025
74,050,000	Common Schools 2006B/C	3.202%	LIBOR ²	US Bank/RBC	6/15/2006	6/15/2026

¹ Securities Industry and Financial Markets Association (SIFMA) weekly variable rate index.

² Variable interest rate based on a percentage of one-month London Inter-Bank Offered Rate (LIBOR) plus a fixed increment.

³ Variable interest rate based on 62% of 10-year LIBOR beginning September 15, 2014.

For all its swap agreements, the State has established minimum uncollateralized counterparty rating thresholds of AA-/Aa3. Under each of these agreements, the counterparty is required to progressively post collateral securing the State's position if the counterparty's credit ratings fall below these minimum thresholds.

Constitutional Limitation on Annual Debt Service

A 1999 constitutional amendment provides an annual debt service "cap" applicable to most future issuances of State general obligations and other State direct obligations payable from the GRF or net State lottery proceeds. Generally, new obligations may not be issued if debt service for any future Fiscal Year on those new and the then outstanding obligations of those categories would exceed 5% of the total of estimated GRF revenues (excluding GRF receipts from the American Recovery and Reinvestment Act of 2009) plus net State lottery proceeds for the Fiscal Year of issuance. Those direct obligations of the State include general obligations and special obligations that are paid from the State's GRF, but exclude (i) general obligation debt for third frontier research and development, development of sites and facilities, and veterans compensation, and (ii) general obligation debt payable from non-GRF funds (such as highway bonds that are paid from highway user receipts). Pursuant to the implementing legislation, the Governor has designated the OBM Director as the State official responsible for making the 5% determinations and certifications. Application of the 5% cap may be waived in a particular instance by a three-fifths vote of each house of the Ohio General Assembly and may be changed by future constitutional amendments.

The following table presents a current summary of State debt authorizations and the principal that has been issued and is outstanding against those authorizations. The General Assembly has appropriated sufficient moneys to meet debt service requirements for the current biennium (ending June 30, 2021) on all of the obligations included in this and the accompanying tables.

	Authorized by General Assembly	Issued(a)	Outstanding(b)
<i>Obligations Payable from the GRF</i>			
<u>General Obligations</u>			
Coal Development(c)	\$262,000,000	\$254,000,000	\$34,475,000
Infrastructure(d,e)	4,900,000,000	4,377,226,136	1,911,710,000
Natural Resources(f)	512,000,000	484,620,000	144,505,000
Common School Facilities(e)	6,045,000,000	5,370,000,000	2,535,805,000
Higher Education Facilities	4,853,000,000	4,130,000,000	2,212,730,000
Conservation(g)	800,000,000	642,175,000	337,480,000
Research & Development(h)	1,200,000,000	971,000,000	327,120,000
Site Development	150,000,000	150,000,000	13,910,000
Veterans Compensation(i)	200,000,000	83,910,000	<u>24,690,000</u>
		Total:	\$7,542,425,000
<u>Special Obligations</u>			
DAS Facilities	\$2,169,700,000	\$1,991,960,000	\$515,915,000
DRC Prison Facilities(e)	2,737,000,000	2,232,500,000	497,775,000
DYS Facilities	430,000,000	400,000,000	113,460,000
Cultural & Sports Facilities	790,000,000	683,690,000	148,260,000
Mental Health Facilities	2,000,000,000	1,667,085,000	185,360,000
Parks & Recreation Facilities	1,297,400,000	939,000,000	<u>476,385,000</u>
		Total:	\$1,937,155,000
<i>Obligations Payable from Non-GRF Sources(j)</i>			
<u>Highway User Receipts</u>			
G.O. Highway(k)	\$3,740,000,000	\$3,381,000,000	\$989,375,000
ODOT Facilities	385,000,000	326,590,000	141,580,000
DPS Facilities	140,285,000	140,285,000	<u>0</u>
		Total:	\$1,130,955,000
<u>Federal Transportation Grants</u>			
ODOT GARVEE Highway(l)	n.a.	\$2,755,720,000	\$784,595,000

- (a) Excludes refunding bonds; includes bonds refunded; reflects payment of amounts due as of January 21, 2021.
- (b) Excludes refunded bonds; includes refunding bonds; reflects payment of amounts due as of January 21, 2021.
- (c) Not more than \$100,000,000 may be outstanding at any time.
- (d) Not more than \$5,625,000,000 may be issued with the annual issuance currently limited to no more than \$175,000,000 in each Fiscal Year beginning in Fiscal Year 2018 through Fiscal Year 2022 and \$200,000,000 in each Fiscal Year beginning in Fiscal Year 2023 through Fiscal Year 2027, plus any obligations unissued from previous Fiscal Years.
- (e) Includes adjustable rate bonds.
- (f) Not more than \$50,000,000 may be issued in any Fiscal Year and not more than \$200,000,000 may be outstanding at any time. Issued amount includes \$130,000 in refunding bonds in excess of the principal amount of the bonds refunded.
- (g) Not more than \$50,000,000 may be issued in any Fiscal Year plus any obligations unissued from previous Fiscal Years and not more than \$400,000,000 may be outstanding at any time.
- (h) Not more than \$1,200,000,000 may be issued with the annual issuance now limited to no more than \$175,000,000 in any Fiscal Year plus any obligations unissued from previous Fiscal Years.
- (i) Constitutional authorization was self-implementing and did not require further General Assembly authorization. No more new obligations may be issued under this authorization.
- (j) See discussion above of "availability payments" under ODOT's first public-private agreement, which payments are expected to be made from biennial appropriations of non-GRF funds available to ODOT and remaining after the payment of debt service on highway general obligations, special obligations and GARVEE bonds shown above.
- (k) Not more than \$220,000,000 may be issued in any Fiscal Year plus any amount unissued from previous Fiscal Years, and not more than \$1,200,000,000 may be outstanding at any time.
- (l) Debt service on these "GARVEE" bonds is paid from federal transportation grants apportioned to the State (Title 23 of the U.S. Code).

The following table shows total debt service by Fiscal Year on State obligations payable from the GRF:

**Annual Debt Service Requirements on State Obligations
Paid from the GRF**

FY	General Obligations			Special Obligations			Total GRF Debt Service(f)		
	Education (a,b,e)	Infra- structure(b,e)	All Other(c,e)	DAS Facilities(e)	DRC Facilities(b)(e)	All Other(d)(e)	Principal(e)	Interest(e)	Total(e)
2021	\$473,191,453	\$133,606,757	\$170,424,703	\$87,332,526	\$68,839,764	\$129,720,349	\$654,385,000	\$408,730,551	\$1,063,115,551
2022	707,006,079	229,905,551	153,334,652	77,484,807	68,135,938	119,219,006	963,850,000	391,236,035	1,355,086,035
2023	640,041,804	220,526,276	141,447,452	74,636,361	64,075,501	122,943,634	913,840,000	349,831,028	1,263,671,028
2024	598,908,816	208,374,833	121,066,378	64,573,353	62,226,749	122,155,908	867,735,000	309,571,036	1,177,306,036
2025	544,135,192	219,434,241	98,976,982	59,207,097	57,600,781	115,680,861	824,255,000	270,780,154	1,095,035,154
2026	440,434,537	184,754,718	92,890,658	36,534,358	34,124,608	98,200,300	650,150,000	236,789,178	886,939,178
2027	357,465,206	182,440,758	74,594,923	36,585,447	34,256,418	88,680,125	565,430,000	208,592,877	774,022,877
2028	316,271,067	165,410,508	72,507,986	36,638,374	34,212,231	82,291,414	523,660,000	183,671,581	707,331,581
2029	316,415,055	154,806,021	57,374,893	36,703,669	34,248,728	71,946,761	511,780,000	159,715,127	671,495,127
2030	330,649,567	141,217,901	38,576,875	32,377,141	31,387,656	67,429,344	504,300,000	137,338,483	641,638,483
2031	333,480,028	141,050,605	34,107,650	29,629,388	31,404,212	55,375,125	509,455,000	115,592,008	625,047,008
2032	309,174,347	117,295,236	24,428,350	29,641,002	28,712,200	40,982,989	454,190,000	96,044,125	550,234,125
2033	240,461,709	108,230,648	14,928,450	27,227,741	28,643,754	31,579,136	372,470,000	78,601,436	451,071,436
2034	216,821,974	97,402,670	11,555,700	23,566,148	28,905,732	18,638,263	333,410,000	63,480,486	396,890,486
2035	192,973,942	73,788,332	7,213,500	23,570,586	25,741,228	18,638,971	291,575,000	50,351,558	341,926,558
2036	168,783,750	73,769,832	-	17,591,922	25,766,650	18,639,542	267,155,000	37,396,697	304,551,697
2037	145,666,000	61,893,000	-	17,591,652	20,167,912	18,636,773	238,520,000	25,435,337	263,955,337
2038	96,242,000	50,639,750	-	11,955,375	14,847,847	18,639,972	177,925,000	14,399,943	192,324,943
2039	48,268,500	37,182,125	-	11,954,875	7,128,105	18,635,606	116,910,000	6,259,211	123,169,211
2040	-	11,996,250	-	6,462,750	7,125,588	8,012,444	32,260,000	1,337,033	33,597,033
2041	-	-	-	-	-	8,013,425	<u>7,895,000</u>	<u>118,425</u>	<u>8,013,425</u>
							\$9,781,150,000	\$3,145,272,310	\$12,926,422,310

(a) Consists of common schools and higher education general obligation bonds.

(b) Includes estimated debt service on adjustable rate bonds at an assumed rate of 3%.

(c) Includes natural resources, coal development, conservation, research and development, site development and veteran's compensation general obligation bonds.

(d) Includes lease-rental bonds for mental health, parks and recreation, cultural and sports facilities, and facilities for the Department of Youth Services.

(e) Excludes refunded bonds; includes refunding bonds; as of January 15, 2021.

(f) Totals may not foot due to rounding.

The following table shows total debt service by Fiscal Year on certain State obligations payable from the indicated non-GRF revenues:

**Annual Debt Service Requirements on State Obligations
Paid from Non-GRF Revenues**

FY	Highway User Receipts			GARVEE Federal Transportation Grants(c)
	Highway G.O.	ODOT/DPS Facilities(a)	Total(b)	
2021	\$156,448,140	\$18,087,250	\$174,535,390	\$168,591,051
2022	153,638,402	16,522,000	170,160,402	123,812,125
2023	148,959,706	16,526,250	165,485,956	123,036,838
2024	145,287,227	16,520,500	161,807,727	122,294,650
2025	126,903,145	16,524,000	143,427,145	121,550,875
2026	97,068,050	16,520,000	113,588,050	85,765,750
2027	93,990,300	16,522,500	110,512,800	85,766,625
2028	90,867,050	16,519,750	107,386,800	85,768,750
2029	73,977,550	16,520,500	90,498,050	85,768,000
2030	54,616,500	16,518,000	71,134,500	61,672,625
2031	52,317,500	8,375,750	60,693,250	20,387,750
2032	34,823,750	8,379,000	43,202,750	20,392,375
2033	33,290,000	8,379,000	41,669,000	-
2034	18,131,250	-	18,131,250	-
2035	4,803,750	-	4,803,750	-

(a) Lease rental payments are paid from highway user receipts for these Ohio Department of Transportation and Department of Public Safety facilities.

(b) As of January 15, 2021.

(c) Debt service paid from federal transportation grants apportioned to the State under Title 23 of the U.S. Code.

Totals may not foot due to rounding.

The following table shows the principal amount of those obligations that are currently scheduled to be outstanding as of July 1 of the indicated years, as of January 15, 2021:

Year	Obligations Payable from the GRF			Non-GRF Obligations
	Education(a)	Other GO(b)	Special Obligations(c)	Highway User Receipts(d)
2021	\$4,587,280,000	\$2,670,745,000	\$1,868,740,000	\$1,026,715,000
2026	2,454,535,000	1,437,735,000	1,014,665,000	465,115,000
2031	1,217,165,000	595,600,000	479,545,000	98,555,000
2036	267,720,000	148,545,000	157,245,000	-

(a) Includes bonds for common school and higher education capital facilities.

(b) Includes natural resources, coal development, infrastructure improvement, conservation, research and development, site development and veterans compensation general obligation bonds.

(c) Includes lease-rental bonds for various State capital facilities.

(d) Includes general obligations for highways and lease-rental bonds for ODOT and DPS facilities.

The following tables show certain historical debt information and comparisons. These tables include only outstanding obligations of the State for which debt service is paid from the GRF.

<u>Fiscal Year</u>	<u>Principal Amount Outstanding</u>	<u>Outstanding Debt Per Capita</u>	<u>Outstanding Debt as % of Annual Personal Income</u>
1980	\$1,991,915,000	\$184	1.86%
1990	3,707,055,058	342	1.83
2000	6,308,680,025	556	1.94
2010	8,586,655,636	744	2.03
2011	8,996,752,848	779	1.99
2012	9,760,505,915	845	2.08
2013	9,263,358,266	800	1.94
2014	9,517,346,998	820	1.92
2015	9,354,508,600	805	1.81
2016	9,271,400,000	797	1.77
2017	9,450,790,000	810	1.73
2018	9,746,900,000	834	1.73
2019	9,496,850,000	812	1.68
2020	9,432,955,000	807(a)	1.60(b)

<u>Fiscal Year</u>	<u>Debt Service Payable</u>	<u>Total GRF Revenue and Net State Lottery Proceeds</u>	<u>Debt Service as % of GRF Revenue and Lottery Proceeds</u>	<u>Debt Service as % of Annual Personal Income</u>
1980	\$187,478,382	\$4,835,670,223	3.88%	0.18%
1990	488,676,826	12,230,682,298	4.00	0.24
2000	871,313,814	20,711,678,217	4.21	0.27
2010	710,284,236*	24,108,466,000**	2.95	0.17
2011	755,023,015*	26,777,133,000**	2.82	0.17
2012	692,776,090*	27,956,512,000	2.48	0.15
2013	1,204,775,861	30,361,815,000	3.97	0.25
2014	1,237,701,225	30,137,139,000	4.11	0.25
2015	1,278,258,664	32,463,100,000	3.94	0.25
2016	1,314,513,346	34,996,649,000	3.76	0.25
2017	1,328,276,711	35,218,700,000	3.77	0.24
2018	1,338,395,923	33,642,813,000	3.98	0.24
2019	1,402,757,299	34,921,508,000	4.02	0.25
2020	1,414,866,835	34,631,664,200	4.09	0.24(b)

(a) Based on July 2019 population estimate.

(b) Based on preliminary 2019 personal income data.

* Reduction is due in large part to the restructuring of certain GRF debt service payments resulting in net savings of \$416.8 million in Fiscal Year 2010, \$336.9 million in Fiscal Year 2011, and \$449.3 million in Fiscal Year 2012.

** Excludes federal funds from the American Recovery and Reinvestment Act of 2009.

Recent Debt Authorizations

Only a portion of State capital needs can be met by direct GRF appropriations, so additional State borrowing for capital and other purposes has been and will continue to be required. For the 2021-22 capital biennium, the General Assembly approved \$2.69 billion in new capital appropriations, with \$2.55 billion of those new capital appropriations to be funded by GRF-supported debt authorizations, and \$113 million to be funded from cash. The following additional GRF-supported debt authorizations reflect all of the new 2021-22 capital appropriations:

General Obligation

- \$400,000,000 for capital improvements for elementary and secondary public schools.
- \$475,000,000 for local infrastructure projects.
- \$400,000,000 for higher education facilities.
- \$20,000,000 for natural resources facilities.
- \$100,000,000 for conservation purposes.
- \$2,000,000 for coal development purposes.

Special Obligation

- \$275,000,000 for prisons and local jails.
- \$30,000,000 for youth services facilities.

- \$100,000,000 for State administrative facilities.
- \$65,000,000 for cultural facilities (including both arts and sports facilities).
- \$150,000,000 for mental health facilities (including local projects).
- \$255,000,000 for parks and recreation facilities (including local projects).

Recent constitutional authorizations are:

- 2014 – authorizes an additional \$1.875 billion of general obligation debt for public infrastructure as a ten-year extension of the existing local government infrastructure program authorized in 2005, with an increase in the annual issuance amount from \$150 million to \$175 million in the first five Fiscal Years and \$200 million in each Fiscal Year thereafter.
- 2010 – authorizes the issuance of \$700 million of State general obligation debt to renew and continue programs for research and development in support of Ohio industry, commerce, and business, with those obligations not subject to the 5% debt service cap described above. The authorization is in addition to the below-referenced 2005 constitutional amendment for the same purpose. The amount of all State general obligations that may be issued for, and the amounts of proceeds from those State general obligations that may be committed to, those research and development purposes, are limited to no more than \$450 million total for the period including State Fiscal Years 2006 through 2011, no more than \$225 million in Fiscal Year 2012 and no more than \$175 million in any Fiscal Year thereafter, plus any amounts that in any prior Fiscal Year could have been but were not issued.
- 2009 – authorized the issuance of State general obligation debt to provide compensation to persons who have served in active duty in the United States armed forces at any time during the Persian Gulf, Afghanistan, and Iraq conflicts, with those obligations not subject to the 5% direct obligation debt service cap described above. Not more than \$200 million in obligations could have been issued no later than December 31, 2013.
- 2008 – authorizes the issuance of State bonds for land conservation and revitalization purposes (including statewide brownfields clean-up). For each of the two purposes, the authorization is for not more than \$50 million in principal amount to be issued in any Fiscal Year plus any amount unissued from previous Fiscal Years and not more than \$200 million to be outstanding at any time. The bonds for conservation purposes are general obligations, and those for revitalization purposes are special obligations payable from revenues and receipts designated by the General Assembly (previously a portion of the State’s net liquor profits; see **FISCAL MATTERS – Recent and Current Finances – Recent Biennia - 2012-13**). The authorization is in addition to the 2000 constitutional amendment for the same purposes.
- 2005 – authorizes the issuance over ten years of \$500 million of State general obligation debt in support of research and development, and \$150 million of State general obligation debt for the development of sites for industry, commerce, distribution and research and development, with those obligations not subject to the 5% debt service cap described above. Also authorizes an additional \$1.35 billion of general obligation debt for public infrastructure as a ten-year extension of the existing local government infrastructure program, with an increase in the annual issuance amount from \$120 million to \$150 million in the last five Fiscal Years, which continues to be subject to that 5% debt service cap.
- 2000 – authorizes the issuance of State bonds for land conservation and revitalization purposes (including statewide brownfields clean-up). For each of the two purposes, the amendment authorizes not more than \$50 million in principal amount to be issued in any Fiscal Year plus any amount unissued from previous Fiscal Years and not more than \$200 million to be outstanding at any time. The bonds for conservation purposes are general obligations, and those for revitalization purposes are special obligations payable from revenues and receipts designated by the General Assembly (previously a portion of the State’s net liquor profits; see **FISCAL MATTERS – Recent and Current Finances – Recent Biennia - 2012-13**).
- 1999 – authorizes State general obligation debt to pay costs of facilities for a system of common schools throughout the state and for state-supported and state-assisted institutions of higher education. The amendment also provides for the 5% direct obligation debt service cap described above.
- 1995 – authorizes additional highway bonds and extends the local infrastructure bond program. For the latter, it authorized an additional \$1.2 billion of State’s full faith and credit obligations to be issued over 10 years, with not more than \$120 million to be issued in any Fiscal Year. The highway finance portion

authorizes not more than \$1.2 billion to be outstanding at any time and not more than \$220 million to be issued in any Fiscal Year.

- 1994 – pledges the State's full faith and credit and taxing power to meet certain guarantees under the State's tuition credit program, a program that provides for the purchase of tuition credits which are guaranteed to cover a specified amount when applied to tuition and other eligible higher education costs. Under the amendment, to secure the tuition guarantees, the General Assembly shall appropriate money sufficient to offset any deficiency that occurs in the trust fund, at any time necessary to make payment of the full amount of any tuition payment or refund required by a tuition payment contract.
- 1990 – authorizes greater State and political subdivision participation in the provision of individual and family housing. This supplements the previous constitutionally authorized loans-for-lenders and other housing assistance programs, financed in part with State revenue bonds. The amendment authorizes the General Assembly to provide for State assistance for housing in a variety of ways, including State borrowing for the purpose by the issuance of obligations secured by a pledge of all or such portion of State revenues or receipts as it authorizes (but not by a pledge of the State's full faith and credit).
- 1985 – authorizes the issuance of general obligation debt to finance grants or make or guarantee loans for research and development of coal technology that will encourage the use of Ohio coal. Those grants or loans are available to any individual, association, or corporation doing business in the State or to any educational or scientific institution located in the State. Not more than \$100 million may be outstanding at any time.

ECONOMY AND EMPLOYMENT

Although manufacturing (including auto-related manufacturing) in Ohio remains an integral part of the State's economy, the greatest growth in Ohio's economy in recent years has been in the non-manufacturing sectors. Ohio's 2019 economic output, as measured by gross state product (GSP), totaled \$698.5 billion, 3.30% of the national GDP and seventh largest among the states. The State ranks third within the manufacturing sector as a whole (\$112.8 billion) and fourth in durable goods (\$64.2 billion). As a percent of Ohio's 2019 GSP, 16.2% was attributable to manufacturing, with 22.2% attributable to the goods-producing sectors and 34.5% to the business services sectors, including finance, insurance and real estate. Ohio is the ninth largest exporting state with 2019 merchandise exports totaling \$53.0 billion. The State's leading export products are machinery (including electrical machinery), motor vehicles (including parts), aircraft/spacecraft and plastics, which together accounted for 57.6% of that total.

Non-farm payroll employment in Ohio, in a diversifying employment base, decreased in 2001 through 2003, increased in 2004 through 2006, decreased in 2007 through 2010, and increased in 2011 through 2019. In the last three decades, there has been a shift toward the services industry, with manufacturing employment decreasing since its 1969 peak. The "non-manufacturing" sector employs approximately 87.4% of all non-farm payroll workers in Ohio. The changing mix of employment sectors nationally and in Ohio are shown in the following tables.

Ohio Nonfarm Payroll Jobs by Industry Type Not Seasonally Adjusted (in 000)

	<u>1980</u>	<u>1990*</u>	<u>2000*</u>	<u>2010*</u>	<u>2019*</u>
Mining & Logging.....	31	18	13	11	13
Construction.....	167	192	246	169	218
Manufacturing.....	1,264	1,060	1,021	621	703
Trade, Transportation & Public Utilities...	1,180	963	1,115	945	1,025
Financial Activities.....	204	255	305	277	309
Services.....	831 ¹	n.a.	n.a.	n.a.	n.a.
Professional & Business Services.....	n.a.	455	647	629	736
Educational & Health Services.....	n.a.	539	679	839	949
Leisure & Hospitality.....	n.a.	400	483	475	579
Information & Other Services.....	n.a.	279	331	284	284
Government.....	<u>690</u>	<u>722</u>	<u>785</u>	<u>786</u>	<u>780</u>
TOTAL	4,367	4,882	5,624	5,036	5,596

* Reflects change in the bases for industry classification from the 1987 Standard Industrial Classification (SIC) system to the current 2017 North American Industry Classification System (NAICS). Data since 1990 reflects this change.

¹ Data under SIC system included professional and business, education and health, leisure and hospitality, information and 'other' services under a single "Services" industry category.

Totals may not foot due to rounding.

Source: U.S. Department of Labor, Bureau of Labor Statistics, National and State Current Employment Statistics.

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Distribution of Nonfarm Payroll Jobs by Industry Type (%)

	1980		1990*		2000*		2010*		2019*	
	<u>Ohio</u>	<u>U.S.</u>	<u>Ohio</u>	<u>U.S.</u>	<u>Ohio</u>	<u>U.S.</u>	<u>Ohio</u>	<u>U.S.</u>	<u>Ohio</u>	<u>U.S.</u>
Mining & Logging	0.7	1.1	0.4	0.7	0.2	0.5	0.2	0.5	0.2	0.5
Construction	3.8	4.8	3.9	4.8	4.4	5.1	3.4	4.2	3.9	5.0
Manufacturing.....	28.9	22.4	21.7	16.2	18.2	13.1	12.3	8.8	12.6	8.5
Trade, Transportation & Public Utilities	27.0	28.2	19.7	20.7	19.8	19.9	18.8	18.9	18.3	18.4
Financial Activities	4.7	5.7	5.2	6.0	5.4	5.9	5.5	5.9	5.5	5.8
Services.....	19.0 ¹	19.8 ¹	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
Professional & Business Services.....	n.a.	n.a.	9.3	9.9	11.5	12.6	12.5	12.8	13.2	14.1
Educational & Health Services.....	n.a.	n.a.	11.0	10.1	12.1	11.6	16.7	15.3	17.0	16.0
Leisure & Hospitality	n.a.	n.a.	8.2	8.5	8.6	9.0	9.4	10.0	10.3	11.0
Information & Other Services.....	n.a.	n.a.	5.7	6.3	5.9	6.7	5.6	6.2	5.1	5.8
Government	15.8	18.0	14.8	16.8	14.0	15.7	15.6	17.3	13.9	15.0

* Reflects change in the bases for industry classification from the 1987 Standard Industrial Classification (SIC) system to the current 2017 North American Industry Classification System (NAICS). Data since 1990 has been adjusted to reflect this change.

¹ Data under SIC system included professional and business, education and health, leisure and hospitality, information and 'other' services under a single "Services" industry category.

Totals may not foot due to rounding.

Source: U.S. Department of Labor, Bureau of Labor Statistics, National and State Current Employment Statistics. The distribution percentages are as calculated by OBM.

Ohio and U.S. unemployment rates have been as follows:

Average Monthly Unemployment Rates (Seasonally Adjusted)

<u>Year</u>	<u>Ohio</u>	<u>U.S.</u>
1980.....	8.4%	7.1%
1990.....	5.6	5.6
2000.....	4.0	4.0
2005.....	5.9	5.1
2006.....	5.4	4.6
2007.....	5.6	4.6
2008.....	6.4	5.8
2009.....	10.3	9.3
2010.....	10.3	9.6
2011.....	8.8	8.9
2012.....	7.4	8.1
2013.....	7.5	7.4
2014.....	5.8	6.2
2015.....	4.9	5.3
2016.....	5.0	4.9
2017.....	5.0	4.4
2018.....	4.6	3.9
2019.....	4.2	3.7
2020 January.....	4.1	3.6
February	4.1	3.5
March	5.5	4.4
April.....	16.8	14.7
May.....	13.7	13.3
June.....	10.9	11.1
July.....	8.9	10.2
August.....	8.9	8.4
September.....	8.3	7.9
October.....	5.6	6.9
November.....	5.7	6.7

Source: Ohio Labor Market Information.

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The following are the private sector employers that had the highest number of full-time equivalent employees (estimated and rounded) in Ohio in 2019:

OHIO'S TOP 25 PRIVATE SECTOR EMPLOYERS – 2019

<u>Company</u>	<u>Employment Headcount (Estimated)</u>	<u>Sector</u>
Cleveland Clinic Health System	50,825	Health Care
Wal-Mart Stores Inc	49,330	Retail: General Merchandise
Kroger Company	45,340	Retail Food Stores
Mercy Health	31,500	Health Care
University Hospitals Health System	28,000	Health Care
Ohio Health	26,600	Health Care
ProMedica Health System	22,500	Health Care
JPMorgan Chase & Co.	21,000	Finance: Bank
Giant Eagle Inc.	19,000	Retail: Food Stores
Cincinnati Children's Hospital Medical System	15,660	Health Care
Honda Motor Company	15,000	Motor Vehicles
Golden Gate Capital LP / Bob Evans Restaurants	14,500	Hospitality: Restaurants
United Parcel Service	14,425	Transportation: Air Delivery
Nationwide Mutual Insurance Company	14,000	Finance: Insurance
Premier Health Partners	14,000	Health Care
Lowe's Companies Inc	13,400	Retail: Home Improvement
TriHealth Inc.	12,500	Health Care
Home Depot Inc.	12,350	Retail: Home Improvement
General Electric Company	12,000	Manufacture: Aerospace/Electrical
Kettering Health Network	12,000	Health Care
Nationwide Children's Hospital	12,000	Health Care
Berkshire Hathaway	11,800	Retail General Merchandiser
Amazon Inc.	11,500	Retail: General Merchandise
Procter & Gamble Company	11,500	Soaps and Consumer Goods
Progressive Corporation	11,000	Finance, Insurance

* Boldface indicates headquartered in Ohio. Source: Development Services Agency, Office of Research, May 2019.

POPULATION

Ohio's 2010 decennial census population of 11,536,504 indicated a 1.6% population growth over 2000 and ranked Ohio seventh among the states in population. The following tables show selected census figures:

Ohio Population — Total and by Age Group

<u>Year</u>	<u>Total</u>	<u>Rank Decennial</u>		<u>0-19 Years</u>	<u>20-64 Years</u>	<u>65 and Over</u>
		<u>Among States</u>	<u>Growth Rate</u>			
1970	10,652,017	6	9.7%	4,124,400	5,539,600	993,500
1980	10,797,630	6	1.4	3,502,900	6,125,200	1,169,500
1990	10,847,115	7	0.5	3,141,000	6,299,100	1,407,000
2000	11,353,140	7	4.7	3,216,000	6,629,400	1,507,800
2010	11,536,504	7	1.6	3,067,126	6,847,363	1,622,015

* July 2019 Census population estimate is 11,689,100.

Source: U.S. Census Bureau Web Site, Population Estimates.

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Population of Ohio Metropolitan Areas(a)

	1970	1980	1990	2000	2010
Cleveland	2,063,729	1,898,825	2,202,069(b)	2,250,871(b)	2,077,240(b)
Cincinnati	1,106,821	1,100,983	1,526,092(c)	1,646,395(c)	2,130,151(d)
Columbus	1,017,847	1,093,316	1,345,450(e)	1,540,157(e)	1,836,536(e)
Dayton.....	852,531	830,070	951,270(f)	950,558(f)	979,835(f)
Akron.....	679,239	660,328	657,575	694,960	703,200
Toledo.....	643,443	656,940	614,128	618,203	651,429
Youngstown-Warren.....	537,124	531,350	600,895(g)	594,746(g)	565,773(g)
Canton.....	393,789	404,421	394,106	406,934	404,422
Lorain-Elyria	256,843	274,909	(b)	(b)	(b)
Hamilton-Middletown.....	226,207	258,787	291,479	332,807	(d)
Lima.....	210,074	218,244	154,340	155,084	106,331
Mansfield	129,997	131,205	174,007(g)	175,818(g)	124,475
Steubenville.....	96,193	91,564	142,523(h)	132,008(h)	124,454(h)

(a) SMSAs in 1970 & 1980, MSAs in 1990, 2000 & 2010 (PMSA's for Cleveland, Cincinnati, Akron, and Hamilton-Middletown).

(b) Lorain-Elyria included with Cleveland.

(c) Includes 12 counties (two in Indiana and six in Kentucky).

(d) Includes 15 counties (three in Indiana and seven in Kentucky); includes Hamilton-Middletown.

(e) Newark added.

(f) Springfield added.

(g) Includes three counties.

(h) Weirton added; includes two counties in West Virginia.

Source: U.S. Census Bureau Web Site, Metropolitan Area Population Estimates.

AGRICULTURAL AND RESOURCES BASES

With 13.6 million acres (of a total land area of 26.4 million acres) in farmland and an estimated 77,800 individual farms, agriculture combined with related agricultural sectors is an important segment of Ohio's economy. Ohio's 2019 crop production value of \$5.0 billion ranked twelfth among states and represented 2.6% of the U.S. total value. Ohio's 2019 livestock production value of \$3.4 billion ranked nineteenth among states and represented 1.9% of the U.S. total value. As of 2019, Ohio accounts for 3.9% of total U.S. cash receipts for corn and 6.4% for soybeans. In 2019, Ohio's agricultural sector output (consisting of crops, livestock, poultry and dairy, and services and forestry, and all farm-related income) totaled \$8.5 billion and represented 2.3% of the U.S. total value. Ohio farm expenses and purchased inputs (feed, seed, chemicals, fertilizer, livestock, utilities, labor, and machinery) totaled \$7.5 billion. The net farm income on Ohio farms in 2019 was \$2.7 billion.

The availability of natural resources, such as water and energy, is of vital nationwide concern. Ohio has large quantities of these important natural resources. With Lake Erie and the Ohio River on the State's borders, and many lakes and streams throughout the State, water is readily available for all uses. Additionally, Ohio has sizable coal resources ranking sixteenth among the states in coal reserves and fifteenth in coal production in 2019.

STATE EMPLOYEES AND COLLECTIVE BARGAINING AGREEMENTS

Since 1985, the number of regular State employees (excluding employees who are not paid by State warrant such as state university employees) has ranged from a low of 51,232 at the end of Fiscal Year 2020 to a high of 68,573 in 1994. The State engages in collective bargaining with five employee unions representing 14 bargaining units, and generally operates under three-year agreements. The State's current collective bargaining agreements expire between February 28, 2021 and June 30, 2021.

RETIREMENT SYSTEMS

The State has established five public retirement systems to provide retirement, disability retirement and survivor benefits, and other post-employment benefits such as retiree health care. None of these benefits are guaranteed under the Ohio Constitution or under State law, or subject to bargaining under the State's current public employee collective bargaining law.

The Public Employees Retirement System (PERS), the largest of the five, covers both State and local public employees and non-teaching employees at public higher education institutions. The State Teachers Retirement System (STRS) covers teaching employees at school districts and public higher education institutions. The School Employees Retirement System (SERS) covers non-teaching employees at school districts and community

colleges. The Highway Patrol Retirement System (HPRS) covers State troopers, and the Ohio Police and Fire Pension Fund (OP&F) covers local safety forces. Full financial information for each retirement system can be found on its website in that system's Comprehensive Annual Financial Report (CAFR).

The five retirement systems began reporting pensions in accordance with GASB Statement No. 67, Financial Reporting for Pension Plans, in Fiscal Year 2014, and the State began reporting pensions in accordance with GASB Statement No. 68, Accounting and Financial Reporting for Pensions, in Fiscal Year 2015. The retirement systems also began reporting in accordance with GASB Statement No. 74, Financial Reporting for Postemployment Benefit Plans Other Than Pension Plans, in Fiscal Year 2017, and the State began reporting in accordance with GASB Statement No. 75, Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions, in Fiscal Year 2018.

The retirement systems were created by and operate pursuant to State law. As reflected in the 2012 pension reform acts discussed below, the General Assembly has the power to amend the structure and benefit levels, impose or revise contribution rates or amounts, and to make other changes. The systems have never been subject to the funding and vesting requirements of the federal Employee Retirement Income Security Act (ERISA). Federal law requires employees hired on or after April 1, 1986 to participate in the Medicare program, with matching employer and employee contributions, each now 1.45% of the wage base. Otherwise, State employees covered by a State retirement system are not currently covered under the federal Social Security Act. Congress has from time to time considered legislation relating to public sector retirement funds and to other aspects of public employee retirement.

Funding for the retirement systems is provided by a combination of public employer and employee contributions based on percentages of each employee's compensation, with the employees' contributions being deducted from their paychecks. Employee contribution percentages are either established in State law or by the retirement system board subject to a maximum contribution amount established in State law. With the exception of employee contributions for PERS law enforcement and public safety personnel, the current contribution percentages for each system (set forth in the following table under **Pension Benefits**) reflect the maximums permitted under State law.

In 1968, the Ohio General Assembly created the Ohio Retirement Study Council (ORSC) to oversee the state's five public retirement systems and to advise and inform the legislature on all matters relating to the benefits, funding, investment, and administration of those systems. The ORSC consists of nine voting members: three members of the House appointed by the Speaker; three members of the Senate appointed by the President; and three members appointed by the Governor (one representing the State, one representing local governments, and the third representing public education institutions). The five executive directors of the retirement systems also serve as nonvoting members of the ORSC.

Under State law, each retirement system's board is required to establish a period of not more than thirty years to amortize its unfunded actuarial accrued pension liability (UAAL). If in any year the period required to amortize that UAAL exceeds thirty years, the board must prepare and submit to the ORSC and the applicable committees in the Ohio General Assembly, a plan to reduce that amortization period to not more than thirty years. Based on their most recent reporting years reflected in the table below under **Pension Benefits**, all of the retirement systems meet the 30-year funding requirement, with the number of years to fully amortize UAAL at seventeen years for STRS, twenty-three years for HPRS, twenty-five years for SERS, twenty-three years for PERS, and twenty-nine years for OP&F. Prior to the 2012 pension reform acts described below, the board of each of the five retirement systems had approved and submitted to the ORSC and the Ohio General Assembly a plan to reduce or maintain its amortization period at not more than thirty years. Pursuant to this continuing requirement, the OP&F board increased (effective January 1, 2014) contributions to its pension fund by reducing from 2.85% to 0.5% the amount of employer contributions directed to health care and redirecting the 2.35% difference to pensions, and the STRS board increased (effective July 1, 2014) contributions to its pension fund by redirecting to pensions the 1.0% of employer contributions previously directed to healthcare. The HPRS board also increased (effective January 1, 2018) contributions to its pension fund by reducing from 4.0% to 3.5% the amount of employer contributions directed to its health care fund.

After extensive review, the General Assembly in September 2012 enacted, and the Governor signed into law effective January 7, 2013, five pension reform acts to implement with modifications plans previously submitted by the five retirement systems to reduce or maintain their UAAL periods to or at not more than thirty years. The reform act for PERS made changes including, among others, increasing the years of service and eligibility age necessary to retire with full benefits, increasing from three to five the number of years used in

determining “final average salary” for purposes of calculating retirement benefits, reducing the post-retirement cost of living adjustment, and increasing the minimum salary threshold required to earn full-time service credit for public employee eligibility to participate in the system. The other reform acts made similar changes to STRS, SERS, OP&F and HPRS, and enacted phased increases in the employee contribution rate for STRS (from 10% to a maximum of 14% in July 2016) and OP&F (from 10% to a maximum of 12.25% in July 2015). The HPRS board was authorized to increase employee contributions up to a maximum of 14% from 10% beginning in July 2013, and it has implemented this authorization by increasing the employee contribution rate to 11.5% for 2014, 12.5% for 2015 to 2017, and 14.0% for 2018 and thereafter. With the exception of PERS, the reform acts also authorize each retirement system’s board to adjust certain pension benefits levels within limits without General Assembly approval. Under this authority, the post-retirement cost of living adjustment for retirees was eliminated by the STRS board (from 2.0% to 0.0% beginning July 1, 2017) and reduced by the HPRS board (phased down from 3.0% to 1.25% beginning January 1, 2015). As reflected above, these reform acts did not change the requirement that each system establish a period of not more than thirty years to amortize its pension UAAL and prepare and submit to the ORSC and the Ohio General Assembly a plan to reduce that amortization period if it exceeds thirty years.

Retirement Contributions

The State makes its employer contributions based on a percent of salary for each State employee that is an active member of a state retirement system. Currently, just over 95% of State employees are members of PERS, about 3.2% are in HPRS and about 1.2% are in STRS. The following table summarizes State employer and employee contributions to those retirement systems with State employee members (\$ in millions):

State Fiscal Year	PERS		STRS		HPRS		Total Employer/Employee Contributions
	Employer/Employee Amount	Pct. of Salary(a)	Employer/Employee Amount	Pct. of Salary	Employer/Employee Amount	Pct. of Salary	
2016	\$395.9/\$278.4	14.0%/10.0%	\$5.6/\$4.8	14.0%/13.0%	\$27.2/\$12.8	26.5%/12.5%	\$428.9/\$296.0
2017	411.5/289.5	14.0/10.0	5.9/5.9	14.0/14.0	31.1/14.6	26.5/12.5	448.5/309.5
2018	421.5/296.7	14.0/10.0	5.9/5.9	14.0/14.0	30.1/14.6	26.5/12.5	458.3/316.8
2019	433.0/304.6	14.0/10.0	6.0/6.0	14.0/14.0	31.7/14.9	26.5/14.0	470.6/325.1
2020	440.6/314.7	14.0/10.0	6.1/6.1	14.0/14.0	32.8/16.3	26.5/14.0	479.5/337.1

(a) Reflects PERS state and local contribution rates only. PERS law enforcement employer/employee contribution rate was 18.1%/12.1% in Fiscal Year 2012, increasing in increment to 18.1%/13.0% in Fiscal Year 2014, and public safety was 18.1%/11.5% in Fiscal Year 2012, increasing to 18.1%/12.0% in Fiscal Year 2013.

Source: Contributions based on percent of payroll expenses from State of Ohio accounting system records.

The State also has funded and continues to fund a subsidy to the OP&F system to pay for survivor benefits provided in law and not otherwise funded. The aggregate subsidies were \$40.8 million in the 2016-17 biennium, \$46.1 million in the 2018-19 biennium, and are appropriated at \$69.7 million in the 2020-21 biennium. All State employer contributions are subject to appropriation in each State budget and are included in the appropriations for each department or agency’s personnel costs.

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Pension Benefits

The following table summarizes State and local membership and financial data for each of the retirement systems for the most recent year reported by the particular system (\$ in millions):

Valuation as of:	<u>PERS</u> 12/31/19	<u>STRS</u> 07/01/20	<u>SERS(a)</u> 06/30/19	<u>OP&F(b)</u> 12/31/18	<u>HPRS</u> 12/31/18
Active Members	294,015	167,838	159,363	28,904	1,668
Retirees and Beneficiaries	214,669	156,907	81,024	29,566	1,671
Employer/Employee Contributions (% of Salary) (c)...	14.0/10.0(d)	14.0/14.0	14.0/10.0	(e)	26.5/14.0
Active Member Payroll	\$14,987.6	\$12,671.2	\$3,462.5	\$2,218.0	\$116.0
Market Value of Assets (MVA) (f)	\$91,814.5	\$74,475.8	\$14,544.1	\$13,941.1	\$791.7
Actuarial Value of Assets (AVA) (g)	\$88,571.7	\$76,357.7	\$14,293.0	\$14,753.2	\$769.1
Actuarial Accrued Liability (AAL) (h)	\$111,371.3	\$98,672.3	\$20,129.8	\$21,264.7	\$1,158.2
Funding Ratio (AVA to AAL %, (MVA to AAL %))..	79.5 (82.4)	77.4 (75.5)	71.0 (72.2)	69.4 (65.6)	66.4 (68.4)
Unfunded Actuarial Accrued Liability (UAAL)	\$22,799.6	\$22,314.6	5,836.8	\$6,511.5	\$389.1
UAAL to Active Member Payroll %	152.1	176.1	168.6	293.6	335.4
UAAL Funding Period (years) (i)	23	15	25	29	23

(a) SERS information excludes Medicare Part B reimbursement which is considered a post-employment healthcare benefit reported in accordance with GASB Statement 43 for all data except MVA.

(b) OP&F deferred retirement option plan balances are included in MVA, AVA, and AAL.

(c) For PERS and SERS, the maximum employer and employee contribution rates under law are 14.0% and 10.0%. For STRS and HPRS, the maximum employer and employee contributions rates are 14.0/14.0% and 26.5/14.0%, respectively. Each system's board annually determines the portion of the employer contribution, if any, that is directed to fund post-employment health care benefits.

(d) PERS state employer/employee contribution rate is 14.0/10.0%, local is 14.0/10.0%, law enforcement is 18.1/13.0%, and public safety is 18.1/12.0%. PERS state and local employer and employee contribution rates increased to their current statutory maximum of 14.0% and 10.0%, respectively, in calendar year 2008.

(e) OP&F employer and employee contribution rates increased to their current statutory maximum of 19.5/12.25% for police and 24.0/12.25% for fire in July 2015.

(f) Defined contribution plan assets are generally excluded for PERS and included for STRS.

(g) Recognizes assumed investment returns fully each year (7.2% for PERS and HPRS, 7.45% for STRS, 7.5% for SERS, and 8.0% for OP&F). Differences between actual and assumed investment returns, subject to each system's market corridor limitation, are phased-in over a closed four-year period.

(h) Reflects an individual entry age normal actuarial cost method.

(i) UAAL funding period is calculated based on a closed period as a level percent of payroll, except for the portion of PERS members who participate in the member directed plan which uses a closed period as a level dollar of payroll.

Sources: Retirement systems' CAFRs and annual actuarial valuations.

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The following table summarizes financial and funding information for each of the retirement systems for the past five years as reported by the particular system (\$ in millions):

Retirement System Valuation Year-End	Actuarial Value of Assets (AVA)(a)	Actuarial Accrued Liability (AAL)(b)	Unfunded Actuarial Accrued Liability (UAAL)	Funding Ratio (AVA to AAL)	Market Value of Assets (MVA)(c)	Funding Ratio (MVA to AAL)	Active Member Payroll	UAAL Percent of Active Member Payroll
<u>PERS</u>								
12/31/19	\$88,571.7	\$111,371.3	\$22,799.6	79.5%	\$91,814.5	82.4%	\$14,987.6	152.1%
12/31/18	\$84,287.0	\$108,705.0	\$24,418.0	77.5%	\$81,427.4	74.9%	\$14,391.1	169.7%
12/31/17*	\$83,292.2	\$106,090.0	\$22,797.8	78.5%	\$87,104.9	82.1%	\$14,058.0	162.2%
12/31/16	\$80,279.7	\$100,167.1	\$19,887.4	80.1%	\$77,514.2	77.4%	\$13,717.6	145.0%
12/31/15	\$78,061.0	\$97,177.0	\$19,116.0	80.3%	\$74,560.1	76.7%	\$13,177.0	145.1%
<u>STRS</u>								
07/01/20	\$76,357.7	\$98,672.3	\$22,314.6	77.4%	\$74,475.8	75.5%	\$12,671.2	176.1%
07/01/19	\$74,411.8	\$97,840.9	\$23,429.1	76.1%	\$75,726.5	77.4%	\$12,296.8	190.5%
07/01/18	\$73,115.4	\$96,904.1	\$23,788.7	75.5%	\$74,916.3	77.3%	\$11,923.7	199.5%
07/01/17	\$72,216.2	\$96,126.4	\$23,910.2	75.1%	\$72,371.2	75.3%	\$11,557.1	206.9%
07/01/16	\$70,114.6	\$100,756.4	\$30,641.8	69.6%	\$67,283.4	66.8%	\$11,099.6	276.1%
<u>SERS(d)</u>								
06/30/19	\$14,293.0	\$20,129.8	\$5,836.8	71.0%	\$14,544.1	72.2%	\$3,462.5	168.6%
06/30/18	\$13,848.0	\$19,598.1	\$5,750.6	70.7%	\$14,270.5	72.8%	\$3,332.4	172.6%
06/30/17	\$13,560.0	\$19,186.6	\$5,626.6	70.7%	\$13,613.6	71.0%	\$3,302.8	170.4%
06/30/16	\$13,037.0	\$19,368.6	\$6,331.6	67.3%	\$12,451.6	64.3%	\$2,932.2	215.9%
06/30/15	\$12,467.0	\$18,122.0	\$5,655.0	68.8%	\$12,797.2	70.6%	\$2,845.4	198.7%
<u>OP&F(e)</u>								
12/31/18	\$14,753.2	\$21,264.7	\$6,511.5	69.4%	\$13,941.1	65.6%	\$2,218.0	293.6%
12/31/17	\$14,594.6	\$20,887.2	\$6,292.7	69.9%	\$14,963.6	71.6%	\$2,209.3	284.8%
12/31/16	\$14,162.5	\$20,290.4	\$6,127.9	69.8%	\$13,682.4	67.4%	\$2,180.9	281.0%
12/31/15	\$13,653.0	\$19,135.9	\$5,482.9	71.3%	\$12,923.9	67.5%	\$2,060.9	266.1%
12/31/14	\$13,029.3	\$18,395.6	\$5,366.3	70.8%	\$13,453.4	73.1%	\$1,986.6	270.1%
<u>HPRS</u>								
12/31/18	\$769.1	\$1,158.2	\$389.1	66.4%	\$715.5	66.4%	\$116.0	335.4%
12/31/17	\$774.7	\$1,153.6	\$378.9	67.2%	\$786.4	68.2%	\$112.7	336.2%
12/31/16	\$763.7	\$1,127.9	\$364.3	67.7%	\$721.7	64.0%	\$108.8	334.8%
12/31/15	\$739.8	\$1,079.0	\$339.1	68.6%	\$704.2	65.3%	\$100.0	339.2%
12/31/14	\$712.3	\$1,012.8	\$300.5	70.3%	\$740.7	73.1%	\$99.2	302.9%

- (a) Recognizes the assumed long-term investment return fully for each particular year. Differences between actual and assumed investment returns, subject to each system's market corridor limitation, are phased-in over a closed four-year period.
- (b) Reflects an individual entry age actuarial cost method.
- (c) Defined contribution plan assets are excluded for PERS, except for annuitized defined contribution assets, and included for STRS.
- (d) Excludes Medicare Part B reimbursement which is considered a post-employment health care benefit reported in accordance with GASB 43 for all data except MVA.
- (e) Effective with the January 1, 2015 valuation, OP&F deferred retirement option plan balances are included in AVA, AAL, and MVA.

*Reflects revised actuarial assumptions based on change in discount rate from 7.5% to 7.2%.

Sources: Retirement systems' CAFRs and annual actuarial valuations.

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GASB Statements No. 67 & 68. GASB Statement No. 67 replaced prior accounting standards for reporting pension plan information beginning in Fiscal Year 2014. Under this new accounting standard, the reporting of unfunded actuarial accrued liability (UAAL) has been replaced by the net pension liability (NPL). The NPL represents the excess of the total pension liability over fiduciary net position. The components of the NPL and the sensitivity of the NPL to changes in the single discount rate for each of the retirement systems for the most recent year are as follows (\$ in millions):

	<u>PERS(a)</u> 12/31/19	<u>STRS</u> 07/01/20	<u>SERS</u> 06/30/19	<u>OP&F</u> 12/31/18	<u>HPRS</u> 12/31/18
Valuation as of:					
Total Pension Liability (b)(c).....	\$111,367.9	\$98,672.3	\$20,527.3	\$22,103.7(e)	\$1,472.3(f)
Fiduciary Net Position (d)	\$91,814.5	\$74,475.8	\$14,544.1	\$13,941.1	\$715.5
Net Pension Liability (NPL).....	\$19,553.4	\$24,196.4	\$5,983.2	\$8,162.6	\$756.9
Fiduciary Net Position as a Percentage of					
Total Pension Liability	82.4%	75.5%	70.9%	63.1%	48.6%
NPL Calculated With 1% Decrease in Discount Rate	\$32,471.6	\$34,451.5	\$8,384.6	\$10,729.2	\$951.7
NPL Calculated With 1% Increase in Discount Rate.....	\$7,955.2	\$15,506.1	\$3,969.3	\$6,017.9	\$608.0

(a) For PERS, figures reflect the traditional plan, the defined benefit portion of the combined plan, and the defined benefit annuities portion of the member-directed plan.

(b) Reflects a single discount rate of 7.2% for PERS, 7.45% for STRS, 7.5% for SERS, and 8.00% for OP&F. The projection of cash flows used to determine the discount rate assumed that employee and employer contributions are made at the actuarially determined rates under State law. Based on those assumptions, the fiduciary net position was projected to be available to make all projected future benefit payments. Therefore, the long-term expected rate of return on pension plan investments was applied to all periods of project benefit payments to determine total pension liability. Also reflects an individual entry age actuarial cost method.

(c) For HPRS, the fiduciary net position was not projected to be sufficient to make all projected future benefit payments and, therefore, a blended discount rate of 5.84% was used. The blended discount rate represents the long-term expected rate of return for the funded benefit payments and a tax-exempt, high-quality municipal bond rate for the unfunded benefit payment.

(d) Based on the market value of assets.

(e) Total pension liability was determined by an actuarial valuation as of 01/01/18, and updated with roll-forward procedures to 12/31/18.

(f) Total pension liability was determined by an actuarial valuation as of 12/31/17, and updated with roll-forward procedures to 12/31/18.

Sources: Retirement systems' CAFRs and annual actuarial valuations.

GASB Statement No. 68 replaced prior accounting standards for state and local governments reporting of pension plan information beginning in Fiscal Year 2015. This new accounting standard requires employers and non-employer contributing entities to report a proportionate share of their NPL in their financial statements. Employers determine their proportionate share of NPL by comparing their current year contributions to the plan to current year contributions to the plan made by all employers and non-employer entities, based on information provided to them by their retirement system(s). The State's proportionate share of the NPL and the sensitivity of the NPL to changes in the single discount rate for PERS, STRS and HPRS for the most recent year are as follows (\$ in millions):

	<u>PERS(a)</u> 12/31/18	<u>STRS</u> 07/01/20	<u>HPRS</u> 12/31/18
Valuation as of:			
Total Pension Liability (b).....	\$108,701.2	\$98,672.3	\$1,472.3(d)
Fiduciary Net Position (c)	\$81,427.3	\$74,475.8	\$715.5
Net Pension Liability (NPL).....	\$27,273.9	\$24,196.4	\$756.9
State Proportionate Share of			
Net Pension Liability (PSL).....	\$5,692.5	\$80.2	\$756.9
PSL as a Percentage of NPL	20.9%	0.3%	100.0%
PSL Calculated With 1% Decrease in Discount Rate	\$8,434.6	\$117.2	\$951.7
PSL Calculated With 1% Increase in Discount Rate	\$3,415.4	\$48.9	\$608.0

(a) For PERS, figures reflect the traditional plan, the defined benefit portion of the combined plan, and the defined benefit annuities portion of the member-directed plan.

(b) Reflects a single discount rate of 7.2% for PERS, 7.45% for STRS, and 5.34% for HPRS.

(c) Based on the market value of assets.

(d) Total pension liability was determined by an actuarial valuation as of 12/31/17, and updated with roll-forward procedures to 12/31/18.

Sources: State of Ohio Fiscal Year 2018 CAFR, retirement systems' CAFRs and annual actuarial valuations.

Other Post-Employment Benefits

Each of the State's public retirement systems also offers post-employment health care benefits to its members. Contributions to and benefits under these health care programs are not vested and, as reflected by the recent actions of the OP&F and STRS boards described above, are subject to future adjustment by their respective boards. In this regard, PERS adopted, beginning in 2004, a series of health care preservation plans to adjust benefits and contributions by employers, employees, and retirees. In 2017 STRS implemented benefit adjustments that when coupled with strong investment returns and positive claims experience had a positive effect on its health care program. In 2019 OP&F replaced its health care plan with a new stipend-based health care model that also had a positive effect on its health care program. On January 15, 2020, the PERS board of trustees modified the discretionary health care program. Changes included replacing the group health care plan with the assistance of a vendor consultant. These changes are the same as those made to the Medicare program in 2015. Other changes include reducing the stipend provided to Medicare retirees from a base of \$450 per month to \$350 per month. Pre-Medicare retirees stipend was established at \$1,200 per base level per month initially. The actual subsidy for all retirees will be determined based upon the age and years of service of the retiree. Other changes included modifications to the eligibility criteria for future retirees beginning in 2022.

The following table presents a summary of assets and actuarial accrued liabilities for post-employment healthcare benefits for each of the State's public retirement systems (\$ in millions):

Valuation as of:	<u>PERS</u> 12/31/18	<u>STRS</u> 06/30/20	<u>SERS</u> 06/30/19	<u>OP&F(a)</u> 12/31/18	<u>HPRS</u> 12/31/18
Value of Assets (b)	\$11,646.9	\$3,897.3	\$463.8	n/a	\$109.5
Actuarial Accrued Liability (AAL) (c).....	\$17,848.7	\$2,139.8	\$2,198.7	n/a	\$262.0
Unfunded Actuarial Accrued Liability (UAAL) (d).....	\$6,201.8	(\$1,757.5)	\$1,734.9	n/a	\$152.5
Funding Ratio (Assets to AAL %)	65.3%	182.1%	21.1%	n/a	41.8%
Employer Contribution (% of Salary) (e)	0.0%	0.0%	0.0%(f)	0.5%	3.5%

(a) OP&F is no longer reporting unfunded actuarial accrued liabilities under prior accounting standards. See GASB Statement No. 74 table below for information on the reporting of post-employment benefit plans other than pension plans.

(b) For PERS and HPRS, investment returns are recognized fully each year with the differences between actual and assumed investment returns (assumed at 6.0% for PERS and 7.25% for HPRS), subject to each system's market corridor limitation, phased-in over a closed four-year period. For STRS and SERS, reflects market value. For PERS, includes assets for member-directed plan participants.

(c) Reflects an individual entry age normal actuarial cost method.

(d) UAAL is calculated based on an open period as a level percent of payroll.

(e) Each system's board annually determines the portion of the employer contribution, if any, that is directed to fund post-employment health care benefits. See discussion above for recent adjustments by OP&F, STRS and HPRS boards to employer contribution directed to fund health care benefits.

(f) SERS also collects a health care surcharge from employers for employees who earn less than an actuarially determined minimum compensation amount. This amount is in addition to the amount allocated to health care from the employer contributions.

Sources: Retirement systems' CAFRs and annual actuarial valuations.

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The following table presents a summary of assets and actuarial accrued liabilities for post-employment healthcare benefits for the past four years for each of the State's public retirement systems (\$ in millions). For Fiscal Years 2016 and prior, financial reporting of health care plans is in compliance with GASB Statement 43 -- Financial Reporting for Post-Employment Benefit Plans Other than Pension Plans.

Retirement System Valuation Year-End	Value of Assets(a)	Actuarial Accrued Liability (AAL)(b)	Unfunded Actuarial Liability	Funding Ratio (Assets to AAL)	Employer Contribution (% of Salary)(c)(d)
<u>PERS</u>					
12/31/18	\$11,646.9	\$17,848.7	\$6,201.8	65.3%	0.0%
12/31/17	\$12,021.0	\$18,393.0	\$6,372.0	65.4%	1.0%
12/31/16	\$12,098.2	\$19,924.4	\$7,826.2	60.7%	2.0%
12/31/15*	\$11,933.1	\$19,224.0	\$7,291.0	62.1%	2.0%
<u>STRS(e)</u>					
06/30/20	\$3,897.3	\$2,139.8	(\$1,757.5)	182.1%	0.0%
06/30/19	\$3,872.2	\$2,215.9	(\$1,656.2)	174.7%	0.0%
06/30/18	\$3,721.3	\$2,114.5	(\$1,606.8)	176.0%	0.0%
01/01/18	\$3,691.4	\$2,416.0	(\$1,275.4)	152.8%	0.0%
<u>SERS</u>					
06/30/19	\$463.8	\$2,198.7	\$1,734.9	21.1%	0.0%
06/30/18	\$435.6	\$2,524.9	\$2,089.3	17.3%	0.5%
06/30/17	\$382.1	\$2,396.5	\$2,014.4	15.9%	0.0%
06/30/16	\$370.2	\$2,407.3	\$2,037.1	15.4%	0.0%
<u>OP&F(f)</u>					
12/31/17	\$901.7	\$5,487.8	\$4,586.2	16.4%	0.50%
12/31/16	\$929.4	\$5,166.6	\$4,237.2	18.0%	0.50%
12/31/15	\$1,031.9	\$5,399.6	\$4,367.6	19.1%	0.50%
12/31/14	\$1,053.5	\$5,244.6	\$4,191.0	20.1%	0.50%
<u>HPRS</u>					
12/31/18	\$109.5	\$262.0	\$152.5	41.8%	3.50%
12/31/17	\$110.1	\$248.1	\$138.0	44.4%	3.50%
12/31/16	\$108.3	\$403.7	\$295.4	26.8%	4.00%
12/31/15	\$106.6	\$412.4	\$305.8	25.8%	4.00%

- (a) For PERS & HPRS, recognizes investment returns fully each year (PERS 5% in 2016, 6.5% in 2017, and 2018 to current 6.0%, HPRS assumed at 5%) with the differences between actual and assumed investment returns, subject to each system's market corridor limitation, phased-in over a closed four-year period. For STRS, SERS and OP&F, reflects market value.
- (b) Reflects an individual entry age normal actuarial cost method.
- (c) Each system's board annually determines the portion of the employer contribution, if any, that is directed to fund post-employment health care benefits.
- (d) SERS also collects a health care surcharge from employers for employees who earn less than an actuarially determined minimum compensation amount. This amount is in addition to the amount allocated to health care from the employer contributions.
- (e) STRS actuarial valuations, previously as of January 1, are now calculated as of June 30.
- (f) OP&F is no longer reporting unfunded actuarial accrued liabilities under prior accounting standards. See GASB Statement No. 74 table below for information on the reporting of post-employment benefit plans other than pension plans.

*Reflects revised actuarial assumptions based on completion of a five-year experience study.

Sources: Retirement systems' annual actuarial valuations.

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GASB Statements No. 74 & 75. GASB Statement No. 74 replaced prior accounting standards for reporting post-employment benefit plans other than pension plans (OPEB) beginning in Fiscal Year 2017. Under this new accounting standard, the reporting of unfunded actuarial accrued liability has been replaced by the net OPEB liability (NOL). The NOL represents the excess of the total OPEB liability over fiduciary net position. The components of the NOL and the sensitivity of the NOL to changes in the single discount rate for those retirement systems that have reported information for the most recent year are as follows (\$ in millions):

	<u>PERS</u>	<u>STRS</u>	<u>SERS</u>	<u>OP&F</u>	<u>HPRS</u>
Valuation as of:	12/31/19	06/30/20	06/30/19	12/31/18	12/31/18
Total OPEB Liability (a)(b).....	\$26,459.6(d)	\$2,139.8	\$2,978.6	\$1,704.4(e)	\$459.6(d)
Fiduciary Net Position (c)	\$12,647.1	\$3,897.3	\$463.8	\$793.8	\$101.8
Net OPEB Liability (NOL).....	\$13,812.6	(\$1,757.5)	\$2,514.8	\$910.7	\$357.8
Fiduciary Net Position as a Percentage of					
Total OPEB Liability	47.8%	182.1%	15.6%	46.6%	22.2%
NOL Calculated With 1% Decrease in Discount Rate....	\$18,076.2	(\$1,529.1)	\$3,052.5	\$1,109.4	\$445.6
NOL Calculated With 1% Increase in Discount Rate.....	\$10,399.4	(\$1,951.3)	\$2,087.3	\$743.8	\$289.1
NOL Calculated With 1% Decrease in Cost Trend Rate	\$13,404.7	(\$1,939.3)	\$2,014.9	n/a	291.8
NOL Calculated With 1% Increase in Cost Trend Rate..	\$14,215.2	(\$1,536.1)	\$3,178.1	n/a	434.9

(a) For PERS, SERS and HPRS, the fiduciary net position was not projected to be sufficient to make all projected future benefit payments and, therefore, blended discount rates of 3.16%, 3.70% and 3.82%, respectively, were used. The blended discount rates represent the long-term expected rate of return for the funded benefit payments and a tax-exempt, high-quality municipal bond rate for the unfunded benefit payment. For STRS, the fiduciary net position was projected to be sufficient to make all projected future benefit payments and, therefore, a discount rate of 7.45%, representing the long-term expected rate of return on assets, was used. For OP&F, the fiduciary net position was projected to be available to make projected future benefit payments until 2031 and, therefore, a single discount rate of 4.66%, representing a tax-exempt, high quality municipal bond rate, was used. After 2031, benefit payments will be funded on a pay-as-you go basis.

(b) For all retirement systems, reflects an individual entry age normal actuarial cost method as a level percent of payroll.

(c) Based on the market value of assets.

(d) Total OPEB liability was determined by an actuarial valuation as of 12/31/18, and updated with roll-forward procedures to 12/31/19.

(e) Total OPEB liability was determined by an actuarial valuation as of 01/01/18, and updated with roll-forward procedures to 12/31/18.

Sources: Retirement systems' CAFRs.

GASB Statement No. 75 replaced prior accounting standards for state and local governments reporting of postemployment benefit plans other than pensions beginning in Fiscal Year 2018. This new accounting standard requires employers and non-employer contributing entities to report a proportionate share of their NOL in their financial statements. Employers determine their proportionate share of NOL by comparing their current year contributions to the plan to current year contributions to the plan made by all employers and non-employer entities, based on information provided to them by their retirement system(s). The State's proportionate share of the NOL and the sensitivity of the NOL to changes in the single discount rate for PERS, STRS and HPRS for the most recent year are as follows (\$ in millions):

	<u>PERS</u>	<u>STRS</u>	<u>HPRS</u>
Valuation as of:	12/31/18	06/30/20	12/31/18
Total OPEB Liability (a).....	\$24,290.6(c)	\$2,139.8(d)	\$459.6(e)
Fiduciary Net Position (b)	\$11,252.9	\$3,897.3	\$101.8
Net OPEB Liability (NOL).....	\$13,037.7	(\$1,757.5)	\$357.8
State Proportionate Share of			
Net OPEB Liability (PSL).....	\$2,704.8	(\$5.9)	\$357.8
PSL as a Percentage of NOL.....	20.8%	0.4%	100.0%
PSL Calculated With 1% Decrease in Discount Rate.....	\$3,460.5	(\$5.1)	\$445.6
PSL Calculated With 1% Increase in Discount Rate	\$2,103.9	(\$6.7)	\$289.1
PSL Calculated With 1% Decrease in Cost Trend Rate.....	\$2,599.9	(\$6.8)	\$291.8
PSL Calculated With 1% Increase in Cost Trend Rate.....	\$2,825.6	(\$5.0)	\$434.9

(a) The fiduciary net position was not projected to be available to make all projected future benefit payments and, therefore, blended discount rates of 3.96% for PERS, 4.13% for STRS, and 3.42% for HPRS were used. The blended discount rates represent the long-term expected rate of return for the funded benefit payments and a tax-exempt, high-quality municipal bond rate for the unfunded benefit payment.

(b) Based on the market value of assets.

(c) Total OPEB liability was determined by an actuarial valuation as of 12/31/17, and updated with roll-forward procedures to 12/31/18.

(d) Total OPEB liability was determined by an actuarial valuation as of 01/01/19, and updated with roll-forward procedures to 6/30/19.

(e) Total OPEB liability was determined by an actuarial valuation as of 01/01/18, and updated with roll-forward procedures to 12/31/18.

Sources: State of Ohio Fiscal Year 2018 CAFR and retirement systems' CAFRs.

TAX LEVELS AND TAX BASES

The variety of taxes and excises levied by the State is indicated in several tables in this Appendix. According to the Federation of Tax Administrators, citing the U.S. Census Bureau as its source, Ohio ranked 39th in state taxes per capita in 2019 and it ranked 26th in combined state and local taxes in 2017, the most recent available year for such data. Three major tax bases in the State, personal income (taxed by the State and municipalities and, with voter approval, by certain school districts), retail sales and use (taxed by the State and by counties and several transit authorities), and all taxable real property as well as the tangible personal property of public utilities (taxed by local governments and school districts), are described below. The State also levies a commercial activity tax on business activities as described below.

The State also imposes a tax on the use, distribution, or sale of motor vehicle fuel. This excise tax was raised by 10.5 cents per gallon effective July 1, 2019 to 38.5 cents per gallon of gasoline. At the same time, the rate imposed on diesel fuel was also increased from 28.0 cents per gallon to 47.0 cents per gallon.

Sales and Use Tax

The State sales and use tax rate was increased one-quarter percent from 5.5% to 5.75% beginning September 1, 2013 (see **FISCAL MATTERS – Recent and Current Finances – Recent Biennia – 2014-15**). Prior to this increase, the rate had been 5.5% since July 1, 2005. The sales and use tax is levied uniformly across counties on retail sales of tangible personal property that are not specifically exempt. Retail sales include the rental and storage of tangible personal property, the rental of hotel rooms, and certain specified services including, but not limited to, repair and installation services, data processing, computer, and electronic information services, telecommunication and certain personal care services.

Counties and transit authorities each are authorized to levy permissive sales and use taxes at rates of 0.25% to 1.5% in quarter-percent increments and beginning in Fiscal Year 2019 in one-tenth percent increments. The highest potential aggregate of State and permissive local sales taxes is 8.75% and the highest currently levied in any county is 8%. The State collects the combined state and local tax and returns the local share directly to the counties and transit authorities.

Personal Income Tax

State personal income tax rates, applying generally to federal adjusted gross income minus (or plus) adjustments and personal exemptions, when compared to the 2012 tax rates, were reduced by 8.5% in calendar year 2013, 1.5% in calendar year 2014, 6.3% in calendar year 2015 (see **FISCAL MATTERS – Recent and Current Finances – Recent Biennia - 2014-15 and 2016-17**) and 4.0% in calendar year 2019 (see **FISCAL MATTERS – Recent and Current Finances – Current Biennium**). The reduction percentages listed above represent incremental changes from the prior year; when compared to the rates in effect during calendar year 2012, the rates imposed as of calendar year 2019 are 16% lower. Recent legislation also established a deduction for pass-through entities and sole proprietorships annual business net income of 75% in tax years 2014 and 2015, and 100% in tax year 2016 and beyond, up to \$250,000 per taxpayer (see **FISCAL MATTERS – Recent and Current Finances – Recent Biennia – 2014-15 and 2016-17**). Previously, personal income tax rates were reduced by 21% across five installments (4.2% annually in each of the tax years 2005 through 2008, with the final 4.2% reduction delayed from tax year 2009 to tax year 2011).

The 2019 personal income tax rates after an inflation adjustment to income brackets ranged from \$310.47 plus 2.85% on incomes more than \$21,750 but less than \$43,450, with increasing bracketed base rates and percentages up to a maximum on incomes over \$217,400 of \$7,999.84 plus 4.797% on the amount over \$217,400. There is no tax liability if taxable income is \$21,750 or below.

The Ohio Constitution requires 50% of State income tax receipts to be returned to the counties in which those receipts originate. There is no constitutional limit on income tax rates.

Municipalities and school districts, and joint economic development districts and zones, may also levy certain income taxes. Any municipal rate (applying generally to wages and salaries and business net income) over 1%, and any school district income tax (applying generally to the State income tax base for individuals and estates), requires voter approval. Most cities and villages levy a municipal income tax. The highest municipal rate in 2019 was 3%. A school district income tax is currently approved in 203 districts. Each joint economic development district or zone may also levy an income tax (which like municipal income taxes applies generally to wages and salaries and business net income) with the rate of that tax limited to the highest income tax rate of

a municipal member of the district or zone). Effective July 1, 2005, there may also be proposed for voter approval municipal income taxes to be shared with school districts, but those taxes may not be levied on the income of nonresidents.

Since 1970 the ratio of Ohio to U.S. aggregate personal income has declined, with Ohio's ranking among the states moving from fifth in 1970 to seventh in 1990, and eighth since 2000. This movement, portrayed below, in significant measure reflects "catching up" by several other states and a trend in Ohio toward more service sector employment.

		Personal Income (\$ in Billions)			
		<u>U.S.</u>	<u>Ohio</u>	<u>Ohio Percent of U.S.</u>	<u>State Rank*</u>
1970	Total	\$855.1	\$44.1	5.2%	5
	per capita	4,196	4,136	98.6	18
1980	Total	2,307.0	107.0	4.6	6
	per capita	10,153	9,909	97.6	25
1990	Total	4,890.5	202.8	4.1	7
	per capita	19,591	18,669	95.3	21
2000	Total	8,650.3	326.0	3.8	8
	per capita	30,657	28,684	93.6	26
2010	Total	12,542.0	423.1	3.4	8
	per capita	40,546	36,663	90.4	32
2015	Total	15,711.6	515.9	3.3	8
	per capita	44,406	48,985	90.7	29
2016	Total	16,115.6	525.1	3.3	8
	per capita	45,127	49,883	90.5	29
2017	Total	16,820.3	544.8	3.2	8
	per capita	46,710	51,731	90.3	29
2018	Total	17,813.0	569.7	3.2	8
	per capita	54,526	48,793	89.5	31
2019	Total	18,599.1	590.8	3.2	8
	per capita	53,712	52,429	89.2	31

Source: U.S. Department of Commerce, Bureau of Economic Analysis.

*Excludes District of Columbia.

In addition to personal income, the retail sales base is an important indicator of sales and use tax receipts.

		Retail Sales (\$ in Billions)		
<u>Fiscal Year</u>	<u>Ohio Retail Sales</u>	<u>U.S. Retail Sales</u>	<u>Ohio Percent of U.S.</u>	
1980	\$39.01	\$979.25	4.0%	
1990	66.95	1,914.04	3.5	
2000	117.72	3,213.82	3.6	
2010	133.44	4,170.78	3.2	
2016	166.34	5,417.16	3.1	
2017	170.40	5,620.10	3.0	
2018	172.82	5,905.83	2.9	
2019	180.34	6,084.82	3.0	

Source: Calculated by IHS Markit based on data from the U.S. Department of Commerce, Bureau of the Census and other sources.

Commercial Activity Tax

The State implemented a new commercial activity tax (CAT) on taxable gross receipts in excess of \$1,000,000 from doing business in Ohio phased-in over Fiscal Years 2006 through 2010 until levied at the current rate of 0.26%. Beginning calendar year 2014, the State established a variable minimum tax on the CAT for businesses with taxable gross receipts greater than \$1 million (see **FISCAL MATTERS – Recent and Current Finances – Recent Biennia – 2014-15**). The State phased-out over the same general period its corporate franchise tax in equal annual increments over the 2006 through 2010 tax years, except for application to financial institutions and certain affiliates of insurance companies and financial institutions which was replaced with a new financial institutions tax effective tax year 2014 (see **FISCAL MATTERS – Recent and Current Finances – Recent Biennia – 2012-13 and 2014-15**). On December 7, 2012, the Ohio Supreme Court upheld the application of the CAT to gross receipts from the sales of motor fuels but ordered that the proceeds

of the CAT derived from those gross receipts – estimated by OBM at approximately \$100 million annually – could not in the future be applied to non-highway purposes. Under provisions enacted in the biennial appropriations Act for the 2014-15 biennium and other legislation, the State phased-out the CAT on the sale of motor vehicle fuel and replaced it with a “petroleum activity tax” (PAT), computed on the basis of the average price of a gallon of gasoline or diesel fuel. In accordance with the Ohio Supreme Court’s ruling, PAT receipts are required to be used for highway purposes.

As described further below, the receipts from the CAT are directed in part to make compensating payments to school districts and other local taxing units in connection with the phase-out of the tangible personal property tax in 2006 through 2009. Beginning in Fiscal Year 2012, the State has accelerated the phase-out of compensating payments to school districts and local governments resulting in an increased share of the CAT being deposited into the GRF (see **Property Tax** below and **FISCAL MATTERS – Recent and Current Finances – Recent Biennia – 2014-15, 2016-17 and 2018-19**).

Property Tax

The following table lists, for informational purposes only, the non-exempt real and tangible personal property tax base in the State and taxes levied on that base (on a calendar year basis). Only local taxing subdivisions, and not the State, currently tax the real and tangible personal property included in this table. Reported figures for 2019 show that these property taxes represent 3.27% of Ohio personal income.

		<u>Assessed Value (a)</u>	<u>Percent of True Value (b)</u>	<u>Taxes Charged</u>
1980	Real(c).....	\$56,457,842,607	27.1%	\$2,343,384,488(e)
	Tangible(d).....	15,649,200,844	39.2	765,047,826
	Public Utility(c).....	8,670,052,613	83.3	411,321,235
1990	Real.....	93,857,482,000	35.0	4,593,147,000(e)
	Tangible(d).....	18,473,055,000	28.0	1,149,643,000
	Public Utility(c)(f).....	12,934,191,000	88.6	799,396,000
2000	Real.....	167,857,657,350	35.0	8,697,809,112(e)
	Tangible(d).....	23,298,302,564	25.0	1,720,740,378
	Public Utility(c)(f).....	13,635,709,860	67.0	967,674,709
2010	Real.....	238,264,394,249	35.0	14,486,087,962(e)
	Tangible(d).....	320,961,400	5.0(b)	18,432,832
	Public Utility(c)(f).....	10,096,712,600(g)	52.9	747,237,219
2015	Real.....	234,225,079,130	35.0	15,676,144,409(e)
	Tangible(d).....	-0-	-0-(b)	-0-
	Public Utility(c)(f).....	14,111,055,940(g)	52.9	1,120,681,300
2016	Real.....	238,100,197,518	35.0	16,170,309,495(e)
	Tangible(d).....	-0-	-0-(b)	-0-
	Public Utility(c)(f).....	15,962,565,444(g)	56.8	1,271,855,503
2017	Real.....	247,070,913,220	35.0	16,591,449,814(e)
	Tangible(d).....	-0-	-0-(b)	-0-
	Public Utility(c)(f).....	16,700,657,510(g)(h)	58.7	1,347,897,157
2018	Real.....	255,789,561,245	35.0	17,060,795,040(e)
	Tangible(d).....	-0-	-0-(b)	-0-
	Public Utility(c)(f).....	19,220,171,390(g)(h)	60.67	1,533,994,082
2019	Real.....	260,947,879,749	35.0	17,321,071,684(e)
	Tangible(d).....	-0-	-0-(b)	-0-
	Public Utility(c)(f).....	25,436,220,050(g)(h)	64.69	1,971,197,491

- (a) Increases in assessed value of “Real” are in part products of reappraisals.
- (b) Regular annual reductions for “Tangible” (except for most public utility tangible) reached 0% in 2009; only telecommunication and telephone personal property was taxable in 2009 and 2010.
- (c) Includes public utility personal property owned and located within Ohio and railroad real property; excludes public utility real property.
- (d) Includes machinery, inventories, fixtures; effective tax year 2007 includes telephone company property. Excludes public utility tangible property. Effective tax year 2009 includes only telephone company property.
- (e) Includes the statutory 10% rollback (12.5% for owner-occupied residences) and elderly/handicapped partial exemption amounts, paid by the State to local taxing entities to compensate for statutory reductions in local tax collections. Effective for tax year 2005 and thereafter, the 10% rollback was eliminated for real property used in business, with exceptions for certain property used in farming or for housing. The 12.5% rollback for owner-occupied residences was eliminated for new voter-approved tax levies (see **FISCAL MATTERS – Recent and Current Finances – Recent Biennia – 2018-19**).
- (f) Beginning in 1990, the true value of most public utility property is based on annual composite allowances that vary according to the type and age of property.
- (g) Beginning in 2001, the statutory assessment rate for electric and gas utilities decreased from 88% to 25%.

(h) The statutory assessment rate for waterworks utilities is 88%, except for certain property first subject to taxation in 2017 is 25%.

Source: Ohio Department of Taxation.

Under State legislation effective July 1, 2005 and as reflected in the above table, the tangible personal property tax (TPPT) (including that tax on inventories) was phased out over tax years 2006 through 2009, with that tax generally eliminated beginning in tax year 2009. That legislation provided for the State to make replacement distributions to school districts and other local taxing units from revenue generated by the State commercial activity tax (CAT). Distributions were and are generally based on the taxable value of tangible personal property as reported in 2004 and property tax levies in effect for 2005. In Fiscal Year 2012, the State began phasing-out those TPPT replacement payments to schools and local governments with replacement payments to schools reduced by two percent of each district's total resources in each of Fiscal Years 2012 and 2013 for a total reduction of four percent; and replacement payments to local governments reduced by two percent of total resources for tax years 2011, 2012, and 2013 for a total reduction of six percent. Replacement payments were then frozen in Fiscal Years 2014 and 2015. The phasing out of these replacement payments resumed beginning in Fiscal Year 2016, with payments to school districts to be reduced in Fiscal Years 2016 and 2017 by between 1% and 2% of each district's total resources with the variance based on district wealth levels, with guarantees in both Fiscal Year 2016 and Fiscal Year 2017 that no district will fall below 100% and 96%, respectively, of its Fiscal Year 2015 total funding level. Fiscal Year 2016 and thereafter replacement payments to other local governments are reduced annually by two percent of their total resources (see **FISCAL MATTERS – Recent and Current Finances – Recent Biennia - 2016-17**).

Beginning July 2007, the State's homestead exemption program, which takes the form of a credit on local residential real property tax bills, was expanded to allow all senior citizens and disabled Ohioans, regardless of income, to exempt from tax the first \$25,000 of the market value of their home. Previously eligibility was restricted and benefits were tiered based on income. Beginning July 1, 2013, eligibility for new applicants is based on income (see **FISCAL MATTERS – Recent and Current Finances - Recent Biennia – 2014-15**). The total cost of the homestead exemption program in Fiscal Year 2018 was \$434.7 million, in Fiscal Year 2019 was \$418.8 million, and in Fiscal Year 2020 was \$395.0 million.

Real property tax relief payments by the State to school districts and local subdivisions – consisting of the homestead exemption program, the 10% rollback for non-business property, and the 2.5% rollback for owner-occupied homes - totaled \$3.58 billion for the 2016-17 biennium, \$3.60 billion for the 2018-19 biennium, and are appropriated at \$3.70 billion for the 2020-21 biennium.

SCHOOLS AND MUNICIPALITIES

Schools

Litigation was commenced in the Ohio courts in 1991 questioning the constitutionality of Ohio's system of school funding and compliance with the constitutional requirement that the State provide a "thorough and efficient system of common schools". On December 11, 2002, the Ohio Supreme Court, in a 4-3 decision on a motion to reconsider its own decision rendered in September 2001, concluded (as it had in its 1997 and 2000 opinions in that litigation) that the State did not comply with that requirement, even after again noting and crediting significant State steps in preceding years.

In its prior decisions, the Ohio Supreme Court stated as general base threshold requirements that every school district have enough funds to operate, an appropriate number of teachers, sound and safe buildings, and equipment sufficient for all students to be afforded an educational opportunity. With particular respect to funding sources, the Court concluded in 1997 and 2000 decisions that property taxes no longer may be the primary means of school funding in Ohio.

On March 4, 2003, the plaintiffs filed with the original trial court a motion to schedule and conduct a conference to address compliance with the orders of the court in that case, the State petitioned the Ohio Supreme Court to issue a writ prohibiting that conference on compliance, and the trial court subsequently petitioned the Ohio Supreme Court for guidance as to the proper course to follow. On May 16, 2003, the Ohio Supreme Court granted that writ and ordered the dismissal of the motion before the trial court. On October 20, 2003, the United States Supreme Court declined to accept the plaintiffs' subsequent petition requesting further review of the case.

In the years following this litigation, the General Assembly has taken steps, including significantly increasing State funding for public schools, as discussed below. In addition, at the November 1999 election,

electors approved a constitutional amendment authorizing the issuance of State general obligation debt for school buildings and for higher education facilities (see discussion under **STATE DEBT**). December 2000 legislation also addressed certain mandated programs and reserves, characterized by the plaintiffs and the Court as “unfunded mandates.”

Under the financial structure in place before the 2009-10 biennium, Ohio’s 613 public school districts and 49 joint vocational school districts received a major portion (but less than 50%) of their operating moneys from State subsidy appropriations (the primary portion of which is known as the Foundation Program) distributed in accordance with statutory formulae that take into account both local needs and local taxing capacity. The Foundation Program amounts have steadily increased in most recent years, including small aggregate increases even in those Fiscal Years in which appropriations cutbacks were imposed.

School districts also rely upon receipts from locally voted taxes. In part because of provisions of some State laws, such as partially limiting the increase (without further vote of the local electorate) in voted property tax collections that would otherwise result from increased assessed valuations, some school districts have experienced varying degrees of difficulty in meeting mandated and discretionary increased costs. Local electorates have largely determined the total moneys available for their schools. Locally elected boards of education and their school administrators are responsible for managing school programs and budgets within statutory requirements.

The State’s school subsidy formulas that were used until the 2009-10 biennium were structured to encourage both program quality and local taxing effort. Until the late 1970’s, although there were some temporary school closings, most local financial difficulties that arose were successfully resolved by the local districts themselves by some combination of voter approval of additional property tax levies, adjustments in program offerings, or other measures. For more than 20 years, requirements of law and levels of State funding have sufficed to prevent school closings for financial reasons, which in any case are prohibited by current law.

To broaden the potential local tax revenue base, school districts also may submit for voter approval income taxes on the district income of individuals and estates. Many districts have submitted the question, and income taxes are currently approved in 203 districts.

Biennial school funding State appropriations from the GRF (including property tax reimbursements) and Lottery Profits Education Fund (but excluding federal and special revenue funds) for recent biennia were:

- 2012-13 - \$16.6 billion (a 2.3% decrease over the previous biennium).
- 2014-15 - \$18.3 billion (a 10.5% increase over the previous biennium).
- 2016-17 - \$20.0 billion (a 9.3% increase over the previous biennium).
- 2018-19 - \$20.7 billion (a 3.5% increase over the previous biennium).

Those appropriations for school funding for the 2020-21 biennium are \$21.8 billion (a 5.4% increase from the previous biennium), representing an increase of 3.7% in Fiscal Year 2020 over Fiscal Year 2019 and an increase of 1.9% in Fiscal Year 2021 over Fiscal Year 2020.

The amount of lottery profits transferred to the Lottery Profits Education Fund (LPEF) totaled \$1.04 billion in Fiscal Year 2017, \$1.17 billion in Fiscal Year 2018, \$1.15 billion in Fiscal Year 2019, \$1.13 billion in Fiscal Year 2020, and is currently estimated to be \$1.18 billion in Fiscal Year 2021. Ohio participation in the multi-state lottery commenced in May 2002. A constitutional provision requires that net lottery profits be paid into LPEF be used solely for the support of elementary, secondary, vocational and special education purposes, including application to debt service on general obligation bonds to finance common school facilities. The 2010-11 biennial appropriations Act also authorized the implementation of video lottery terminals (VLTs) at Ohio’s seven horse racing tracks.

The 2014-15 biennial appropriations Act enacted a new funding formula for the distribution of State funding to school districts based on a per pupil amount. This per pupil formula is similar to the “Building Blocks” school funding formula in place through Fiscal Year 2009 until its replacement with the “Evidence Based Model” for the 2010-11 biennium. The Evidence Based Model was repealed in July 2011 and a temporary formula was put in place for the 2012-13 biennium that allocated funding to each school district based on the per pupil funding it received for Fiscal Year 2011, adjusted by its share of a statewide per pupil adjustment amount that was indexed by the district’s relative tax valuation per pupil.

The 2016-17 biennial appropriations Act modified certain components of the funding formula to distribute new resources to districts with less capacity to raise revenue through local sources. Under the modified formula, the State Department of Education will compute and pay to each school district education aid based on a per pupil funding amount of \$5,900 in Fiscal Year 2016 and \$6,000 in Fiscal Year 2017, multiplied by each school district's "state share index," which uses a three-year average of adjusted property valuation per pupil and the median income of that school district to calculate the percentage of the per-pupil amount that is to be paid by the State and the amount assumed to be contributed by the school district through local sources. The 2016-17 biennial appropriations Act also supplemented transportation funds for low density districts and continued to provide additional funds for students with exceptional needs, including those with special needs and the disabled, and limited English proficiency, and for economically disadvantaged and gifted students. Funding was also provided based on the number of K-3 students at each school district to be used to help school districts comply with Ohio's 3rd grade reading guarantee. The Act continued funding for the "Straight A Fund" to provide school districts with grants to develop and implement creative and innovative instructional models to inspire learning and student growth.

The 2018-19 biennial appropriations Act maintained all components of the 2016-17 funding formula with certain minor modifications. School district's education aid continued to be paid based on a per pupil funding amount (increasing to \$6,010 in Fiscal Year 2018 and \$6,020 in Fiscal Year 2019) multiplied by each school district's state share index. The 2018-19 appropriations Act reduced the minimum share of transportation funding to better target school districts with lower capacity to raise revenue locally and increased the multiplier in the formula for computing capacity aid to provide additional aid to low wealth school districts and those with small populations and low property valuation. The Act also modified the calculations for temporary transitional aid and the gain cap to take into account changes in student population. Funding also continued for other education initiatives including Early Childhood Education, EdChoice Expansion Scholarships, and the Community Connectors grant program.

The 2020-21 biennial appropriations Act provides each school district with the same amount of core funding and pupil transportation funding as it received under the funding formula for Fiscal Year 2019, along with certain other limited payments and adjustments, such as preschool special education payments and catastrophic cost reimbursements. The 2020-21 biennial appropriations Act also provides additional payments to school districts for student wellness and success to provide support for mental health counseling, wraparound supports, mentoring, and after-school programs. The Act also provides for additional payments to qualifying school districts that experienced an increase in enrollment between Fiscal Years 2016 and 2019.

Legislation was enacted in 1996 to address school districts in financial straits. It is similar to that for municipal "fiscal emergencies" and "fiscal watch" discussed below under **Municipalities**, but is particularly tailored to certain school districts and their then-existing or potential fiscal problems. Newer legislation created a third, more preliminary, category of "fiscal caution". A current listing of school districts in fiscal emergency or watch status can be found on the Auditor of State's website at <http://www.auditor.state.oh.us>.

Municipalities

Ohio has a mixture of urban and rural population, with approximately three-quarters urban. There are 932 incorporated cities and villages (municipalities with populations under 5,000) in the State. Six cities have populations of more than 100,000 and 15 cities exceed 50,000 in population.

A 1979 act established procedures for identifying and assisting those few cities and villages experiencing defined "fiscal emergencies." A commission composed of State and local officials, and private sector members experienced in business and finance appointed by the Governor, is to monitor the fiscal affairs of a municipality facing substantial financial problems. That act requires the municipality to develop, subject to approval and monitoring by its commission, a financial plan to eliminate deficits and cure any defaults and otherwise remedy fiscal emergency conditions and to take other actions required under its financial plan. It also provides enhanced protection for the municipality's bonds and notes and, subject to the act's stated standards and controls, permits the State to purchase limited amounts of the municipality's short-term obligations (used only once, in 1980).

As noted in the discussion above under **FISCAL MATTERS – Recent and Current Finances – Recent Biennia - 2012-13**, the amount of distributions to most local governments, including municipalities, from the several State local government revenue assistance funds have been subject to reductions and other adjustments in several of those recent biennia.

The fiscal emergency legislation has been amended to extend its potential application to counties (88 in the State) and townships. This extension is on an “if and as needed” basis and is not aimed at particularly identified existing fiscal problems of those subdivisions. A current listing of governments in each status can be found on the Auditor of State’s website at <http://www.auditor.state.oh.us>.