



Dave Yost • Auditor of State



**CITY OF YOUNGSTOWN  
MAHONING COUNTY  
DECEMBER 31, 2016**

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# Dave Yost • Auditor of State

## INDEPENDENT AUDITOR'S REPORT

Kyle Miasek, Finance Director  
City of Youngstown  
Mahoning County  
26 S. Phelps Street  
Youngstown, Ohio 44503

To the Members of Council:

### ***Report on the Financial Statements***

We have audited the accompanying financial statements of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of the City of Youngstown, Mahoning County, Ohio (the City), as of and for the year ended December 31, 2016, and the related notes to the financial statements, which collectively comprise the City's basic financial statements as listed in the table of contents.

### ***Management's Responsibility for the Financial Statements***

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

### ***Auditor's Responsibility***

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

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

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

### ***Opinion***

In our opinion, the financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of the City of Youngstown, Mahoning County, Ohio, as of December 31, 2016, and the respective changes in financial position and, where applicable, cash flows thereof and the respective budgetary comparisons for the General, Fire Levy, Police Levy and Covelli Centre funds, thereof for the year then ended in accordance with the accounting principles generally accepted in the United States of America.

**Emphasis of Matter**

As discussed in Note 3C to the financial statements, net position and fund balance at December 31, 2015, have been restated to report the activity of the environmental sanitation fund in a separate major enterprise fund. We did not modify our opinion regarding this matter.

**Other Matters**

*Required Supplementary Information*

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

*Supplementary and Other Information*

Our audit was conducted to opine on the City's basic financial statements taken as a whole.

The Schedule of Expenditures of Federal Awards presents additional analysis as required by Title 2 U.S. Code of Federal Regulations (CFR) Part 200, Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards and is not a required part of the financial statements.

The schedule is management's responsibility, and derives from and relates directly to the underlying accounting and other records used to prepare the basic financial statements. We subjected this information to the auditing procedures we applied to the basic financial statements. We also applied certain additional procedures, including comparing and reconciling this information directly to the underlying accounting and other records used to prepare the basic financial statements or to the basic financial statements themselves in accordance with auditing standards generally accepted in the United States of America. In our opinion, this information is fairly stated in all material respects in relation to the basic financial statements taken as a whole.

**Other Reporting Required by Government Auditing Standards**

In accordance with *Government Auditing Standards*, we have also issued our report dated April 26, 2018, on our consideration of the City's internal control over financial reporting and our tests of its compliance with certain provisions of laws, regulations, contracts and grant agreements and other matters. That report describes the scope of our internal control testing over financial reporting and compliance, and the results of that testing, and does not opine on internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the City's internal control over financial reporting and compliance.



**Dave Yost**  
Auditor of State  
Columbus, Ohio

April 26, 2018

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

**MANAGEMENT'S DISCUSSION AND ANALYSIS  
FOR THE YEAR ENDED DECEMBER 31, 2016  
(UNAUDITED)**

The management's discussion and analysis of the City of Youngstown's (the "City") financial performance provides an overall review of the City's financial activities for the year ended December 31, 2016. The intent of this discussion and analysis is to look at the City's financial performance as a whole; readers should also review the basic financial statements and the notes to the basic financial statements to enhance their understanding of the City's financial performance.

**Financial Highlights**

Key financial highlights for 2016 are as follows:

- The City restated net position for 2015 as described in Note 3.C to the basic financial statements. The total net position of the City increased \$1,936,539. Net position of governmental activities decreased \$3,287,493 or 7.66% from 2015 and net position of business-type activities increased \$5,224,032 or 6.60% from 2015.
- General revenues accounted for \$50,351,304 or 66.97% of total governmental activities revenue. Program specific revenues accounted for \$24,830,540 or 33.03% of total governmental activities revenue.
- The City had \$78,469,337 in expenses related to governmental activities; \$24,830,540 of these expenses was offset by program specific charges for services, grants or contributions. The remaining expenses of the governmental activities of \$53,638,797 were mostly offset by general revenues (primarily property taxes, income taxes and unrestricted grants and entitlements) of \$50,351,304.
- The general fund had revenues and other financing sources of \$31,391,932 in 2016. This represents a decrease of \$8,398,986 from 2015. The expenditures and other financing uses of the general fund, which totaled \$33,638,746 in 2016, decreased \$5,304,058 from 2015. The decrease in fund balance as restated in Note 3.C to the basic financial statements was \$2,246,814 in the general fund at December 31, 2016.
- The fire levy fund had revenues and other financing sources of \$13,712,686 in 2016. This represents a decrease of \$216,711 from 2015. The expenditures of the fire levy fund, which totaled \$13,467,581, in 2016, increased \$270,850 from 2015. The increase in fund balance was \$245,105 in the fire levy fund at December 31, 2016.
- The police levy fund had revenues and other financing sources of \$18,250,496 in 2016. This represents a decrease of \$676,533 from 2015. The expenditures of the police levy fund, which totaled \$18,435,076 in 2016, increased \$399,898 from 2015. The decrease in fund balance was \$184,580 in the police levy fund at December 31, 2016.
- The Covelli Centre fund had revenues of \$724,250 in 2016. This represents a decrease of \$9,934,281 from 2015. The expenditures of the Covelli Centre fund, which totaled \$10,414,982 in 2016, decreased \$139,661 from 2015. The decrease in fund balance was \$9,690,732 in the Covelli Centre fund at December 31, 2016.
- The capital projects public works fund had revenues and other financing sources of \$4,464,772 in 2016. The expenditures of the capital projects public works fund totaled \$6,811,367 in 2016. The decrease in fund balance was \$2,346,595 in the capital projects public works fund at December 31, 2016.
- Net position for the business-type activities, which are made up of the sewer, water and environmental sanitation enterprise funds, increased in 2016 by \$5,224,032. The enterprise funds had adequate charges for services revenue to cover operating expenses.

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

MANAGEMENT'S DISCUSSION AND ANALYSIS  
FOR THE YEAR ENDED DECEMBER 31, 2016  
(UNAUDITED)

**Using this Annual Financial Report**

This annual report consists of a series of financial statements and notes to these statements. These statements are organized so the reader can understand the City as a financial whole, an entire operating entity. The statements then proceed to provide an increasingly detailed look at specific financial activities.

The statement of net position and statement of activities provide information about the activities of the City, as a whole, presenting both an aggregate view of the City's finances and a longer-term view of those finances. Fund financial statements provide the next level of detail. For governmental funds, these statements tell how services were financed in the short-term as well as what remains for future spending. The fund financial statements also look at the City's most significant funds with all other nonmajor funds presented in total in one column.

**Reporting the City as a Whole**

*Statement of Net Position and the Statement of Activities*

While this document contains a large number of funds used by the City to provide programs and activities, the view of the City as a whole looks at all financial transactions and asks the question, "How did we do financially during 2016?" The statement of net position and the statement of activities answer this question. These statements include all assets, liabilities, revenues and expenses using the accrual basis of accounting similar to the accounting used by most private-sector companies. The accrual basis of accounting will take into account all of the current year's revenues and expenses regardless of when cash is received or paid.

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

In the statement of net position and the statement of activities, the City is divided into two distinct kinds of activities:

Governmental activities - Most of the City's programs and services are reported here including police, fire, street maintenance, parks and recreation, capital improvements and general administration. These services are funded primarily by property and income taxes and intergovernmental revenues including federal and state grants and other shared revenues.

Business-type activities - These services are provided on a charge for goods or services basis to recover all or a significant portion of the expenses of the goods or services provided. The City's sewer, water and environmental sanitation operations are reported here.

The City's statement of net position and statement of activities can be found on pages 16-19 of this report.

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

*Fund Financial Statements*

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



**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

**MANAGEMENT'S DISCUSSION AND ANALYSIS  
FOR THE YEAR ENDED DECEMBER 31, 2016  
(UNAUDITED)**

Fund financial reports provide detailed information about the City's major funds. The City uses many funds to account for a multitude of financial transactions. However, these fund financial statements focus on the City's most significant funds. The analysis of the City's major governmental and proprietary funds begins on page 10.

***Governmental Funds***

Governmental funds are used to account for essentially the same functions reported as governmental activities in the government-wide financial statements. However, unlike the government-wide financial statements, governmental fund financial statements focus on near-term inflows and outflows of spendable resources, as well as on balances of spendable resources available at the end of the fiscal year. Such information may be useful in evaluating a government's near-term financing requirements.

Because the focus of the governmental funds is narrower than that of the government-wide financial statements, it is useful to compare the information presented for governmental funds with similar information presented for governmental activities in the government-wide financial statements. By doing so, the readers may better understand the long-term impact of the government's near-term financing decisions. Both the governmental fund balance sheet and the governmental fund statement of revenues, expenditures, and changes in fund balances provide a reconciliation to facilitate this comparison between governmental funds and governmental activities.

The City maintains a multitude of individual governmental funds. The City has segregated these funds into major funds and nonmajor funds. The City's major governmental funds are the general fund, fire levy, police levy, Covelli Centre and capital projects public works funds. Information for major funds is presented separately in the governmental fund balance sheet and in the governmental statement of revenues, expenditures, and changes in fund balances. Data from the other governmental funds are combined into a single, aggregated presentation. The basic governmental fund financial statements can be found on pages 20-30 of this report.

***Proprietary Funds***

The City maintains two types of proprietary funds. Enterprise funds are used to report the same functions presented as business-type activities in the government-wide financial statements. The City uses enterprise funds to account for its sewer, water and environmental sanitation operations. The sewer, water and environmental sanitation funds are considered major funds. Internal service funds are an accounting device used to accumulate and allocate costs internally among the City's various functions. The City's internal service fund accounts for worker's compensation insurance. The basic proprietary fund financial statements can be found on pages 31-40 of this report.

***Fiduciary Funds***

Fiduciary funds are used to account for resources held for the benefit of parties outside the City. Fiduciary funds are not reflected in the government-wide financial statement because the resources of those funds are not available to support the City's own programs. The accounting used for fiduciary funds is much like that used for proprietary funds. Agency funds are the City's only fiduciary fund type. The basic fiduciary fund financial statement can be found on page 41 of this report.

***Notes to the Basic Financial Statements and Required Supplementary Information***

The notes provide additional information that is essential to a full understanding of the data provided in the government-wide and fund financial statements. These notes to the basic financial statements can be found on pages 42-93 of this report. This report also presents certain required supplementary information concerning the net pension liability. The required supplementary information can be found on pages 94-100 of this report.

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

MANAGEMENT'S DISCUSSION AND ANALYSIS  
FOR THE YEAR ENDED DECEMBER 31, 2016  
(UNAUDITED)

**Government-Wide Financial Analysis**

The table below provides a summary of the City's net position for 2016 and 2015:

	Governmental Activities		Business-Type Activities		Total	
	2016	Restated 2015	2016	Restated 2015	2016	Restated 2015
<b><u>Assets</u></b>						
Current and other assets	\$ 39,408,685	\$ 38,574,504	\$ 50,908,108	\$ 42,644,421	\$ 90,316,793	\$ 81,218,925
Capital assets, net	96,771,972	90,491,875	80,026,770	74,827,548	176,798,742	165,319,423
Total assets	136,180,657	129,066,379	130,934,878	117,471,969	267,115,535	246,538,348
<b><u>Deferred outflows of resources</u></b>						
Unamortized deferred charges	600,413	-	-	-	600,413	-
Pension	19,008,867	7,886,504	5,543,772	1,776,863	24,552,639	9,663,367
Total deferred outflows of resources	19,609,280	7,886,504	5,543,772	1,776,863	25,153,052	9,663,367
<b><u>Liabilities</u></b>						
Current liabilities	19,615,748	2,427,374	5,209,694	1,999,616	24,825,442	4,426,990
Long-term liabilities:						
Due within one year	2,856,286	2,931,343	2,284,805	1,913,182	5,141,091	4,844,525
Net pension liability	71,566,733	56,949,335	14,332,669	9,703,538	85,899,402	66,652,873
Other amounts	19,459,727	29,685,716	30,042,148	26,355,973	49,501,875	56,041,689
Total liabilities	113,498,494	91,993,768	51,869,316	39,972,309	165,367,810	131,966,077
<b><u>Deferred inflows of resources</u></b>						
Property taxes	1,563,199	1,803,199	-	-	1,563,199	1,803,199
Pension	1,092,145	232,324	285,689	176,910	1,377,834	409,234
Total deferred inflows of resources	2,655,344	2,035,523	285,689	176,910	2,941,033	2,212,433
<b><u>Net position</u></b>						
Net investment in capital assets	73,815,295	74,474,144	51,454,395	47,216,852	125,269,690	121,690,996
Restricted	10,977,080	14,767,717	-	-	10,977,080	14,767,717
Unrestricted (deficit)	(45,156,276)	(46,318,269)	32,869,250	31,882,761	(12,287,026)	(14,435,508)
Total net position	\$ 39,636,099	\$ 42,923,592	\$ 84,323,645	\$ 79,099,613	\$ 123,959,744	\$ 122,023,205

The City has adopted Governmental Accounting Standards Board (GASB) Statement 68, "Accounting and Financial Reporting for Pensions - an Amendment of GASB Statement 27" and GASB Statement 71, "Pension Transition for Contributions Made Subsequent to the Measurement Date - An Amendment of GASB Statement No. 68" which significantly revises accounting for pension costs and liabilities. For reasons discussed below, many end users of this financial statement will gain a clearer understanding of the City's actual financial condition by adding deferred inflows related to pension and the net pension liability to the reported net position and subtracting deferred outflows related to pension.

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

MANAGEMENT'S DISCUSSION AND ANALYSIS  
FOR THE YEAR ENDED DECEMBER 31, 2016  
(UNAUDITED)

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

Under the standards required by GASB 68, the net pension liability equals the City's proportionate share of each plan's collective:

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

GASB notes that pension obligations, whether funded or unfunded, are part of the "employment exchange" – that is, the employee is trading his or her labor in exchange for wages, benefits, and the promise of a future pension. GASB noted that the unfunded portion of this pension promise is a present obligation of the government, part of a bargained-for benefit to the employee, and should accordingly be reported by the government as a liability since they received the benefit of the exchange. However, the City is not responsible for certain key factors affecting the balance of this liability. In Ohio, the employee shares the obligation of funding pension benefits with the employer. Both employer and employee contribution rates are capped by State statute. A change in these caps requires action of both Houses of the General Assembly and approval of the Governor. Benefit provisions are also determined by State statute. The employee enters the employment exchange with the knowledge that the employer's promise is limited not by contract but by law. The employer enters the exchange also knowing that there is a specific, legal limit to its contribution to the pension system. In Ohio, there is no legal means to enforce the unfunded liability of the pension system *as against the public employer*. State law operates to mitigate/lessen the moral obligation of the public employer to the employee, because all parties enter the employment exchange with notice as to the law. The state pension system is responsible for the administration of the plan.

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

In accordance with GASB 68, the City's statements prepared on an accrual basis of accounting include an annual pension expense for their proportionate share of each plan's *change* in net pension liability/asset not accounted for as deferred inflows/outflows.

Over time, net position can serve as a useful indicator of a government's financial position. At December 31, 2016, the City's assets and deferred outflows of resources exceeded liabilities and deferred inflows of resources by \$123,959,744, an increase of \$1,936,539 from December 31, 2015 as restated in Note 3.C to the basic financial statements. At year-end, net position was \$39,636,099 and \$84,323,645 for the governmental activities and the business-type activities, respectively. The increase in net positions of the governmental and business-type activities are a result of the City's overall revenues exceeding its expenses.

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

MANAGEMENT'S DISCUSSION AND ANALYSIS  
FOR THE YEAR ENDED DECEMBER 31, 2016  
(UNAUDITED)

Capital assets reported on the government-wide statements represent the largest portion of the City's net position. At year-end, capital assets represented 66.19% of total assets. Capital assets include land, buildings, improvement other than buildings, machinery and equipment, computer software, vehicles, infrastructure and construction in progress. Capital assets, net of related debt to acquire the assets at December 31, 2016, were \$73,815,295 and \$51,454,395 in the governmental activities and business-type activities, respectively. These capital assets are used to provide services to citizens and are not available for future spending. Although the City's investment in capital assets is reported net of related debt, it should be noted that the resources to repay the debt must be provided from other sources, since capital assets may not be used to liquidate these liabilities.

A portion of the City's net position, \$10,977,080, at December 31, 2016, represents resources that are subject to external restriction on how they may be used.

The table below shows the changes in net position for 2016 and 2015:

	<b>Change in Net Position</b>					
	Governmental Activities		Business-type Activities		Total	
	<u>2016</u>	Restated <u>2015</u>	<u>2016</u>	Restated <u>2015</u>	<u>2016</u>	Restated <u>2015</u>
<b>Revenues</b>						
Program revenues:						
Charges for services	\$ 8,559,747	\$ 13,418,004	\$ 65,236,012	\$ 58,102,836	\$ 73,795,759	\$ 71,520,840
Operating grants and contributions	13,537,948	8,798,569	-	-	13,537,948	8,798,569
Capital grants and contributions	<u>2,732,845</u>	<u>2,236,841</u>	<u>-</u>	<u>-</u>	<u>2,732,845</u>	<u>2,236,841</u>
Total program revenues	<u>24,830,540</u>	<u>24,453,414</u>	<u>65,236,012</u>	<u>58,102,836</u>	<u>90,066,552</u>	<u>82,556,250</u>
General revenues:						
Property taxes	1,806,162	2,025,571	-	-	1,806,162	2,025,571
Income taxes	41,586,094	44,525,552	-	-	41,586,094	44,525,552
Unrestricted grants and entitlements	3,728,429	4,061,454	-	-	3,728,429	4,061,454
Payments in lieu of taxes	2,784,255	593,459	-	-	2,784,255	593,459
Investment earnings	253,198	219,305	-	-	253,198	219,305
Miscellaneous	<u>193,166</u>	<u>2,520,532</u>	<u>24,090</u>	<u>8,778</u>	<u>217,256</u>	<u>2,529,310</u>
Total general revenues	<u>50,351,304</u>	<u>53,945,873</u>	<u>24,090</u>	<u>8,778</u>	<u>50,375,394</u>	<u>53,954,651</u>
Total revenues	<u>75,181,844</u>	<u>78,399,287</u>	<u>65,260,102</u>	<u>58,111,614</u>	<u>140,441,946</u>	<u>136,510,901</u>

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**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

MANAGEMENT'S DISCUSSION AND ANALYSIS  
FOR THE YEAR ENDED DECEMBER 31, 2016  
(UNAUDITED)

**Change in Net Position - (Continued)**

	Governmental Activities		Business-type Activities		Total	
	2016	Restated 2015	2016	Restated 2015	2016	Restated 2015
	<b>Expenses:</b>					
General government	\$ 12,416,271	\$ 12,891,859	\$ -	\$ -	\$ 12,416,271	\$ 12,891,859
Security of persons and property	38,680,779	35,874,924	-	-	38,680,779	35,874,924
Public health and welfare	2,122,795	2,072,025	-	-	2,122,795	2,072,025
Transportation	12,366,868	10,099,376	-	-	12,366,868	10,099,376
Community environment	9,055,409	7,331,455	-	-	9,055,409	7,331,455
Leisure time activity	2,952,058	3,069,487	-	-	2,952,058	3,069,487
Utility services	171,867	2,415,349	-	-	171,867	2,415,349
Interest and fiscal charges	703,290	676,820	-	-	703,290	676,820
Sewer	-	-	20,482,654	19,525,197	20,482,654	19,525,197
Water	-	-	33,402,138	29,088,990	33,402,138	29,088,990
Environmental sanitation	-	-	6,151,278	59,358	6,151,278	59,358
<b>Total expenses</b>	<b>78,469,337</b>	<b>74,431,295</b>	<b>60,036,070</b>	<b>48,673,545</b>	<b>138,505,407</b>	<b>123,104,840</b>
Change in net position	(3,287,493)	3,967,992	5,224,032	9,438,069	1,936,539	13,406,061
Net position at beginning of year	42,923,592	38,955,600	79,099,613	69,661,544	122,023,205	108,617,144
Net position at end of year	<u>\$ 39,636,099</u>	<u>\$ 42,923,592</u>	<u>\$ 84,323,645</u>	<u>\$ 79,099,613</u>	<u>\$ 123,959,744</u>	<u>\$ 122,023,205</u>

**Governmental Activities**

Governmental activities net position decreased by \$3,287,493 in 2016. This decrease is a result of the City's overall expense exceeding its revenues.

Charges for services program revenue and utility services expenses of the governmental activities decreased during 2016 due to a full year of reporting the activity related to environmental sanitation services in a separate major enterprise fund rather than in the general fund. The environmental sanitation enterprise fund was established on November 18, 2015.

Security of persons and property, which primarily supports the operations of the police and fire departments accounted for \$38,680,779 of the total expenses of the City during 2016. These expenses were partially funded by \$1,337,711 in direct charges to users of the services and \$1,378,504 in grants and contributions. General government expenses totaled \$12,416,271. General government expenses were partially funded by \$4,625,420 in direct charges to users of the services, and \$2,121,868 in grants and contributions.

During 2016, the state and federal government and other local sources contributed to the City a total of \$13,537,948 in operating grants and contributions and \$2,732,845 in capital grants and contributions. These revenues are restricted to a particular program or purpose. Of the total operating grants and contributions, \$4,886,894 subsidized community environment programs, \$6,320,168 subsidized transportation programs, \$666,917 subsidized public health and welfare, \$1,378,504 subsidized security of persons and property programs, and \$250,152 subsidized leisure time activities. Of the total capital grants and contributions, \$646,290 subsidized community environment programs and \$2,086,555 subsidized general government programs.

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

MANAGEMENT'S DISCUSSION AND ANALYSIS  
FOR THE YEAR ENDED DECEMBER 31, 2016  
(UNAUDITED)

General revenues totaled \$50,351,304 and amounted to 66.97% of total governmental revenues during 2016. These revenues primarily consist of income tax revenue of \$41,586,094. The other primary source of general revenues is property taxes and grants and entitlements not restricted to specific programs, including local government and local government revenue assistance, making up \$1,806,162 and \$3,728,429, respectively.

The statement of activities shows the cost of program services and the charges for services and grants offsetting those services. The following table shows, for governmental activities, the total cost of services and the net cost of services. That is, it identifies the cost of these services supported by tax revenue and unrestricted State grants and entitlements.

	<b>Governmental Activities</b>			
	Total Cost of Services	Net Cost of Services	Total Cost of Services	Net Cost of Services
	<u>2016</u>	<u>2016</u>	<u>2015</u>	<u>2015</u>
Program Expenses:				
General government	\$ 12,416,271	\$ 5,668,983	\$ 12,891,859	\$ 3,369,716
Security of persons and property	38,680,779	35,964,564	35,874,924	33,901,470
Public health and welfare	2,122,795	996,926	2,072,025	(2,578,729)
Transportation	12,366,868	5,606,434	10,099,376	6,457,004
Community environment	9,055,409	1,860,238	7,331,455	2,521,611
Leisure time activity	2,952,058	2,666,495	3,069,487	2,888,291
Utility services	171,867	171,867	2,415,349	2,415,349
Interest and fiscal charges	<u>703,290</u>	<u>703,290</u>	<u>676,820</u>	<u>676,820</u>
Total	<u>\$ 78,469,337</u>	<u>\$ 53,638,797</u>	<u>\$ 74,431,295</u>	<u>\$ 49,651,532</u>

The dependence upon general revenues for governmental activities is apparent, with 68.36% and 66.71% of expenses supported through taxes and other general revenues during 2016 and 2015, respectively.

**Business-type Activities**

Business-type activities include the sewer, water and environmental sanitation enterprise funds. These programs had program revenues of \$65,236,012, and general revenues of \$24,090 and expenses of \$60,036,070 for 2016.

**Financial Analysis of the Government's Funds**

As noted earlier, the City uses fund accounting to ensure and demonstrate compliance with finance-related legal requirements.

**Governmental Funds**

The focus of the City's governmental funds is to provide information on near-term inflows, outflows, and balances of spendable resources. Such information is useful in assessing the City's financing requirements. In particular, unassigned fund balance may serve as a useful measure of the City's net resources available for spending at year end.

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

MANAGEMENT'S DISCUSSION AND ANALYSIS  
FOR THE YEAR ENDED DECEMBER 31, 2016  
(UNAUDITED)

The City's governmental funds (as presented on the balance sheet on pages 20-21) reported a combined fund balance of \$81,847 which is \$16,848,181 lower than last year's restated balance total of \$16,930,028. The schedule below indicates the fund balances and the total change in fund balances as of December 31, 2016 for all major and nonmajor governmental funds.

	Fund Balances 12/31/16	Fund Balances Restated 12/31/15	Increase (Decrease)
Major funds:			
General	\$ 3,854,865	\$ 6,101,679	\$ (2,246,814)
Fire levy	609,899	364,794	245,105
Police levy	616,538	801,118	(184,580)
Covelli centre	(9,604,541)	86,191	(9,690,732)
Capital projects public works	(2,098,199)	248,396	(2,346,595)
Nonmajor governmental funds	<u>6,703,285</u>	<u>9,327,850</u>	<u>(2,624,565)</u>
Total	<u>\$ 81,847</u>	<u>\$ 16,930,028</u>	<u>\$ (16,848,181)</u>

The significant decrease in the overall fund balance of the governmental funds is due to the reporting of notes payable in the amount of \$15,560,000 as a fund liability at December 31, 2016. The notes are considered short-term and mature on September 14, 2017 (see Note 13 to the basic financial statements for detail).

**General Fund**

The City's general fund balance decreased \$2,246,814 throughout the year. The table that follows assists in illustrating the revenues of the general fund.

	2016 Amount	2015 Amount	Percentage Change
<b>Revenues</b>			
Income taxes	\$ 22,565,466	\$ 22,464,821	0.45 %
Charges for services	3,545,061	7,340,798	(51.71) %
Licenses and permits	358,485	363,334	(1.33) %
Fines and forfeitures	396,470	523,287	(24.23) %
Intergovernmental	2,973,565	3,797,702	(21.70) %
Special assessments	232,050	-	100.00 %
Investment income	248,541	219,305	13.33 %
Rental income	304,434	3,113,824	(90.22) %
Contributions and donations	100	400	(75.00) %
Franchise fees	462,966	529,637	(12.59) %
Payment in lieu of taxes	-	401,155	(100.00) %
Other	<u>183,289</u>	<u>666,535</u>	<u>(72.50) %</u>
Total	<u>\$ 31,270,427</u>	<u>\$ 39,420,798</u>	<u>(20.68) %</u>

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

MANAGEMENT'S DISCUSSION AND ANALYSIS  
FOR THE YEAR ENDED DECEMBER 31, 2016  
(UNAUDITED)

Income tax revenue represents 72.16% of all general fund revenue and increased by 0.45% in 2016. Charges for services revenue decreased 51.71% a result of the City's sanitation services being reported in the environmental sanitation enterprise fund during 2016. Fines and forfeitures related to court costs and parking fines decreased by 24.23% during 2016 and licenses and permits revenues decreased by 1.33%. Intergovernmental revenue decreased by 21.70%, and investment income increased by 13.33% during 2016. Special assessments increased 100% and rental income decreased 90.22% due to a reduction in a rental lease agreement. Franchise fees decreased by 12.59% in 2016 and payment in lieu of taxes decreased by 100%. Other revenue decreased by 72.50% in 2016.

The table that follows assists in illustrating the expenditures of the general fund.

	2016 Amount	2015 Amount	Percentage Change
<b><u>Expenditures</u></b>			
General government	\$ 11,643,684	\$ 11,916,349	(2.29) %
Security of persons and property	2,887,381	2,931,367	(1.50) %
Public health and welfare	1,503,789	1,418,664	6.00 %
Community environment	789,416	1,523,136	(48.17) %
Leisure time activity	104,283	99,939	4.35 %
Utility services	171,867	2,415,349	(92.88) %
Debt service	4,326	-	100.00 %
Total	<u>\$ 17,104,746</u>	<u>\$ 20,304,804</u>	(15.76) %

Costs in multiple areas decreased, specifically in wages and fringe benefits that caused the decrease in security of persons and property and community environment expenditures. Utility services decreased as a result of the City's sanitation services being reported in the environmental sanitation enterprise fund during 2016. All other expenditures remained comparable to the prior year or were insignificant in dollar amount.

***Fire Levy Fund***

The fire levy fund had revenues and other financing sources of \$13,712,686 in 2016. This represents a decrease of \$216,711 from 2015. The expenditures of the fire levy fund, which totaled \$13,467,581 in 2016, increased \$270,850 from 2015. The increase in fund balance was \$245,105 in the fire levy fund at December 31, 2016.

***Police Levy Fund***

The police levy fund had revenues and other financing sources of \$18,250,496 in 2016. This represents a decrease of \$676,533 from 2015. The expenditures of the police levy fund, which totaled \$18,435,076 in 2016, increased \$342,134 from 2015. The decrease in fund balance was \$184,580 in the police levy fund at December 31, 2016.

***Covelli Centre Fund***

The Covelli Centre fund had revenues of \$724,250 in 2016. This represents a decrease of \$9,934,281 from 2015. The expenditures of the Covelli Centre fund, which totaled \$10,414,982 in 2016, decreased \$139,661 from 2015. The decrease in fund balance was \$9,690,732 in the Covelli Centre fund at December 31, 2016, which is a result of reporting a note payable in the amount of \$9,760,000 as a fund liability.



**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

MANAGEMENT'S DISCUSSION AND ANALYSIS  
FOR THE YEAR ENDED DECEMBER 31, 2016  
(UNAUDITED)

***Capital Projects Public Works Fund***

The capital projects public works fund had revenues and other financing sources of \$4,464,772 in 2016. The expenditures of the capital projects public works fund, was \$6,811,367 in 2016. The decrease in fund balance was \$2,346,595 in the capital projects public works fund at December 31, 2016, which is a result of reporting a note payable in the amount of \$5,600,000 as a fund liability.

***Budgeting Highlights***

The City's budgeting process is prescribed by the Ohio Revised Code (ORC). Essentially the budget is the City's appropriations which are restricted by the amounts of anticipated revenues certified by the Budget Commission accordance with the ORC. Therefore, the City's plans or desires cannot be totally reflected in the original budget. If budgeted revenues are adjusted due to actual activity then the appropriations can be adjusted accordingly.

Budgetary information is presented for the general fund, fire levy, police levy and Covelli Centre fund. In the general fund, actual expenditures and other financing uses of \$33,920,486 came in \$1,128,432 lower than final budgeted expenditures of \$35,048,918. Original budgeted revenues and other financing sources of \$35,617,501 were decreased by \$273,196 to \$35,344,305 in the final budgeted revenues. Actual revenues and other financing sources were \$33,371,284 which were \$1,973,021 lower than final budgeted revenues.

***Proprietary Funds***

The City's proprietary funds provide the same type of information found in the government-wide financial statements for business-type activities, except in more detail. The only difference between the amounts reported as business-type activities and the amounts reported in the proprietary fund statements are interfund eliminations between proprietary funds and internal balances due to governmental activities for internal service activities. The only interfund activity reported in the government wide statements are those between business-type activities and governmental activities (reported as internal balances and transfers) whereas interfund amounts between various enterprise funds are reported in the proprietary fund statements.

**Capital Assets and Debt Administration**

***Capital Assets***

At the end of 2016, the City had \$176,798,742 (net of accumulated depreciation) invested in land, buildings, improvements other than buildings (I.O.T.B.), machinery and equipment, computer software, vehicles, infrastructure and construction in progress (CIP). Of this total, \$96,771,972 was reported in governmental activities and \$80,026,770 was reported in business-type activities. The following table shows 2016 balances compared to 2015:

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

MANAGEMENT'S DISCUSSION AND ANALYSIS  
FOR THE YEAR ENDED DECEMBER 31, 2016  
(UNAUDITED)

	<u>Governmental Activities</u>		<u>Business-Type Activities</u>		<u>Total</u>	
	<u>2016</u>	<u>2015</u>	<u>2016</u>	<u>2015</u>	<u>2016</u>	<u>2015</u>
Land	\$ 14,258,590	\$ 14,049,527	\$ 1,122,485	\$ 1,062,688	\$ 15,381,075	\$ 15,112,215
Construction in progress	6,833,175	2,219,138	3,109,206	-	9,942,381	2,219,138
Buildings	32,480,741	33,903,439	36,919,392	38,286,002	69,400,133	72,189,441
I.O.T.B.	2,804,258	2,879,050	684,067	690,746	3,488,325	3,569,796
Machinery and equipment	2,385,447	2,375,660	6,382,212	5,484,619	8,767,659	7,860,279
Computer software	10,991	20,396	274,583	344,795	285,574	365,191
Vehicles	2,217,823	2,100,160	4,669,117	1,789,862	6,886,940	3,890,022
Infrastructure	<u>35,780,947</u>	<u>32,944,505</u>	<u>26,865,708</u>	<u>27,168,836</u>	<u>62,646,655</u>	<u>60,113,341</u>
Totals	<u>\$ 96,771,972</u>	<u>\$ 90,491,875</u>	<u>\$ 80,026,770</u>	<u>\$ 74,827,548</u>	<u>\$ 176,798,742</u>	<u>\$ 165,319,423</u>

The City's largest governmental activities capital asset categories are buildings and infrastructure. The net book value of the City's buildings and infrastructure (cost less accumulated depreciation) represents approximately 33.56% and 36.97% of the City's total governmental capital assets at December 31, 2016, respectively.

The City's largest business-type capital asset category is buildings. The net book value (cost less accumulated depreciation) of the City's buildings represents approximately 46.13% of the City's total business-type activities capital assets. The City's second largest business-type capital asset category is infrastructure, which primarily includes water and sewer lines. These items play a vital role in the income producing ability of the business-type activities. The net book value of the City's utility lines (cost less accumulated depreciation) represents approximately 33.57% of the City's total business-type activities capital assets. See Note 10 to the basic financial statements for further detail on capital assets.

***Debt Administration***

The City had the following short-term and long-term debt obligations outstanding at December 31, 2016 and 2015:

	<u>Governmental Activities</u>		<u>Business-type Activities</u>	
	<u>2016</u>	<u>Restated 2015</u>	<u>2016</u>	<u>2015</u>
General obligation bonds	\$ 12,542,000	\$ 13,027,000	\$ -	\$ -
Short-term notes payable	15,560,000	700,000	1,100,000	1,100,000
Long-term notes payable	-	9,860,000	-	-
OWDA loans	-	-	20,941,033	22,133,757
HUD 108 loan	200,000	430,000	-	-
OPWC loan	192,859	214,288	3,259,242	3,303,560
Capital lease obligation	556,749	639,522	3,604,742	-
ODOT State infrastructure bank loan	-	-	<u>816,900</u>	<u>1,073,380</u>
Total long-term obligations	<u>\$ 29,051,608</u>	<u>\$ 24,870,810</u>	<u>\$ 29,721,917</u>	<u>\$ 27,610,697</u>

See Note 12 to the basic financial statements for further detail on the City's long-term obligations outstanding at year end and Note 13 to the basic financial statements for the City's short-term note obligations outstanding at year end.

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

MANAGEMENT'S DISCUSSION AND ANALYSIS  
FOR THE YEAR ENDED DECEMBER 31, 2016  
(UNAUDITED)

**Economic Conditions and Outlook**

The City's administration considered the impact of various economic factors when establishing the 2017 budget. The economy in Youngstown was decimated during the last quarter century due to the collapse of its principal industry, iron and steel production. The City is working hard to build on the success of the last few years and leave its big industry past behind by continuing to aggressively pursue small light industrial and commercial development. So far, more than 11,250 new jobs have been created, with additional job opportunities anticipated as various development agreements are secured. A working example is the Youngstown Business Incubator's \$5.5 million take over and renovation of the 60,000 square foot Vindicator office building completed in the Spring of 2017 with estimated workforce increase of 110 full-time employees.

Over the past several years, the City has twice received SBA leadership awards for small business development and is continuing its efforts to locate and grow new industry in Youngstown. Nevertheless, the City continues to lose population and unemployment remains above the national average for 2017. The primary objectives of the City include aggressive investments in new development, a commitment to job creation, a continued emphasis on fiscal stability, as well as improving the quality of life for its citizens.

At the end of 2016 the City of Youngstown had a positive cash balance in all of its operating funds. The City's fortunate financial position is largely due to three factors: aggressive cost containment, steady income tax collections, and employee reductions through buyouts and attrition.

Under the leadership of Mayor John McNally, the City has continued to follow the blueprint of the Youngstown 2010 plan started by the prior Administration. Youngstown has come through its dependence on just one industry and is moving forward. Furthermore, the City continues to revitalize its economy, improve its quality of life and strengthen its future.

The City's current financial position is at risk, but remains tentatively balanced. Let there be no doubt, the City's core mission is straightforward: to continue with conservative budgeting practices, to stimulate economic growth, to create new and better jobs, and to ensure that Youngstown continues to embark on the path of steady growth. The City will continue to right itself relative to revenues and expenditures. For these reasons, as we slowly exit the most troubling period the economy has experienced since the 1930s, the City expects the actions undertaken by management will be successful in maintaining balanced operations through the end of 2017.

**Contacting the City's Financial Management**

This financial report is designed to provide our citizens, taxpayers, and investors and creditors with a general overview of the City's finances and to show the City's accountability for the money it receives. If you have questions about this report or need additional financial information contact: Mr. David Bozanich, Finance Director, City of Youngstown, and 26 S. Phelps Street, Youngstown, Ohio 44503.

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BASIC  
FINANCIAL STATEMENTS

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

STATEMENT OF NET POSITION  
DECEMBER 31, 2016

	<b>Governmental Activities</b>	<b>Business-type Activities</b>	<b>Total</b>
<b>Assets:</b>			
Equity in pooled cash and cash equivalents . . .	\$ 16,171,100	\$ 34,439,730	\$ 50,610,830
Receivables:			
Income taxes . . . . .	13,152,083	-	13,152,083
Real and other local taxes . . . . .	2,728,086	-	2,728,086
Accounts . . . . .	891,674	10,117,667	11,009,341
Special assessments . . . . .	135,990	915,160	1,051,150
Notes receivable . . . . .	142,000	-	142,000
Accrued interest . . . . .	7,493	-	7,493
Due from other funds . . . . .	-	3,689,197	3,689,197
Due from other governments . . . . .	5,892,906	-	5,892,906
Internal balance . . . . .	(252,316)	252,316	-
Materials and supplies inventory . . . . .	289,467	1,477,991	1,767,458
Prepayments . . . . .	231,747	-	231,747
Net pension asset . . . . .	18,455	16,047	34,502
Capital assets:			
Nondepreciable capital assets . . . . .	21,091,765	4,231,692	25,323,457
Depreciable capital assets, net . . . . .	75,680,207	75,795,078	151,475,285
Total capital assets, net . . . . .	<u>96,771,972</u>	<u>80,026,770</u>	<u>176,798,742</u>
Total assets . . . . .	<u>136,180,657</u>	<u>130,934,878</u>	<u>267,115,535</u>
<b>Deferred outflows of resources:</b>			
Unamortized deferred charges on debt refunding	600,413	-	600,413
Pension - OPERS . . . . .	6,375,596	5,543,772	11,919,368
Pension - OP&F . . . . .	12,633,271	-	12,633,271
Total deferred outflows of resources . . . . .	<u>19,609,280</u>	<u>5,543,772</u>	<u>25,153,052</u>
<b>Liabilities:</b>			
Accounts payable . . . . .	729,953	1,130,499	1,860,452
Contracts payable . . . . .	2,265,975	1,270,836	3,536,811
Accrued wages payable . . . . .	658,289	218,554	876,843
Due to other governments . . . . .	175,875	1,135,823	1,311,698
Accrued interest payable . . . . .	96,608	353,982	450,590
Judgments payable . . . . .	129,048	-	129,048
Notes payable . . . . .	15,560,000	1,100,000	16,660,000
Long-term liabilities:			
Due within one year . . . . .	2,856,286	2,284,805	5,141,091
Due greater than one year:			
Net pension liability . . . . .	71,566,733	14,332,669	85,899,402
Other amounts due in more than one year . . . . .	19,459,727	30,042,148	49,501,875
Total liabilities . . . . .	<u>113,498,494</u>	<u>51,869,316</u>	<u>165,367,810</u>
<b>Deferred inflows of resources:</b>			
Property taxes levied for the next fiscal year . . . . .	1,563,199	-	1,563,199
Pension - OPERS . . . . .	328,555	285,689	614,244
Pension - OP&F . . . . .	763,590	-	763,590
Total deferred inflows of resources . . . . .	<u>2,655,344</u>	<u>285,689</u>	<u>2,941,033</u>

- (Continued)

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

STATEMENT OF NET POSITION - (Continued)  
DECEMBER 31, 2016

	<u>Governmental Activities</u>	<u>Business-type Activities</u>	<u>Total</u>
<b>Net position:</b>			
Net investment in capital assets. . . . .	\$ 73,815,295	\$ 51,454,395	\$ 125,269,690
Restricted for:			
Debt service . . . . .	2,741,350	-	2,741,350
Capital projects . . . . .	2,787,496	-	2,787,496
Community development . . . . .	2,738,568	-	2,738,568
Street maintenance and repair . . . . .	858,890	-	858,890
Law enforcement . . . . .	1,676,321	-	1,676,321
Public health and welfare. . . . .	134,486	-	134,486
Unclaimed monies . . . . .	39,969	-	39,969
Unrestricted (deficit) . . . . .	<u>(45,156,276)</u>	<u>32,869,250</u>	<u>(12,287,026)</u>
Total net position . . . . .	<u>\$ 39,636,099</u>	<u>\$ 84,323,645</u>	<u>\$ 123,959,744</u>

SEE ACCOMPANYING NOTES TO THE BASIC FINANCIAL STATEMENTS

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

STATEMENT OF ACTIVITIES  
FOR THE YEAR ENDED DECEMBER 31, 2016

	<u>Expenses</u>	<u>Program Revenues</u>		
		<u>Charges for Services and Sales</u>	<u>Operating Grants and Contributions</u>	<u>Capital Grants and Contributions</u>
<b>Governmental activities:</b>				
General government. . . . .	\$ 12,416,271	\$ 4,625,420	\$ 35,313	\$ 2,086,555
Security of persons and property . . .	38,680,779	1,337,711	1,378,504	-
Public health and welfare . . . . .	2,122,795	458,952	666,917	-
Transportation. . . . .	12,366,868	440,266	6,320,168	-
Community environment . . . . .	9,055,409	1,661,987	4,886,894	646,290
Leisure time activity. . . . .	2,952,058	35,411	250,152	-
Utility services. . . . .	171,867	-	-	-
Interest and fiscal charges. . . . .	703,290	-	-	-
Total governmental activities . . . . .	<u>78,469,337</u>	<u>8,559,747</u>	<u>13,537,948</u>	<u>2,732,845</u>
<b>Business-type activities:</b>				
Sewer . . . . .	20,482,654	23,756,940	-	-
Water . . . . .	33,402,138	34,026,502	-	-
Environmental sanitation . . . . .	6,151,278	7,452,570	-	-
Total business-type activities . . . . .	<u>60,036,070</u>	<u>65,236,012</u>	<u>-</u>	<u>-</u>
Total primary government . . . . .	<u>\$ 138,505,407</u>	<u>\$ 73,795,759</u>	<u>\$ 13,537,948</u>	<u>\$ 2,732,845</u>

**General revenues:**

- Property taxes levied for:
  - Debt service . . . . .
  - Special revenue. . . . .
- Income taxes levied for:
  - General purposes . . . . .
  - Fire levy. . . . .
  - Police levy . . . . .
  - Capital projects. . . . .
- Payment in lieu of taxes . . . . .
- Grants and entitlements not restricted to specific programs . . . . .
- Investment earnings. . . . .
- Miscellaneous. . . . .

Total general revenues . . . . .

Change in net position . . . . .

**Net position at beginning of year (restated) .**

**Net position at end of year. . . . .**

SEE ACCOMPANYING NOTES TO THE BASIC FINANCIAL STATEMENTS



**Net (Expense) Revenue  
and Changes in Net Position**

<b>Governmental Activities</b>	<b>Business-type Activities</b>	<b>Total</b>
\$ (5,668,983)	\$ -	\$ (5,668,983)
(35,964,564)	-	(35,964,564)
(996,926)	-	(996,926)
(5,606,434)	-	(5,606,434)
(1,860,238)	-	(1,860,238)
(2,666,495)	-	(2,666,495)
(171,867)	-	(171,867)
(703,290)	-	(703,290)
<u>(53,638,797)</u>	<u>-</u>	<u>(53,638,797)</u>
-	3,274,286	3,274,286
-	624,364	624,364
-	1,301,292	1,301,292
-	<u>5,199,942</u>	<u>5,199,942</u>
<u>(53,638,797)</u>	<u>5,199,942</u>	<u>(48,438,855)</u>
1,513,139	-	1,513,139
293,023	-	293,023
22,596,144	-	22,596,144
6,265,174	-	6,265,174
8,360,245	-	8,360,245
4,364,531	-	4,364,531
2,784,255	-	2,784,255
3,728,429	-	3,728,429
253,198	-	253,198
193,166	24,090	217,256
<u>50,351,304</u>	<u>24,090</u>	<u>50,375,394</u>
(3,287,493)	5,224,032	1,936,539
<u>42,923,592</u>	<u>79,099,613</u>	<u>122,023,205</u>
<u>\$ 39,636,099</u>	<u>\$ 84,323,645</u>	<u>\$ 123,959,744</u>

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

BALANCE SHEET  
GOVERNMENTAL FUNDS  
DECEMBER 31, 2016

	<b>General</b>	<b>Fire Levy</b>	<b>Police Levy</b>	<b>Covelli Centre</b>
<b>Assets:</b>				
Equity in pooled cash and cash equivalents . . .	\$ 1,243,953	\$ 103,564	\$ 227,820	\$ 126,567
Receivables:				
Income taxes. . . . .	7,058,222	2,010,495	2,682,789	-
Real and other local taxes . . . . .	-	-	-	28,050
Accounts. . . . .	761,637	1,020	12,500	51,380
Special assessments . . . . .	1,701	-	-	-
Notes receivable . . . . .	-	-	-	-
Accrued interest . . . . .	7,493	-	-	-
Due from other governments. . . . .	753,329	372,013	39,932	-
Interfund loans. . . . .	451,400	-	-	-
Materials and supplies inventory. . . . .	1,191	-	41,088	-
<b>Total assets . . . . .</b>	<b>\$ 10,278,926</b>	<b>\$ 2,487,092</b>	<b>\$ 3,004,129</b>	<b>\$ 205,997</b>
<b>Liabilities:</b>				
Accounts payable. . . . .	\$ 205,858	\$ 13,857	\$ 79,101	\$ -
Contracts payable. . . . .	-	-	-	-
Accrued wages payable . . . . .	143,912	213,404	238,407	-
Compensated absences payable . . . . .	-	9,953	42,675	-
Interfund loans payable. . . . .	-	-	-	-
Due to other governments . . . . .	41,738	54,658	50,209	-
Accrued interest payable . . . . .	-	308	-	50,538
Judgments payable . . . . .	-	-	129,048	-
Notes payable. . . . .	-	200,000	-	9,760,000
<b>Total liabilities . . . . .</b>	<b>391,508</b>	<b>492,180</b>	<b>539,440</b>	<b>9,810,538</b>
<b>Deferred inflows of resources:</b>				
Property taxes levied for the next fiscal year. . .	-	-	-	-
Delinquent property tax revenue not available. . .	-	-	-	-
Accrued interest not available . . . . .	4,657	-	-	-
Special assessments revenue not available. . . . .	1,701	-	-	-
Miscellaneous revenue not available. . . . .	681,224	-	-	-
Income tax revenue not available . . . . .	4,862,346	1,385,013	1,848,151	-
Intergovernmental nonexchange transactions . . .	482,625	-	-	-
<b>Total deferred inflows of resources . . . . .</b>	<b>6,032,553</b>	<b>1,385,013</b>	<b>1,848,151</b>	<b>-</b>
<b>Fund balances:</b>				
Nonspendable . . . . .	41,160	-	41,088	-
Restricted. . . . .	-	609,899	575,450	-
Committed . . . . .	-	-	-	-
Assigned. . . . .	744,725	-	-	-
Unassigned (deficit) . . . . .	3,068,980	-	-	(9,604,541)
<b>Total fund balances. . . . .</b>	<b>3,854,865</b>	<b>609,899</b>	<b>616,538</b>	<b>(9,604,541)</b>
<b>Total liabilities, deferred inflows of resources and fund balances . . . . .</b>	<b>\$ 10,278,926</b>	<b>\$ 2,487,092</b>	<b>\$ 3,004,129</b>	<b>\$ 205,997</b>

SEE ACCOMPANYING NOTES TO THE BASIC FINANCIAL STATEMENTS

<b>Capital Projects Public Works</b>	<b>Other Governmental Funds</b>	<b>Total Governmental Funds</b>
\$ 5,143,740	\$ 6,216,062	\$ 13,061,706
-	1,400,577	13,152,083
-	2,700,036	2,728,086
-	65,137	891,674
-	134,289	135,990
-	142,000	142,000
-	-	7,493
139,623	4,588,009	5,892,906
-	-	451,400
-	247,188	289,467
<u>\$ 5,283,363</u>	<u>\$ 15,493,298</u>	<u>\$ 36,752,805</u>
\$ -	\$ 431,137	\$ 729,953
1,772,932	493,043	2,265,975
-	62,566	658,289
-	1,723	54,351
-	451,400	451,400
-	29,270	175,875
8,630	-	59,476
-	-	129,048
5,600,000	-	15,560,000
<u>7,381,562</u>	<u>1,469,139</u>	<u>20,084,367</u>
-	1,563,199	1,563,199
-	1,136,837	1,136,837
-	-	4,657
-	134,289	135,990
-	-	681,224
-	964,845	9,060,355
-	3,521,704	4,004,329
-	7,320,874	16,586,591
-	247,188	329,436
-	6,920,669	8,106,018
-	45,991	45,991
-	-	744,725
<u>(2,098,199)</u>	<u>(510,563)</u>	<u>(9,144,323)</u>
<u>(2,098,199)</u>	<u>6,703,285</u>	<u>81,847</u>
<u>\$ 5,283,363</u>	<u>\$ 15,493,298</u>	<u>\$ 36,752,805</u>

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**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

RECONCILIATION OF TOTAL GOVERNMENTAL FUND BALANCES TO  
NET POSITION OF GOVERNMENTAL ACTIVITIES  
DECEMBER 31, 2016

<b>Total governmental fund balances</b>		\$	81,847
<i>Amounts reported for governmental activities on the statement of net position are different because: statement of net position are different because:</i>			
Capital assets used in governmental activities are not financial resources and therefore are not reported in the funds.			96,771,972
Other long-term assets are not available to pay for current-period expenditures and therefore are deferred inflows in the funds.			
Income taxes receivable	\$	9,060,355	
Real and other taxes receivable		1,136,837	
Accounts receivable		681,224	
Intergovernmental receivable		4,004,329	
Special assessments receivable		135,990	
Accrued interest receivable		4,657	
Total		15,023,392	15,023,392
Accrued interest payable is not due and payable in the current period and therefore is not reported in the funds.			(37,132)
Unamortized deferred amounts on refundings are not recognized in the governmental funds.			600,413
The net pension asset and net pension liability are not available to pay for current period expenditures and are not due and payable in the current period, respectively; therefore, the asset, liability and related deferred inflows/outflows are not reported in governmental funds.			
Net pension asset		18,455	
Deferred outflows of resources		19,008,867	
Deferred inflows of resources		(1,092,145)	
Net pension liability		(71,566,733)	
Total		(53,631,556)	(53,631,556)
Long-term liabilities, including bonds payable, are not due and payable in the current period and therefore are not reported in the funds.			
Compensated absences		(6,430,854)	
General obligation refunding bonds		(12,542,000)	
HUD Section 108 loans		(200,000)	
OPWC loan		(192,859)	
Capital lease obligation		(556,749)	
Total		(19,922,462)	(19,922,462)
An internal service fund is used by management to charge the costs of workers compensation to individual funds. The assets and liabilities of the internal service fund are included in governmental activities on the statement of net position.			1,001,941
An internal balance is used by management to charge the costs of workers compensation to individual funds. The assets and liabilities of the internal service fund are included governmental activities on the statement of net position.			(252,316)
<b>Net position of governmental activities</b>		\$	39,636,099

SEE ACCOMPANYING NOTES TO THE BASIC FINANCIAL STATEMENTS

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

STATEMENT OF REVENUES, EXPENDITURES AND CHANGES IN FUND BALANCES  
GOVERNMENTAL FUNDS  
FOR THE YEAR ENDED DECEMBER 31, 2016

	<u>General</u>	<u>Fire Levy</u>	<u>Police Levy</u>	<u>Covelli Centre</u>
<b>Revenues:</b>				
Income taxes . . . . .	\$ 22,565,466	\$ 6,371,485	\$ 8,502,075	\$ -
Real and other local taxes. . . . .	-	-	-	293,023
Charges for services. . . . .	3,545,061	-	-	-
Licenses and permits . . . . .	358,485	-	-	-
Fines and forfeitures . . . . .	396,470	-	245	-
Intergovernmental. . . . .	2,973,565	592,013	469,615	-
Special assessments . . . . .	232,050	-	-	-
Investment income. . . . .	248,541	-	-	-
Rental income . . . . .	304,434	-	44,568	-
Contributions and donations. . . . .	100	-	50	-
Franchise fees . . . . .	462,966	-	-	-
Payment in lieu of taxes . . . . .	-	-	-	-
Other. . . . .	183,289	6,580	270,287	431,227
Total revenues . . . . .	<u>31,270,427</u>	<u>6,970,078</u>	<u>9,286,840</u>	<u>724,250</u>
<b>Expenditures:</b>				
Current:				
General government . . . . .	11,643,684	-	-	-
Security of persons and property . . . . .	2,887,381	13,380,775	18,435,076	-
Public health and welfare. . . . .	1,503,789	-	-	-
Transportation . . . . .	-	-	-	-
Community environment . . . . .	789,416	-	-	308,007
Leisure time activity . . . . .	104,283	-	-	-
Utility services . . . . .	171,867	-	-	-
Capital outlay . . . . .	-	-	-	-
Debt service:				
Principal retirement. . . . .	4,300	68,613	-	9,860,000
Interest and fiscal charges . . . . .	26	18,193	-	246,975
Refunding bond issuance costs . . . . .	-	-	-	-
Total expenditures . . . . .	<u>17,104,746</u>	<u>13,467,581</u>	<u>18,435,076</u>	<u>10,414,982</u>
Excess (deficiency) of revenues over (under) expenditures. . . . .	<u>14,165,681</u>	<u>(6,497,503)</u>	<u>(9,148,236)</u>	<u>(9,690,732)</u>
<b>Other financing sources (uses):</b>				
Refunding bond issuance. . . . .	-	-	-	-
Sale of capital assets. . . . .	121,505	608	1,656	-
Payment to refunded bond escrow agent . . . . .	-	-	-	-
Transfers in . . . . .	-	6,742,000	8,962,000	-
Transfers (out). . . . .	(16,534,000)	-	-	-
Total other financing sources (uses) . . . . .	<u>(16,412,495)</u>	<u>6,742,608</u>	<u>8,963,656</u>	<u>-</u>
Net change in fund balances . . . . .	(2,246,814)	245,105	(184,580)	(9,690,732)
<b>Fund balances at beginning of year (restated)</b>	6,101,679	364,794	801,118	86,191
<b>Fund balances (deficits) at end of year . . . . .</b>	<u>\$ 3,854,865</u>	<u>\$ 609,899</u>	<u>\$ 616,538</u>	<u>\$ (9,604,541)</u>

SEE ACCOMPANYING NOTES TO THE BASIC FINANCIAL STATEMENTS

<b>Capital Projects Public Works</b>	<b>Other Governmental Funds</b>	<b>Total Governmental Funds</b>
\$ -	\$ 4,438,588	\$ 41,877,614
-	1,443,322	1,736,345
-	490,878	4,035,939
-	1,560	360,045
-	355,884	752,599
2,086,555	13,180,697	19,302,445
-	9,431	241,481
-	-	248,541
-	1,568,245	1,917,247
-	-	150
-	-	462,966
-	2,784,255	2,784,255
-	611,766	1,503,149
<u>2,086,555</u>	<u>24,884,626</u>	<u>75,222,776</u>
-	71,042	11,714,726
-	441,940	35,145,172
-	574,866	2,078,655
-	10,400,160	10,400,160
-	6,840,007	7,937,430
-	2,514,001	2,618,284
-	-	171,867
6,802,737	3,838,025	10,640,762
-	1,001,289	10,934,202
8,630	313,002	586,826
-	98,381	98,381
<u>6,811,367</u>	<u>26,092,713</u>	<u>92,326,465</u>
<u>(4,724,812)</u>	<u>(1,208,087)</u>	<u>(17,103,689)</u>
-	8,090,000	8,090,000
-	33,358	157,127
-	(7,991,619)	(7,991,619)
2,378,217	5,645,969	23,728,186
-	(7,194,186)	(23,728,186)
<u>2,378,217</u>	<u>(1,416,478)</u>	<u>255,508</u>
(2,346,595)	(2,624,565)	(16,848,181)
248,396	9,327,850	16,930,028
<u>\$ (2,098,199)</u>	<u>\$ 6,703,285</u>	<u>\$ 81,847</u>

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

RECONCILIATION OF THE STATEMENT OF REVENUES, EXPENDITURES AND CHANGES  
IN FUND BALANCES OF GOVERNMENTAL FUNDS TO THE STATEMENT OF ACTIVITIES  
FOR THE YEAR ENDED DECEMBER 31, 2016

**Net change in fund balances - total governmental funds** \$ (16,848,181)

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

Governmental funds report capital outlays as expenditures. However, in the statement of activities, the cost of those assets is allocated over their estimated useful lives as depreciation expense. In the current period these amounts are:

Capital asset additions	\$ 10,728,110	
Current year depreciation	<u>(4,250,996)</u>	
Total		6,477,114

Governmental funds only report the disposal of capital assets to the extent proceeds are received from the sale. In the statement of activities, a gain or loss is reported for each disposal.

(197,017)

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

Income taxes	(291,520)	
Real and other taxes	69,817	
Intergovernmental revenues	(613,329)	
Special assessments	108,219	
Investment income	4,657	
Charges for services	552,536	
Franchise fees	<u>128,688</u>	
Total		(40,932)

The issuance of refunding bonds provides current financial resources to governmental funds, but in the statement of net position, the debt is reported as a liability.

(8,090,000)

Payment of long-term obligations is reported as an expenditure in governmental funds, but the repayment reduces long-term liabilities in the statement of net position. In the current year, these amounts consist of:

General obligation refunding bond principal payments	740,000	
HUD Section 108 loan principal payments	230,000	
Long-term note principal payments	9,860,000	
OPWC loan principal payments	21,429	
Capital lease obligation principal payments	<u>82,773</u>	
Total		10,934,202

Payment to refunding bond escrow agent for the retirement of bonds is an other financing use in the governmental funds but the payment reduces long-term liabilities on the statement of net position. Deferred charges related to bond refundings are amortized over the life of the issuance in the statement of activities. The following refunding transactions occurred during the year:

General obligation bonds refunded	7,835,000	
Unamortized deferred charges on general obligation bonds refunded	(384,721)	
Deferred charges on refunding	<u>541,340</u>	
Total		7,991,619

- (Continued)



**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

RECONCILIATION OF THE STATEMENT OF REVENUES, EXPENDITURES AND CHANGES  
IN FUND BALANCES OF GOVERNMENTAL FUNDS TO THE STATEMENT OF ACTIVITIES - (Continued)  
FOR THE YEAR ENDED DECEMBER 31, 2016

In the statement of activities, accrued interest on outstanding bonds and the deferred charges on debt refundings are amortized over the term of the bonds, whereas in governmental funds, other financing sources (uses) are reported when bonds are issued:		
Accrued interest payable	\$ 20,939	
Amortization of deferred charge on refunding	(39,022)	
Total	\$ (18,083)	\$ (18,083)
Contractually required pension contributions are reported as expenditures in governmental funds; however, the statement of net position reports these amounts as deferred outflows.		
		5,169,976
Except for amounts reported as deferred inflows/outflows, changes in the net pension asset/liability are reported as pension expense in the statement of activities.		
		(9,521,314)
Some items reported as expenses in the statement of activities, such as compensated absences, do not require the use of current financial resources and, therefore, are not reported as expenditures.		
		(53,589)
The internal service fund used by management to charge the costs of insurance to individual funds is not reported in the government-wide statement of activities. Governmental fund expenditures and the related internal service fund revenues are eliminated. The net revenue (expense) of the internal service fund is allocated among the governmental activities.		
		908,712
<b>Change in net position of governmental activities</b>		<b>\$ (3,287,493)</b>

SEE ACCOMPANYING NOTES TO THE BASIC FINANCIAL STATEMENTS

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

STATEMENT OF REVENUES, EXPENDITURES AND CHANGES IN  
FUND BALANCE - BUDGET AND ACTUAL (NON-GAAP BUDGETARY BASIS)  
GENERAL FUND  
FOR THE YEAR ENDED DECEMBER 31, 2016

	<u>Budgeted Amounts</u>			<b>Variance with Final Budget Positive (Negative)</b>
	<u>Original</u>	<u>Final</u>	<u>Actual</u>	
<b>Revenues:</b>				
Income taxes . . . . .	\$ 23,797,533	\$ 23,615,000	\$ 22,728,384	\$ (886,616)
Charges for services. . . . .	3,913,014	3,883,000	3,917,262	34,262
Licenses and permits . . . . .	272,087	270,000	260,555	(9,445)
Fines and forfeitures . . . . .	512,934	509,000	484,669	(24,331)
Intergovernmental. . . . .	3,517,480	3,490,500	3,332,717	(157,783)
Special assessments . . . . .	262,010	260,000	232,050	(27,950)
Investment income. . . . .	241,855	240,000	245,705	5,705
Rental income . . . . .	206,585	205,000	204,434	(566)
Contributions and donations. . . . .	-	-	100	100
Franchise fees . . . . .	534,097	530,000	519,368	(10,632)
Payment in lieu of taxes . . . . .	418,208	415,000	-	(415,000)
Other. . . . .	141,082	140,000	137,730	(2,270)
<b>Total revenues . . . . .</b>	<u>33,816,885</u>	<u>33,557,500</u>	<u>32,062,974</u>	<u>(1,494,526)</u>
<b>Expenditures:</b>				
Current:				
General government . . . . .	12,525,698	12,441,528	11,662,629	778,899
Security of persons and property . . . . .	1,426,000	1,440,895	1,337,991	102,904
Public health and welfare. . . . .	1,823,409	1,628,604	1,524,212	104,392
Community environment . . . . .	951,389	1,003,677	861,588	142,089
Utility services . . . . .	500	201,814	201,666	148
<b>Total expenditures. . . . .</b>	<u>16,726,996</u>	<u>16,716,518</u>	<u>15,588,086</u>	<u>1,128,432</u>
<b>Excess of revenues over expenditures . . . . .</b>	<u>17,089,889</u>	<u>16,840,982</u>	<u>16,474,888</u>	<u>(366,094)</u>
<b>Other financing sources (uses):</b>				
Sale of capital assets. . . . .	604,638	600,000	121,505	(478,495)
Advances (out) . . . . .	-	(451,400)	(451,400)	-
Transfers in . . . . .	1,195,978	1,186,805	1,186,805	-
Transfers (out). . . . .	(19,320,000)	(17,881,000)	(17,881,000)	-
<b>Total other financing sources (uses) . . . . .</b>	<u>(17,519,384)</u>	<u>(16,545,595)</u>	<u>(17,024,090)</u>	<u>(478,495)</u>
<b>Net change in fund balances . . . . .</b>	(429,495)	295,387	(549,202)	(844,589)
<b>Fund balances at beginning of year . . . . .</b>	1,027,771	1,027,771	1,027,771	-
<b>Prior year encumbrances appropriated . . . . .</b>	1,614	1,614	1,614	-
<b>Fund balance at end of year . . . . .</b>	<u>\$ 599,890</u>	<u>\$ 1,324,772</u>	<u>\$ 480,183</u>	<u>\$ (844,589)</u>

SEE ACCOMPANYING NOTES TO THE BASIC FINANCIAL STATEMENTS

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

STATEMENT OF REVENUES, EXPENDITURES AND CHANGES IN  
FUND BALANCE - BUDGET AND ACTUAL (NON-GAAP BUDGETARY BASIS)  
FIRE LEVY FUND  
FOR THE YEAR ENDED DECEMBER 31, 2016

	<u>Budgeted Amounts</u>		<u>Actual</u>	<u>Variance with Final Budget Positive (Negative)</u>
	<u>Original</u>	<u>Final</u>		
<b>Revenues:</b>				
Income taxes . . . . .	\$ 6,498,856	\$ 6,545,000	\$ 6,474,059	\$ (70,941)
Intergovernmental. . . . .	367,391	370,000	220,000	(150,000)
Other . . . . .	6,951	7,000	6,580	(420)
Total revenues . . . . .	<u>6,873,198</u>	<u>6,922,000</u>	<u>6,700,639</u>	<u>(221,361)</u>
<b>Expenditures:</b>				
Current:				
Security of persons and property . . . . .	13,807,801	13,958,136	13,689,975	268,161
Total expenditures . . . . .	<u>13,807,801</u>	<u>13,958,136</u>	<u>13,689,975</u>	<u>268,161</u>
Excess of expenditures over revenues . . . . .	<u>(6,934,603)</u>	<u>(7,036,136)</u>	<u>(6,989,336)</u>	<u>46,800</u>
<b>Other financing sources:</b>				
Note issuance . . . . .	198,590	200,000	200,000	-
Sale of capital assets. . . . .	745	750	608	(142)
Transfers in . . . . .	6,694,467	6,742,000	6,742,000	-
Total other financing sources . . . . .	<u>6,893,802</u>	<u>6,942,750</u>	<u>6,942,608</u>	<u>(142)</u>
Net change in fund balances . . . . .	(40,801)	(93,386)	(46,728)	46,658
<b>Fund balances at beginning of year . . . . .</b>	<u>111,656</u>	<u>111,656</u>	<u>111,656</u>	<u>-</u>
<b>Fund balance at end of year . . . . .</b>	<u>\$ 70,855</u>	<u>\$ 18,270</u>	<u>\$ 64,928</u>	<u>\$ 46,658</u>

SEE ACCOMPANYING NOTES TO THE BASIC FINANCIAL STATEMENTS

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

STATEMENT OF REVENUES, EXPENDITURES AND CHANGES IN  
FUND BALANCE - BUDGET AND ACTUAL (NON-GAAP BUDGETARY BASIS)  
POLICE LEVY FUND  
FOR THE YEAR ENDED DECEMBER 31, 2016

	<u>Budgeted Amounts</u>			<b>Variance with Final Budget Positive (Negative)</b>
	<u>Original</u>	<u>Final</u>	<u>Actual</u>	
<b>Revenues:</b>				
Income taxes . . . . .	\$ 8,843,910	\$ 8,700,000	\$ 8,638,934	\$ (61,066)
Fines and forfeitures . . . . .	254	250	245	(5)
Intergovernmental. . . . .	556,298	547,246	539,344	(7,902)
Rental income . . . . .	45,744	45,000	44,568	(432)
Contributions and donations. . . . .	-	-	50	50
Other. . . . .	314,010	308,900	258,288	(50,612)
Total revenues . . . . .	<u>9,760,216</u>	<u>9,601,396</u>	<u>9,481,429</u>	<u>(119,967)</u>
<b>Expenditures:</b>				
Current:				
Security of persons and property . . . . .	<u>18,920,287</u>	<u>18,763,767</u>	<u>18,608,554</u>	<u>155,213</u>
Total expenditures . . . . .	<u>18,920,287</u>	<u>18,763,767</u>	<u>18,608,554</u>	<u>155,213</u>
Excess of expenditures over revenues . . . . .	<u>(9,160,071)</u>	<u>(9,162,371)</u>	<u>(9,127,125)</u>	<u>35,246</u>
<b>Other financing sources:</b>				
Sale of capital assets. . . . .	2,541	2,500	1,656	(844)
Transfers in . . . . .	<u>9,110,243</u>	<u>8,962,000</u>	<u>8,962,000</u>	<u>-</u>
Total other financing sources . . . . .	<u>9,112,784</u>	<u>8,964,500</u>	<u>8,963,656</u>	<u>(844)</u>
Net change in fund balances . . . . .	(47,287)	(197,871)	(163,469)	34,402
<b>Fund balances at beginning of year . . . . .</b>	<u>213,549</u>	<u>213,549</u>	<u>213,549</u>	<u>-</u>
<b>Fund balance at end of year . . . . .</b>	<u>\$ 166,262</u>	<u>\$ 15,678</u>	<u>\$ 50,080</u>	<u>\$ 34,402</u>

SEE ACCOMPANYING NOTES TO THE BASIC FINANCIAL STATEMENTS

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

STATEMENT OF REVENUES, EXPENDITURES AND CHANGES IN  
FUND BALANCE - BUDGET AND ACTUAL (NON-GAAP BUDGETARY BASIS)  
COVELLI CENTRE FUND  
FOR THE YEAR ENDED DECEMBER 31, 2016

	<u>Budgeted Amounts</u>			<b>Variance with Final Budget Positive (Negative)</b>
	<u>Original</u>	<u>Final</u>	<u>Actual</u>	
<b>Revenues:</b>				
Other taxes . . . . .	\$ 297,151	\$ 295,000	\$ 291,527	\$ (3,473)
Other . . . . .	437,164	434,000	430,409	(3,591)
Total revenues . . . . .	<u>734,315</u>	<u>729,000</u>	<u>721,936</u>	<u>(7,064)</u>
<b>Expenditures:</b>				
Current:				
Community environment . . . . .	180,000	363,654	339,045	24,609
Debt service:				
Principal retirement. . . . .	-	10,260,000	10,260,000	-
Interest and fiscal charges . . . . .	-	199,300	198,959	341
Total expenditures . . . . .	<u>180,000</u>	<u>10,822,954</u>	<u>10,798,004</u>	<u>24,950</u>
Excess (deficiency) of revenues over (under) expenditures. . . . .	<u>554,315</u>	<u>(10,093,954)</u>	<u>(10,076,068)</u>	<u>17,886</u>
<b>Other financing sources:</b>				
Note issuance . . . . .	-	9,760,000	9,760,000	-
Loan repayment. . . . .	-	84,315	84,315	-
Total other financing sources . . . . .	<u>-</u>	<u>9,844,315</u>	<u>9,844,315</u>	<u>-</u>
Net change in fund balances . . . . .	554,315	(249,639)	(231,753)	17,886
<b>Fund balances at beginning of year . . . . .</b>	<u>358,320</u>	<u>358,320</u>	<u>358,320</u>	<u>-</u>
<b>Fund balance at end of year . . . . .</b>	<u>\$ 912,635</u>	<u>\$ 108,681</u>	<u>\$ 126,567</u>	<u>\$ 17,886</u>

SEE ACCOMPANYING NOTES TO THE BASIC FINANCIAL STATEMENTS

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

STATEMENT OF NET POSITION  
PROPRIETARY FUNDS  
DECEMBER 31, 2016

	<b>Business-type Activities - Enterprise Funds</b>			
	<b>Sewer</b>	<b>Water</b>	<b>Environmental Sanitation</b>	<b>Total</b>
<b>Assets:</b>				
Current assets:				
Equity in pooled cash and cash equivalents . . .	\$ 17,596,747	\$ 14,718,564	\$ 2,124,419	\$ 34,439,730
Receivables:				
Accounts . . . . .	5,199,124	4,265,805	652,738	10,117,667
Special assessments . . . . .	-	-	915,160	915,160
Due from other funds . . . . .	-	3,689,197	-	3,689,197
Materials and supplies inventory . . . . .	865,530	612,461	-	1,477,991
Prepayments . . . . .	-	-	-	-
Total current assets . . . . .	<u>23,661,401</u>	<u>23,286,027</u>	<u>3,692,317</u>	<u>50,639,745</u>
Noncurrent assets:				
Net pension asset . . . . .	7,386	7,904	757	16,047
Capital assets:				
Land and construction in progress . . . . .	2,869,024	1,362,668	-	4,231,692
Depreciable capital assets, net . . . . .	40,475,856	31,670,139	3,649,083	75,795,078
Total capital assets, net . . . . .	<u>43,344,880</u>	<u>33,032,807</u>	<u>3,649,083</u>	<u>80,026,770</u>
Total noncurrent assets . . . . .	<u>43,352,266</u>	<u>33,040,711</u>	<u>3,649,840</u>	<u>80,042,817</u>
Total assets . . . . .	<u>67,013,667</u>	<u>56,326,738</u>	<u>7,342,157</u>	<u>130,682,562</u>
<b>Deferred outflows of resources:</b>				
Pension - OPERS . . . . .	<u>2,551,667</u>	<u>2,730,550</u>	<u>261,555</u>	<u>5,543,772</u>
<b>Liabilities:</b>				
Current liabilities:				
Accounts payable . . . . .	425,867	178,147	526,485	1,130,499
Contracts payable . . . . .	966,480	304,356	-	1,270,836
Accrued wages payable . . . . .	98,712	105,299	14,543	218,554
Due to other governments . . . . .	15,251	1,118,325	2,247	1,135,823
Accrued interest payable . . . . .	139,847	212,440	1,695	353,982
Compensated absences payable - current . . . .	150,091	183,525	9,739	343,355
Claims payable - current . . . . .	-	-	-	-
Notes payable . . . . .	-	-	1,100,000	1,100,000
OWDA loans payable . . . . .	524,007	599,568	-	1,123,575
OPWC loans payable . . . . .	46,897	131,745	-	178,642
ODOT loan payable . . . . .	132,116	132,117	-	264,233
Capital lease obligations payable . . . . .	-	-	375,000	375,000
Total current liabilities . . . . .	<u>2,499,268</u>	<u>2,965,522</u>	<u>2,029,709</u>	<u>7,494,499</u>
Long-term liabilities:				
Compensated absences payable . . . . .	684,407	836,862	44,412	1,565,681
OWDA loans payable . . . . .	8,737,123	11,080,335	-	19,817,458
OPWC loans payable . . . . .	1,150,165	1,930,435	-	3,080,600
ODOT loan payable . . . . .	276,334	276,333	-	552,667
Capital lease obligations payable . . . . .	-	-	3,229,742	3,229,742
Judgments payable . . . . .	-	1,796,000	-	1,796,000
Claims payable . . . . .	-	-	-	-
Net pension liability . . . . .	<u>6,596,990</u>	<u>7,059,466</u>	<u>676,213</u>	<u>14,332,669</u>
Total long-term liabilities . . . . .	<u>17,445,019</u>	<u>22,979,431</u>	<u>3,950,367</u>	<u>44,374,817</u>
Total liabilities . . . . .	<u>19,944,287</u>	<u>25,944,953</u>	<u>5,980,076</u>	<u>51,869,316</u>

- (Continued)

**Governmental  
Activities -  
Internal  
Service Fund**

\$ 3,109,394

-

-

-

-

231,747

3,341,141

-

-

-

-

-

3,341,141

-

-

-

-

-

-

-

543,321

-

-

-

-

-

543,321

-

-

-

-

-

-

1,795,879

-

1,795,879

2,339,200

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

STATEMENT OF NET POSITION  
PROPRIETARY FUNDS - (Continued)  
DECEMBER 31, 2016

	<b>Business-type Activities - Enterprise Funds</b>			
	<b>Sewer</b>	<b>Water</b>	<b>Environmental Sanitation</b>	<b>Total</b>
<b>Deferred inflows of resources:</b>				
Pension - OPERS . . . . .	\$ 131,496	\$ 140,714	\$ 13,479	\$ 285,689
<b>Net position:</b>				
Net investment in capital assets. . . . .	32,478,238	18,882,274	93,883	51,454,395
Unrestricted . . . . .	17,011,313	14,089,347	1,516,274	32,616,934
Total net position. . . . .	\$ 49,489,551	\$ 32,971,621	\$ 1,610,157	84,071,329
Adjustment to reflect the consolidation of the internal service funds activities related to enterprise funds.				252,316
Net position of business-type activities				\$ 84,323,645

SEE ACCOMPANYING NOTES TO THE BASIC FINANCIAL STATEMENTS



**Governmental  
Activities -  
Internal  
Service Fund**

\$ -

1,001,941

\$ 1,001,941

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

STATEMENT OF REVENUES, EXPENSES AND  
CHANGES IN NET POSITION  
PROPRIETARY FUNDS  
FOR THE YEAR ENDED DECEMBER 31, 2016

	<b>Business-type Activities - Enterprise Funds</b>			
	Sewer	Water	Environmental Sanitation	Total
<b>Operating revenues:</b>				
Charges for services . . . . .	\$ 23,756,940	\$ 34,026,502	\$ 6,212,226	\$ 63,995,668
Other operating revenues . . . . .	20	10,671	10,410	21,101
Total operating revenues. . . . .	23,756,960	34,037,173	6,222,636	64,016,769
<b>Operating expenses:</b>				
Personal services . . . . .	7,862,725	8,932,821	1,220,969	18,016,515
Contract services. . . . .	8,864,849	4,294,405	3,227,358	16,386,612
Materials and supplies. . . . .	1,382,850	16,855,811	1,479,580	19,718,241
Claims expense . . . . .	-	1,796,000	-	1,796,000
Depreciation. . . . .	2,083,523	1,069,033	223,446	3,376,002
Other . . . . .	22,334	8,333	-	30,667
Total operating expenses. . . . .	20,216,281	32,956,403	6,151,353	59,324,037
Operating income . . . . .	3,540,679	1,080,770	71,283	4,692,732
<b>Nonoperating revenues (expenses):</b>				
Interest and fiscal charges . . . . .	(272,853)	(449,275)	(16,715)	(738,843)
Gain (loss) on sale of capital assets . . . . .	(11,572)	2,989	-	(8,583)
Special assessments. . . . .	-	-	1,240,344	1,240,344
Total nonoperating revenues (expenses). . . . .	(284,425)	(446,286)	1,223,629	492,918
Change in net position . . . . .	3,256,254	634,484	1,294,912	5,185,650
<b>Net position at beginning of year (restated) .</b>	46,233,297	32,337,137	315,245	
<b>Net position at end of year . . . . .</b>	\$ 49,489,551	\$ 32,971,621	\$ 1,610,157	
Adjustment to reflect the consolidation of internal service funds activities related to enterprise funds.				38,382
Change in net position of business-type activities.				\$ 5,224,032

SEE ACCOMPANYING NOTES TO THE BASIC FINANCIAL STATEMENTS

**Governmental  
Activities -  
Internal  
Service Fund**

\$ 1,270,574  
-  
1,270,574

-  
-  
-  
323,480  
-  
-  
323,480

947,094

-  
-  
-  
-

947,094

54,847

\$ 1,001,941

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

STATEMENT OF CASH FLOWS  
PROPRIETARY FUNDS  
FOR THE YEAR ENDED DECEMBER 31, 2016

	<b>Business-type Activities - Enterprise Funds</b>			
	<b>Sewer</b>	<b>Water</b>	<b>Environmental Sanitation</b>	<b>Total</b>
<b>Cash flows from operating activities:</b>				
Cash received from charges for services. . . . .	\$ 23,804,593	\$ 30,446,900	\$ 5,896,247	\$ 60,147,740
Cash received from other operations . . . . .	20	10,671	-	10,691
Cash payments for personal services. . . . .	(7,667,398)	(8,500,805)	(781,626)	(16,949,829)
Cash payments for contractual services . . . . .	(8,655,216)	(4,190,270)	(2,872,619)	(15,718,105)
Cash payments for materials and supplies . . . . .	(1,561,211)	(15,891,312)	(158,292)	(17,610,815)
Cash payments for claims . . . . .	-	-	-	-
Cash payments for other expenses . . . . .	(22,334)	(8,333)	-	(30,667)
Net cash provided by operating activities . . . . .	<u>5,898,454</u>	<u>1,866,851</u>	<u>2,083,710</u>	<u>9,849,015</u>
<b>Cash flows from capital and related financing activities:</b>				
Gain on sale of capital assets . . . . .	5,428	2,989	-	8,417
Acquisition of capital assets. . . . .	(2,253,769)	(1,318,041)	(1,417,329)	(4,989,139)
Note issuance . . . . .	-	-	1,100,000	1,100,000
Loan issuance . . . . .	72,429	59,600	-	132,029
Principal retirement on notes . . . . .	-	-	(1,100,000)	(1,100,000)
Principal retirement on loans . . . . .	(787,950)	(837,601)	-	(1,625,551)
Interest and fiscal charges . . . . .	(288,294)	(459,861)	(15,400)	(763,555)
Special assessments . . . . .	-	-	325,184	325,184
Net cash provided used in capital and related financing activities. . . . .	<u>(3,252,156)</u>	<u>(2,552,914)</u>	<u>(1,107,545)</u>	<u>(6,912,615)</u>
Net increase (decrease) in cash and cash equivalents . . . . .	2,646,298	(686,063)	976,165	2,936,400
<b>Cash and cash equivalents at beginning of year (restated) . . . . .</b>	<u>14,950,449</u>	<u>15,404,627</u>	<u>1,148,254</u>	<u>31,503,330</u>
<b>Cash and cash equivalents at end of year . . . . .</b>	<u>\$ 17,596,747</u>	<u>\$ 14,718,564</u>	<u>\$ 2,124,419</u>	<u>\$ 34,439,730</u>

**Governmental  
Activities -  
Internal  
Service Fund**

\$ 1,270,574  
-  
-  
-  
-  
(767,827)  
-

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502,747

-  
-  
-  
-  
-  
-  
-  
-

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-

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502,747

2,606,647

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\$ 3,109,394

- (Continued)

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

STATEMENT OF CASH FLOWS  
PROPRIETARY FUNDS - (Continued)  
FOR THE YEAR ENDED DECEMBER 31, 2016

	<b>Business-type Activities - Enterprise Funds</b>			
	<b>Sewer</b>	<b>Water</b>	<b>Environmental Sanitation</b>	<b>Total</b>
<b>Reconciliation of operating income to net cash provided by (used in) operating activities:</b>				
Operating income . . . . .	\$ 3,540,679	\$ 1,080,770	\$ 71,283	\$ 4,692,732
Adjustments:				
Depreciation . . . . .	2,083,523	1,069,033	223,446	3,376,002
Changes in assets, deferred outflows of resources, liabilities and deferred inflows of resources:				
(Increase) in materials and supplies inventory . . . . .	(323,641)	(188,051)	-	(511,692)
Decrease (increase) in accounts receivable . . . . .	(128,028)	109,595	(326,389)	(344,822)
Decrease in due from other governments . . . . .	175,681			175,681
(Increase) in due from other funds . . . . .	-	(3,689,197)	-	(3,689,197)
(Increase) in net pension asset . . . . .	(1,284)	(1,674)	(757)	(3,715)
(Increase) in prepayments . . . . .	-	-	-	-
(Increase) in deferred outflows of resources - pension . . . . .	(1,672,472)	(1,832,882)	(261,555)	(3,766,909)
Increase in accounts payable . . . . .	354,913	154,629	470,974	980,516
Increase in accrued wages . . . . .	26,610	27,502	11,540	65,652
Increase (decrease) in due to other governments . . . . .	(34,151)	1,073,105	1,783	1,040,737
Increase in compensated absences payable . . . . .	36,999	59,428	54,151	150,578
Increase in capital lease obligation . . . . .	-	-	1,149,542	1,149,542
Increase in net pension liability . . . . .	1,795,665	2,157,253	676,213	4,629,131
Increase in deferred inflows of resources - pension. Increase) in judgments payable . . . . .	43,960	51,340	13,479	108,779
(Decrease) in claims payable . . . . .	-	1,796,000	-	1,796,000
Net cash provided by operating activities . . . . .	<u>\$ 5,898,454</u>	<u>\$ 1,866,851</u>	<u>\$ 2,083,710</u>	<u>\$ 9,849,015</u>

**Non-Cash Transactions:**

During 2016 and 2015, the Sewer fund purchased \$966,480 and \$96,216, respectively, of capital assets on account.

During 2016 and 2015, the Water fund purchased \$304,356 and \$26,735, respectively, of capital assets on account.

The Environmental Sanitation fund entered into capital leases in the amount of \$3,604,742 during 2016. \$2,455,200 of the equipment purchased under capital lease was capitalized.

SEE ACCOMPANYING NOTES TO THE BASIC FINANCIAL STATEMENTS

**Governmental  
Activities -  
Internal  
Service Fund**

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\$ 947,094

-

-

-

-

-

(231,747)

-

-

-

-

-

-

-

-

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(212,600)

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\$ 502,747

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

STATEMENT OF FIDUCIARY NET POSITION  
FIDUCIARY FUNDS  
DECEMBER 31, 2016

	<b>Agency</b>
<b>Assets:</b>	
Current assets:	
Equity in pooled cash and cash equivalents . . . . .	\$ 6,856,900
Cash in segregated accounts. . . . .	329,321
Income taxes . . . . .	489
Accounts . . . . .	833,689
Total assets . . . . .	\$ 8,020,399
<b>Liabilities:</b>	
Due to other governments. . . . .	\$ 834,178
Deposits held and due to others. . . . .	3,497,024
Due to other funds. . . . .	3,689,197
Total liabilities. . . . .	\$ 8,020,399

SEE ACCOMPANYING NOTES TO THE BASIC FINANCIAL STATEMENTS



**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 1 - DESCRIPTION OF THE CITY**

The City of Youngstown, Ohio (the "City") is a home rule municipal corporation established under the laws of the State of Ohio which operates under its own Charter. The current Charter, which provides for a Mayor-Council form of government, was adopted May 15, 1923. The Mayor is elected to a four-year term and seven council members are each elected for a two-year term.

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

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

**A. Reporting Entity**

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

The primary government comprises all activities and services which are not legally separate from the City. The City provides various services including a municipal court, public safety (police and fire), highways and streets, parks and recreation, public improvements, community development (planning and zoning), public health, sewers, sanitation, parking, and general administrative and legislative services. The operation of each of these activities is directly controlled by Council through the budgetary process. None of these services are provided by a legally separate organization; therefore, these operations are included in the primary government.

Component units are legally separate organizations for which the City is financially accountable. The City is financially accountable for an organization if the City appoints a voting majority of the organization's Governing Board and (1) the City is able to significantly influence the programs or services performed or provided by the organization; or (2) the City is legally entitled to or can otherwise access the organization's resources; the City is legally obligated or has otherwise assumed the responsibility to finance the deficits of or provide financial support to, the organization; or the City is obligated for the debt of the organization. Component units may also include organizations which are fiscally dependent on the City in that the City approves the budget, the issuance of debt, or the levying of taxes. Certain organizations are also included as component units if the nature and significance of the relationship between the primary government and the organization is such that exclusion by the primary government would render the financial statements incomplete or misleading. The City has no component units.

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES - (Continued)**

*JOINTLY GOVERNED ORGANIZATIONS*

Western Reserve Transit Authority

The Western Reserve Transit Authority (WRTA) is a legally separate entity created pursuant to Sections 306.30 through 306.71 of the Ohio Revised Code for the purpose of providing public transportation in the greater Youngstown area. Prior to January 1, 2009, the WRTA was reported as a component unit of the City. Effective for 2009, an amendment was made to add and include Mahoning County to the WRTA. In addition, the former five-member Board of Trustees which was appointed by the City (four by the mayor and one by City Council) was amended to be governed by a seven member Board of Trustees in which the City appoints three members and Mahoning County appoints four members. Continued existence of the WRTA is not dependent on the City's continued participation. The City does not make any financial contributions to the WRTA. Funding is received through property taxes, charges for services, and State and federal subsidies and grants. Separately issued financial statements can be obtained from the Western Reserve Transit Authority, 604 Mahoning Avenue, Youngstown, Ohio 44502.

Mahoning County Drug Task Force

The City's police department participates in the Mahoning County Drug Task Force (the "Force") which is jointly governed by its thirteen participants: nine local police departments and four federal law enforcement agencies. Each participant has one representative on the Board of Control. Each participant's control over the operation of the Force is limited to its representation on the Board. The Force uses the talents and resources of the participants to combat the trafficking of illicit narcotics. Continued existence of the Force is not dependent on the City's continued participation. Funding is provided by the Governor's Office of Criminal Justice Services and forfeitures and fines. None of the participants made financial contributions in 2016. Austintown Township served as the fiscal agent for the Force during 2016. Financial information can be obtained from the Mahoning County Drug Task Force, 82 Ohltown Road, Austintown, Ohio 44515.

East Gate Regional Council of Governments

The East Gate Regional Council of Governments (EGRCG) is a jointly governed organization among 27 local governments in Ashtabula, Columbiana, Mahoning and Trumbull counties. The Board is comprised of one representative from each city, village, county or governmental agency and one additional representative for each 20,000 population. The City of Youngstown currently has five representatives on the 48-member Board. Each participant's control over the operation of EGRCG is limited to its representation on the Board. EGRCG develops and reviews plans for regional growth and development and aids in coordinating plans among local governments. Continued existence of EGRCG is not dependent on the City's continued participation. In 2016, the City contributed \$24,784. Complete financial statements can be obtained from the East Gate Regional Council of Governments, 100 Federal Plaza East, Youngstown, Ohio 44503.

Youngstown Metropolitan Housing Authority

The Youngstown Metropolitan Housing Authority (YMHA) is a jointly governed organization among four local governments created to provide subsidized public housing. The City appoints two members of the five-member Board. Each participant's control over the operation of YMHA is limited to its representation on the Board. Continued existence of YMHA is not dependent on the City's continued participation. The City does not make any financial contributions to YMHA. Funding is received through state and federal subsidies and grants. Complete financial statements can be obtained from the Youngstown Metropolitan Housing Authority, 131 W. Boardman Street, Youngstown, Ohio 44503.

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES - (Continued)**

Metropolitan Fire Investigation Unit

The Metropolitan Fire Investigation Unit (MFIU) is a jointly governed organization among eight local governments. The Board of Governors is comprised of one representative from each participating government. The MFIU was created to investigate major fires and explosions of unknown or suspicious cause and to aid in the prosecution of those persons or groups responsible. Each participant's control over the operation of MFIU is limited to its representation on the Board. Continued existence of MFIU is not dependent on the City's continued participation. The City does not make any financial contributions to MFIU. Funding is received through insurance companies and donations. Financial information can be obtained from the Metropolitan Fire Investigation Unit, 3025 South Avenue, Youngstown, Ohio 44502.

Regional Council of Governments

In 1971, 38 municipalities joined together to organize a Regional Council of Governments (RCOG) to administer tax collection and enforcement concerns facing the cities and villages. The first official act of the RCOG was to form the Regional Income Tax Agency (RITA). Today RITA serves as the income tax collection agency for 190 municipalities throughout the State of Ohio. The City began using RITA for its income tax collection services during 2006.

Each member municipality appoints its own delegate to the RCOG, including electing members to the RITA Board of Trustees. Regardless of the population or tax collections of member municipalities, each member of the RCOG has an equal say in the operations of RITA.

**B. Basis of Presentation - Fund Accounting**

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

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

The statement of net position presents the financial condition of the governmental and business-type activities of the City at year end. The statement of activities presents a comparison between direct expenses and program revenues for each program or function of the City's governmental activities and for the business-type activities of the City. Direct expenses are those that are specifically associated with a service, program or department and therefore clearly identifiable to a particular function. Program revenues include charges paid by the recipient of the goods or services offered by the program, grants and contributions that are restricted to meeting the operational or capital requirements of a particular program and interest earned on grants that is required to be used to support a particular program. Revenues which are not classified as program revenues are presented as general revenues of the City, with certain limited exceptions. The comparison of direct expenses with program revenues identifies the extent to which each business segment or governmental functions are self-financing or draw from the general revenues of the City.

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES - (Continued)**

***Fund Financial Statements*** - During the year, the City segregates transactions related to certain City functions or activities in separate funds in order to aid financial management and to demonstrate legal compliance. Fund financial statements are designed to present financial information of the City at this more detailed level. The focus of governmental and enterprise fund financial statements is on major funds. Each major fund is presented in a separate column. Nonmajor funds are aggregated and presented in a single column. The internal service funds are presented in a single column on the face of the proprietary fund financial statements. Fiduciary funds are reported by type.

Proprietary funds distinguish operating revenues and expenses from nonoperating items. Operating revenues and expenses generally result from providing services and producing and delivering goods in connection with a proprietary fund's principal ongoing operation. The principal operating revenues of the City's proprietary funds are charges for services. Operating expenses for the enterprise funds include personnel and other expenses related to sewer, water and environmental sanitation operations. Operating expenses for the internal service fund include claims expenses. All revenues and expenses not meeting these definitions are reported as nonoperating revenues and expenses.

The agency funds do not report a measurement focus as they do not report operations.

**C. Fund Accounting**

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

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

The following are the City's major governmental funds:

*General fund* - The general fund is used to account for and report all financial resources not accounted for and reported in another fund. The general fund balance is available for any purpose provided it is expended or transferred according to the general laws of Ohio.

*Fire levy fund* - This fund accounts for revenues collected for fire operations.

*Police levy fund* - This fund accounts for revenues collected for police operations.

*Covelli Centre fund* - This fund accounts for the operations and maintenance of the Covelli Centre.

*Capital projects public works fund* - This fund accounts for various capital improvements financed through note proceeds and transfers from other funds

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES - (Continued)**

Other governmental funds of the City are used to account for (a) specific revenue sources that are restricted or committed to an expenditure for specified purposes other than debt service or capital projects and (b) financial resources that are restricted or committed to expenditure for principal and interest.

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

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

***Sewer fund*** - This fund accounts for the operations of providing sewage services to customers and maintaining the local sewer system of the City.

***Water fund*** - This fund accounts for the operations of providing water services to customers and maintaining the local water system of the City.

***Environmental sanitation fund*** - This fund accounts for the operations of providing sanitation services to customers of the City.

***Internal service fund*** - The internal service fund accounts for the financing of services provided by one department or agency to other departments or agencies of the City on a cost-reimbursement basis. The City's internal service fund reports on the operation of the workers' compensation retrospective rating plan.

***Fiduciary Funds*** - Fiduciary fund reporting focuses on net position and changes in net position. The fiduciary fund category is split into four classifications: pension trust funds, investment trust funds, private-purpose trust funds and agency funds. Trust funds are used to account for assets held by the City under a trust agreement for individuals, private organizations, or other governments and are therefore not available to support the City's own programs. Agency funds are custodial in nature (assets equal liabilities) and do not involve measurement of results of operations. The City's fiduciary funds are agency funds.

**D. Measurement Focus and Basis of Accounting**

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

***Fund Financial Statements*** - All governmental funds are accounted for using a flow of current financial resources measurement focus. With this measurement focus, only current assets, deferred outflows of resources, current liabilities and deferred inflows of resources generally are included on the balance sheet. The statement of revenues, expenditures and changes in fund balances reports on the sources (i.e., revenues and other financing sources) and uses (i.e., expenditures and other financing uses) of current financial resources.

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES - (Continued)**

This approach differs from the manner in which the governmental activities of the government-wide financial statements are prepared. Governmental fund financial statements therefore include a reconciliation with brief explanations to better identify the relationship between the government-wide statements and the financial statements for governmental funds.

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

**E. Basis of Accounting**

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

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

Nonexchange transactions, in which the City receives value without directly giving equal value in return, include income taxes, property taxes, grants, entitlements and donations. On an accrual basis, revenue from income taxes is recognized in the period in which the income is earned (See Note 6). Revenue from property taxes is recognized in the year for which the taxes are levied (See Note 7). Revenue from grants, entitlements and donations is recognized in the year in which all eligibility requirements have been satisfied. Eligibility requirements include timing requirements, which specify the year when the resources are required to be used or the year when use is first permitted, matching requirements, in which the City must provide local resources to be used for a specified purpose, and expenditure requirements, in which the resources are provided to the City on a reimbursement basis. On a modified accrual basis, revenue from nonexchange transactions must also be available before it can be recognized.

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

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES - (Continued)**

*Deferred Outflows of Resources and Deferred Inflows of Resources* - In addition to assets, the government-wide statement of net position will report a separate section for deferred outflows of resources. Deferred outflows of resources, represents a consumption of net position that applies to a future period and will not be recognized as an outflow of resources (expense/expenditure) until then. For the City, see Note 16 for deferred outflows of resources related the City's net pension liability. In addition, deferred outflows of resources include a deferred charge on debt refunding. A deferred charge on refunding results from the difference in the carrying value of refunded debt and its reacquisition price. This amount is deferred and amortized over the shorter of the life of the refunded or refunding debt.

In addition to liabilities, both the government-wide statement of net position and the governmental fund financial statements report a separate section for deferred inflows of resources. Deferred inflows of resources represent an acquisition of net position that applies to a future period and will not be recognized as an inflow of resources (revenue) until that time. For the City, deferred inflows of resources include property taxes and unavailable revenue. Property taxes represent amounts for which there is an enforceable legal claim as of December 31, 2016, but which were levied to finance 2017 operations. These amounts have been recorded as a deferred inflow of resources on both the government-wide statement of net position and the governmental fund financial statements. Unavailable revenue is reported only on the governmental funds balance sheet, and represents receivables which will not be collected within the available period. For the City, unavailable revenue includes, but is not limited to, income taxes, delinquent property taxes and intergovernmental grants. These amounts are deferred and recognized as an inflow of resources in the period the amounts become available.

For the City, see Note 16 for deferred inflows of resources related to the City's net pension liability. This deferred inflow of resources is only reported on the government-wide statement of net position.

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

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

**F. Budgetary Data**

The budgetary process is prescribed by provisions of the Ohio Revised Code and entails the preparation of budgetary documents within an established timetable. The major documents prepared are the tax budget, the certificate of estimated resources, and the appropriation ordinance, all of which are prepared on the budgetary basis of accounting. The certificate of estimated resources and the appropriations ordinance are subject to amendment throughout the year with the legal restriction that appropriations cannot exceed estimated resources, as certified. All funds, other than the agency funds, are legally required to be budgeted and appropriated. The legal level of budgetary controls is at the object level within each department. Any budgetary modifications at this level may only be made by resolution of City Council.

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES - (Continued)**

***Tax Budget*** - Ohio Revised Code Section 5705.28 required the Mayor to present the annual operating budget for the following fiscal year to City Council for consideration and passage at the first Council meeting in July. This section requires the adopted budget to be submitted to the County Auditor, as Secretary of the County Budget Commission, by July 20 of each year, for the period January 1 to December 31 of the following year. The City obtained a waiver as provided for by Ohio Revised Code Section 5705.281, in which they did not have to adopt an operating budget nor submit the operating budget to the County Auditor.

***Estimated Resources*** - The County Budget Commission determines if the budget substantiates a need to levy all or part of previously authorized taxes and reviews estimated revenue. The Commission certifies its actions to the City by September 1. As part of this certification, the City receives the official certificate of estimated resources, which states the projected revenue of each fund. On or prior to December 31, the City must revise its budget so that the total contemplated expenditures from any fund during the ensuing fiscal year will not exceed the amount available as stated in the certificate of estimated resources. The revised budget then serves as the basis for the annual appropriation ordinance. On or about January 1, the certificate of estimated resources is amended to include unencumbered fund balances at December 31 of the preceding year. The certificate of estimated resources may be further amended during the year if the Finance Director determines, and the Budget Commission agrees, that an estimate needs to be either increased or decreased. The amounts reported on the budgetary statements reflect the amounts in the original and final amended official certificates of estimated resources issued during 2016.

***Appropriations*** - A temporary appropriation measure to control expenditures may be passed on or about January 1 of each year for the period January 1 to March 31. An annual appropriation ordinance must be passed by April 1 of each year for the period January 1 to December 31. The appropriation ordinance fixes spending authority at the fund, department and object level. The appropriation ordinance may be amended during the year as new information becomes available, provided that total fund appropriations do not exceed current estimated resources, as certified. The allocation of appropriations among departments and objects within a fund may be modified during the year only by an ordinance of Council. The Director of Finance is authorized to transfer appropriations between line items within an object of any department.

During the year, several supplemental appropriation measures were passed. None of these supplemental appropriations had any significant effect on the original appropriations. The budget figures which appear in the statements of budgetary comparisons represent the final appropriation amounts, including all amendments and modifications passed by Council.

***Lapsing of Appropriations*** - At the close of each year, the unencumbered balance of each appropriation reverts to the respective fund from which it was appropriated and becomes subject to future appropriations except for grant funds and capital projects funds, unencumbered balances for these funds are rolled forward and are not reappropriated. The encumbered appropriation balance is carried forward to the succeeding year and is not reappropriated.

**G. Cash and Cash Equivalents**

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



**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES - (Continued)**

Investment procedures are restricted by the provisions of the Ohio Revised Code. Interest revenue credited to the general fund during 2016 amounted to \$248,541, of which \$244,312 was assigned from other City funds.

These interest-bearing depository accounts and short-term investments in certificates of deposit are presented on the financial statements as "cash and cash equivalents in segregated accounts" since they are not required to be deposited into the City treasury.

For purposes of the statement of cash flows and for presentation on the statement of net position, investments of the cash management pool and investments with original maturities of three months or less at the time they are purchased by the City, are considered to be cash equivalents. Investments with maturities greater than three months at the time of purchase are not reported as investments.

An analysis of the City's investment account at year end is provided in Note 4.

**H. Inventories of Materials and Supplies**

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

On the fund financial statements, reported materials and supplies inventory is equally offset by a nonspendable fund balance in the governmental funds which indicates that it does not constitute available spendable resources even though it is a component of net current assets.

Inventory consists of expendable supplies held for consumption.

**I. Capital Assets**

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

All capital assets are capitalized at cost (or estimated historical cost) and updated for additions and retirements during the year. Donated capital assets are recorded at their fair market values as of the date received. The City's capitalization thresholds are \$100,000 for infrastructure and \$10,000 for all other categories of capital assets. Expenditures that are below these capitalization thresholds are expensed as incurred. The City's infrastructure consists of traffic signals, sidewalks, bridges, culverts, storm sewers, streets, and water and sewer lines. Governmental activities infrastructure consisting of traffic signals, sidewalks and streets were reported retroactively back to 1980 and governmental activities infrastructure consisting of bridges and culverts were reported retroactively back to 1919. Improvements are capitalized; the costs of normal maintenance and repairs that do not add to the value of the asset or materially extend an asset's life are not. Interest incurred during the construction of proprietary fund capital assets is also capitalized.

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES - (Continued)**

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

<u>Description</u>	<u>Governmental Activities Estimated Lives</u>	<u>Business-type Activities Estimated Lives</u>
Buildings	50	50
Improvements other than buildings	20	20
Machinery and equipment	5 - 20	5 - 20
Computer software	5	5
Vehicles	8	8
Infrastructure	15 - 65	65

**J. Prepaid Items**

Payments made to vendors for services that will benefit beyond December 31, 2016, are recorded as prepaid items using the consumption method by recording a current asset for the prepaid amount and reflecting the expense in the year in which the services are consumed.

**K. Compensated Absences**

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

Sick leave benefits are accrued as a liability for the City using the vesting method. A liability is accrued for thirty-five percent of accumulated unused sick leave for all employees since the employees are entitled to that amount if they leave the City's employment for any reason. This item is discussed further in Note 15 to the BFS.

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

On governmental fund financial statements, compensated absences are recognized as liabilities and expenditures to the extent payments come due each period upon the occurrence of employee resignations and retirements. These amounts are recorded in the account "compensated absences payable" in the fund from which the employees who have accumulated leave are paid. The noncurrent portion of the liability is not reported. For proprietary funds, the entire amount of compensated absences is reported as a fund liability.

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

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

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES - (Continued)**

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

**M. Interfund Balances**

On fund financial statements, receivables and payables resulting from short-term interfund loans are classified as interfund loans receivable/payable. These amounts are eliminated in the governmental activities column on the statement of net position, except for any residual amounts between governmental and business-type activities, which are presented as internal balance.

**N. Interfund Activity**

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

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

**O. Fund Balance**

Fund balance is divided into five classifications based primarily on the extent to which the City is bound to observe constraints imposed upon the use of the resources in the governmental funds. The classifications are as follows:

*Nonspendable* - The nonspendable fund balance classification includes amounts that cannot be spent because they are not in spendable form or legally required to be maintained intact. The “not in spendable form” criterion includes items that are not expected to be converted to cash.

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

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

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES - (Continued)**

Assigned - Amounts in the assigned fund balance classification are intended to be used by the City for specific purposes but do not meet the criteria to be classified as committed. City Council has by ordinance authorized the City Auditor to assign fund balance. The Council may also assign fund balance as it does when appropriating fund balance to cover a gap between estimated revenue and appropriations in the subsequent year's appropriated budget.

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

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

**P. Estimates**

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

**Q. Net Position**

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

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

**R. Unamortized Issuance Costs/Bond Premium and Discount/Accounting Gain or Loss**

Bond discounts and premiums for government-wide statements and proprietary fund statements are deferred and amortized over the term of the bonds using the straight-line method since the results are not significantly different from the effective interest method. Bond discounts and premiums are presented as a reduction/increase to the face amount of bonds.

On the government-wide financial statements, the difference between the reacquisition price (funds required to refund the old debt) and the net carrying amount of the old debt, the gain/loss on the refunding, is being amortized as a component of interest expense. This deferred amount is amortized over the life of the old or new debt, whichever is shorter, using the effective interest method and is presented as deferred outflows of resources on the statement of net position.

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES - (Continued)**

On the governmental fund financial statements, issuance costs, premiums, discounts, and deferred charges from refunding are recognized in the current period.

**S. Operating Revenues and Expenses**

Operating revenues are those revenues that are generated directly from the primary activity of the proprietary funds. For the City, these revenues are charges for services for water, sewer, environmental sanitation and workers compensation programs. Operating expenses are necessary costs incurred to provide the goods or service that is the primary activity of the fund.

**T. Extraordinary and Special Items**

Extraordinary items are transactions or events that are both unusual in nature and infrequent in occurrence. Special items are transactions or events that are within the control of City Council and that are either unusual in nature or infrequent in occurrence. The City had no extraordinary or special items during 2016.

**U. Pensions**

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

**V. Fair Value Measurements**

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

**NOTE 3 - ACCOUNTABILITY AND COMPLIANCE**

**A. Change in Accounting Principles**

For 2016, the City has implemented GASB Statement No. 72, "Fair Value Measurement and Application", GASB Statement No. 73 "Accounting and Financial Reporting for Pensions and Related Assets That Are Not within the Scope of GASB Statement 68, and Amendments to Certain Provisions of GASB Statements 67 and 68", GASB Statement No. 76, "The Hierarchy of Generally Accepted Accounting Principles for State and Local Governments", GASB Statement No. 77, "Tax Abatement Disclosures", GASB Statement No. 78, "Pensions Provided Through Certain Multiple-Employer Defined Benefit Pension Plans" and GASB Statement No. 79, "Certain External Investment Pools and Pool Participants".

**CITY OF YOUNGSTOWN  
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NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 3 - ACCOUNTABILITY AND COMPLIANCE - (Continued)**

GASB Statement No. 72 addresses accounting and financial reporting issues related to fair value measurement. This Statement also provides guidance for applying fair value to certain investments and disclosures related to all fair value measurements. These changes were incorporated in the City's fiscal year 2016 financial statements (see Note 2.V and Note 4 to the basic financial statements); however, there was no effect on beginning net position/fund balance.

GASB Statement No. 73 improves the usefulness of information about pensions included in the general purpose external financial reports of state and local governments for making decisions and assessing accountability. The implementation of GASB Statement No. 73 did not have an effect on the financial statements of the City.

GASB Statement No. 76 identifies - in the context of the current governmental financial reporting environment - the hierarchy of generally accepted accounting principles (GAAP). This Statement reduces the GAAP hierarchy to two categories of authoritative GAAP and addresses the use of authoritative and nonauthoritative literature in the event that the accounting treatment for a transaction or other event is not specified within a source of authoritative GAAP. The implementation of GASB Statement No. 76 did not have an effect on the financial statements of the City.

GASB Statement No. 77 requires governments that enter into tax abatement agreements to disclose certain information about the agreement. GASB Statement No. 77 also requires disclosures related to tax abatement agreements that have been entered into by other governments that reduce the reporting government's tax revenues. These disclosures were incorporated in the City's fiscal year 2016 financial statements (see Note 21 for detail); however, there was no effect on beginning net position/fund balance.

GASB Statement No. 78 establishes accounting and financial reporting standards for defined benefit pensions provided to the employees of state or local governmental employers through a cost-sharing multiple-employer defined benefit pension plan (cost-sharing pension plan) that meets the criteria in paragraph 4 of Statement 68 and that (a) is not a state or local governmental pension plan, (b) is used to provide defined benefit pensions both to employees of state or local governmental employers and to employees of employers that are not state or local governmental employers, and (c) has no predominant state or local governmental employer (either individually or collectively with other state or local governmental employers that provide pensions through the pension plan). The implementation of GASB Statement No. 78 did not have an effect on the financial statements of the City.

GASB Statement No. 79 establishes accounting and financial reporting standards for qualifying external investment pools that elect to measure for financial reporting purposes all of their investments at amortized cost. This Statement provides accounting and financial reporting guidance and also establishes additional note disclosure requirements for governments that participate in those pools. The implementation of GASB Statement No. 79 did not have an effect on the financial statements of the City.

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 3 - ACCOUNTABILITY AND COMPLIANCE - (Continued)**

**B. Deficit Fund Balances**

Fund balances at December 31, 2016 included the following individual fund deficits:

<u>Major funds:</u>	<u>Deficit</u>
Covelli Centre	\$ 9,604,541
Capital projects public works	2,098,199
<u>Nonmajor fund</u>	
Business development	510,563

The general fund is liable for deficits in these funds and provides transfers when cash is required, not when accruals occur. The deficit fund balances in the Covelli Centre special revenue fund and capital projects public works fund is a result of reporting short-term notes payable as a fund liability (see Note 13 for detail). The deficit fund balance in the business development fund is a result of reporting an interfund loan as a fund liability (see Note 5.B for detail).

**C. Prior Period Adjustments**

Net position and fund balance at December 31, 2015, have been restated to report the activity of the environmental sanitation fund in a separate major enterprise fund. The environmental sanitation fund was established by Ordinance 15-308 on November 18, 2015, along with a new rate schedule for sanitation per Ordinance 15-309 that was effective as of December 1, 2015. For the year ended December 31, 2015, the activity related to this new fund was reported in the sewer enterprise fund and the general fund. Net position/fund balance of the governmental activities, business-type activities, general fund and sewer fund have been restated at January 1, 2016, as detailed on the following page.

On November 16, 2015, the City refunded the 2005 various purpose refunding bonds. The transactions related to this current refunding were not reported in the previous year. Governmental activities and long-term obligations of the governmental activities have been restated to present the outstanding principal balance of the 2015 various purpose refunding bonds and the related unamortized deferred charges on the refunding, and to remove the refunded principal, unamortized premium, bond issue costs and deferred charges of the 2005 various purpose refunding bonds, as detailed on the following page.

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 3 - ACCOUNTABILITY AND COMPLIANCE - (Continued)**

	Governmental Activities	Business-Type Activities	General	Enterprise Funds	
				Sewer	Environmental Sanitation
Net position/fund balance as previously reported	\$ 43,566,819	\$ 78,773,264	\$ 6,428,028	\$ 46,222,193	\$ -
Adjustments:					
Environmental sanitation fund:					
Cash balance at December 31, 2015	-	-	-	(1,148,254)	1,148,254
Accounts receivable	(326,349)	326,349	(326,349)	-	326,349
Accounts payable	-	-	-	55,511	(55,511)
Accrued wages	-	-	-	3,003	(3,003)
Due to other governments	-	-	-	464	(464)
Accrued interest payable	-	-	-	380	(380)
Notes payable	-	-	-	1,100,000	(1,100,000)
Net effect of adjustment	(326,349)	326,349	(326,349)	11,104	315,245
2015 Various purpose bond refunding:					
2005 Bond principal refunded	4,655,000	-	-	-	-
2016 Refunding bonds issued	(4,817,000)	-	-	-	-
Unamortized bond issue costs on 2005 refunding bond issue	(316,878)	-	-	-	-
Unamortized premium on 2005 refunding bond issue	89,769	-	-	-	-
Unamortized deferred charges on on 2015 refunding bonds	72,231	-	-	-	-
Net effect of adjustment	(316,878)	-	-	-	-
Restated net position/fund balance at January 1, 2016	\$ 42,923,592	\$ 79,099,613	\$ 6,101,679	\$ 46,233,297	\$ 315,245

**NOTE 4 - DEPOSITS AND INVESTMENTS**

The City maintains a cash and investment pool used by all funds. Each fund type's portion of this pool is displayed on the financial statements as "equity in pooled cash and cash equivalents". Statutes require the classification of monies held by the City into three categories:

*Active Monies:* those monies required to be kept in a "cash" or "near-cash" status for immediate use by the City. Such monies must by law be maintained either as cash in the City treasury; in depository accounts payable or withdrawable on demand; including negotiable order of withdrawal (NOW) account; or in money market deposit accounts.

*Inactive Monies:* those monies not required for use within the current five-year period of designation of depositories. Inactive monies may be deposited or invested as certificates of deposit maturing not later than the end of the current period of designation of depositories or as savings or deposit accounts including, but not limited to, passbook accounts.



**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 4 - DEPOSITS AND INVESTMENTS - (Continued)**

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

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

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

The City may also invest any monies not required to be used for a period of six months or more in the following:

1. Bonds of the State of Ohio;
2. Bonds of any municipal corporation, village, county, township, or other political subdivision of this State, as to which there is no default of principal, interest or coupons; and,
3. Obligations of the City.

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 4 - DEPOSITS AND INVESTMENTS - (Continued)**

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

**A. Deposits with Financial Institutions**

At December 31, 2016, the carrying amount of all City deposits was \$57,797,051. Based on the criteria described in GASB Statement No. 40, "Deposits and Investment Risk Disclosures", as of December 31, 2016, \$42,184,053 of the City's bank balance of \$59,020,315 was exposed to custodial risk as discussed below, while \$16,836,262 was covered by the FDIC.

Custodial credit risk is the risk that, in the event of bank failure, the City's deposits may not be returned. All deposits are collateralized with eligible securities in amounts equal to at least 105% of the carrying value of the deposits. Such collateral, as permitted by the Ohio Revised Code, is held in single financial institution collateral pools at Federal Reserve Banks, or at member banks of the federal reserve system, in the name of the respective depository bank and pledged as a pool of collateral against all of the public deposits it holds or as specific collateral held at the Federal Reserve Bank in the name of the City. The City has no deposit policy for custodial credit risk beyond the requirements of State statute. Although the securities were held by the pledging institutions' trust department and all statutory requirements for the deposit of money had been followed, noncompliance with federal requirements could potentially subject the City to a successful claim by the FDIC.

**B. Investments**

As of December 31, 2016, the City did not hold investments.

**C. Reconciliation of Cash and Cash Equivalents to the Statement of Net Position**

The following is a reconciliation of cash and cash equivalents as reported in the note above to cash and cash and cash equivalents as reported on the statement of net position as of December 31, 2016:

<u>Cash and cash equivalents per note</u>	
Carrying amount of deposits	<u>\$ 57,797,051</u>
 <u>Cash and cash equivalents per statement of net position</u>	
Governmental activities	\$ 16,171,100
Business-type activities	34,439,730
Agency funds	<u>7,186,221</u>
Total	<u>\$ 57,797,051</u>

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 5 - INTERFUND TRANSACTIONS**

- A. Interfund transfers for the year ended December 31, 2016, consisted of the following, as reported in the fund financial statements:

<u>Transfers from</u>	<u>Transfers to</u>				<u>Total</u>
	<u>Fire Levy</u>	<u>Police Levy</u>	<u>Capital Projects Public Works</u>	<u>Nonmajor Governmental</u>	
General	\$ 8,962,000	\$ 6,742,000	\$ -	\$ 830,000	\$ 16,534,000
Nonmajor governmental	-	-	2,378,217	4,815,969	7,194,186
<b>Total</b>	<b><u>\$ 8,962,000</u></b>	<b><u>\$ 6,742,000</u></b>	<b><u>\$ 2,378,217</u></b>	<b><u>\$ 5,645,969</u></b>	<b><u>\$ 23,728,186</u></b>

Transfers are used to (1) move revenues from the fund that statute or budget requires to collect them to the fund that statute or budget requires to expend them, (2) use unrestricted revenues collected in the general fund to finance various programs accounted for in other funds in accordance with budgetary authorizations. Transfers between governmental funds are eliminated on the government-wide financial statements.

- B. Interfund loans consisted of the following at December 31, 2016, as reported on the fund financial statements.

<u>Receivable fund</u>	<u>Payable fund</u>	<u>Amount</u>
General	Business development nonmajor capital projects	\$ 451,400

Interfund balance between governmental funds are eliminated on the government-wide financial statements. The interfund balance is expected to be repaid within one year.

- C. Due to/from other funds consisted of the following at December 31, 2016, as reported on the fund financial statements.

<u>Receivable fund</u>	<u>Payable fund</u>	<u>Amount</u>
Water	Mahoning County sewage agency fund	\$ 3,689,197

The amount due from the Mahoning County sewage agency fund to the water fund for administrative duties related to the City's collection of water fees from County customers will be repaid in future years.

**NOTE 6 - INCOME TAXES**

The City levies an income tax of two and three-quarter percent on all income earned within the City as well as on incomes of residents earned outside the City. In the latter case, the City allows a credit not to exceed two and three-quarter percent on income earned outside the City and paid to other municipalities.

Employers within the City are required to withhold income tax on employee earnings and remit the tax to the City at least quarterly. Corporations and other individual taxpayers are also required to pay their estimated tax at least quarterly and file a final return annually.

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 6 - INCOME TAXES - (Continued)**

Income tax revenue is credited to four funds. Of the original two percent levied, the general fund receives one and one-half percent and of the remaining one-half percent, 40 percent is credited to the police levy special revenue fund, 35 percent to the fire levy special revenue fund, and 25 percent to the ¼ of 5 mil capital improvement capital projects fund.

An additional one-quarter percent was levied for 1997. Of this additional one-quarter percent 50 percent is credited to the police levy special revenue fund, 25 percent to the fire levy special revenue fund and 25 percent to the ¼ of 5 mil capital improvement capital projects fund.

Effective January 1, 2003, the citizens of the City voted for an additional one half percent to bring the total tax levied on income to two and three-quarter percent. Of the additional one half percent levied, 45 percent is credited to the police levy special revenue fund, 35 percent to the fire levy special revenue fund and 20 percent to the ¼ of 5 mil capital improvement capital projects fund.

In addition, the City receives income tax monies as the result of its agreement with the City of Girard for a Joint Economic Development Zone (JEDZ). Businesses within the JEDZ pay taxes on income earned within the JEDZ and are required to withhold income tax on employee earnings and remit the tax to the City. The City is responsible for collection and administration of the income tax for the JEDZ. The City is entitled to 45% of all income taxes collected from the JEDZ and the City of Girard is entitled to the remaining 55%.

The Regional Tax Agency administers and collects income taxes for the City. Payments are remitted monthly net of collection fees of three percent.

**NOTE 7 - PROPERTY TAXES**

Property taxes include amounts levied against all real and public utility property located in the City. Taxes collected from real property taxes (other than public utility) in one calendar year are levied in the preceding calendar year on the assessed value as of January 1 of that preceding year, the lien date. Assessed values are established by the County Auditor at 35 percent of appraised market value. All property is required to be revaluated every six years. Real property taxes are payable annually or semi-annually. If paid annually, payment is due December 31; if paid semi-annually, the first payment is due December 31, with the remainder payable by June 20. Under certain circumstances, State statute permits later payment dates to be established.

Public utility real and tangible personal property taxes collected in one calendar year are levied in the preceding calendar year on assessed values determined as of December 31 of the second year proceeding the tax collection year, the lien date. Public utility tangible personal property is assessed at varying percentages of true value; public utility real property is assessed at 35 percent of true value. 2016 public utility property taxes became a lien December 31, 2015, are levied after October 1, 2016, and are collected in 2017 with real property taxes. Public utility property taxes are payable on the same dates as real property taxes described previously.

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 7 - PROPERTY TAXES - (Continued)**

The County Treasurer collects property taxes on behalf of all taxing districts in the County, including the City of Youngstown. The County Auditor periodically remits to the City its portion of the taxes collected. Property taxes receivable represents real property taxes, public utility taxes, tangible personal property taxes and outstanding delinquencies which are measurable as of December 31, 2016 and for which there is an enforceable legal claim. In the governmental funds, the current portion receivable has been offset by deferred inflows of resources since the current taxes were not levied to finance 2016 operations and the collection of delinquent taxes has been offset by a deferred inflow of resources since the collection of the taxes during the available period is not subject to reasonable estimation. On a full accrual basis, collectible delinquent property taxes have been recorded as revenue.

The full tax rate for all City operations for the year ended December 31, 2016 was \$3.70 per \$1,000 of assessed value. The assessed values of real and tangible personal property upon which 2016 property tax receipts were based are as follows:

<u>Real property</u>	
Residential/agricultural	\$ 256,691,350
Commercial/industrial/mineral	168,371,840
Public utility	<u>61,349,900</u>
Total assessed value	<u>\$ 486,413,090</u>

**NOTE 8 - SPECIAL ASSESSMENTS**

Special assessments include annually assessed service assessments. Service type special assessments are levied against all property owners which benefit from the provided service. Special assessments are payable by the time and in the manner stipulated in the assessing ordinance and are a lien from the date of the passage of the ordinance.

The City's special assessments include street lighting, demolitions including board-ups and asbestos abatement, curbs, sidewalks, sewer rehabilitation and weed cutting which are billed by the County Auditor and collected by the County Treasurer. The County Auditor periodically remits these collections to the City. Special assessments collected in one calendar year are levied and certified in the preceding calendar year.

**NOTE 9 - RECEIVABLES**

Receivables at December 31, 2016, consisted of taxes, accounts (billings for user charged services), notes, special assessments, accrued interest and intergovernmental receivables arising from grants, entitlements and shared revenue. All intergovernmental receivables have been classified as "due from other governments" on the BFS. Receivables have been recorded to the extent that they are measurable at December 31, 2016.

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 9 - RECEIVABLES - (Continued)**

A summary of the principal items of receivables reported on the statement of net position follows:

**Governmental activities:**

Income taxes	\$ 13,152,083
Real and other taxes	2,728,086
Accounts	891,674
Special assessments	135,990
Notes	142,000
Accrued interest	7,493
Due from other governments	5,892,906

**Business-type activities:**

Accounts - gross	\$ 13,731,229
Less - allowance for uncollectibles	<u>(3,613,562)</u>
Net accounts receivable	<u>10,117,667</u>
Special assessments	915,160

Receivables have been disaggregated on the face of the BFS. The only receivable not expected to be collected within the subsequent year are the notes and special assessments. The special assessments are collected over the life of the assessment and notes receivable which will be repaid over a period ranging from one to eight years. Accounts receivable in the business-type activities for utilities have been reported net of a twenty-five percent allowance for uncollectible accounts.

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**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 10 - CAPITAL ASSETS**

Capital asset activity for the year ended December 31, 2016, was as follows:

<b><u>Governmental activities:</u></b>	Balance 12/31/15	Additions	Disposals	Balance 12/31/16
<i>Capital assets, not being depreciated:</i>				
Land	\$ 14,049,527	\$ 379,086	\$ (170,023)	\$ 14,258,590
Construction in progress	<u>2,219,138</u>	<u>6,833,175</u>	<u>(2,219,138)</u>	<u>6,833,175</u>
Total capital assets, not being depreciated	<u>16,268,665</u>	<u>7,212,261</u>	<u>(2,389,161)</u>	<u>21,091,765</u>
<i>Capital assets, being depreciated:</i>				
Buildings	52,758,995	115,409	-	52,874,404
Improvements other than buildings	6,018,082	165,936	(72,301)	6,111,717
Machinery and equipment	11,074,073	397,441	(514,801)	10,956,713
Computer software	448,449	-	-	448,449
Vehicles	10,062,013	590,960	(22,488)	10,630,485
Infrastructure	<u>51,137,289</u>	<u>4,465,241</u>	<u>-</u>	<u>55,602,530</u>
Total capital assets, being depreciated	<u>131,498,901</u>	<u>5,734,987</u>	<u>(609,590)</u>	<u>136,624,298</u>
<i>Less: accumulated depreciation:</i>				
Buildings	(18,855,556)	(1,538,107)	-	(20,393,663)
Improvements other than buildings	(3,139,032)	(240,728)	72,301	(3,307,459)
Machinery and equipment	(8,698,413)	(360,660)	487,807	(8,571,266)
Computer software	(428,053)	(9,405)	-	(437,458)
Vehicles	(7,961,853)	(473,297)	22,488	(8,412,662)
Infrastructure	<u>(18,192,784)</u>	<u>(1,628,799)</u>	<u>-</u>	<u>(19,821,583)</u>
Total accumulated depreciation	<u>(57,275,691)</u>	<u>(4,250,996)</u>	<u>582,596</u>	<u>(60,944,091)</u>
Total capital assets, being depreciated, net	<u>74,223,210</u>	<u>1,483,991</u>	<u>(26,994)</u>	<u>75,680,207</u>
Governmental activities capital assets, net	<u>\$ 90,491,875</u>	<u>\$ 8,696,252</u>	<u>\$ (2,416,155)</u>	<u>\$ 96,771,972</u>

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 10 - CAPITAL ASSETS - (Continued)**

Capital assets of the business-type activities for the year ended December 31, 2016, was as follows:

<b><u>Business-type activities:</u></b>	Balance 12/31/15	Additions	Disposals	Balance 12/31/16
<i>Capital assets, not being depreciated:</i>				
Land	\$ 1,062,689	\$ 76,797	\$ (17,000)	\$ 1,122,486
Construction in progress	-	3,109,206	-	3,109,206
Total capital assets, not being depreciated	<u>1,062,689</u>	<u>3,186,003</u>	<u>(17,000)</u>	<u>4,231,692</u>
<i>Capital assets, being depreciated:</i>				
Buildings	63,280,002	59,025	-	63,339,027
Improvements other than buildings	2,805,810	37,103	-	2,842,913
Machinery and equipment	26,124,232	1,559,473	(23,433)	27,660,272
Computer software	713,376	-	-	713,376
Vehicles	5,664,507	3,453,546	(188,632)	8,929,421
Infrastructure	<u>40,939,110</u>	<u>297,074</u>	<u>-</u>	<u>41,236,184</u>
Total capital assets, being depreciated	<u>139,527,037</u>	<u>5,406,221</u>	<u>(212,065)</u>	<u>144,721,193</u>
<i>Less: accumulated depreciation:</i>				
Buildings	(24,994,000)	(1,425,635)	-	(26,419,635)
Improvements other than buildings	(2,115,064)	(43,782)	-	(2,158,846)
Machinery and equipment	(20,639,613)	(661,880)	23,433	(21,278,060)
Computer software	(368,581)	(70,212)	-	(438,793)
Vehicles	(3,874,645)	(574,291)	188,632	(4,260,304)
Infrastructure	<u>(13,770,275)</u>	<u>(600,202)</u>	<u>-</u>	<u>(14,370,477)</u>
Total accumulated depreciation	<u>(65,762,178)</u>	<u>(3,376,002)</u>	<u>212,065</u>	<u>(68,926,115)</u>
Total capital assets, being depreciated, net	<u>73,764,859</u>	<u>2,030,219</u>	<u>-</u>	<u>75,795,078</u>
Business-type activities capital assets, net	<u>\$ 74,827,548</u>	<u>\$ 5,216,222</u>	<u>\$ (17,000)</u>	<u>\$ 80,026,770</u>



**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 10 - CAPITAL ASSETS - (Continued)**

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

**Governmental activities:**

General government	\$ 526,328
Security of persons and property	469,991
Public health and welfare	23,318
Transportation	1,826,875
Leisure time activity	311,990
Community environment	<u>1,092,494</u>
Total depreciation expense - governmental activities	<u>\$ 4,250,996</u>

**Business-type activities:**

Sewer	\$ 2,083,523
Water	1,069,033
Environmental sanitation	<u>223,446</u>
Total depreciation expense - business-type activities	<u>\$ 3,376,002</u>

**NOTE 11 - CAPITALIZED LEASES - LESSEE DISCLOSURE**

**A. Governmental Activities**

In prior years, the City entered into capital leases for equipment and a fire truck. Capital lease payments have been reclassified and are reflected as debt service expenditures in the combined BFS for the governmental funds. These expenditures are reported as function expenditures on the budgetary statements.

General capital assets consisting of equipment and vehicles have been capitalized in the statement of net position in the amount of \$168,374 and \$889,276, respectively. These amounts represent the present value of the minimum lease payments at the time of acquisition. A corresponding liability was recorded in the statement of net position. Principal payments made during 2016 totaled \$4,300 paid by the general fund, \$68,613 paid by the fire levy fund and \$9,860 paid by nonmajor governmental funds. The following is a schedule of the future long-term minimum lease payments required under capital leases and the present value of the minimum lease payments as of December 31, 2016:

**CITY OF YOUNGSTOWN  
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NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 11 - CAPITALIZED LEASES - LESSEE DISCLOSURE - (Continued)**

<u>Year Ended December 31,</u>	<u>Governmental Activities</u>
2017	\$ 97,175
2018	90,946
2019	86,497
2020	86,497
2021	86,498
Thereafter	<u>175,099</u>
Total	622,712
Less: amount representing interest	<u>(65,963)</u>
Present value of net minimum lease payments	<u><u>\$ 556,749</u></u>

**B. Business-Type Activities**

During 2016, the City entered into capital leases for garbage trucks and garbage cart containers.

Capital assets consisting of vehicles have been capitalized in the statement of net position in the amount of \$2,455,200. The value of assets related to the garbage cart containers, \$1,149,542, was not capitalized because the value of each individual item is under the City's capitalization threshold. These amounts represent the present value of the minimum lease payments at the time of acquisition. A corresponding liability was recorded in the statement of net position. Payments on these leases will be made from the environmental sanitation enterprise fund. The following is a schedule of the future long-term minimum lease payments required under capital leases and the present value of the minimum lease payments as of December 31, 2016:

<u>Year Ended December 31,</u>	<u>Business-Type Activities</u>		
	<u>Garbage Trucks</u>	<u>Garbage Carts</u>	<u>Total</u>
2017	\$ 278,943	\$ 179,434	\$ 458,377
2018	278,621	179,400	458,021
2019	279,221	178,867	458,088
2020	278,677	179,267	457,944
2021	279,013	179,577	458,590
Thereafter	<u>1,395,265</u>	<u>358,289</u>	<u>1,753,554</u>
Total	2,789,740	1,254,834	4,044,574
Less: amount representing interest	<u>(334,540)</u>	<u>(105,292)</u>	<u>(439,832)</u>
Present value of net minimum lease payments	<u><u>\$ 2,455,200</u></u>	<u><u>\$ 1,149,542</u></u>	<u><u>\$ 3,604,742</u></u>

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 12 - LONG-TERM OBLIGATIONS**

**A. Governmental Activities**

The long-term obligations previously reported at December 31, 2015 have been restated to account for the refunding of the 2005 various purpose refunding bonds with the 2015 various purpose refunding bonds (see Note 3.C for detail). During 2016, the following changes occurred in governmental activities long-term obligations:

<b>Governmental activities:</b>	Balance 12/31/15	Adjustments	Restated Balance 1/1/16	Additions	Reductions	Balance 12/31/16	Amounts Due in One Year
<u>General obligation bonds</u>							
2006 pension refunding bonds	\$ 8,210,000	\$ -	\$ 8,210,000	\$ -	\$ (8,210,000)	\$ -	\$ -
2005 various purpose refunding bonds	4,655,000	(4,655,000)	-	-	-	-	-
2015 various purpose refunding bonds	-	4,817,000	4,817,000	-	(365,000)	4,452,000	599,000
2016 pension refunding bonds	-	-	-	8,090,000	-	8,090,000	405,000
<b>Total general obligations bonds</b>	<b>12,865,000</b>	<b>162,000</b>	<b>13,027,000</b>	<b>8,090,000</b>	<b>(8,575,000)</b>	<b>12,542,000</b>	<b>1,004,000</b>
<u>HUD section 108 loans</u>							
Housing rehab section 108	250,000	-	250,000	-	(50,000)	200,000	50,000
Youngstown mini-loan	180,000	-	180,000	-	(180,000)	-	-
<b>Total HUD Section 108</b>	<b>430,000</b>	<b>-</b>	<b>430,000</b>	<b>-</b>	<b>(230,000)</b>	<b>200,000</b>	<b>50,000</b>
<u>Notes payable</u>							
Taxable street improvements, series 2015	9,860,000	-	9,860,000	-	(9,860,000)	-	-
<b>Total notes payable</b>	<b>9,860,000</b>	<b>-</b>	<b>9,860,000</b>	<b>-</b>	<b>(9,860,000)</b>	<b>-</b>	<b>-</b>
<u>Other long-term obligations</u>							
Net pension liability	56,949,335	-	56,949,335	14,617,398	-	71,566,733	-
OPWC loan	214,288	-	214,288	-	(21,429)	192,859	21,429
Capital lease obligation	639,522	-	639,522	-	(82,773)	556,749	80,892
Claims payable	2,551,800	-	2,551,800	-	(212,600)	2,339,200	543,321
Compensated absences	6,377,265	-	6,377,265	2,920,304	(2,812,364)	6,485,205	1,156,644
<b>Total other long-term obligations</b>	<b>66,732,210</b>	<b>-</b>	<b>66,732,210</b>	<b>17,537,702</b>	<b>(3,129,166)</b>	<b>81,140,746</b>	<b>1,802,286</b>
<b>Total governmental activities long-term obligations</b>	<b>89,887,210</b>	<b>162,000</b>	<b>90,049,210</b>	<b>\$ 25,627,702</b>	<b>\$(21,794,166)</b>	<b>\$ 93,882,746</b>	<b>\$ 2,856,286</b>
Add: Unamortized premium	89,769	(89,769)	-				
Less: Unamortized deferred charges	(410,585)	410,585	-				
<b>Total reported on the statement of net position</b>	<b>\$ 89,566,394</b>	<b>\$ 482,816</b>	<b>\$ 90,049,210</b>				

**CITY OF YOUNGSTOWN  
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NOTES TO THE BASIC FINANCIAL STATEMENTS  
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**NOTE 12 - LONG-TERM OBLIGATIONS - (Continued)**

**B. Business-type Activities**

During 2016, the following changes occurred in business-type activities long-term obligations:

	Interest Rate	Balance 12/31/2015	Additions	Reductions	Balance 12/31/2016	Amounts Due In One Year
<b>Business-type activities:</b>						
<u>OWDA loans</u>						
Orchard meadow overflow elimination	3.81%	\$ 2,692,418	\$ -	\$ (212,953)	\$ 2,479,465	\$ 221,144
Pump station improvements	3.79%	888,861	-	(70,373)	818,488	73,067
Waterline replacement	4.48%	101,583	-	(9,392)	92,191	9,818
Elevated storage tanks	4.48%	1,253,078	-	(90,390)	1,162,688	94,485
Waterline construction	3.99%	141,546	-	(9,405)	132,141	9,783
WWTP roof replacement	3.25%	514,427	-	(33,384)	481,043	27,631
Sludge storage tank covers	3.25%	421,369	-	(22,201)	399,168	22,928
Woodland and Andrews Avenue	3.25%	295,729	-	(15,581)	280,148	16,091
Boardman storage tank	3.83%	1,421,397	-	(68,662)	1,352,735	71,317
Roger Lindgren Way - forcemain	4.14%	483,442	-	(20,928)	462,514	21,803
Roger Lindgren Way - waterlines	3.49%	1,155,351	-	(50,797)	1,104,554	52,585
Meadowbrook flow equalization basis	2.86%	4,577,698	-	(237,394)	4,340,304	141,343
Myrtle Avenue pump station	3.30%	1,042,436	-	(48,434)	994,002	50,046
Briar Hill elevated storage tank	4.29%	1,939,562	-	(81,841)	1,857,721	82,855
Water Department maintenance complex	3.45%	5,204,860	-	(220,989)	4,983,871	228,679
Total OWDA loans		<u>22,133,757</u>	<u>-</u>	<u>(1,192,724)</u>	<u>20,941,033</u>	<u>1,123,575</u>
<u>OPWC loans</u>						
Kirk Road water storage tank	0.00%	495,799	-	(47,219)	448,580	47,219
Boardman elevated water tank	0.00%	986,750	-	(56,385)	930,365	56,385
Gypsy Lane water and sanitary improvements	0.00%	166,970	-	(13,357)	153,613	13,359
Kirkmere sanitary sewer	0.00%	312,603	-	(11,578)	301,025	11,578
Phelps Street sanitary sewer	0.00%	733,700	-	(25,300)	708,400	25,300
Belle Vista waterline replacements	0.00%	607,738	59,600	(22,508)	644,830	24,801
WWTP electrical system upgrade	0.00%	-	72,429	-	72,429	-
Total OPWC loans		<u>3,303,560</u>	<u>132,029</u>	<u>(176,347)</u>	<u>3,259,242</u>	<u>178,642</u>
<u>Other long-term obligations</u>						
Net pension liability		9,703,538	4,629,131	-	14,332,669	-
Capital lease obligation		-	3,604,742	-	3,604,742	375,000
ODOT State infrastructure bank loan		1,073,380	-	(256,480)	816,900	264,233
Judgment payable		-	1,796,000	-	1,796,000	-
Compensated absences		1,758,458	1,260,558	(1,109,980)	1,909,036	343,355
Total other long-term obligations		<u>12,535,376</u>	<u>11,290,431</u>	<u>(1,366,460)</u>	<u>22,459,347</u>	<u>982,588</u>
Total business-type activities long-term obligations		<u>\$ 37,972,693</u>	<u>\$ 11,422,460</u>	<u>\$ (2,735,531)</u>	<u>\$ 46,659,622</u>	<u>\$ 2,284,805</u>

**CITY OF YOUNGSTOWN  
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NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 12 - LONG-TERM OBLIGATIONS - (Continued)**

Principal and interest requirements to retire the governmental activities long-term debt obligations outstanding at December 31, 2016, are as follows:

<u>General Obligation Bonds Payable</u>			
<u>Year</u>	<u>Principal</u>	<u>Interest</u>	<u>Total</u>
2017	\$ 1,004,000	\$ 363,936	\$ 1,367,936
2018	1,082,000	288,049	1,370,049
2019	1,103,000	261,600	1,364,600
2020	1,129,000	234,634	1,363,634
2021	1,159,000	207,026	1,366,026
2022 - 2026	4,025,000	663,741	4,688,741
2027 - 2031	<u>3,040,000</u>	<u>237,726</u>	<u>3,277,726</u>
Total	<u>\$12,542,000</u>	<u>\$ 2,256,712</u>	<u>\$ 14,798,712</u>

<u>HUD Section 108 Loans Payable</u>			
<u>Year</u>	<u>Principal</u>	<u>Interest</u>	<u>Total</u>
2017	\$ 50,000	\$ 15,876	\$ 65,876
2018	50,000	11,922	61,922
2019	<u>100,000</u>	<u>7,958</u>	<u>107,958</u>
Total	<u>\$ 200,000</u>	<u>\$ 35,756</u>	<u>\$ 235,756</u>

<u>OPWC Loan Payable</u>			
<u>Year</u>	<u>Principal</u>	<u>Interest</u>	<u>Total</u>
2017	\$ 21,429	\$ -	\$ 21,429
2018	21,429	-	21,429
2019	21,429	-	21,429
2020	21,429	-	21,429
2021	21,429	-	21,429
2022 - 2025	<u>85,714</u>	<u>-</u>	<u>85,714</u>
Total	<u>\$ 192,859</u>	<u>\$ -</u>	<u>\$ 192,859</u>

Principal and interest requirements to retire the business-type activities long-term debt obligations outstanding at December 31, 2016, are as follows:

<u>ODOT State Infrastructure Bank Loan</u>			
<u>Year</u>	<u>Principal</u>	<u>Interest</u>	<u>Total</u>
2017	\$ 264,233	\$ 28,530	\$ 292,763
2018	272,219	20,543	292,762
2019	<u>280,448</u>	<u>12,315</u>	<u>292,763</u>
Total	<u>\$ 816,900</u>	<u>\$ 61,388</u>	<u>\$ 878,288</u>

**CITY OF YOUNGSTOWN  
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NOTES TO THE BASIC FINANCIAL STATEMENTS  
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**NOTE 12 - LONG-TERM OBLIGATIONS - (Continued)**

Year	OWDA Loan Payable		
	Principal	Interest	Total
2017	\$ 1,123,575	\$ 636,629	\$ 1,760,204
2018	1,229,858	659,125	1,888,983
2019	1,274,690	617,161	1,891,851
2020	1,321,182	573,647	1,894,829
2021	1,369,406	528,554	1,897,960
2022 - 2026	7,398,399	1,905,987	9,304,386
2027 - 2031	5,705,589	780,013	6,485,602
2032 - 2033	<u>1,518,334</u>	<u>51,015</u>	<u>1,569,349</u>
Total	<u>\$20,941,033</u>	<u>\$ 5,752,131</u>	<u>\$ 26,693,164</u>

Year	OPWC Loans Payable		
	Principal	Interest	Total
2017	\$ 178,642	\$ -	\$ 178,642
2018	178,641	-	178,641
2019	178,642	-	178,642
2020	178,641	-	178,641
2021	178,642	-	178,642
2022 - 2026	869,596	-	869,596
2027 - 2031	610,361	-	610,361
2032 - 2036	392,974	-	392,974
2037 - 2041	308,395	-	308,395
2042 - 2045	<u>112,279</u>	<u>-</u>	<u>112,279</u>
Total	<u>\$ 3,186,813</u>	<u>\$ -</u>	<u>\$ 3,186,813</u>

As of December 31, 2016, the City's overall legal debt margin (the ability to issue additional amounts of general obligation bonded debt) was \$34,187,333 and unvoted legal debt margin was \$8,410,720.

On November 16, 2006, the City issued pension refunding bonds. These bonds refunded the \$7,455,000 callable portion of the 2000 pension refunding bond issue. These bonds are general obligations of the City, for which its full faith and credit is pledged for repayment. The reacquisition price exceeded the net carrying amount of the old debt by \$646,594. This amount is being netted against the new debt and amortized over the remaining life of the refunded debt, which is equal to the life of the new debt issued. During 2016, the City made a principal payment of \$375,000 and refunded the remaining outstanding principal of \$7,835,000 on the 2006 pension refunding bonds with the 2016 pension refunding bonds.

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 12 - LONG-TERM OBLIGATIONS - (Continued)**

On November 16, 2015, the City issued \$4,817,000 in general obligation refunding bonds. The bond issue was used to currently refund the 2005 various purpose refunding bonds. The refunded debt is considered defeased (in-substance) and accordingly has been removed from the statement of net position. The reacquisition price exceeded the net carrying amount of the old debt by \$72,231. This amount is being netted against the new debt and amortized over the remaining life of the refunded debt, which is equal to the life of the new debt issued. The bonds have a final maturity date of December 1, 2025 and bear an annual interest rate of 2.35%.

On September 2, 2016, the City issued \$8,090,000 in general obligation refunding bonds. The bond issue was used to currently refund the 2006 pension refunding bonds. The refunded debt is considered defeased (in-substance) and accordingly has been removed from the statement of net position. The reacquisition price exceeded the net carrying amount of the old debt by \$72,231. This amount is being netted against the new debt and amortized over the remaining life of the refunded debt, which is equal to the life of the new debt issued. This current refunding was undertaken to reduce total debt service payments over the next 15 years by \$958,662 and resulted in an economic gain of \$814,450. The bonds have a final maturity date of December 1, 2031 and bear an annual interest rate of 2.57%.

General obligation bonds are direct obligations of the City for which its full faith and credit are pledged for repayment. The general obligation bonds are to be repaid from property tax revenues that are received in the debt service fund.

The City has entered into an agreement with the Ohio Department of Transportation (ODOT) for a State Infrastructure Bank (SIB) direct loan transaction for the improvements to the Brier Hill Industrial Park area in the amount of \$2,626,090. The amounts due to ODOT are payable solely from water and sewer revenues. The loan agreements function similar to a line-of-credit agreement. At December 31, 2016, the City has outstanding borrowings of \$816,900 in the business-type activities. The loan agreement requires principal and interest payments to begin thirty-seven months after the closing date of the loan and bears an interest rate of 3.00%.

The City has entered into debt financing arrangements through the OWDA to fund construction projects. The amounts due to the OWDA are payable solely from water and sewer revenues. The loan agreements function similar to a line-of-credit agreement. At December 31, 2016, the City has outstanding borrowings of \$20,941,033 in the business-type activities. The loan agreements require semi-annual payments and are paid from the sewer and water funds.

The City has pledged future water and sewer revenues to repay OWDA and ODOT loans. The loans are payable solely from water and sewer fund revenues and are payable through 2033. Annual principal and interest payments on the water loans are expected to require over 100 percent of net revenues and 4.28 percent of total revenue of the water fund. Water loan principal and interest paid for the current year was \$1,297,462. Annual principal and interest payments on the sewer loans are expected to require 19.14 percent of net revenues and 4.53 percent of total revenue of the sewer fund. Sewer loan principal and interest paid for the current year was \$1,076,244. The total principal and interest remaining to be paid on the water and sewer loans is \$27,571,452.

The HUD Section 108 loans will be paid from community development agency entitlements.

An Ohio Public Works Commission Loan (OPWC) was issued to finance the Federal Street reconstruction project. The loan was issued in the amount of \$428,576, is interest free and is paid from the bond retirement fund.

**CITY OF YOUNGSTOWN  
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NOTES TO THE BASIC FINANCIAL STATEMENTS  
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**NOTE 12 - LONG-TERM OBLIGATIONS - (Continued)**

The City has entered into debt financing arrangements through the OPWC to fund sewer and water construction projects. At December 31, 2016, the City has outstanding borrowings of \$3,259,242 in the business-type activities. The WWTP electrical system upgrade loan, with a balance of \$72,429 at December 31, 2016, has not been fully disbursed; therefore, the balance is not included in the amortization table above. The loan agreements require semi-annual payments and are paid from the sewer and water funds.

For compensated absences, additions and deletions of accrued vacation and sick leave are shown net since it is impractical for the City to determine these amounts separately. Compensated absences and the net pension liability will be paid from the fund from which the employees' salaries are paid.

Judgments payable will be paid from the water fund, see Note 23 for details.

The claims payable liability will be paid from the workers' compensation internal service fund.

**NOTE 13 - NOTES PAYABLE**

Note activity during 2016 consisted of the following:

	<u>Issue Date</u>	<u>Interest Rate</u>	<u>Balance 12/31/2015</u>	<u>Issued</u>	<u>Reductions</u>	<u>Balance 12/31/2016</u>
<b>Governmental activities:</b>						
<i><u>Covelli Centre fund:</u></i>						
Convocation center	2015	1.95%	\$ 400,000	\$ -	\$ (400,000)	\$ -
Convocation center	2016	1.75%	-	9,760,000	-	9,760,000
<i>Capital projects</i>						
<i><u>public works fund:</u></i>						
Various purposes	2016	1.875%	-	5,600,000	-	5,600,000
<i><u>Fire levy fund:</u></i>						
Various purposes	2016	1.875%	-	200,000	-	200,000
<i><u>Nonmajor governmental fund:</u></i>						
Street improvements	2015	1.95%	300,000	-	(300,000)	-
Total governmental activities			<u>700,000</u>	<u>15,560,000</u>	<u>(700,000)</u>	<u>15,560,000</u>
<b>Business-type activities:</b>						
<i><u>Environmental sanitation fund:</u></i>						
Vehicle acquisition	2015	1.40%	1,100,000	-	(1,100,000)	-
Vehicle acquisition	2016	1.875%	-	1,100,000	-	1,100,000
Total business-type activities			<u>1,100,000</u>	<u>1,100,000</u>	<u>(1,100,000)</u>	<u>1,100,000</u>
Total notes payable			<u>\$ 1,800,000</u>	<u>\$ 16,660,000</u>	<u>\$ (1,800,000)</u>	<u>\$ 16,660,000</u>

*Bond anticipation notes - convocation center:* On September 14, 2016, the City issued \$9,760,000 in bond anticipation notes. The proceeds were used to retire the 2015 convocation center notes. These notes bear an interest rate of 1.75% and mature on September 14, 2017. These notes are recorded as a liability in the Covelli Centre fund, which is the fund that received the proceeds.



**CITY OF YOUNGSTOWN  
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NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 13 - NOTES PAYABLE - (Continued)**

Bond anticipation notes - various purposes: On November 30, 2016, the City issued \$5,800,000 in bond anticipation notes. The proceeds will be used for various capital projects. These notes bear an interest rate of 1.875% and mature on September 14, 2017. These notes are recorded as liabilities in the capital projects public works fund and the fire levy fund, which are the funds that received the proceeds.

Bond anticipation notes - vehicle acquisition: On November 30, 2016, the City issued \$1,100,000 in bond anticipation notes. The proceeds were used to retire the 2015 vehicle acquisition notes. These notes bear an interest rate of 1.875% and mature on September 14, 2017. These notes are recorded as a liability in the environmental sanitation fund, which is the fund that received the proceeds.

**NOTE 14 - RISK MANAGEMENT**

**A. Property and Liability**

For calendar year 2016, the City contracted for a package of municipal liability and property insurance through Jackson, Dieken and Associates at an annual premium of \$679,557.

The insurance package consisted of a policy from U.S. Specialty Insurance Company including: comprehensive general liability and automobile liability with limits of \$1 million per occurrence, aggregate \$3 million and deductibles of \$50,000 per occurrence; public officials liability with prior acts coverage and law enforcement liability coverage with limits of \$1 million per occurrence and deductibles of \$50,000. Two umbrella policies provided additional coverage in the amount of \$10 million. The policy also included JAC Management, LLC and Eric Ryan as additional insured for management of the Covelli Centre, at a premium cost of \$88,800. Coverage was provided for loss to buildings and personal property in the amount of \$197,740,227 with a \$10,000 deductible, coverage for contractor's equipment and EDP equipment in the amount of \$15,070,513 and auto physical damage catastrophic coverage at two locations with a limit of \$1 million per occurrence and \$25,000 deductible.

Personal faithful performance bonds were purchased for the Clerk of Court in the amount of \$25,000; for the Mayor, the Finance Director and the Law Director in the amount of \$100,000 and for the Bailiff in the amount of \$3,000 and deputy bailiffs in the amount of \$1,000.

In 2016, the City paid deductibles to Midwest Claims in the amount of \$248,332.

Settled claims have not exceeded this commercial coverage in any of the past three years. There have been no significant reductions in insurance coverage from last year.

**B. Workers' Compensation**

The City has elected to take advantage of the workers' compensation plan being offered by the State of Ohio. This plan, called retrospective rating, allows the City to pay a fraction of the premium it would pay as an experience-rated risk.

In 2016, the City paid premiums to the State Fund for Workers' Compensation for calendar year 2016 in the amount of approximately \$536,353. The City reimbursed the Bureau of Workers Compensation for actual medical costs and compensation paid to injured workers in the amount of \$536,353 under the Retrospective Rating Plan.

**CITY OF YOUNGSTOWN  
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NOTES TO THE BASIC FINANCIAL STATEMENTS  
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**NOTE 14 - RISK MANAGEMENT - (Continued)**

Retrospective rating constitutes a step closer to self-insurance. In the retrospective rating plan, the City agrees to assume a portion of the risk in return for a possible reduction in premiums. The greater the percentage of the risk the City assumes, the greater the potential reduction in the premium. If the City's loss experience is better than predicted by the experience-rating system, its premium obligation will be less than what it would have paid under experience rating. If its experience is worse than predicted, its premium obligation will be more than it would have been assessed under experience rating, limited to a maximum premium. The City has assumed the risk for individual claims up to a maximum of \$300,000.

The City has agreed to pay all claims up to a maximum of 200% of what the City would have paid had the City remained an experience-rated risk. Claims exceeding these limits will be paid by the State. Each year, the City pays the State a minimum premium for retaining the risk of having to pay claims which exceeds the City's maximum claim limits. Ten years after each year the City elected the retrospective plan for workers' compensation, the City settles up for the reserve on any claims that are still open. The City has established a workers' compensation internal service fund to account for and finance its uninsured risks of loss in this program.

The claims liability of \$2,339,200 reported at December 31, 2016, as estimated by the third party administrator, is based on the requirements of GASB Statement No. 10, "Accounting and Financial Reporting for Risk Financing and Related Insurance Issues", as amended by GASB Statement No. 30, "Risk Financing Omnibus", which requires that a liability for unpaid claims costs, including estimates of costs relating to incurred, but not reported claims, be accrued at the estimated ultimate cost of settling the claims. Of the \$2,339,200 claims liability, \$543,321 of the liability is due within one year and is reported as a current liability in the statement of net position for the proprietary funds. The remaining portion is a noncurrent liability of \$1,795,879. The estimate was not affected by non-incremental claim adjustment expenses and does not include other allocated or unallocated claim adjustment expenses.

Changes in the fund's claims liability amount in 2016 and 2015 were:

<u>Year</u>	<u>Balance at Beginning of Year</u>	<u>Current Year Claims</u>	<u>Claims Payments</u>	<u>Balance at End of Year</u>
2016	\$ 2,551,800	\$ 555,227	\$ (767,827)	\$ 2,339,200
2015	2,883,773	311,777	(643,750)	2,551,800

**NOTE 15 - EMPLOYEE BENEFITS**

**A. Life/Health Insurance**

During 2016, the City provided health insurance benefits to all regular employees working a minimum of 32 hours per week. In 2016, management and non-management employees were enrolled in an Anthem Blue Access (PPO) Plan which provides medical/surgical benefits with \$250 single/\$500 family deductibles and co-pays of \$15/\$20 for office visits and \$100 for emergency room visits within the network. Services outside the network of providers were paid at 80% of the usual and customary fee by Anthem, after the employee met a deductible of \$500 single/\$1,000 family. Prescription drug coverage was included which required co-pays of \$10 for generics, \$20 for formulary, and \$30 for brand name drugs.

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**NOTE 15 - EMPLOYEE BENEFITS - (Continued)**

The premiums paid by the City were \$735.56 per month per employee for single coverage, \$1,453.32 per month for employee and spouse coverage, \$1,264.28 per month for employee and children coverage, and \$2,214.86 per month for family coverage. Premiums for vision were \$6.16 single, \$11.57 employee and spouse, \$10.47 employee and children, and \$17.63 family. Premiums for dental were \$24.65 single, \$57.46 employee and spouse, \$51.98 employee and children, and \$87.57 family.

During 2016, management employees contributed 10% of the premiums paid by the City for their health insurance. Union employees contributed 10%, with caps, toward their premiums in accordance with collective bargaining agreement reached. Dental and vision coverage were provided by Anthem for all employees, other than AFSCME union members. Members of AFSCME 2312 and 2726 (water and clerical) had vision, dental, and life insurance provided through the Ohio AFSCME Care Plan. The City contributed \$55.75 per month per AFSCME employee for this coverage.

During 2016, the City also provided life insurance and accidental death and dismemberment insurance in equal amounts to its active employees with the exception of AFSCME employees through a plan with Standard Life. The benefit amounts remained the same: \$9,500 with the exception of Waste Water Treatment Plant union employees who had coverage in the amount of \$15,000 and Fire Department, 911, Police and Street department union employees who had coverage in the amount of \$20,000. In addition, eligible retirees were covered for death amount benefit amounts ranging from \$1,500 to \$4,750, depending on retirement date.

**B. Compensated Absences**

City employees earn sick leave at a rate of one and one quarter days per month, not to exceed 15 days per year. Sick leave may be accumulated without limit. The City's policy is that 35 percent of accrued sick leave will be paid to an employee upon retirement or termination of service.

City employees earn two to six weeks of vacation per year, depending upon length of service. Upon termination of service, an employee is entitled to receive payment for any unused vacation time plus accrued vacation time earned during the year.

For governmental funds, the current portion of unpaid compensated absences is recorded as a current liability in the fund from which the employees who have accumulated unpaid leave are paid. The remainder is reported in the statement of activities. In proprietary funds, the entire amount of compensated absences is reported as a fund liability. As of December 31, 2016, the liability for unpaid compensated absences was \$8,394,241 for the entire City.

**NOTE 16 - DEFINED BENEFIT PENSION PLANS**

***Net Pension Liability/Asset***

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

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**NOTE 16 - DEFINED BENEFIT PENSION PLANS - (Continued)**

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

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

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

The proportionate share of each plan's unfunded benefits or overfunded benefits is presented as a long-term *net pension liability* or *net pension asset*, respectively, on the accrual basis of accounting. Any liability for the contractually-required pension contribution outstanding at the end of the year is included in *due to other governments* on both the accrual and modified accrual bases of accounting.

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

Plan Description - City employees, other than full-time police and firefighters, participate in the Ohio Public Employees Retirement System (OPERS). OPERS administers three separate pension plans. The Traditional Pension Plan is a cost-sharing, multiple-employer defined benefit pension plan. The Member-Directed Plan is a defined contribution plan and the Combined Plan is a cost-sharing, multiple-employer defined benefit pension plan with defined contribution features. While members (e.g. City employees) may elect the Member-Directed Plan and the Combined Plan, substantially all employee members are in OPERS' Traditional Pension Plan.

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

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

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**NOTE 16 - DEFINED BENEFIT PENSION PLANS - (Continued)**

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

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

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

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

Benefits in the Combined Plan consist of both an age-and-service formula benefit (defined benefit) and a defined contribution element. The defined benefit element is calculated on the basis of age, FAS, and years of service. Eligibility regarding age and years of service in the Combined Plan is the same as the Traditional Pension Plan. The benefit formula for the defined benefit component of the plan for State and Local members in transition Groups A and B applies a factor of 1.0% to the member's FAS for the first 30 years of service.

A factor of 1.25% is applied to years of service in excess of 30. The benefit formula for transition Group C applies a factor of 1.0% to the member's FAS and the first 35 years of service and a factor of 1.25% is applied to years in excess of 35. Persons retiring before age 65 with less than 30 years of service credit receive a percentage reduction in benefit. The defined contribution portion of the benefit is based on accumulated member contributions plus or minus any investment gains or losses on those contributions. Members retiring under the Combined Plan receive a 3% COLA adjustment on the defined benefit portion of their benefit.

Defined contribution plan benefits are established in the plan documents, which may be amended by the OPERS's Board of Trustees. Member-Directed Plan and Combined Plan members who have met the retirement eligibility requirements may apply for retirement benefits. The amount available for defined contribution benefits in the Combined Plan consists of the member's contributions plus or minus the investment gains or losses resulting from the member's investment selections. The amount available for defined contribution benefits in the Member-Directed Plan consists of the members' contributions, vested employer contributions and investment gains or losses resulting from the members' investment selections.

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**NOTE 16 - DEFINED BENEFIT PENSION PLANS - (Continued)**

Employer contributions and associated investment earnings vest over a five-year period, at a rate of 20% each year. For additional information, see the Plan Statement in the OPERS CAFR.

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

	State and Local
<b>2016 Statutory Maximum Contribution Rates</b>	
Employer	14.0 %
Employee	10.0 %
 <b>2016 Actual Contribution Rates</b>	
Employer:	
Pension	12.0 %
Post-employment Health Care Benefits	2.0 %
Total Employer	14.0 %
 Employee	 10.0 %

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

The City’s contractually required contribution for the Traditional Pension Plan, the Combined Plan and Member-Directed Plan was \$2,808,376 for 2016. Of this amount, \$310,317 is reported as due to other governments.

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

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

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

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

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**NOTE 16 - DEFINED BENEFIT PENSION PLANS - (Continued)**

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

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

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

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

	Police	Firefighters
<b>2016 Statutory Maximum Contribution Rates</b>		
Employer	19.50 %	24.00 %
Employee	12.25 %	12.25 %
<b>2016 Actual Contribution Rates</b>		
Employer:		
Pension	19.00 %	23.50 %
Post-employment Health Care Benefits	0.50 %	0.50 %
Total Employer	19.50 %	24.00 %
Employee	12.25 %	12.25 %

Employer contribution rates are expressed as a percentage of covered payroll. The City's contractually required contribution to OP&F was \$3,667,793 for 2016. Of this amount \$367,838 is reported as due to other governments.

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

The net pension liability and net pension asset for the OPERS Traditional Pension Plan and Combined Plan and Member-Directed Plan, respectively, were measured as of December 31, 2015, and the total pension liability or asset used to calculate the net pension liability or asset was determined by an actuarial valuation as of that date. OP&F's total pension liability was measured as of December 31, 2015, and was determined by rolling forward the total pension liability as of January 1, 2015, to December 31, 2015. The City's proportion of the net pension liability or asset was based on the City's share of contributions to the pension plan relative to the contributions of all participating entities. Following is information related to the proportionate share and pension expense:

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**NOTE 16 - DEFINED BENEFIT PENSION PLANS - (Continued)**

	<u>OPERS</u>	<u>OP&amp;F</u>	<u>Total</u>
Proportion of the net pension liability prior measurement date	0.17789700%	0.87244920%	
Proportion of the net pension liability current measurement date	<u>0.17790800%</u>	<u>0.85625500%</u>	
Change in proportionate share	<u>0.00001100%</u>	<u>-0.01619420%</u>	
Proportion of the net pension asset prior measurement date	0.07082500%		
Proportion of the net pension asset current measurement date	<u>0.13301000%</u>		
Change in proportionate share	<u>0.06218500%</u>		
Proportionate share of the net pension liability	\$ 30,815,907	\$ 55,083,495	\$ 85,899,402
Proportionate share of the net pension asset	34,502	-	34,502
Pension expense	4,393,360	7,401,433	11,794,793

At December 31, 2016, the City reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

	<u>OPERS</u>	<u>OP&amp;F</u>	<u>Total</u>
<b>Deferred outflows of resources</b>			
Differences between expected and actual experience	\$ 1,655	\$ -	\$ 1,655
Net difference between projected and actual earnings on pension plan investments	9,073,129	8,965,478	18,038,607
Changes in employer's proportionate percentage/ difference between employer contributions	36,208	-	36,208
City contributions subsequent to the measurement date	<u>2,808,376</u>	<u>3,667,793</u>	<u>6,476,169</u>
Total deferred outflows of resources	<u>\$ 11,919,368</u>	<u>\$ 12,633,271</u>	<u>\$ 24,552,639</u>
<b>Deferred inflows of resources</b>			
Differences between expected and actual experience	611,058	154,672	765,730
Changes in employer's proportionate percentage/ difference between employer contributions	<u>3,186</u>	<u>608,918</u>	<u>612,104</u>
Total deferred inflows of resources	<u>\$ 614,244</u>	<u>\$ 763,590</u>	<u>\$ 1,377,834</u>

\$6,476,169 reported as deferred outflows of resources related to pension resulting from City contributions subsequent to the measurement date will be recognized as a reduction of the net pension liability/asset in the year ending December 31, 2017.



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**NOTE 16 - DEFINED BENEFIT PENSION PLANS - (Continued)**

Other amounts reported as deferred outflows of resources and deferred inflows of resources related to pension will be recognized in pension expense as follows:

Year Ending December 31:	<u>OPERS</u>	<u>OP&amp;F</u>	<u>Total</u>
2017	\$ 1,997,168	\$ 2,211,825	\$ 4,208,993
2018	2,144,276	2,211,825	4,356,101
2019	2,310,675	2,211,823	4,522,498
2020	2,051,516	1,738,394	3,789,910
2021	(1,769)	(144,518)	(146,287)
Thereafter	<u>(5,118)</u>	<u>(27,461)</u>	<u>(32,579)</u>
<b>Total</b>	<b><u>\$ 8,496,748</u></b>	<b><u>\$ 8,201,888</u></b>	<b><u>\$ 16,698,636</u></b>

***Actuarial Assumptions - OPERS***

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

Projections of benefits for financial reporting purposes are based on the substantive plan (the plan as understood by the employers and plan members) and include the types of benefits provided at the time of each valuation. The total pension liability/asset in the December 31, 2015, actuarial valuation was determined using the following actuarial assumptions, applied to all periods included in the measurement:

Wage inflation	3.75 percent
Future salary increases, including inflation	4.25 to 10.05 percent including wage inflation
COLA or ad hoc COLA	Pre 1/7/2013 retirees: 3 percent, simple Post 1/7/2013 retirees: 3 percent, simple through 2018, then 2.80% simple
Investment rate of return	8 percent
Actuarial cost method	Individual entry age

Mortality rates were based on the RP-2000 Mortality Table projected 20 years using Projection Scale AA. For males, 105 percent of the combined healthy male mortality rates were used. For females, 100 percent of the combined healthy female mortality rates were used. The mortality rates used in evaluating disability allowances were based on the RP-2000 mortality table with no projections. For males 120 percent of the disabled female mortality rates were used set forward two years. For females, 100 percent of the disabled female mortality rates were used.

The most recent experience study was completed for the five-year period ended December 31, 2010.

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

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**NOTE 16 - DEFINED BENEFIT PENSION PLANS - (Continued)**

OPERS manages investments in four investment portfolios: the Defined Benefits portfolio, the Health Care portfolio, the 401 (h) Health Care Trust portfolio, the 115 Health Care Trust portfolio and the Defined Contribution portfolio. The Defined Benefit portfolio includes the investment assets of the Traditional Pension Plan, the defined benefit component of the Combined Plan, the annuitized accounts of the Member-Directed Plan and the VEBA Trust. Within the Defined Benefit portfolio, contributions into the plans are all recorded at the same time, and benefit payments all occur on the first of the month. Accordingly, the money-weighted rate of return is considered to be the same for all plans within the portfolio. The money weighted rate of return, net of investments expense, for the Defined Benefit portfolio is 0.40 percent for 2015.

The allocation of investment assets with the Defined Benefit portfolio is approved by the OPERS Board of Trustees as outlined in the annual investment plan. Plan assets are managed on a total return basis with a long-term objective of achieving and maintaining a fully funded status for the benefits provided through the defined benefit pension plans. The table below displays the Board-approved asset allocation policy for 2015 and the long-term expected real rates of return:

Asset Class	Target Allocation	Weighted Average Long-Term Expected Real Rate of Return (Arithmetic)
Fixed income	23.00 %	2.31 %
Domestic equities	20.70	5.84
Real estate	10.00	4.25
Private equity	10.00	9.25
International equities	18.30	7.40
Other investments	18.00	4.59
Total	<u>100.00 %</u>	<u>5.27 %</u>

**Discount Rate** - The discount rate used to measure the total pension liability/asset was 8 percent for both the Traditional Pension Plan, the Combined Plan and Member-Directed Plan. The projection of cash flows used to determine the discount rate assumed that contributions from plan members and those of the contributing employers are made at the contractually required rates, as actuarially determined. Based on those assumptions, the pension plan’s fiduciary net position was projected to be available to make all projected future benefits payments of current plan members. Therefore, the long-term expected rate of return on pension plan investments for the Traditional Pension Plan, Combined Plan and Member-Directed Plan was applied to all periods of projected benefit payments to determine the total pension liability.

**Sensitivity of the City’s Proportionate Share of the Net Pension Liability to Changes in the Discount Rate** - The following table presents the City’s proportionate share of the net pension liability/asset calculated using the current period discount rate assumption of 8 percent, as well as what the City’s proportionate share of the net pension liability/asset would be if it were calculated using a discount rate that is one-percentage-point lower (7 percent) or one-percentage-point higher (9 percent) than the current rate:

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NOTES TO THE BASIC FINANCIAL STATEMENTS  
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**NOTE 16 - DEFINED BENEFIT PENSION PLANS - (Continued)**

	1% Decrease (7.00%)	Current Discount Rate (8.00%)	1% Increase (9.00%)
City's proportionate share of the net pension liability (asset):			
Traditional Pension Plan	\$ 49,097,271	\$ 30,815,908	\$ 15,396,158
Combined Plan	(704)	(34,263)	(61,257)
Member-Directed Plan	626	(239)	(626)

**Changes Between Measurement Date and Report Date** - In October 2016, the OPERS Board of Trustees adopted certain assumption changes which impacted their annual actuarial valuation prepared as of December 31, 2016. The most significant changes are a reduction in the expected investment return to 7.50% from 8.00%, the expected long-term average wage inflation was reduced to 3.25% from 3.75%, the expected long-term average price inflation was reduced to 2.50% from 3.00% and a change to various demographic assumptions. Although the exact amount of these changes is not known, the impact to the City's net pension liability is expected to be significant.

**Actuarial Assumptions - OP&F**

OP&F's total pension liability as of December 31, 2015 is based on the results of an actuarial valuation date of January 1, 2015, and rolled-forward using generally accepted actuarial procedures. The total pension liability is determined by OP&F's actuaries in accordance with GASB Statement No. 67, as part of their annual valuation. Actuarial valuations of an ongoing plan involve estimates of reported amounts and assumptions about probability of occurrence of events far into the future. Examples include assumptions about future employment mortality, salary increases, disabilities, retirements and employment terminations. Actuarially determined amounts are subject to continual review and potential modifications, as actual results are compared with past expectations and new estimates are made about the future.

Key methods and assumptions used in calculating the total pension liability in the latest actuarial valuation, prepared as of January 1, 2015, are presented below:

Valuation date	January 1, 2015
Actuarial cost method	Entry age normal
Investment rate of return	8.25 percent
Projected salary increases	4.25 percent to 11 percent
Payroll increases	3.75 percent
Inflation assumptions	3.25 percent
Cost of living adjustments	2.60 and 3.00 percent simple

Rates of death are based on the RP2000 Combined Table, age-adjusted as follows. For active members, set back six years. For disability retirements, set forward five years for police and three years for firefighters. For service retirements, set back zero years for police and two years for firefighters. For beneficiaries, set back zero years. The rates are applied on a fully generational basis, with a base year of 2009, using mortality improvement Scale AA.

The most recent experience study was completed for the five-year period ended December 31, 2011. The recommended assumption changes based on this experience study were adopted by OPF's Board and were effective beginning with the January 1, 2012 actuarial valuation.

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NOTES TO THE BASIC FINANCIAL STATEMENTS  
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**NOTE 16 - DEFINED BENEFIT PENSION PLANS - (Continued)**

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

Best estimates of the long-term expected geometric real rates of return for each major asset class included in OPF's target asset allocation as of December 31, 2015 are summarized below:

<u>Asset Class</u>	<u>Target Allocation</u>	<u>10 Year Expected Real Rate of Return **</u>	<u>30 Year Expected Real Rate of Return **</u>
Cash and Cash Equivalents	- %		
Domestic Equity	16.00	6.50 %	7.80 %
Non-US Equity	16.00	6.70	8.00
Core Fixed Income *	20.00	3.50	5.35
Global Inflation			
Protected Securities *	20.00	3.50	4.73
High Yield	15.00	6.35	7.21
Real Estate	12.00	5.80	7.43
Private Markets	8.00	9.50	10.73
Timber	5.00	6.55	7.35
Master Limited Partnerships	8.00	9.65	10.75
 Total	 <u>120.00 %</u>		

\* levered 2x

\*\* numbers include inflation

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

**Discount Rate** - The total pension liability was calculated using the discount rate of 8.25 percent. The projection of cash flows used to determine the discount rate assumed the contributions from employers and from the members would be computed based on contribution requirements as stipulated by State statute. Projected inflows from investment earning were calculated using the longer-term assumed investment rate of return 8.25 percent. Based on those assumptions, the plan's fiduciary net position was projected to be available to make all future benefit payments of current plan members. Therefore, a long-term expected rate of return on pension plan investments was applied to all periods of projected benefits to determine the total pension liability.

**CITY OF YOUNGSTOWN  
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NOTES TO THE BASIC FINANCIAL STATEMENTS  
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**NOTE 16 - DEFINED BENEFIT PENSION PLANS - (Continued)**

*Sensitivity of the City's Proportionate Share of the Net Pension Liability to Changes in the Discount Rate* - Net pension liability is sensitive to changes in the discount rate, and to illustrate the potential impact the following table presents the net pension liability calculated using the discount rate of 8.25 percent, as well as what the net pension liability would be if it were calculated using a discount rate that is one percentage point lower (7.25 percent), or one percentage point higher (9.25 percent) than the current rate.

	1% Decrease (7.25%)	Current Discount Rate (8.25%)	1% Increase (9.25%)
City's proportionate share of the net pension liability	\$ 72,647,738	\$ 55,083,495	\$ 40,204,833

**NOTE 17 - POSTRETIREMENT BENEFIT PLANS**

**A. Ohio Public Employees Retirement System**

Plan Description - OPERS maintains a cost-sharing multiple employer defined benefit post-employment healthcare plan, which includes a medical plan, prescription drug program and Medicare Part B premium reimbursement, to qualifying members of both the Traditional Pension Plan and the Combined Plan. Members of the Member-Directed Plan do not qualify for ancillary benefits, including post-employment health care coverage.

To qualify for post-employment health care coverage, age-and-service retirees under the Traditional Pension and Combined Plans must have ten years or more of qualifying Ohio service credit. The Ohio Revised Code permits, but does not mandate, OPERS to provide OPEB benefits to its eligible members and beneficiaries. Authority to establish and amend benefits is provided in Chapter 145 of the Ohio Revised Code.

Disclosures for the healthcare plan are presented separately in the OPERS financial report which may be obtained by visiting <https://www.opers.org/financial/reports.shtml>, writing to OPERS, 277 East Town Street, Columbus, OH 43215-4642 or by calling (800) 222-7377.

Funding Policy - The post-employment healthcare plan was established under, and is administered in accordance with, Internal Revenue Code Section 401(h). State statute requires that public employers fund post-employment healthcare through contributions to OPERS. A portion of each employer's contribution to the Traditional or Combined Plans is set aside for the funding of post-employment health care.

Employer contribution rates are expressed as a percentage of the covered payroll of active employees. In 2016, local government employers contributed 14.00% of covered payroll. Each year the OPERS' Retirement Board determines the portion of the employer contribution rate that will be set aside for the funding of the postemployment health care benefits. The portion of employer contributions allocated to fund post-employment healthcare for members in the Traditional Plan and Combined Plan for 2016 was 2.00%.

The OPERS Retirement Board is also authorized to establish rules for the payment of a portion of the health care benefits provided, by the retiree or their surviving beneficiaries. Payment amounts vary depending on the number of covered dependents and the coverage selected. Active members do not make contributions to the post-employment healthcare plan.

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 17 - POSTRETIREMENT BENEFIT PLANS - (Continued)**

The City's contributions allocated to fund post-employment health care benefits for the years ended December 31, 2016, 2015, and 2014 were \$468,063, \$463,745, and \$232,922, respectively; 90.53% has been contributed for 2016 and 100% has been contributed for 2015 and 2014. The remaining 2016 post-employment health care benefits liability has been reported as due to other governments on the basic financial statements.

Changes to the health care plan were adopted by the OPERS Board of Trustees on September 19, 2012, with a transition plan commencing January 1, 2014. With the recent passage of pension legislation under State Bill 343 and the approved health care changes, OPERS expects to be able to consistently allocate 4.00% of the employer contributions toward the health care fund after the end of the transition period.

**B. Ohio Police and Fire Pension Fund**

Plan Description - The City contributes to the OP&F Pension Fund sponsored health care program, a cost-sharing multiple-employer defined postemployment health care plan administered by OP&F. OP&F provides healthcare benefits including coverage for medical, prescription drugs, dental, vision, Medicare Part B Premium and long term care to retirees, qualifying benefit recipients and their eligible dependents.

OP&F provides access to post-employment health care coverage to any person who receives or is eligible to receive a monthly service, disability or survivor benefit check or is a spouse or eligible dependent child of such person. The health care coverage provided by OP&F meets the definition of an Other Post Employment Benefit (OPEB) as described in GASB Statement 45.

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

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

Funding Policy - The Ohio Revised Code provides for contribution requirements of the participating employers and of plan members to the OP&F (defined benefit pension plan). Participating employers are required to contribute to the pension plan at rates expressed as percentages of the payroll of active pension plan members, currently, 19.50% and 24.00% of covered payroll for police and fire employers, respectively. The Ohio Revised Code states that the employer contribution may not exceed 19.50% of covered payroll for police employer units and 24.00% of covered payroll for fire employer units. Active members do not make contributions to the OPEB Plan.

OP&F maintains funds for health care in two separate accounts, one account is for health care benefits under an Internal Revenue Code Section 115 trust and the other account is for Medicare Part B reimbursements administered as an Internal Revenue Code Section 401(h) account, both of which are within the defined benefit pension plan, under the authority granted by the Ohio Revised Code to the OP&F Board of Trustees.

**CITY OF YOUNGSTOWN  
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NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 17 - POSTRETIREMENT BENEFIT PLANS - (Continued)**

The Board of Trustees is authorized to allocate a portion of the total employer contributions made into the pension plan into the Section 115 trust and the Section 401(h) account as the employer contribution for retiree health care benefits. The portion of employer contributions allocated to health care was .5% of covered payroll from January 1, 2016 thru December 31, 2016. The amount of employer contributions allocated to the health care plan each year is subject to the Trustees' primary responsibility to ensure that the pension benefits are adequately funded and is limited by the provisions of Sections 115 and 401(h).

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

The City's contributions to OP&F which were allocated to fund post-employment healthcare benefits for police officers and firefighters were \$49,170 and \$38,284 for the year ended December 31, 2016, \$52,439 and \$39,281 for the year ended December 31, 2015, and \$52,545 and \$42,051, for the year ended December 31, 2014. 100% has been contributed for 2015 and 2014. 90.25% has been contributed for police and 90.16% has been contributed for firefighters for 2016. The remaining 2016 post-employment health care benefits liability has been reported as due to other governments on the basic financial statements.

**NOTE 18 - BUDGETARY BASIS OF ACCOUNTING**

While the City is reporting financial position, results of operations and changes in fund balance on the basis of generally accepted accounting principles (GAAP), the budgetary basis as provided by law is based upon accounting for certain transactions on a basis of cash receipts, disbursements and encumbrances. The statement of revenues, expenditures and changes in fund balances - budget and actual (non-GAAP budgetary basis) presented for the general fund and major special revenue funds are presented on the budgetary basis to provide a meaningful comparison of actual results with the budget. The major differences between the budget basis and GAAP basis are as follows:

1. Revenues are recorded when received in cash (budget) as opposed to when susceptible to accrual (GAAP);
2. Expenditures/expenses are recorded when paid in cash (budget) as opposed to when the liability is incurred (GAAP);
3. In order to determine compliance with Ohio law, and to reserve that portion of the applicable appropriation, total outstanding encumbrances (budget basis) are recorded as the equivalent of an expenditure, as opposed to assigned or committed fund balance for that portion of outstanding encumbrances not already recognized as an account payable (GAAP basis); are treated as expenditures (budget) rather than as a reservation of fund balance (GAAP);
4. Investments are reported at fair value (GAAP) rather than cost (budget); and,
5. Some funds are included in the general fund (GAAP basis), but have separate legally adopted budgets (budget basis).

**CITY OF YOUNGSTOWN  
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NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 18 - BUDGETARY BASIS OF ACCOUNTING - (Continued)**

The following table summarizes the adjustments necessary to reconcile the GAAP basis statements (as reported in the fund financial statements) to the budgetary basis statements for all governmental funds for which a budgetary basis statement is presented.

	<b>Net Change in Fund Balance</b>			
	<u>General</u>	<u>Fire Levy</u>	<u>Police Levy</u>	<u>Covelli Centre</u>
Budget basis	\$ (549,202)	\$ (46,728)	\$ (163,469)	\$ (231,753)
Net adjustment for revenue accruals	(1,300,445)	269,439	(194,589)	2,314
Net adjustment for expenditure accruals	(219,712)	183,758	(4,262)	383,022
Net adjustment for other financing sources/uses	611,595	(200,000)	-	(9,844,315)
Funds budgeted elsewhere	(1,138,262)	-	-	-
Adjustment for encumbrances	<u>349,212</u>	<u>38,636</u>	<u>177,740</u>	<u>-</u>
GAAP basis	<u>\$ (2,246,814)</u>	<u>\$ 245,105</u>	<u>\$ (184,580)</u>	<u>\$ (9,690,732)</u>

Certain funds that are legally budgeted in separate special revenue funds are considered part of the general fund on a GAAP basis. This includes the emergency 911 system fund, the unclaimed monies fund, the federal plaza ad hoc committee fund, business development lease payments fund, and the rental property registration fund.

**NOTE 19 - CONTINGENCIES**

**A. Grants**

The City receives significant financial assistance from numerous federal and State agencies in the form of grants. The disbursement of funds received under these programs generally requires compliance with terms and conditions specified in the grant agreements and are subject to audit by the grantor agencies. Any disallowed claims resulting from such audits could become a liability of the general fund or other applicable funds. However, in the opinion of management, any such disallowed claims will not have a material effect on any of the financial statements of the individual fund types included herein or on the overall financial position of the City at December 31, 2016.

**B. Litigation**

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

The Ohio Department of Commerce Bureau of Underground Storage Tank Removal (BUSTR) has made a claim that could present a substantial liability to the City in connection with a West Avenue water department fuel tank removal issue. BUSTR required environmental testing and monitoring. The City is monitoring the affected area and does not currently know if there will be an additional cost to the City.



**CITY OF YOUNGSTOWN  
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NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 19 - CONTINGENCIES - (Continued)**

The City has resolved Ohio EPA proposed findings against the City and completed a Supplemental Environmental Plan (SEP) in lieu of paying a fine in regard to an alleged air pollution violation at the waste water treatment plant. The City no longer uses the incinerator at issue in the complaint.

The City has resolved a U.S. EPA citation in regard to a leak of chlorine at the waste water treatment plan by installing upgrades to the safety systems and paying a fine of approximately \$20,000.

**NOTE 20 - OTHER COMMITMENTS**

The City utilizes encumbrance accounting as part of its budgetary controls. Encumbrances outstanding at year end may be reported as part of restricted, committed, or assigned classifications of fund balance. At year end, the City's commitments for encumbrances in the governmental funds were as follows:

<u>Fund</u>	<u>Year-End Encumbrances</u>
General	\$ 311,818
Fire levy	24,907
Police levy	115,720
Other governmental	<u>6,334,758</u>
Total	<u>\$ 6,787,203</u>

**NOTE 21 - TAX ABATEMENTS**

As of December 31, 2016, the City provides tax abatements through the Community Reinvestment Area One (CRA) program, which was passed by Ordinance by City Council on May 18, 2011, and was amended on July 20, 2011. This program relates to the abatement of property taxes.

CRA - Under the authority of Ohio Revised Code (ORC) Section 3735.67, the CRA program is an economic development tool administered by municipal and county governments that provides real property tax exemptions for property owners who renovate existing or construct new buildings. CRA's are areas of land in which property owners can receive tax incentives for investing in real property improvements. Under the CRA program, local governments petition to the Ohio Development Services Agency (ODSA) for confirmation of a geographical area in which investment in housing is desired. Once an area is confirmed by the ODSA, local governments may offer real property tax exemptions to taxpayers that invest in that area. Property owners in the CRA can receive temporary tax abatements for renovation of existing structures and new construction in these areas. Property owners apply to the local legislative authority for approval to renovate or construct in the CRA. Upon approval and certification of completion, the amount of the abatement is deducted from the individual or entity's property tax bill.

The City has entered into agreements to abate property taxes through this CRA program. During 2016, the City's property tax revenues were reduced by \$1,179,448 as a result of this program.

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 22 - FUND BALANCE**

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

Fund Balances	General	Fire Levy	Police Levy	Covelli Centre
<b><i>Nonspendable</i></b>				
Materials and supplies inventory	\$ 1,191	\$ -	\$ 41,088	\$ -
Unclaimed monies	39,969	-	-	-
<b><i>Total Nonspendable</i></b>	<b>41,160</b>	<b>-</b>	<b>41,088</b>	<b>-</b>
<b><i>Restricted For</i></b>				
Capital projects	-	-	-	-
Debt service	-	-	-	-
Community development	-	-	-	-
Street maintenance and repair	-	-	-	-
Public health and welfare	-	-	-	-
Law enforcement	-	-	575,450	-
Fire services	-	609,899	-	-
Leisure time activities	-	-	-	-
<b><i>Total Restricted</i></b>	<b>-</b>	<b>609,899</b>	<b>575,450</b>	<b>-</b>
<b><i>Committed To</i></b>				
Community development	-	-	-	-
<b><i>Total Committed</i></b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>
<b><i>Assigned To</i></b>				
Subsequent year appropriations	221,321	-	-	-
General government	148,563	-	-	-
Community development	362,225	-	-	-
Public health and welfare	12,616	-	-	-
<b><i>Total Assigned</i></b>	<b>744,725</b>	<b>-</b>	<b>-</b>	<b>-</b>
<b><i>Unassigned (Deficit)</i></b>	<b>3,068,980</b>	<b>-</b>	<b>-</b>	<b>(9,604,541)</b>
<b><i>Total Fund Balances</i></b>	<b>\$ 3,854,865</b>	<b>\$ 609,899</b>	<b>\$ 616,538</b>	<b>\$ (9,604,541)</b>

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 22 - FUND BALANCE - (Continued)**

Fund Balances	Capital Projects Public Works	Nonmajor Governmental	Total Governmental
<i><b>Nonspendable</b></i>			
Materials and supplies inventory	\$ -	\$ 247,188	\$ 289,467
Unclaimed monies	-	-	39,969
<i>Total Nonspendable</i>	-	247,188	329,436
<i><b>Restricted For</b></i>			
Capital projects	-	1,822,651	1,822,651
Debt service	-	1,445,959	1,445,959
Community development	-	411,065	411,065
Street maintenance and repair	-	1,159,148	1,159,148
Public health and welfare	-	283,591	283,591
Law enforcement	-	1,676,321	2,251,771
Fire services	-	-	609,899
Leisure time activities	-	121,934	121,934
<i>Total Restricted</i>	-	6,920,669	8,106,018
<i><b>Committed To</b></i>			
Community development	-	45,991	45,991
<i>Total Committed</i>	-	45,991	45,991
<i><b>Assigned To</b></i>			
Subsequent year appropriations	-	-	221,321
General government	-	-	148,563
Community development	-	-	362,225
Public health and welfare	-	-	12,616
<i>Total Assigned</i>	-	-	744,725
<i>Unassigned (Deficit)</i>	(2,098,199)	(510,563)	(9,144,323)
<i>Total Fund Balances</i>	<u>\$ (2,098,199)</u>	<u>\$ 6,703,285</u>	<u>\$ 81,847</u>

**NOTE 23 - SIGNIFICANT SUBSEQUENT EVENTS**

On June 7, 2017, City Council authorized a water pollution loan for construction of waste water treatment plant secondary improvements. The loan will not exceed \$28,500,000.

On June 7, 2017, City Council authorized a development agreement with the Youngstown Campus Associates providing a 12-month term float loan for an amount not to exceed \$4,000,000 at ¼ percent interest rate. A \$500,000 grant for expenses related to the cost of establishing water services and water service related improvements was also authorized.

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO THE BASIC FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2016

**NOTE 23 - SIGNIFICANT SUBSEQUENT EVENTS - (Continued)**

On December 13, 2017, City Council authorized an agreement to resolve the litigation known as Kathy Miller, ET.AL.V City of Youngstown; Case No. 2016 CV 00384. The agreement authorizes credits to water customers not to exceed \$1,450,000 and in addition pay reasonable attorney fees, court costs and expenses of litigation to be covered by the water budget. The credits to water customers and estimated attorney fees, court costs and litigation expenses (\$346,000) will be paid from the water fund in 2018 and have been recorded as a long-term judgment payable at December 31, 2016. The attorney fees, courts costs and litigation expenses are an estimate but the final determination of noted fees should not be materially different. Claims Expense and Judgements Payable were increased by \$1,796,000 in the Water Fund.

On December 13, 2017, City Council authorized a funding agreement with the U.S. Department of Housing and Urban Development and authorizing the acceptance of funds in the amount of \$4,000,000 for the Amphitheater Park Fund.

On December 13, 2017, City Council authorized the advertisement and entrance into a contract with the lowest and best bidder who is responsible for the primary effluent pump station/micro screen improvements project. The cost will not exceed \$30,000,000.

REQUIRED SUPPLEMENTARY INFORMATION

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

SCHEDULES OF REQUIRED SUPPLEMENTARY INFORMATION

SCHEDULE OF THE CITY'S PROPORTIONATE SHARE OF  
THE NET PENSION LIABILITY/NET PENSION ASSET  
OHIO PUBLIC EMPLOYEES RETIREMENT SYSTEM (OPERS)

LAST THREE YEARS

	<u>2016</u>	<u>2015</u>	<u>2014</u>
<i>Traditional Plan:</i>			
City's proportion of the net pension liability	0.177908%	0.177897%	0.177897%
City's proportionate share of the net pension liability	\$ 30,815,908	\$ 21,456,366	\$ 20,971,738
City's covered-employee payroll	\$ 22,931,033	\$ 21,738,708	\$ 20,677,369
City's proportionate share of the net pension liability as a percentage of its covered-employee payroll	134.39%	98.70%	101.42%
Plan fiduciary net position as a percentage of the total pension liability	81.08%	86.45%	86.36%
<i>Combined Plan:</i>			
City's proportion of the net pension asset	0.070410%	0.070825%	0.070825%
City's proportionate share of the net pension asset	\$ 34,263	\$ 27,269	\$ 7,432
City's covered-employee payroll	\$ 256,225	\$ 258,892	\$ 237,800
City's proportionate share of the net pension asset as a percentage of its covered-employee payroll	13.37%	10.53%	3.13%
Plan fiduciary net position as a percentage of the total pension asset	116.90%	114.83%	104.56%
<i>Member Directed Plan:</i>			
City's proportion of the net pension asset	0.062600%	n/a	n/a
City's proportionate share of the net pension asset	\$ 239	n/a	n/a
City's covered-employee payroll	\$ 336,292	n/a	n/a
City's proportionate share of the net pension asset as a percentage of its covered-employee payroll	0.07%	n/a	n/a
Plan fiduciary net position as a percentage of the total pension asset	103.91%	n/a	n/a

Note: Information prior to 2014 was unavailable. Schedule is intended to show information for 10 years. Additional years will be displayed as they become available.

Amounts presented as of the City's measurement date which is the prior year.

SEE ACCOMPANYING NOTES TO THE REQUIRED SUPPLEMENTARY INFORMATION

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

SCHEDULES OF REQUIRED SUPPLEMENTARY INFORMATION

SCHEDULE OF THE CITY'S PROPORTIONATE SHARE OF  
THE NET PENSION LIABILITY  
OHIO POLICE AND FIRE (OP&F) PENSION FUND

LAST THREE YEARS

	<u>2016</u>	<u>2015</u>	<u>2014</u>
City's proportion of the net pension liability	0.85625500%	0.87244920%	0.87244920%
City's proportionate share of the net pension liability	\$ 55,083,495	\$ 45,196,507	\$ 42,491,013
City's covered-employee payroll	\$ 18,068,047	\$ 17,266,849	\$ 17,297,803
City's proportionate share of the net pension liability as a percentage of its covered-employee payroll	304.87%	261.75%	245.64%
Plan fiduciary net position as a percentage of the total pension liability	66.77%	72.20%	73.00%

Note: Information prior to 2014 was unavailable. Schedule is intended to show information for 10 years. Additional years will be displayed as they become available.

Amounts presented as of the City's measurement date which is the prior year.

SEE ACCOMPANYING NOTES TO THE REQUIRED SUPPLEMENTARY INFORMATION

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

SCHEDULES OF REQUIRED SUPPLEMENTARY INFORMATION

SCHEDULE OF CITY CONTRIBUTIONS  
OHIO PUBLIC EMPLOYEES RETIREMENT SYSTEM (OPERS)

LAST TEN YEARS

	<b>2016</b>	<b>2015</b>	<b>2014</b>	<b>2013</b>
<i>Traditional Plan:</i>				
Contractually required contribution	\$ 2,736,689	\$ 2,751,724	\$ 2,608,645	\$ 2,688,058
Contributions in relation to the contractually required contribution	(2,736,689)	(2,751,724)	(2,608,645)	(2,688,058)
Contribution deficiency (excess)	\$ -	\$ -	\$ -	\$ -
City's covered-employee payroll	\$ 22,805,742	\$ 22,931,033	\$ 21,738,708	\$ 20,677,369
Contributions as a percentage of covered-employee payroll	12.00%	12.00%	12.00%	13.00%
<i>Combined Plan:</i>				
Contractually required contribution	\$ 36,311	\$ 30,747	\$ 31,067	\$ 30,914
Contributions in relation to the contractually required contribution	(36,311)	(30,747)	(31,067)	(30,914)
Contribution deficiency (excess)	\$ -	\$ -	\$ -	\$ -
City's covered-employee payroll	\$ 302,592	\$ 256,225	\$ 258,892	\$ 237,800
Contributions as a percentage of covered-employee payroll	12.00%	12.00%	12.00%	13.00%
<i>Member Directed Plan:</i>				
Contractually required contribution	\$ 35,376	\$ 40,355		
Contributions in relation to the contractually required contribution	(35,376)	(40,355)		
Contribution deficiency (excess)	\$ -	\$ -		
City's covered-employee payroll	\$ 294,800	\$ 336,292		
Contributions as a percentage of covered-employee payroll	12.00%	12.00%		

Note: Information prior to 2010 for the Combined Plan was unavailable.

Note: Information prior to 2015 for the Member Directed Plan was unavailable.

SEE ACCOMPANYING NOTES TO THE REQUIRED SUPPLEMENTARY INFORMATION



<u>2012</u>	<u>2011</u>	<u>2010</u>	<u>2009</u>	<u>2008</u>	<u>2007</u>
\$ 2,231,911	\$ 2,314,527	\$ 1,505,888	\$ 1,876,114	\$ 1,798,159	\$ 2,018,950
<u>(2,231,911)</u>	<u>(2,314,527)</u>	<u>(1,505,888)</u>	<u>(1,876,114)</u>	<u>(1,798,159)</u>	<u>(2,018,950)</u>
<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
\$ 22,319,110	\$ 23,145,270	\$ 16,882,152	\$ 23,076,433	\$ 25,687,986	\$ 24,179,042
10.00%	10.00%	8.92%	8.13%	7.00%	8.35%
\$ 18,672	\$ 16,238	\$ 16,202			
<u>(18,672)</u>	<u>(16,238)</u>	<u>(16,202)</u>			
<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>			
\$ 234,868	\$ 204,252	\$ 167,203			
7.95%	7.95%	9.69%			

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

SCHEDULES OF REQUIRED SUPPLEMENTARY INFORMATION

SCHEDULE OF CITY CONTRIBUTIONS  
OHIO POLICE AND FIRE (OP&F) PENSION FUND

LAST TEN YEARS

	<u>2016</u>	<u>2015</u>	<u>2014</u>	<u>2013</u>
<i>Police:</i>				
Contractually required contribution	\$ 1,868,450	\$ 1,940,251	\$ 1,811,884	\$ 1,533,127
Contributions in relation to the contractually required contribution	<u>(1,868,450)</u>	<u>(1,940,251)</u>	<u>(1,811,884)</u>	<u>(1,533,127)</u>
Contribution deficiency (excess)	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
City's covered-employee payroll	\$ 9,833,947	\$ 10,211,847	\$ 9,536,232	\$ 9,654,452
Contributions as a percentage of covered-employee payroll	19.00%	19.00%	19.00%	15.88%
<i>Fire:</i>				
Contractually required contribution	\$ 1,799,343	\$ 1,846,207	\$ 1,816,695	\$ 1,557,715
Contributions in relation to the contractually required contribution	<u>(1,799,343)</u>	<u>(1,846,207)</u>	<u>(1,816,695)</u>	<u>(1,557,715)</u>
Contribution deficiency (excess)	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
City's covered-employee payroll	\$ 7,656,779	\$ 7,856,200	\$ 7,730,617	\$ 7,643,351
Contributions as a percentage of covered-employee payroll	23.50%	23.50%	23.50%	20.38%

SEE ACCOMPANYING NOTES TO THE REQUIRED SUPPLEMENTARY INFORMATION

<u>2012</u>	<u>2011</u>	<u>2010</u>	<u>2009</u>	<u>2008</u>	<u>2007</u>
\$ 1,251,051	\$ 1,312,073	\$ 1,470,416	\$ 1,508,128	\$ 1,567,110	\$ 1,497,640
<u>(1,251,051)</u>	<u>(1,312,073)</u>	<u>(1,470,416)</u>	<u>(1,508,128)</u>	<u>(1,567,110)</u>	<u>(1,497,640)</u>
<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
\$ 9,812,165	\$ 10,290,769	\$ 11,532,675	\$ 11,828,455	\$ 12,291,059	\$ 11,746,196
12.75%	12.75%	12.75%	12.75%	12.75%	12.75%
\$ 1,341,026	\$ 1,350,961	\$ 1,394,364	\$ 1,419,614	\$ 1,438,342	\$ 1,425,258
<u>(1,341,026)</u>	<u>(1,350,961)</u>	<u>(1,394,364)</u>	<u>(1,419,614)</u>	<u>(1,438,342)</u>	<u>(1,425,258)</u>
<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
\$ 7,774,064	\$ 7,831,658	\$ 8,083,270	\$ 8,229,646	\$ 8,338,214	\$ 8,262,365
17.25%	17.25%	17.25%	17.25%	17.25%	17.25%

**CITY OF YOUNGSTOWN  
MAHONING COUNTY, OHIO**

NOTES TO REQUIRED SUPPLEMENTARY INFORMATION  
FOR THE YEAR ENDED DECEMBER 31, 2016

*OHIO PUBLIC EMPLOYEES RETIREMENT SYSTEM (OPERS)*

*Changes in benefit terms* : There were no changes in benefit terms from the amounts reported for 2014-2016.

*Changes in assumptions* : There were no changes in methods and assumptions used in the calculation of actuarial determined contributions for 2014-2016. See the notes to the basic financial statements for the methods and assumptions in this calculation.

*OHIO POLICE AND FIRE (OP&F) PENSION FUND*

*Changes in benefit terms* : There were no changes in benefit terms from the amounts reported for 2014-2016.

*Changes in assumptions* : There were no changes in methods and assumptions used in the calculation of actuarial determined contributions for 2014-2016. See the notes to the basic financial statements for the methods and assumptions in this calculation.

**CITY OF YOUNGSTOWN  
MAHONING COUNTY**

SCHEDULE OF FEDERAL AWARDS EXPENDITURES  
FOR THE YEAR ENDED DECEMBER 31, 2016

Federal Grantor/ Pass Through Grantor Program Title	Pass Through Entity Number	Federal CFDA Number	Passed Through to Subrecipients	Disbursements
<b><u>U.S DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT</u></b>				
<i>Direct Programs</i>				
Community Development Block Grant/ Entitlement Grants - 37th Year	B-11-MC-39-0023	14.218	\$ 8,926	\$ 9,423
Community Development Block Grant/ Entitlement Grants - 38th Year	B-12-MC-39-0023	14.218	127,385	127,385
Community Development Block Grant/ Entitlement Grants - 39th Year	B-13-MC-39-0023	14.218	-	1
Community Development Block Grant/ Entitlement Grants - 40th Year	B-14-MC-39-0023	14.218	88,796	190,548
Community Development Block Grant/ Entitlement Grants - 41st Year	B-15-MC-39-0023	14.218	636,313	942,338
Community Development Block Grant/ Entitlement Grants - 42nd Year	B-16-MC-39-0023	14.218	1,609,453	1,853,903
Community Development Block Grant/ Neighborhood Stabilization Program	B-08-MN-39-0014	14.218	<u>16,731</u>	<u>16,731</u>
<i>Subtotal Community Development Block Grant</i>			<u>2,487,604</u>	<u>3,140,329</u>
Emergency Solutions Grants Program	S-13-MC-39-0023	14.231	12,227	12,227
Emergency Solutions Grants Program	S-14-MC-39-0023	14.231	42,982	42,982
Emergency Solutions Grants Program	S-15-MC-39-0023	14.231	255,293	255,293
Emergency Solutions Grants Program	S-16-MC-39-0023	14.231	<u>32,159</u>	<u>32,159</u>
<i>Subtotal</i>			<u>342,661</u>	<u>342,661</u>
Continuum of Care Program - C.C. Planning	OH0484L5E041400	14.267	32,573	32,573
Continuum of Care Program - SPC Grant	OH0110L5E041407	14.267	120,566	120,566
Continuum of Care Program - SPC Grant	OH0110L5E041508	14.267	<u>66,044</u>	<u>66,044</u>
<i>Subtotal</i>			<u>219,183</u>	<u>219,183</u>
HOME Investment Partnerships Program	MC-10-MC-39-0023	14.239	5,677	5,677
HOME Investment Partnerships Program	MC-13-MC-39-0023	14.239	4,582	4,582
HOME Investment Partnerships Program	MC-15-MC-39-0023	14.239	225,937	225,937
HOME Investment Partnerships Program	MC-16-MC-39-0023	14.239	<u>66,609</u>	<u>66,609</u>
<i>Subtotal</i>			<u>302,805</u>	<u>302,805</u>
<i>Total U.S. Department of Housing and Urban Development</i>			<u><u>3,352,253</u></u>	<u><u>4,004,978</u></u>

**CITY OF YOUNGSTOWN  
MAHONING COUNTY**

SCHEDULE OF FEDERAL AWARDS EXPENDITURES  
FOR THE YEAR ENDED DECEMBER 31, 2016

Federal Grantor/ Pass Through Grantor Program Title	Pass Through Entity Number	Federal CFDA Number	Passed Through to Subrecipients	Disbursements
<b><u>U.S. DEPARTMENT OF JUSTICE</u></b>				
<i>Justice Assistance Grants (JAG) Program Passed through the Ohio Office of Criminal Justice Services</i>				
CIRV Youngstown	2012-JG-A02-V6811A	16.738	-	48,123
Youngstown Municipal Veterans	2015-JG-D01-6927	16.738	-	8,904
Community-Based Violence Prevention Program	2016-CP-CP1-319	16.123	-	30,000
<i>Subtotal passed through the Ohio Office of Criminal Justice Services</i>			-	87,027
<i>Direct Programs:</i>				
<i>Bureau of Justice Assistance</i>				
Edward Byrne Memorial Justice Grant Program	2016-DJ-BX-0832	16.738	28,133	28,133
Bulletproof Vest Partnership Program	2014-BU-BX-15076239	16.607	-	4,131
Bulletproof Vest Partnership Program	2015-BU-BX-15076239	16.607	-	6,225
Bulletproof Vest Partnership Program	2016-BU-BX-16082924	16.607	-	3,200
<i>Subtotal Bureau of Justice Assistance</i>			28,133	41,689
<i>Public Safety Partnership and Community Policing Grants (COPS Office)</i>				
COPS Hiring Program	2012-UM-WX-0144	16.710	-	102,435
<b><i>Total U.S. Department of Justice</i></b>			<b>28,133</b>	<b>231,151</b>
<b><u>U.S. DOT- FEDERAL HIGHWAY ADMINISTRATION</u></b>				
<i>Passed Through The Ohio Department of Transportation/ Highway Planning and Construction Cluster</i>				
Highway Planning and Construction	97932	20.205	-	1,401,751
	98762	20.205	-	93,103
	100741	20.205	-	661,594
<b><i>Total U.S. DOT - Highway Planning and Construction Cluster</i></b>			-	2,156,448
<b><u>U.S. DOT - NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION</u></b>				
<i>Passed Through The Ohio Department of Public Safety/ Highway Safety Cluster</i>				
Selective Traffic Enforcement Program	STEP-2016-50-00-00-00514	20.600	-	8,791
Selective Traffic Enforcement Program	STEP-2017-50-00-00-00545	20.600	-	2,983
Impaired Driving Enforcement Program	IDEP-2016-50-00-00-00352	20.616	-	133,867
Impaired Driving Enforcement Program	IDEP-2017-50-00-00-00397	20.616	-	5,192
<b><i>Total National Highway Traffic Safety Administration/ Highway Safety Cluster</i></b>			-	<b>150,833</b>

**CITY OF YOUNGSTOWN  
MAHONING COUNTY**

SCHEDULE OF FEDERAL AWARDS EXPENDITURES  
FOR THE YEAR ENDED DECEMBER 31, 2016

Federal Grantor/ Pass Through Grantor Program Title	Pass Through Entity Number	Federal CFDA Number	Passed Through to Subrecipients	Disbursements
<b><u>U.S. ENVIRONMENTAL PROTECTION AGENCY</u></b>				
<i>Passed Through Ohio Environmental Protection Agency</i>				
Air Pollution Control Program Support	SFY 2015-16	66.001	-	116,397
Air Pollution Control Program Support	SFY 2016-17	66.001	-	87,723
<b><i>Total U.S. Environmental Protection Agency</i></b>			<b>-</b>	<b><u>204,120</u></b>
<b><u>U.S. DEPARTMENT OF AGRICULTURE</u></b>				
<i>Passed Through Ohio Department of Education/ Nutrition Cluster</i>				
Summer Food Service Program for Children		10.559	-	42,681
<b><i>Total U.S. Department of Agriculture/ Nutrition Cluster</i></b>			<b>-</b>	<b><u>42,681</u></b>
<b>Total Expenditures of Federal Awards</b>			<b><u>3,380,386</u></b>	<b><u>6,790,211</u></b>

The accompanying notes to the Schedule are an integral part of this Schedule.

**CITY OF YOUNGSTOWN, OHIO  
MAHONING COUNTY**

**NOTES TO THE SCHEDULE OF EXPENDITURES OF FEDERAL AWARDS  
2 CFR 200.510(b)(6)  
FOR THE YEAR ENDED DECEMBER 31, 2016**

**NOTE A – BASIS OF PRESENTATION**

The accompanying Schedule of Expenditures of Federal Awards (the Schedule) includes the federal award activity of the City of Youngstown (the City) under programs of the federal government for the year ended December 31, 2016. The information on this Schedule is prepared in accordance with the requirements of Title 2 U.S. Code of Federal Regulations Part 200, *Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards* (Uniform Guidance). Because the Schedule presents only a selected portion of the operations of the City, it is not intended to and does not present the financial position, changes in net position, or cash flows of the City.

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

Expenditures reported on the Schedule are reported on the cash basis of accounting. Such expenditures are recognized following the cost principles contained in Title 2 U.S. Code of Federal Regulations Part 200, *Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards*, wherein certain types of expenditures may or may not be allowable or may be limited as to reimbursement. The City has elected not to use the 10-percent de minimis indirect cost rate as allowed under the Uniform Guidance.

**NOTE C - SUBRECIPIENTS**

The City passes certain federal awards received from to other governments or not-for-profit agencies (subrecipients) as follows:

<b>Program Title</b>	<b>Federal CFDA No.</b>	<b>Passed to Subrecipients</b>
Community Development Block Grant – Entitlement Grants (CDBG) Cluster	14.218	\$2,487,604
CDBG – Emergency Solutions Grants	14.231	342,661
Continuum of Care	14.267	219,183
HOME Investment Partnerships	14.239	302,805
Edward Byrne Memorial Justice Grant	16.738	28,133

As a subrecipient, the City has certain compliance responsibilities, such as monitoring its subrecipients to help assure they use these subawards as authorized by laws, regulations, and the provisions of contracts or grant agreements, and that subrecipients achieve the award’s performance goals.

**NOTE D - MATCHING REQUIREMENTS**

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





# Dave Yost • Auditor of State

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

City of Youngstown  
Mahoning County  
26 S. Phelps Street  
Youngstown, Ohio 44503

To the Members of Council:

We have audited, in accordance with auditing standards generally accepted in the United States and the Comptroller General of the United States' *Government Auditing Standards*, the financial statements of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of the City of Youngstown, Mahoning County, (the City) as of and for the year ended December 31, 2016, and the related notes to the financial statements, which collectively comprise the City's basic financial statements and have issued our report thereon dated April 26, 2018.

### ***Internal Control Over Financial Reporting***

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

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

A *deficiency in internal control* exists when the design or operation of a control does not allow management or employees, when performing their assigned functions, to prevent, or detect and timely correct misstatements. A *material weakness* is a deficiency, or a combination of internal control deficiencies resulting in a reasonable possibility that internal control will not prevent or detect and timely correct a material misstatement of the Government's financial statements. We consider finding 2016-001 described in the accompanying schedule of findings to be a material weakness.

A *significant deficiency* is a deficiency, or a combination of internal control deficiencies less severe than a material weakness, yet important enough to merit attention by those charged with governance. We consider finding 2016-002 described in the accompanying schedule of findings to be a significant deficiency.

***Compliance and Other Matters***

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

***Purpose of this Report***

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

A handwritten signature in black ink that reads "Dave Yost". The signature is written in a cursive style with a large, looping "D" and "Y".

**Dave Yost**  
Auditor of State  
Columbus, Ohio

April 26, 2018



# Dave Yost • Auditor of State

## INDEPENDENT AUDITOR'S REPORT ON COMPLIANCE WITH REQUIREMENTS APPLICABLE TO EACH MAJOR FEDERAL PROGRAM AND ON INTERNAL CONTROL OVER COMPLIANCE REQUIRED BY THE UNIFORM GUIDANCE

City of Youngstown  
Mahoning County  
26 S. Phelps  
Youngstown, Ohio 44503

To the Members of Council:

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

We have audited the City of Youngstown's (the City) compliance with the applicable requirements described in the U.S. Office of Management and Budget (OMB) *Compliance Supplement* that could directly and materially affect each of the City of Youngstown's major federal programs for the year ended December 31, 2016. The *Summary of Auditor's Results* in the accompanying schedule of findings identifies the City's major federal programs.

### ***Management's Responsibility***

The City's Management is responsible for complying with federal statutes, regulations, and the terms and conditions of its federal awards applicable to its federal programs.

### ***Auditor's Responsibility***

Our responsibility is to opine on the City's compliance for each of the City's major federal programs based on our audit of the applicable compliance requirements referred to above. Our compliance audit followed auditing standards generally accepted in the United States of America; the standards for financial audits included in the Comptroller General of the United States' *Government Auditing Standards*; and the audit requirements of Title 2 U.S. *Code of Federal Regulations* Part 200, *Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards* (Uniform Guidance). These standards and the Uniform Guidance require us to plan and perform the audit to reasonably assure whether noncompliance with the applicable compliance requirements referred to above that could directly and materially affect a major federal program occurred. An audit includes examining, on a test basis, evidence about the City's compliance with those requirements and performing such other procedures as we considered necessary in the circumstances.

We believe our audit provides a reasonable basis for our compliance opinion on each of the City's major programs. However, our audit does not provide a legal determination of the City's compliance.

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

In our opinion, the City of Youngstown complied, in all material respects with the compliance requirements referred to above that could directly and materially affect each of its major federal programs for the year ended December 31, 2016.

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

The City's management is responsible for establishing and maintaining effective internal control over compliance with the applicable compliance requirements referred to above. In planning and performing our compliance audit, we considered the City's internal control over compliance with the applicable requirements that could directly and materially affect a major federal program, to determine our auditing procedures appropriate for opining on each major federal program's compliance and to test and report on internal control over compliance in accordance with the Uniform Guidance, but not to the extent needed to opine on the effectiveness of internal control over compliance. Accordingly, we have not opined on the effectiveness of the City's internal control over compliance.

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

Our consideration of internal control over compliance was for the limited purpose described in the first paragraph of this section and would not necessarily identify all deficiencies in internal control over compliance that might be material weaknesses or significant deficiencies. We did not identify any deficiencies in internal control over compliance that we consider to be material weaknesses. However, material weaknesses may exist that have not been identified.

This report only describes the scope of our internal control over compliance tests and the results of this testing based on Uniform Guidance requirements. Accordingly, this report is not suitable for any other purpose.



**Dave Yost**  
Auditor of State  
Columbus, Ohio

April 26, 2018

**CITY OF YOUNGSTOWN  
MAHONING COUNTY**

**SCHEDULE OF FINDINGS  
2 CFR § 200.515  
DECEMBER 31, 2016**

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

<b>(d)(1)(i)</b>	<b>Type of Financial Statement Opinion</b>	Unmodified
<b>(d)(1)(ii)</b>	<b>Were there any material weaknesses in internal control reported at the financial statement level (GAGAS)?</b>	Yes
<b>(d)(1)(ii)</b>	<b>Were there any significant deficiencies in internal control reported at the financial statement level (GAGAS)?</b>	Yes
<b>(d)(1)(iii)</b>	<b>Was there any reported material noncompliance at the financial statement level (GAGAS)?</b>	No
<b>(d)(1)(iv)</b>	<b>Were there any material internal control weaknesses reported for major federal programs?</b>	No
<b>(d)(1)(iv)</b>	<b>Were there any significant deficiencies in internal control reported for major federal programs?</b>	No
<b>(d)(1)(v)</b>	<b>Type of Major Programs' Compliance Opinion</b>	Unmodified
<b>(d)(1)(vi)</b>	<b>Are there any reportable findings under 2 CFR §200.516(a)?</b>	No
<b>(d)(1)(vii)</b>	<b>Major Programs (list):</b>	Community Development Block Grant - #14.218 Home Investment Partnership Program - #14.239
<b>(d)(1)(viii)</b>	<b>Dollar Threshold: Type A/B Programs</b>	Type A: >\$ 750,000 Type B: All others
<b>(d)(1)(ix)</b>	<b>Low Risk Auditee under 2 CFR §200.520?</b>	No

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

**1. Mahoning County Sewer Collection Administrative Fees**

<i>Finding Number</i>	2016-001
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MATERIAL WEAKNESS

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

The City collects sewer fees from county customers and remits these fees to the county, charging an administrative fee. On a monthly basis, the City remits these fees to Mahoning County based on the reports and paperwork prepared by the Water Commissioner. At the time of the remittance, an administrative fee is calculated to be charged to the County Sewer Fund and remitted to the Water Fund for services rendered in processing the County sewer payments. When the software was initially set up for the Utilities Management module, the administrative fee was to be built into the monthly remittance process.

When the City became aware that the monthly administrative fee was not being remitted to the Water Fund, they addressed the issue with the software vendor and the situation was corrected in January 2017.

The incorrect recording of the administrative fees resulted in Due to Other Funds being understated and Funds Held and Due to Others being overstated by \$3,689,197 in the Agency Fund and Due from Other Funds and Net Position being understated by \$3,689,197.

The financial statements reflect the above corrections.

The City should implement controls to help ensure receipts are posted to the proper funds.

**Official's Response:** See Corrective Action Plan.

**2. IT - Security Administration**

<i>Finding Number</i>	2016-002
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SIGNIFICANT DEFICIENCY

The increasing dependence of the City on information technology for daily operations makes it important that precautions be taken to prevent unauthorized modification, disclosure, disruption or use of data and programs.

Windows Active Directory (AD) security is used to restrict access to the City of Youngstown network. Access to the financial application systems uses single sign-on authentication based on the Windows AD security. In February, 2015, the City implemented a Technology Policy to specify the procedures implemented to document and control administration of security relative to the City's IT systems. An application access form for the financial application system was implemented as part of this policy. The following weaknesses related to Windows AD password and account lockout procedures as well as exceptions related to the application user authorization forms were noted:

Active Directory:

- Password policies at the network level are not strong, or have not been set at all.
- Account lockout policies at the network level have not been set.
- Passwords are set by the MIS CIO and users are not able to change their passwords.

User Authorization Forms :

- Network Level: Technology Use Forms were not available for eight of the 38 users selected for review.
- Application Level (New World Logos):
  - Forms for three of the 13 users selected were not signed by the department head or designee.
  - One of the 13 users did not have a form on file.

The risk of unauthorized modification, disclosure, disruption or use of data and programs may lead to errors in the financial statements. The lack of staff necessary to address password resets and account lockouts was cited as the reason for not implementing stronger password and account lockout controls.

The City should continue to implement the new security procedures and ensure Technology Use Forms are completed for all users and New World Access forms are appropriately authorized and completed for all users of the New World application system.

In addition, the City should implement the follow security procedures:

- Create security related reports and establish criteria for review of the reports on a regular basis.
- Establish password parameter settings for minimum length, expiration and complexity.
- Implement an account lockout policy to lock users out after five failed login attempts and require the account to be reset by an administrator.

Once developed, the security procedures should be communicated to all users.

**Official's Response:** See Corrective Action Plan.

<b>3. FINDINGS AND QUESTIONED COSTS FOR FEDERAL AWARDS</b>
--

None

# CITY OF YOUNGSTOWN

## MAYOR JAMAE TITO BROWN



FINANCE DEPARTMENT  
 CITY HALL • 26 S. PHELPS STREET • YOUNGSTOWN, OHIO 44503  
 PHONE: (330) 742-8724 • FAX: (330) 744-7460

### CITY OF YOUNGSTOWN MAHONING COUNTY

#### SUMMARY SCHEDULE OF PRIOR AUDIT FINDINGS 2 CFR 200.511(b) DECEMBER 31, 2016

Finding Number	Finding Summary	Status	Additional Information
2015-001	The City of not have controls in place to help ensure the proper recording of financial transactions for the City's pension liability and related deferred outflows/inflows.	Corrected.	The Finance Director agrees that the City needs to implement controls and procedures related to financial reporting to ensure more accurate reporting.
2015-002	Standardized procedures have not been established to document and control administration of security relative to the City's computer information system.	Partially Corrected.	<p>The Finance Director agrees that the City needs to fully implement security procedures that ensure the use of access forms and the enforcement of password changes and lockout controls.</p> <p>The reason for recurrence is due to lack of staffing.</p>



# CITY OF YOUNGSTOWN

MAYOR JAMAE L TITO BROWN



FINANCE DEPARTMENT  
 CITY HALL • 26 S. PHELPS STREET • YOUNGSTOWN, OHIO 44503  
 PHONE: (330) 742-8724 • FAX: (330) 744-7460

**CITY OF YOUNGSTOWN  
 MAHONING COUNTY**

**CORRECTIVE ACTION PLAN  
 2 CFR § 200.511(c)  
 DECEMBER 31, 2016**

Finding Number	Planned Corrective Action	Anticipated Completion Date	Responsible Contact Person
<b>2016-001</b>	The City has addressed this situation and corrected it.		
<b>2016-002</b>	<p>The Finance Director agrees that the City needs to fully implement security procedures that ensure the use of access forms and the enforcement of password changes and lockout controls.</p> <p>The CIO is working with the Law Department to establish information technology policies and procedures related to network user complex passwords and lockout controls.</p>	2018	<p>Kyle Miasek, Finance Director</p> <p>Rick Deak, CIO</p>

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# Dave Yost • Auditor of State

**CITY OF YOUNGSTOWN**

**MAHONING COUNTY**

**CLERK'S CERTIFICATION**

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

*Susan Babbitt*

**CLERK OF THE BUREAU**

**CERTIFIED  
MAY 10, 2018**