

**CITY OF SHELBY**  
**RICHLAND COUNTY, OHIO**

**REGULAR AUDIT**

**FOR THE YEAR ENDED  
DECEMBER 31, 2024**





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Columbus, Ohio 43215  
ContactUs@ohioauditor.gov  
800-282-0370

Members of Council  
City of Shelby  
43 West Main Street  
Shelby, Ohio 44875

We have reviewed the *Independent Auditor's Report* of the City of Shelby, Richland County, prepared by Julian & Grube, Inc., for the audit period January 1, 2024 through December 31, 2024. Based upon this review, we have accepted these reports in lieu of the audit required by Section 117.11, Revised Code. The Auditor of State did not audit the accompanying financial statements and, accordingly, we are unable to express, and do not express an opinion on them.

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

KEITH FABER  
Ohio Auditor of State

Tiffany L. Ridenbaugh, CPA, CFE, CGFM  
Chief Deputy Auditor

January 12, 2026

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**CITY OF SHELBY  
RICHLAND COUNTY, OHIO**

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## **Independent Auditor's Report**

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

To the Members of Council and Mayor:

### **Report on the Audit of the Financial Statements**

#### ***Opinions***

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 Shelby, Richland County, Ohio, as of and for the year ended December 31, 2024, and the related notes to the financial statements, which collectively comprise the City of Shelby's basic financial statements as listed in the table of contents.

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 Shelby, as of December 31, 2024, and the respective changes in financial position, and, where applicable, cash flows thereof for the year then ended in accordance with accounting principles generally accepted in the United States of America.

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

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

#### ***Emphasis of Matter***

As discussed in Note 18 to the financial statements, the City of Shelby restated beginning net position as a result of a change in accounting principle by implementing GASB Statement No. 101, "Compensated Absences" and also an error correction. Our opinions are not modified with respect to this matter.

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

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

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

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

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

In performing an audit in accordance with generally accepted auditing standards and *Government Auditing Standards*, we:

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

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



***Required Supplementary Information***

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

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

In accordance with *Government Auditing Standards*, we have also issued our report dated July 28, 2025, on our consideration of the City of Shelby's internal control over financial reporting and on our tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters. The purpose of that report is solely to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the City of Shelby's internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the City of Shelby's internal control over financial reporting and compliance.



Julian & Grube, Inc.  
July 28, 2025

**City of Shelby, Ohio**  
**Management's Discussion and Analysis**  
**For The Year Ended December 31, 2024**  
**(Unaudited)**

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The City of Shelby's discussion and analysis of the annual financial report provides a review of the financial performance for the fiscal year ending December 31, 2024. The intent of this discussion and analysis is to look at the City's financial performance as a whole; readers should also review the notes to the basic financial statements and financial statements to enhance their understanding of the City's performance.

**Financial Highlights**

- The City's total net position decreased \$1,892,003. Net position of governmental activities decreased \$943,857, net position of business-type activities decreased by \$948,146.
- The General Fund reported a fund balance of \$2,983,711.
- Business-type operations reflected an operating loss of \$1,407,594.

**Overview of the Financial Statements**

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

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

**Government-wide Financial Statements**

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

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

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

- **Governmental Activities** - Most of the City's programs and services are reported here including general government, public health and welfare, transportation and street repair, public safety, community

**City of Shelby, Ohio**  
**Management's Discussion and Analysis**  
**For The Year Ended December 31, 2024**  
**(Unaudited)**

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development, and leisure time activity. These services are funded primarily by property and income taxes and intergovernmental revenues including federal and State grants and other shared revenues.

- **Business-Type Activities** - These services are provided on a charge for goods or services basis to recover all or a significant portion of the expenses of the goods or services provided.

**Fund Financial Statements**

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

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

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

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

**Fiduciary Funds** - Fiduciary funds are used to account for resources held for the benefit of parties outside the City. Fiduciary funds are not reflected in the government-wide financial statement because the resources of those funds are not available to support the City's own programs. The accounting used for fiduciary funds is much like that used for proprietary funds.

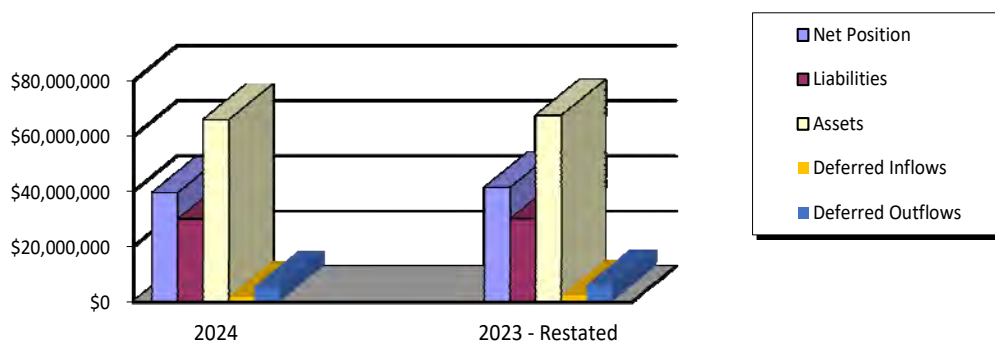
**The City as a Whole**

As stated previously, the Statement of Net Position looks at the City as a whole. Table 1 provides a summary of the City's net position for 2024 compared to 2023.

**City of Shelby, Ohio**  
**Management's Discussion and Analysis**  
**For The Year Ended December 31, 2024**  
**(Unaudited)**

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

	Governmental Activities		Business-Type Activities		Total	
	2024	2023 - Restated	2024	2023 - Restated	2024	2023 - Restated
<b>Assets:</b>						
Current and Other Assets	\$11,541,347	\$11,255,665	\$10,011,416	\$10,209,867	\$21,552,763	\$21,465,532
Capital Assets	21,765,589	22,650,899	109,993	23,289,898	21,875,582	45,940,797
Net OPEB Asset	76,260	0	22,415,085	0	22,491,345	0
<b>Total Assets</b>	<b>33,383,196</b>	<b>33,906,564</b>	<b>32,536,494</b>	<b>33,499,765</b>	<b>65,919,690</b>	<b>67,406,329</b>
<b>Deferred Outflows of Resources:</b>						
Deferred Charge on Refunding	202,304	219,162	0	0	202,304	219,162
OPEB	480,128	613,895	94,375	222,571	574,503	836,466
Pension	3,580,197	3,571,429	962,316	1,388,775	4,542,513	4,960,204
<b>Total Deferred Outflows of Resources</b>	<b>4,262,629</b>	<b>4,404,486</b>	<b>1,056,691</b>	<b>1,611,346</b>	<b>5,319,320</b>	<b>6,015,832</b>
<b>Liabilities:</b>						
Long-Term Liabilities	17,188,997	16,829,664	10,781,667	11,491,954	27,970,664	28,321,618
Other Liabilities	693,917	570,210	1,317,131	1,159,977	2,011,048	1,730,187
<b>Total Liabilities</b>	<b>17,882,914</b>	<b>17,399,874</b>	<b>12,098,798</b>	<b>12,651,931</b>	<b>29,981,712</b>	<b>30,051,805</b>
<b>Deferred Inflows of Resources:</b>						
Property Taxes	636,991	613,769	0	0	636,991	613,769
Leases	0	0	159,121	179,011	159,121	179,011
OPEB	594,303	625,862	63,723	24,946	658,026	650,808
Pension	353,661	549,732	17,376	52,910	371,037	602,642
<b>Total Deferred Inflows of Resources</b>	<b>1,584,955</b>	<b>1,789,363</b>	<b>240,220</b>	<b>256,867</b>	<b>1,825,175</b>	<b>2,046,230</b>
<b>Net Position:</b>						
Net Investment In Capital Assets	17,666,966	18,244,846	15,524,073	15,909,289	33,191,039	34,154,135
Restricted	6,204,111	5,818,288	109,993	0	6,314,104	5,818,288
Unrestricted	(5,693,121)	(4,941,321)	5,620,101	6,293,024	(73,020)	1,351,703
<b>Total Net Position</b>	<b>\$18,177,956</b>	<b>\$19,121,813</b>	<b>\$21,254,167</b>	<b>\$22,202,313</b>	<b>\$39,432,123</b>	<b>\$41,324,126</b>



Total net position of the City as a whole decreased \$1,892,003. Net position of the City's governmental activities decreased \$943,857 while the net position of the City's business-type activities decreased \$948,146 from 2023. The City had an unrestricted net position balance of (\$73,020) that may be used to meet the government's ongoing obligations to citizens and creditors. Long-Term liabilities increased mainly due to an increase in net pension and OPEB liabilities.

Table 2 shows the changes in net position for the year ended December 31, 2024 and revenue and expense comparisons to 2023.

**City of Shelby, Ohio**  
**Management's Discussion and Analysis**  
**For The Year Ended December 31, 2024**  
**(Unaudited)**

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

	Governmental Activities		Business-Type Activities		Total	
	2024	2023 - Restated	2024	2023 - Restated	2024	2023 - Restated
Program Revenues:						
Charges for Services	\$1,865,343	\$1,713,678	\$14,984,270	\$14,423,215	\$16,849,613	\$16,136,893
Operating Grants and Contributions	1,319,028	1,998,314	0	0	1,319,028	1,998,314
Capital Grants and Contributions	29,906	66,539	325,141	202,435	355,047	268,974
Total Program Revenues	3,214,277	3,778,531	15,309,411	14,625,650	18,523,688	18,404,181
General Revenues:						
Income Taxes	5,696,505	5,375,778	0	0	5,696,505	5,375,778
Property Taxes	751,341	642,728	0	0	751,341	642,728
Grants and Entitlements	450,529	416,400	0	0	450,529	416,400
Investment Earnings	388,969	166,509	188,334	132,850	577,303	299,359
Other Revenues	726,668	543,945	331,668	105,181	1,058,336	649,126
Total General Revenues	8,014,012	7,145,360	520,002	238,031	8,534,014	7,383,391
Total Revenues	11,228,289	10,923,891	15,829,413	14,863,681	27,057,702	25,787,572
Program Expenses:						
General Government	2,504,729	1,751,026	0	0	2,504,729	1,751,026
Public Safety	5,803,571	6,037,249	0	0	5,803,571	6,037,249
Leisure Time Activities	98,908	91,956	0	0	98,908	91,956
Community Development	422,558	756,475	0	0	422,558	756,475
Transportation and Street Repair	2,452,563	2,304,757	0	0	2,452,563	2,304,757
Public Health and Welfare	770,102	537,790	0	0	770,102	537,790
Other	17,224	29,032	0	0	17,224	29,032
Interest and Other Charges	102,491	105,586	0	0	102,491	105,586
Sewer	0	0	2,656,456	2,941,790	2,656,456	2,941,790
Water	0	0	2,968,100	2,905,683	2,968,100	2,905,683
Electric	0	0	11,153,003	10,522,920	11,153,003	10,522,920
Total Program Expenses	12,172,146	11,613,871	16,777,559	16,370,393	28,949,705	27,984,264
Excess (Deficit) before Transfers	(943,857)	(689,980)	(948,146)	(1,506,712)	(1,892,003)	(2,196,692)
Transfers	0	(85,484)	0	85,484	0	0
Change in Net Position	(943,857)	(775,464)	(948,146)	(1,421,228)	(1,892,003)	(2,196,692)
Net Position - Beginning of Year, As Restated	19,121,813	19,897,277	22,202,313	23,623,541	41,324,126	43,520,818
Net Position - End of Year	\$18,177,956	\$19,121,813	\$21,254,167	\$22,202,313	\$39,432,123	\$41,324,126

**Governmental Activities**

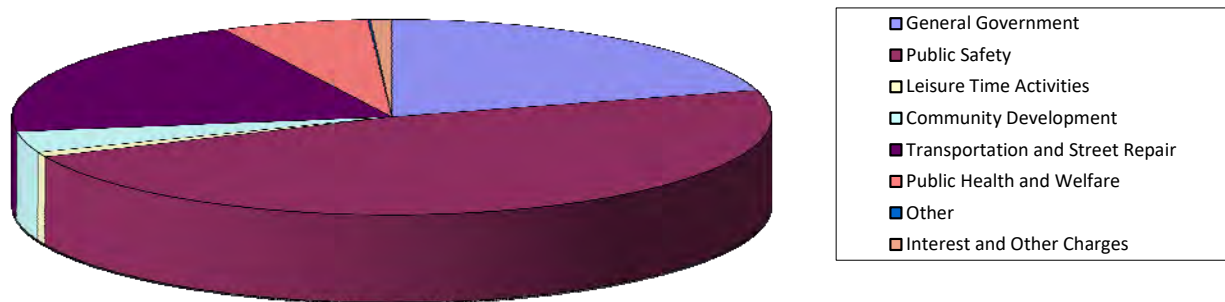
The City of Shelby's income taxes and property taxes are the largest source of general revenue. These revenues represent 80% of the City's governmental activities total general revenue.

The decrease in operating grants and contributions program revenue from 2023 to 2024 was due to the City receiving less than grant monies when compared to 2023.

**City of Shelby, Ohio**  
**Management's Discussion and Analysis**  
**For The Year Ended December 31, 2024**  
**(Unaudited)**

Governmental Activities  
Program Expenses for 2024

Program Expenses	Percentage
General Government	20.6%
Public Safety	47.7%
Leisure Time Activities	0.8%
Community Development	3.5%
Transportation and Street Repair	20.1%
Public Health and Welfare	6.3%
Other	0.1%
Interest and Other Charges	0.9%
Total	100.0%



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

**Business-Type Activities**

Business-type activities include Sewer, Water and Electric. These programs had operating revenues of \$15,315,938 and operating expenses of \$16,723,532 for fiscal year 2024. Business-type activities receive no support from tax revenues. The business-type activities (on the fund level) net position at the end of the year was \$21,294,876, which decreased \$948,146 from 2023 which is primarily due to increase in net pension and OPEB liability.

**The City's Funds**

The City has two major governmental funds: the General Fund, and the Police and Court Construction Fund. Assets of these major governmental funds comprise \$8,109,299 (72%), of the total \$11,241,073 governmental funds' assets.

**General Fund:** Fund balance at December 31, 2024 was \$2,983,711.

**Police and Court Construction Fund:** Fund balance at December 31, 2024 was \$3,565,756.

**General Fund Budgeting Highlights**

The City's General Fund budget is formally adopted at the program or budget center level. Financial reports, which compare actual performance with the budget, are prepared monthly and presented to the

**City of Shelby, Ohio**  
**Management's Discussion and Analysis**  
**For The Year Ended December 31, 2024**  
**(Unaudited)**

Council so the Council is able to review the financial status and measure the effectiveness of the budgetary controls.

As the City completed the year, its General Fund balance reported an actual fund balance of \$1,909,315 on a Non-GAAP Budgetary Basis.

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

**Capital Assets and Debt Administration**

***Capital Assets***

At year end, the City had \$44,180,674 invested in land, construction in progress, buildings and improvements, equipment and infrastructure. Table 3 shows 2024 balances compared to 2023:

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

	Governmental Activities		Business-Type Activities		Total	
	2024	2023	2024	2023 - Restated	2024	2023 - Restated
Land	\$406,004	\$406,004	\$256,299	\$256,299	\$662,303	\$662,303
Construction in Progress	45,081	795,872	451,922	2,407	497,003	798,279
Buildings and Improvements	13,725,232	13,705,832	25,731,433	25,731,433	39,456,665	39,437,265
Equipment	7,556,081	7,493,451	16,348,728	16,414,317	23,904,809	23,907,768
Infrastructure	24,854,534	24,106,393	21,036,563	21,020,371	45,891,097	45,126,764
Accumulated Depreciation	(24,821,343)	(23,856,653)	(41,409,860)	(40,134,929)	(66,231,203)	(63,991,582)
Total Net Capital Assets	<u>\$21,765,589</u>	<u>\$22,650,899</u>	<u>\$22,415,085</u>	<u>\$23,289,898</u>	<u>\$44,180,674</u>	<u>\$45,940,797</u>

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

***Debt***

The City had \$4,300,927 in notes payable, bonds and loans outstanding for Governmental Activities and \$6,891,012 in loans outstanding for Business-Type Activities.

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**City of Shelby, Ohio**  
**Management's Discussion and Analysis**  
**For The Year Ended December 31, 2024**  
**(Unaudited)**

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

		2024	2023
Governmental Activities:			
Notes Payable:			
2019 Ambulance		\$60,927	\$90,215
Total Notes Payable		<u>60,927</u>	<u>90,215</u>
General Obligation Bonds:			
Refunded Municipal Justice Center Improvement	3.50%	4,240,000	4,535,000
Total General Obligation Bonds		<u>4,240,000</u>	<u>4,535,000</u>
Total Governmental Activities Debt		<u>4,300,927</u>	<u>4,625,215</u>
Business-Type Activities:			
OWDA and OPWC Loans from Direct Borrowings:			
2018 WWTP Improvements	1.00%	6,631,607	7,070,188
OPWC - CP425	0.00%	45,736	64,032
West Main Street Sanitary Improvements	2.41%	213,669	246,389
Total OWDA and OPWC Loans from Direct Borrowings		<u>6,891,012</u>	<u>7,380,609</u>
Total Business-Type Activities Debt		<u>6,891,012</u>	<u>7,380,609</u>
Total Debt		<u>\$11,191,939</u>	<u>\$12,005,824</u>

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

### **Economic Outlook**

Since the 1800's the City has been known for its talented workforce and strong manufacturing identity which continue to be innovative, productive, and stable. The City's industrial base continues to be strong and competitive, producing and shipping goods and materials regionally, nationally, and globally. Nationally, we have faced uncertainty over the last 12-18 months, but the city has been resourceful to develop and maintain a positive environment to nurture and grow existing business, while seeking to attract complimentary additions to the community. While the backbone of the community is industrial, healthcare remains a strong sector as well, with Shelby boasting a full-service OhioHealth hospital including Emergency, acute and short-term skilled care, and a full range of outpatient diagnostic and therapeutic services. Additionally, the community is served by locally owned Avita health systems, Nationwide Childrens, and Third Street Clinic.

The City maintains their partnership with the Community Improvement Corporation and countywide economic development partner Richland Area Chamber and Economic Development with a full-time Economic and Community Development Director sharing time between the Chamber Office and City Hall. Through this partnership they are connected to regional Team NEO, and State partner JobsOhio. This allows them to have a hyperlocal approach to economic development with the benefit of regional and state resources.



**City of Shelby, Ohio**  
**Management's Discussion and Analysis**  
**For The Year Ended December 31, 2024**  
**(Unaudited)**

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The City updated their strategic plan in 2024 to re-prioritize initiatives and be proactive for the future. They also wrapped up several community and economic development projects including Phases I and II of the three-phase downtown revitalization. These included an updated streetscape, an arch over Main Street, and a beautiful park plaza complete with fireplace and pop fountain in the heart of downtown. Phase III, which will include a 15 acre naturalized park is in the planning phase and will begin in earnest in the next 12-18 months.

City utilities have been maintained and modernized with a 14 acre 2.5 MW solar field and recently added Tesla battery storage. Work was done to replace lead service lines down Main Street, and the rest of the City was mapped to mark for replacement. Significant care has been taken to keep municipal power rates low including the offloading of some hydro assets that had been burdensome on the system.

The City continues to market properties and vacant buildings to site selectors through Jobs Ohio and follows up on all leads that fit requests for Information. A local manufacturer that has grown his business right here in Shelby and serves a national market has tripled his footprint in Industrial Park Technology Parkway. Other manufacturers in town are working on expansions to include \$45MM in capital expenditures and an additional 30 jobs over the next 3 years. Workforce remains strong and North Central State College Center for Advanced Learning located in the Kehoe Center continues to be a great community partner in adapting programming to fit industry needs. In addition to offering a 4 year engineering degree, new programs around cyber security and microchip manufacturing maintenance have been added to the curriculum.

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

**Contacting the City's Finance Department**

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

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City of Shelby, Ohio  
Statement of Net Position  
December 31, 2024

	Governmental Activities	Business-Type Activities	Total
<b>Assets:</b>			
Equity in Pooled Cash and Investments	\$7,779,714	\$6,787,123	\$14,566,837
Restricted Cash	0	21,489	21,489
Cash and Cash Equivalents with Fiscal Agent	259,565	0	259,565
Receivables (Net):			
Taxes	2,471,418	0	2,471,418
Accounts	133,228	1,900,644	2,033,872
Interest	0	41,616	41,616
Intergovernmental	586,862	0	586,862
Leases	0	162,250	162,250
Special Assessments	2,228	17,599	19,827
Internal Balances	40,709	(40,709)	0
Inventory	158,900	980,685	1,139,585
Prepaid Items	108,723	140,719	249,442
Net OPEB Asset	76,260	109,993	186,253
Nondepreciable Capital Assets	451,085	708,221	1,159,306
Depreciable Capital Assets, Net	21,314,504	21,706,864	43,021,368
<b>Total Assets</b>	<b>33,383,196</b>	<b>32,536,494</b>	<b>65,919,690</b>
<b>Deferred Outflows of Resources:</b>			
Deferred Charge on Refunding	202,304	0	202,304
Pension	3,580,197	962,316	4,542,513
OPEB	480,128	94,375	574,503
<b>Total Deferred Outflows of Resources</b>	<b>4,262,629</b>	<b>1,056,691</b>	<b>5,319,320</b>
<b>Liabilities:</b>			
Accounts Payable	64,880	909,610	974,490
Accrued Wages and Benefits	280,445	133,801	414,246
Contracts Payable	2,684	0	2,684
Retainage Payable	0	21,489	21,489
Accrued Interest Payable	7,567	5,989	13,556
Claims Payable	338,341	0	338,341
Deposits Held and Due to Others	0	189,396	189,396
Payable to Joint Venture	0	56,846	56,846
Long-Term Liabilities:			
Due Within One Year	759,620	750,407	1,510,027
Due In More Than One Year			
Net Pension Liability	10,592,639	3,116,476	13,709,115
Net OPEB Liability	637,219	0	637,219
Other Amounts	5,199,519	6,914,784	12,114,303
<b>Total Liabilities</b>	<b>17,882,914</b>	<b>12,098,798</b>	<b>29,981,712</b>
<b>Deferred Inflows of Resources:</b>			
Property Taxes	636,991	0	636,991
Leases	0	159,121	159,121
Pension	353,661	17,376	371,037
OPEB	594,303	63,723	658,026
<b>Total Deferred Inflows of Resources</b>	<b>1,584,955</b>	<b>240,220</b>	<b>1,825,175</b>
<b>Net Position:</b>			
Net Investment in Capital Assets	17,666,966	15,524,073	33,191,039
Restricted for:			
Debt Service	299,734	0	299,734
Capital Projects	4,510,487	0	4,510,487
Street Maintenance, Construction and Repair	241,799	0	241,799
Community Development Projects	205,698	0	205,698
Mini Park Trust Expendable	27,251	0	27,251
Human Services Programs	237,905	0	237,905
Public Safety	251,113	0	251,113
Net OPEB Asset	76,260	109,993	186,253
Other Purposes	353,864	0	353,864
Unrestricted	(5,693,121)	5,620,101	(73,020)
<b>Total Net Position</b>	<b>\$18,177,956</b>	<b>\$21,254,167</b>	<b>\$39,432,123</b>

See accompanying notes to the basic financial statements.

City of Shelby, Ohio  
Statement of Activities  
For the Fiscal Year Ended December 31, 2024

		Program Revenues			Net (Expense) Revenue and Changes in Net Position		
		Charges for Services and Sales	Operating Grants and Contributions	Capital Grants and Contributions	Governmental Activities	Business-Type Activities	Total
Governmental Activities:	Expenses						
General Government	\$2,504,729	\$1,541,766	\$0	\$0	(\$962,963)	\$0	(\$962,963)
Public Safety	5,803,571	202,041	37,137	29,906	(5,534,487)	0	(5,534,487)
Leisure Time Activities	98,908	19,028	6,894	0	(72,986)	0	(72,986)
Community Development	422,558	67,409	99,646	0	(255,503)	0	(255,503)
Transportation and Street Repair	2,452,563	0	773,577	0	(1,678,986)	0	(1,678,986)
Public Health and Welfare	770,102	35,099	401,774	0	(333,229)	0	(333,229)
Other	17,224	0	0	0	(17,224)	0	(17,224)
Interest and Other Charges	102,491	0	0	0	(102,491)	0	(102,491)
Total Governmental Activities	12,172,146	1,865,343	1,319,028	29,906	(8,957,869)	0	(8,957,869)
Business-Type Activities:							
Sewer	2,656,456	2,313,727	0	0	0	(342,729)	(342,729)
Water	2,968,100	2,574,191	0	325,141	0	(68,768)	(68,768)
Electric	11,153,003	10,096,352	0	0	0	(1,056,651)	(1,056,651)
Total Business-Type Activities	16,777,559	14,984,270	0	325,141	0	(1,468,148)	(1,468,148)
Totals	\$28,949,705	\$16,849,613	\$1,319,028	\$355,047	(8,957,869)	(1,468,148)	(10,426,017)
General Revenues:							
Income Taxes					5,696,505	0	5,696,505
Property Taxes Levied for:							
General Purposes					300,905	0	300,905
Special Revenue Purposes					450,436	0	450,436
Grants and Entitlements, Not Restricted					450,529	0	450,529
Unrestricted Contributions					76,477	0	76,477
Investment Earnings					388,969	188,334	577,303
Other Taxes: Excise Taxes					338,703	0	338,703
Other Revenues					311,488	331,668	643,156
Total General Revenues					8,014,012	520,002	8,534,014
Change in Net Position					(943,857)	(948,146)	(1,892,003)
Net Position-Beginning of Year, As Previously Reported					19,992,632	20,895,722	40,888,354
Change in Accounting Principal					(870,819)	(336,626)	(1,207,445)
Error Correction					0	1,643,217	1,643,217
Net Position-Beginning of Year, As Restated					19,121,813	22,202,313	41,324,126
Net Position-End of Year					\$18,177,956	\$21,254,167	\$39,432,123

See accompanying notes to the basic financial statements.

City of Shelby, Ohio  
Balance Sheet  
Governmental Funds  
December 31, 2024

	General	Police and Court Construction	Other Governmental Funds	Total Governmental Funds
Assets:				
Equity in Pooled Cash and Investments	\$2,630,601	\$3,468,116	\$1,680,997	\$7,779,714
Receivables (Net):				
Taxes	1,246,949	312,097	912,372	2,471,418
Accounts	81,552	0	51,676	133,228
Intergovernmental	244,857	0	342,005	586,862
Special Assessments	0	0	2,228	2,228
Inventory	46,585	0	112,315	158,900
Prepaid Items	78,542	0	30,181	108,723
Total Assets	<u>4,329,086</u>	<u>3,780,213</u>	<u>3,131,774</u>	<u>11,241,073</u>
Liabilities:				
Accounts Payable	60,904	0	3,976	64,880
Accrued Wages and Benefits	249,321	0	31,124	280,445
Contracts Payable	2,684	0	0	2,684
Total Liabilities	<u>312,909</u>	<u>0</u>	<u>35,100</u>	<u>348,009</u>
Deferred Inflows of Resources:				
Property Taxes	247,988	0	462,593	710,581
Income Taxes	682,866	214,457	302,407	1,199,730
Grants and Other Taxes	101,612	0	229,291	330,903
Unavailable Revenue	0	0	38,605	38,605
Total Deferred Inflows of Resources	<u>1,032,466</u>	<u>214,457</u>	<u>1,032,896</u>	<u>2,279,819</u>
Fund Balances:				
Nonspendable	128,020	0	162,496	290,516
Restricted	0	3,565,756	1,816,721	5,382,477
Assigned	1,268,850	0	84,561	1,353,411
Unassigned	1,586,841	0	0	1,586,841
Total Fund Balances	<u>2,983,711</u>	<u>3,565,756</u>	<u>2,063,778</u>	<u>8,613,245</u>
Total Liabilities, Deferred Inflows and Fund Balances	<u>\$4,329,086</u>	<u>\$3,780,213</u>	<u>\$3,131,774</u>	<u>\$11,241,073</u>

See accompanying notes to the basic financial statements.

City of Shelby, Ohio  
Reconciliation of Total Governmental Fund Balance to Net Position of Governmental Activities  
December 31, 2024

Total Governmental Fund Balances		\$8,613,245
Amounts reported for governmental activities in the statement of net position are different because:		
Capital assets used in governmental activities are not current financial resources and, therefore, are not reported in the funds.		
Capital assets used in the operation of Governmental Funds		21,765,589
Other long-term assets are not available to pay for current-period expenditures and, therefore, are deferred in the funds.		
Income Taxes	1,199,730	
Delinquent Property Taxes	73,590	
Intergovernmental	330,903	
Other Receivables	38,605	
		1,642,828
An internal service fund is used by management to charge back costs to individual funds. The assets and liabilities of the internal service fund are included in governmental activities in the statement of net position.		
Internal Service Net Position	(78,776)	
Allocation to Business-Type Activities	40,709	
		(38,067)
In the statement of net position interest payable is accrued when incurred; whereas, in the governmental funds interest is reported as a liability only when it will require the use of current financial resources.		(7,567)
Some liabilities reported in the statement of net position do not require the use of current financial resources and, therefore, are not reported as liabilities in governmental funds.		
Compensated Absences		(1,658,212)
Deferred outflow of resources associated with long-term liabilities are not reported in the funds.		202,304
Deferred outflows and inflows of resources related to pensions and OPEB are applicable to future periods and, therefore, are not reported in the funds.		
Deferred outflows of resources related to pensions	3,580,197	
Deferred inflows of resources related to pensions	(353,661)	
Deferred outflows of resources related to OPEB	480,128	
Deferred inflows of resources related to OPEB	(594,303)	
		3,112,361
Long-term liabilities are not due and payable in the current period and, therefore, are not reported in the funds.		
Net OPEB Asset	76,260	
Net Pension Liability	(10,592,639)	
Net OPEB Liability	(637,219)	
Bonds and Loans Payable	(4,300,927)	
		(15,454,525)
Net Position of Governmental Activities		<u>\$18,177,956</u>

See accompanying notes to the basic financial statements.

City of Shelby, Ohio  
Statement of Revenues, Expenditures and Changes in Fund Balance  
Governmental Funds  
For the Fiscal Year Ended December 31, 2024

	General	Police and Court Construction	Other Governmental Funds	Total Governmental Funds
Revenues:				
Property and Other Taxes	\$651,256	\$0	\$465,460	\$1,116,716
Income Taxes	3,308,896	927,842	1,363,060	5,599,798
Charges for Services	1,312,538	0	288,124	1,600,662
Investment Earnings	383,890	0	13,054	396,944
Intergovernmental	450,760	0	1,355,089	1,805,849
Fines, Licenses & Permits	190,014	0	76,430	266,444
Donations	0	0	76,477	76,477
Other Revenues	188,561	0	86,550	275,111
Total Revenues	6,485,915	927,842	3,724,244	11,138,001
Expenditures:				
Current:				
General Government	1,778,217	0	32,940	1,811,157
Public Safety	3,949,907	60,710	1,294,329	5,304,946
Leisure Time Activities	0	0	83,887	83,887
Community Development	75,666	0	296,353	372,019
Transportation and Street Repair	38,759	0	1,557,695	1,596,454
Public Health and Welfare	0	0	762,315	762,315
Other	0	4,250	12,974	17,224
Capital Outlay	2,684	13,326	269,888	285,898
Debt Service:				
Principal	0	295,000	29,288	324,288
Interest and Other Charges	0	83,873	2,391	86,264
Total Expenditures	5,845,233	457,159	4,342,060	10,644,452
Excess of Revenues Over (Under) Expenditures	640,682	470,683	(617,816)	493,549
Other Financing Sources (Uses):				
Transfers In	0	0	510,000	510,000
Transfers (Out)	(510,000)	0	0	(510,000)
Total Other Financing Sources (Uses)	(510,000)	0	510,000	0
Net Change in Fund Balance	130,682	470,683	(107,816)	493,549
Fund Balance - Beginning of Year	2,849,368	3,095,073	2,192,694	8,137,135
Change in Reserve for Inventory	3,661	0	(21,100)	(17,439)
Fund Balance - End of Year	\$2,983,711	\$3,565,756	\$2,063,778	\$8,613,245

See accompanying notes to the basic financial statements.

City of Shelby, Ohio  
Reconciliation of the Statement of Revenues, Expenditures, and Changes in Fund Balance of  
Governmental Funds to the Statement of Activities  
For the Fiscal Year Ended December 31, 2024

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Net Change in Fund Balance - Total Governmental Funds \$493,549

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

Governmental funds report capital asset additions as expenditures.  
However, in the statement of activities, the cost of those assets is  
allocated over their estimated useful lives as depreciation  
expense. This is the amount of the difference between capital  
asset additions and depreciation in the current period.

Capital assets used in governmental activities	250,605	
Depreciation Expense	(1,047,754)	
		(797,149)

Governmental funds only report the disposal of assets to the  
extent proceeds are received from the sale. In the statement  
of activities, a gain or loss is reported for each disposal. The  
amount of the proceeds must be removed and the gain or loss  
on the disposal of capital assets must be recognized. This is the  
amount of the difference between the proceeds and the gain or loss. (88,161)

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

Pension Contributions	793,997	
Pension Expense	(1,099,150)	
OPEB Contributions	14,271	
OPEB Expense	(52,512)	
		(343,394)

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

Income Taxes	96,707	
Delinquent Property Taxes	(26,672)	
Interest	(7,975)	
Intergovernmental	(6,386)	
Other	34,614	
		90,288

Repayment of bond and loans principal is an expenditure in the governmental funds,  
but the repayment reduces long-term liabilities in the statement of net position. 324,288

In the statement of activities interest expense is accrued when incurred; whereas,  
in governmental funds an interest expenditure is reported when due. 631

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

Compensated Absences	(163,587)	
Amortization of Deferred Charge on Refunding	(16,858)	
Change in Inventory	(17,439)	
		(197,884)

(Continued)

City of Shelby, Ohio  
Reconciliation of the Statement of Revenues, Expenditures, and Changes in Fund Balance of  
Governmental Funds to the Statement of Activities  
For the Fiscal Year Ended December 31, 2024

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

Change in Net Position - Internal Service Funds	(457,684)	
Change in portion of Internal Service Fund Net Position allocated to Business-Type Activities	<u>31,659</u>	<u>(426,025)</u>
Change in Net Position of Governmental Activities		<u><u>(\$943,857)</u></u>

See accompanying notes to the basic financial statements.



City of Shelby, Ohio  
Statement of Net Position  
Proprietary Funds  
December 31, 2024

	Business-Type Activities-Enterprise Funds				Governmental Activities- Internal Service Fund
	Sewer	Water	Electric	Total Business-Type Activities	
Current Assets:					
Equity in Pooled Cash and Investments	\$1,742,401	\$469,797	\$4,574,925	\$6,787,123	\$0
Restricted Cash	0	21,489	0	21,489	0
Cash and Cash Equivalents with Fiscal Agent	0	0	0	0	259,565
Receivables (Net):					
Accounts	249,607	278,155	1,372,882	1,900,644	0
Interest	0	0	41,616	41,616	0
Leases	0	0	162,250	162,250	0
Special Assessments	17,599	0	0	17,599	0
Inventory	113,556	343,781	523,348	980,685	0
Prepaid Items	35,765	31,367	73,587	140,719	0
Total Current Assets	2,158,928	1,144,589	6,748,608	10,052,125	259,565
Noncurrent Assets:					
Net OPEB Asset	31,797	41,956	36,240	109,993	0
Capital Assets:					
Nondepreciable Capital Assets	0	645,365	62,856	708,221	0
Depreciable Capital Assets, Net	12,056,059	5,875,543	3,775,262	21,706,864	0
Total Noncurrent Assets	12,087,856	6,562,864	3,874,358	22,525,078	0
Total Assets	14,246,784	7,707,453	10,622,966	32,577,203	259,565
Deferred Outflows of Resources:					
Pension	278,189	367,065	317,062	962,316	0
OPEB	27,282	35,998	31,095	94,375	0
Total Deferred Outflows of Resources	305,471	403,063	348,157	1,056,691	0
Liabilities:					
Current Liabilities:					
Accounts Payable	24,337	50,637	834,636	909,610	0
Accrued Wages and Benefits	35,163	51,546	47,092	133,801	0
Compensated Absences	77,432	78,435	103,710	259,577	0
Retainage Payable	0	21,489	0	21,489	0
Accrued Interest Payable	5,989	0	0	5,989	0
Claims Payable	0	0	0	0	338,341
Deposits Held and Due to Others	0	0	189,396	189,396	0
Payable to Joint Venture	0	0	56,846	56,846	0
Long-Term Liabilities Due Within One Year	472,534	18,296	0	490,830	0
Total Current Liabilities	615,455	220,403	1,231,680	2,067,538	338,341
Long-Term Liabilities:					
Compensated Absences	193,866	192,360	128,376	514,602	0
Bonds, Notes & Loans Payable	6,372,742	27,440	0	6,400,182	0
Net Pension Liability	900,919	1,188,747	1,026,810	3,116,476	0
Total Noncurrent Liabilities	7,467,527	1,408,547	1,155,186	10,031,260	0
Total Liabilities	8,082,982	1,628,950	2,386,866	12,098,798	338,341
Deferred Inflows of Resources:					
Leases	0	0	159,121	159,121	0
Pension	5,023	6,628	5,725	17,376	0
OPEB	18,421	24,307	20,995	63,723	0
Total Deferred Inflows of Resources	23,444	30,935	185,841	240,220	0
Net Position:					
Net Investment in Capital Assets	5,210,783	6,475,172	3,838,118	15,524,073	0
Restricted for:					
Net OPEB Asset	31,797	41,956	36,240	109,993	0
Unrestricted	1,203,249	(66,497)	4,524,058	5,660,810	(78,776)
Total Net Position	\$6,445,829	\$6,450,631	\$8,398,416	21,294,876	(\$78,776)
Adjustment to reflect the consolidation of Internal Service Fund activities related to Business-Type Activities				(40,709)	
Net Position of Business-Type Activities				\$21,254,167	

See accompanying notes to the basic financial statements.

City of Shelby, Ohio  
Statement of Revenues, Expenses and Changes in Fund Net Position  
Proprietary Funds  
For the Fiscal Year Ended December 31, 2024

	Business-Type Activities-Enterprise Funds				Governmental Activities- Internal Service Fund
	Sewer	Water	Electric	Total Business-Type Activities	
Operating Revenues:					
Charges for Services	\$2,313,727	\$2,574,191	\$10,096,352	\$14,984,270	\$2,210,670
Other Revenues	47,464	8,755	275,449	331,668	0
Total Operating Revenues	2,361,191	2,582,946	10,371,801	15,315,938	2,210,670
Operating Expenses:					
Personal Services	986,592	1,295,077	1,144,485	3,426,154	0
Contractual Services	516,492	631,977	797,615	1,946,084	0
Materials and Supplies	278,042	525,195	8,863,562	9,666,799	0
Depreciation	690,635	360,388	288,434	1,339,457	0
Utilities	137,463	143,957	14,989	296,409	0
Claims	0	0	0	0	2,681,232
Other Expense	3,503	11,506	33,620	48,629	0
Total Operating Expenses	2,612,727	2,968,100	11,142,705	16,723,532	2,681,232
Operating Income (Loss)	(251,536)	(385,154)	(770,904)	(1,407,594)	(470,562)
Non-Operating Revenues (Expenses):					
Investment Earnings	0	0	188,334	188,334	12,878
Interest (Expense)	(12,070)	0	0	(12,070)	0
(Loss) in Investment in Joint Venture	0	0	(10,298)	(10,298)	0
Total Non-Operating Revenues (Expenses)	(12,070)	0	178,036	165,966	12,878
Income (Loss) Before Contributions	(263,606)	(385,154)	(592,868)	(1,241,628)	(457,684)
Capital Grants and Contributions	0	325,141	0	325,141	0
Change in Net Position	(263,606)	(60,013)	(592,868)	(916,487)	(457,684)
Net Position-Beginning of Year, As Previously Reported	5,248,938	6,640,328	9,015,506	20,904,772	378,908
Change in Accounting Principal	(182,720)	(129,684)	(24,222)	(336,626)	0
Error Correction	1,643,217	0	0	1,643,217	0
Net Position-Beginning of Year, As Restated	6,709,435	6,510,644	8,991,284	22,211,363	378,908
Net Position-End of Year	\$6,445,829	\$6,450,631	\$8,398,416	21,294,876	(\$78,776)
Adjustment to reflect the consolidation of Internal Service Fund activities related to Business-Type Activities				(31,659)	
Change in Net Position - Total Business-Type Activities				(\$948,146)	

See accompanying notes to the basic financial statements.

City of Shelby, Ohio  
Statement of Cash Flows  
Proprietary Funds  
For the Fiscal Year Ended December 31, 2024

	Business-Type Activities -Enterprise Funds				Governmental
	Sewer	Water	Electric	Total Business-Type Activities	Activities- Internal Service Fund
Cash Flows from Operating Activities:					
Cash Received from Customers	\$2,370,577	\$2,589,856	\$10,341,955	\$15,302,388	\$2,210,670
Cash Payments to Employees	(921,760)	(1,185,582)	(1,080,639)	(3,187,981)	0
Cash Payments to Suppliers	(973,656)	(1,213,754)	(9,527,735)	(11,715,145)	0
Cash Payments for Claims	0	0	0	0	(2,427,222)
Other Cash Payments	(3,503)	(11,506)	(33,620)	(48,629)	0
Net Cash Provided (Used) by Operating Activities	471,658	179,014	(300,039)	350,633	(216,552)
Cash Flows from Noncapital Financing Activities:					
Non-Operating Grants Received	0	325,141	0	325,141	0
Net Cash Provided (Used) by Noncapital Financing Activities	0	325,141	0	325,141	0
Cash Flows from Capital and Related Financing Activities:					
Payments for Capital Acquisitions	(5,687)	(460,506)	(11,192)	(477,385)	0
Debt Principal Payments	(471,301)	(18,296)	0	(489,597)	0
Debt Interest Payments	(12,693)	0	0	(12,693)	0
Net Cash Provided (Used) by Capital and Related Financing Activities	(489,681)	(478,802)	(11,192)	(979,675)	0
Cash Flows from Investing Activities:					
Earnings on Investments	0	0	178,260	178,260	12,878
Net Cash Provided (Used) by Cash Flows from Investing Activities	0	0	178,260	178,260	12,878
Net Increase (Decrease) in Cash and Cash Equivalents	(18,023)	25,353	(132,971)	(125,641)	(203,674)
Cash and Cash Equivalents - Beginning of Year	1,760,424	465,933	4,707,896	6,934,253	463,239
Cash and Cash Equivalents - End of Year	1,742,401	491,286	4,574,925	6,808,612	259,565
Reconciliation of Operating Income (Loss) to Net Cash Provided (Used) by Operating Activities					
Operating Income (Loss)	(251,536)	(385,154)	(770,904)	(1,407,594)	(470,562)
Adjustments:					
Depreciation	690,635	360,388	288,434	1,339,457	0
Loss on the Disposal of Capital Assets	1,430	11,311	0	12,741	0
Changes in Assets & Liabilities:					
(Increase) Decrease in Receivables	9,386	6,910	13,649	29,945	0
(Increase) Decrease in Inventory	(34,917)	34,735	32,862	32,680	0
(Increase) Decrease in Prepaid Items	(2,724)	(2,280)	(6,396)	(11,400)	0
(Increase) Decrease in Deferred Outflows of Resources	152,234	195,735	206,686	554,655	0
(Increase) Decrease in Net OPEB Asset	(31,797)	(41,956)	(36,240)	(109,993)	0
Increase (Decrease) in Deposits Held and Due to Others	0	0	(23,605)	(23,605)	0
Increase (Decrease) in Payables	(5,448)	43,609	121,965	160,126	254,010
Increase (Decrease) in Accrued Liabilities	33,448	61,850	68,361	163,659	0
Increase (Decrease) in Deferred Inflows of Resources	1,329	2,003	(19,979)	(16,647)	0
Increase (Decrease) in Net Pension Liability	(69,114)	(80,313)	(149,091)	(298,518)	0
Increase (Decrease) in Net OPEB Liability	(21,268)	(27,824)	(25,781)	(74,873)	0
Net Cash Provided (Used) by Operating Activities	\$471,658	\$179,014	(\$300,039)	\$350,633	(\$216,552)

See accompanying notes to the basic financial statements.

City of Shelby, Ohio  
Statement of Fiduciary Net Position  
Fiduciary Funds  
December 31, 2024

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	Private Purpose Trust	Custodial Fund
Assets:		
Equity in Pooled Cash and Investments	\$231,539	\$28,296
Total Assets	231,539	28,296
Net Position:		
Held in Trust	231,539	0
Individuals, Organizations, and Other Governments	0	28,296
Total Net Position	\$231,539	\$28,296

See accompanying notes to the basic financial statements.

City of Shelby, Ohio  
Statement of Changes in Fiduciary Net Position  
Fiduciary Funds  
For the Fiscal Year Ended December 31, 2024

	Private Purpose Trust	Custodial Fund
Additions:		
Investment Earnings and Other Revenues	\$28,090	\$0
Municipal Court Receipts	0	407,337
Total Additions	28,090	407,337
Deductions:		
General Government	2,893	0
Municipal Court Disbursements	0	398,578
Total Deductions	2,893	398,578
Change in Net Position	25,197	8,759
Net Position - Beginning of Year	206,342	19,537
Net Position - End of Year	\$231,539	\$28,296

See accompanying notes to the basic financial statements.

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2024**

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**Note 1 - Description of the City**

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

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

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

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

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

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

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

**Reporting Entity**

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

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2024**

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

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

**Joint Venture**

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

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

OMEGA JV2 was created to provide additional sources of reliable, reasonably priced electric power and energy when prices are high or during times of generation shortages or transmission constraints, and to improve the reliability and economic status of the participants' respective municipal electric utility system. The Project consists of 138.65MW of distributed generation of which 134.081MW is the participants' entitlement and 4.569MW are held in reserve. On dissolution of OMEGA JV2, the net assets will be shared by participants on a percentage of ownership basis. OMEGA JV2 is managed by AMP, which acts as the joint venture's agent. During 2001, AMP issued \$50,260,000 of 20 year fixed rate bonds on behalf of the Financing Participants of OMEGA JV2. The net proceeds of the bond issue of \$45,904,712 were contributed to OMEGA JV2. On January 3, 2011, AMP redeemed all of the \$31,110,000 OMEGA JV2 Project Distributive Generation Bonds then outstanding by borrowing on AMP's revolving credit facility. As such, the remaining outstanding bond principal of the OMEGA JV2 indebtedness was reduced to zero, with the remaining principal balance now residing on the AMP credit facility. As of December 31, 2024, the City's outstanding debt was \$0. The City's net investment and its share of operating results of OMEGA JV2 are reported in the City's electric fund (an enterprise fund). The City's net investment in OMEGA JV2 was a negative \$47,527 at December 31, 2024. Complete financial statements for OMEGA JV2 may be obtained from AMP or from the State Auditor's website at [www.ohioauditor.gov](http://www.ohioauditor.gov).

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**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2024**

The thirty-six participating subdivisions and their respective ownership shares at December 31, 2024 are:

Municipality	Percent Ownership	Kw Entitlement	Municipality	Percent Ownership	Kw Entitlement
Hamilton	23.87%	32,000	Grafton	0.79%	1,056
Bowling Green	14.32%	19,198	Brewster	0.75%	1,000
Niles	11.48%	15,400	Monroeville	0.57%	764
Cuyahoga Falls	7.46%	10,000	Milan	0.55%	737
Wadsworth	5.81%	7,784	Oak Harbor	0.55%	737
Painesville	5.22%	7,000	Elmore	0.27%	364
Dover	5.22%	7,000	Jackson Center	0.22%	300
Galion	4.29%	5,753	Napoleon	0.20%	264
Amherst	3.73%	5,000	Lodi	0.16%	218
St. Mary's	2.98%	4,000	Genoa	0.15%	199
Montpelier	2.98%	4,000	Pemberville	0.15%	197
Shelby	1.89%	2,536	Lucas	0.12%	161
Versailles	1.24%	1,660	South Vienna	0.09%	123
Edgerton	1.09%	1,460	Bradner	0.09%	119
Yellow Springs	1.05%	1,408	Woodville	0.06%	81
Oberlin	0.91%	1,217	Haskins	0.05%	73
Pioneer	0.86%	1,158	Arcanum	0.03%	44
Seville	0.80%	1,066	Custar	0.00%	4
	<u>95.20%</u>	<u>127,640</u>		<u>4.80%</u>	<u>6,441</u>
Grand Total				<u>100.00%</u>	<u>134,081</u>

**Basis of Presentation - Fund Accounting**

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

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

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

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



**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2024**

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program. Revenues which are not classified as program revenues are presented as general revenues of the City, with certain limited exceptions. The comparison of direct expenses with program revenues identifies the extent to which each business segment or governmental function is self-financing or draws from the general revenues of the City.

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

**Fund Accounting**

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

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

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

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

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

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

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

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

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2024**

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

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

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

Additionally, the City reports the following fund types:

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

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

**Measurement Focus**

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

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

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

## **Basis of Accounting**

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

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

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

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

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

In addition to liabilities, the statements of financial position report a separate section for deferred inflows of resources. Deferred inflows of resources represent an acquisition of net assets that applies to a future periods and will not be recognized as an inflow of resources (revenue) until that time. For the City, deferred inflows of resources include income and property taxes, leases, grants and other taxes, unavailable revenue (special assessments and interest), OPEB and pension. Property taxes represent amounts for which there is an enforceable legal claim as of December 31, 2024, but which were levied to finance year 2025 operations. These amounts have been recorded as deferred inflows on both the government-wide statement of net position and the governmental fund financial statements. Grants and

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2024**

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other taxes, and unavailable revenue have been recorded as deferred inflows on the governmental fund financial statements. These amounts are deferred and recognized as inflows of resources in the period the amounts become available. Deferred inflows of resources related to pension and OPEB are reported on the government-wide state of net position. (See Notes 12 and 13)

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

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

**Budgetary Data**

The budgetary process is prescribed by provisions of the Ohio Revised Code and entails the preparation of budgetary documents within an established timetable. The major documents prepared are the tax budget, the certificate of estimated resources and the appropriations resolution, all of which are prepared on the budgetary basis of accounting. The certificate of estimated resources and the appropriations ordinance are subject to amendment throughout the year with the legal restriction that appropriations cannot exceed estimated resources, as certified. The legal level of budgetary control is at the department level, and then personnel and other within each fund. Budgetary modifications may only be made by resolution of the City Council at the legal level of budgetary control.

**Tax Budget** - During the first Council meeting in July, the Finance Director presents the following year's annual operating budget to City Council for consideration and passage. The adopted budget is submitted to the County Auditor, as Secretary of the County Budget Commission, by July 20 of each year, for the period January 1 to December 31 of the following year.

**Estimated Resources** - The County Budget Commission determines if the budget substantiates a need to levy all or part of previously authorized taxes and reviews estimated revenue. The Commission certifies its actions to the City by September 1. As part of this certification, the City receives the official certificate of estimated resources, which states the projected revenue of each fund. On or before December 31, the City must revise its budget so that the total contemplated expenditures from any fund during the ensuing year will not exceed the amount available as stated in the certificate of estimated resources. The revised budget then serves as the basis for the annual appropriations measure. On or about January 1, the certificate of estimated resources is amended to include unencumbered cash balances at December 31 of the preceding year. The certificate of estimated resources may be further amended during the year if the Finance Director determines, and the Budget Commission agrees, that estimates need to be either increased or decreased. The amounts reported on the budgetary schedule reflect the amounts in the original and final amended official certificate of estimated resources issued during 2024.

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

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2024**

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the original and final appropriation amounts, including all amendments and modifications legally enacted by Council.

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

**Equity in Pooled Cash and Investments**

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

Following Ohio statutes, the Council has, by resolution, specified the funds to receive an allocation of interest earnings. During 2024, interest revenue credited to the general fund amounted to \$383,890, and \$13,054 to other governmental funds.

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

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

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

**Inventories of Materials and Supplies**

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

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

**Capital Assets**

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

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2024**

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

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

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

**Compensated Absences**

The City recognizes a liability for compensated absences for leave time that (1) has been earned for services previously rendered by employees, (2) accumulates and is allowed to be carried over to subsequent years, and (3) is more likely than not to be used as time off or settled during or upon separation from employment. Based on the criteria listed, three types of leave qualify for liability recognition for compensated absences - vacation, sick leave and comp time. The liability for compensated absences is reported as incurred in the government-wide financial statements. A liability for compensated absences is recorded in the governmental funds only if the liability has matured because of employee resignations or retirements. The liability for compensated absences includes salary-related benefits, where applicable.

**Prepayments**

Payments made to vendors for services that will benefit beyond December 31, 2024, are recorded as prepaid items using the consumption method by recording a current asset for the prepaid amount and reflecting the expenditures/expense in the year in which it was consumed.

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

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

### **Accrued Liabilities and Long-Term Obligations**

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

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

### **Interfund Activity**

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

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

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

### **Restricted Assets**

Assets are reported as restricted assets when limitations on their use change the normal understanding of the availability of the asset. Such constraints are either imposed by creditors, contributors, grantors, laws of other governments or imposed by enabling legislation. As of December 31, 2024, the City had \$21,489 in restricted cash.

### **Fund Balance**

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

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

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

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

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

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

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

**Estimates**

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

**Contributed Capital**

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

**Net Position**

Net position represents the difference between assets, and deferred outflows of resources and liabilities, and deferred inflows of resources. Net investment in capital assets consists of capital assets, net of accumulated depreciation, reduced by the outstanding balances of any borrowing used for the acquisition, construction or improvement of those assets. Net position is reported as restricted when there are limitations imposed on its use either through the enabling legislation or through external restrictions imposed by creditors, grantors or laws or regulations of other governments. Net position restricted for other purposes consist primarily of net position restricted for income tax operations, City administrative operations and trust fund resources. Of the City's \$6,314,104 in restricted net position, none was restricted by enabling legislation.

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

**Bond Premium and Discount**

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

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



### **Operating Revenues and Expenses**

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

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

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

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

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

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

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

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

1. United States Treasury Notes, Bills, Bonds, or any other obligation or security issued by the United States Treasury or any other obligation guaranteed as to principal and interest by the United States;
2. Bonds, notes, debentures, or any other obligations or securities issued by any federal government agency or instrumentality, including, but not limited to, the Federal National Mortgage Association, Federal Home Loan Bank, Federal Farm Credit Bank, Federal Home Loan Mortgage Corporation, Government National Mortgage Association, and Student Loan Marketing Association. All federal agency securities shall be direct issuances of federal government agencies or instrumentalities;
3. Written repurchase agreements in the securities listed above provided that the market value of the securities subject to the repurchase agreement must exceed the principal value of the agreement by at least two percent and be marked to market daily, and that the term of the agreement must not exceed thirty days;
4. Bonds and other obligations of the State of Ohio;

**City of Shelby, Ohio**  
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5. No-load money market mutual funds consisting exclusively of obligations described in items (1) or (2) above and repurchase agreements secured by such obligations, provided that investments in securities described in this division are made only through eligible institutions;
6. The State Treasurer's investment pool State Treasury Asset Reserve of Ohio (STAR Ohio);
7. Certain banker's acceptance and commercial paper notes for a period not to exceed one hundred eighty days and two hundred seventy days, respectively, from the purchase date in an amount not to exceed forty percent of the interim monies available for investment at any one time; and,
8. Under limited circumstances, corporate debt interests rated in either of the two highest classifications by at least two nationally recognized rating agencies.

Protection of the City's deposits is provided by the Federal Deposit Insurance Corporation (FDIC), by eligible securities pledged by the financial institution as security for repayment, or by the financial institution's participation in the Ohio Pooled Collateral System (OPCS), a collateral pool of eligible securities deposited with a qualified trustee and pledged to the Treasurer of State to secure the repayment of all public monies deposited in the financial institution.

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

#### **Cash with Fiscal Agent**

The City is self-insured through a fiscal agent. The money held by the fiscal agent cannot be identified as an investment or deposit since it is held in a pool made up of numerous participants. The amount held by the fiscal agent at December 31, 2024 was \$259,565. This amount is not included in the City's depository balance below.

#### **Deposits**

Custodial credit risk for deposits is the risk that in the event of bank failure, the City will not be able to recover deposits or collateral securities that are in the possession of an outside party. As of December 31, 2024, \$8,440,041 of the City's bank balance of \$13,992,229 was exposed to custodial credit risk because it was uninsured and collateralized.

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

Eligible securities pledged to the City and deposited with a qualified trustee by the financial institution as security for repayment whose market value at all times shall be at least 105% of the deposits being secured; or

**City of Shelby, Ohio**  
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Participation in the Ohio Pooled Collateral System (OPCS), a collateral pool of eligible securities deposited with a qualified trustee and pledged to the Treasurer of State to secure the repayment of all public monies deposited in the financial institution. OPCS requires the total market value of the securities pledged to be 102% of the deposits being secured or a rate set by the Treasurer of State.

**Investments**

The following is a summary of the fair value hierarchy of the fair value of investments of the City as of December 31, 2024:

Investment Type	Fair Value Measurements Using			Weighted Average Maturity (Years)
	Fair Value	Quoted Prices in		
		Active Markets	Significant Other	
		for Identical Assets	Observable Inputs	
	Level 1	Level 2		
Negotiable Certificate of Deposits	\$1,306,301		\$1,306,301	1.52
Money Market Fund	99,488	\$99,488		0.00
	\$1,405,789	\$99,488	\$1,306,301	
Portfolio Weighted Average Maturity				1.41

The City categorizes its fair value measurements with the fair value hierarchy established by generally accepted accounting principles. The Hierarchy is based on the valuation inputs used to measure the fair value of the asset. Level 1 inputs are quoted prices in active markets for identical assets. Level 2 inputs are significant other observable inputs. Inputs to the valuation techniques used in fair the measurement for Level 2 include quoted prices for similar assets or liabilities in active markets, quoted prices for identical or similar assets or liabilities in inactive markets, inputs other than quoted prices that are observable for the asset or liability, or inputs that are derived principally from or corroborated by observable market data by correlation or other means. Level 3 inputs are significant unobservable inputs. The above table identifies the City's recurring fair value measurements as of December 31, 2024, in which, the U.S. Agencies are valued using a matrix pricing model (Level 2 inputs).

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

**Credit Risk** – It is the City's policy to limit its investments that are obligations of the U.S. Government or obligations explicitly guaranteed by the U.S. Government to investments which have the highest credit quality rating issued by nationally recognized statistical rating organizations. Negotiable Certificates of Deposits and the Money Market Funds were not rated.

**Concentration of Credit Risk** – The City's investment policy allows investments in Federal Government Securities or Instrumentalities. The City has invested 92.92% in Negotiable Certificates of Deposit and 7.08% in Money Market Funds.

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

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2024**

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**Note 4 - Interfund Transactions**

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Interfund balances at December 31, 2024, consisted of the following amounts and result from the time lag between the dates that (1) interfund goods or services are provided or reimbursable expenditures occur, (2) transactions are recorded in the accounting system, and (3) payments between funds are made. All are expected to be paid within one year. There were no interfund balances for 2024.

Interfund transfers for the year ended December 31, 2024, consisted of the following, as reported on the fund statements:

	Transfers	
	In	Out
General Fund	\$0	\$510,000
Other Governmental Funds	510,000	0
Total All Funds	<u>\$510,000</u>	<u>\$510,000</u>

Interfund balance/Transfers are used to (1) move revenues from the fund that statute or budget requires to collect them to the fund that statute or budget requires to expend them, (2) move receipts restricted to debt service from the funds collecting the receipts to the debt service fund as debt service payments become due, and (3) use unrestricted revenues collected in the general fund to finance various programs accounted for in other funds in accordance with budgetary authorizations. Transfers between governmental funds are eliminated on the government-wide statements.

**Note 5 - Property Taxes**

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Property taxes include amounts levied against all real estate and public utility property, and tangible personal property used in business and located in the City. Real property taxes (other than public utility) collected during 2024 were levied after October 1, 2023 on assessed values as of January 1, 2023, the lien date. Assessed values were established by the County Auditor at 35% of appraised market value. All property is required to be revalued every six years. Real property taxes are payable annually or semi-annually. If paid annually, payment is due January 31; if paid semiannually, the first payment is due February and the remainder payable in July. Under certain circumstances, state statute permits later payment dates to be established.

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

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

Real Property	\$172,974,130
Public Utility	<u>4,390,470</u>
Total Valuation	<u><u>\$177,364,600</u></u>

**City of Shelby, Ohio**  
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**For The Year Ended December 31, 2024**

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

The City receives property taxes from Richland County. The County Treasurer collects property taxes on behalf of all taxing districts in the counties. The County Auditor periodically remits to the City its portion of the taxes collected. Property taxes receivable represents real, public utility taxes and outstanding delinquencies which are measurable as of December 31, 2024, and for which there is an enforceable legal claim. In the funds, the entire receivable has been offset by deferred inflows of resources since the current taxes were not levied to finance 2024 operations and the collection of delinquent taxes during the available period is not subject to reasonable estimation. On an accrual basis, collectible delinquent property taxes have been recorded as revenue while the remainder of the receivable is a deferred inflow.

**Note 6 - Local Income Tax**

The City levies a municipal income tax of 1.75% on all salaries, wages, commissions and other compensation, and net profits earned within the City as well as incomes of residents earned outside of the City. In the latter case, the City allows a credit of 0.75% for general use financing of the tax paid to another municipality to a maximum of the total amount assessed. Employers within the City are required to withhold income tax on employee compensation and remit the tax to the City either monthly or quarterly. Corporations are required to pay their estimated tax quarterly and file a declaration annually. Income taxes collected are used for general fund purposes (1%), police and court facility construction (.3%), and street and sidewalk improvements and repairs (.2%) and fire department operations (.25%) as approved by the voters.

**Note 7 – Receivables**

**Receivables**

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

**Lease Receivable**

The City collectively (the “lessor”) entered into an agreement to lease for utility pole space. The lease receivable is measured at the present value of the future minimum lease payments expected to be received during the lease term at various discounted rates.

Details of each lease are presented below:

The lease for Omni Fiber (pole attachment) was as follows:

<u>Lease Year</u>	<u>Principal*</u>	<u>Interest</u>	<u>Total</u>
2025	\$18,565	\$723	\$19,288
2026	19,040	640	19,680
2027	19,516	556	20,072
2028	20,013	468	20,481
2029	20,512	379	20,891
2030-2032	64,604	580	65,184
	<u>\$162,250</u>	<u>\$3,346</u>	<u>\$165,596</u>

\*-lease receivable

The City recognized \$18,110 in lease revenues and \$804 interest revenues from lease activity for 2024.

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2024**

**Note 8 – Capital Assets**

	Beginning Balance	Additions	Deletions	Ending Balance
Governmental Activities				
<i>Capital Assets, not being depreciated:</i>				
Land	\$406,004	\$0	\$0	\$406,004
Construction in Progress	795,872	16,750	767,541	45,081
<i>Capital Assets, being depreciated:</i>				
Buildings and Improvements	13,705,832	19,400	0	13,725,232
Equipment	7,493,451	233,855	171,225	7,556,081
Infrastructure	24,106,393	748,141	0	24,854,534
Totals at Historical Cost	<u>\$46,507,552</u>	<u>\$1,018,146</u>	<u>\$938,766</u>	<u>\$46,586,932</u>
Less Accumulated Depreciation:				
Buildings and Improvements	\$3,899,326	\$346,884	\$0	\$4,246,210
Equipment	6,181,570	293,815	83,064	6,392,321
Infrastructure	13,775,757	407,055	0	14,182,812
Total Accumulated Depreciation	<u>\$23,856,653</u>	<u>\$1,047,754</u>	<u>\$83,064</u>	<u>\$24,821,343</u>
Governmental Activities Capital Assets, Net	<u>\$22,650,899</u>	<u>(\$29,608)</u>	<u>\$855,702</u>	<u>\$21,765,589</u>

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

General Government	\$43,437
Public Safety	147,148
Leisure Time Activities	12,953
Community Development	92,793
Public Health and Welfare	2,817
Transportation and Street Repair	748,606
Total Depreciation Expense	<u>\$1,047,754</u>

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**City of Shelby, Ohio**  
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**For The Year Ended December 31, 2024**

Business-Type Activities	Restated Beginning Balance	Additions	Deletions	Ending Balance
<i>Capital Assets, not being depreciated:</i>				
Land	\$256,299	\$0	\$0	\$256,299
Construction in Progress	2,407	454,515	5,000	451,922
<i>Capital Assets, being depreciated:</i>				
Buildings and Improvements	25,731,433	0	0	25,731,433
Equipment	16,414,317	11,678	77,267	16,348,728
Infrastructure	21,020,371	16,192	0	21,036,563
Totals at Historical Cost	63,424,827	482,385	82,267	63,824,945
Less Accumulated Depreciation:				
Buildings and Improvements	11,998,786	629,440	0	12,628,226
Equipment	14,478,898	300,600	64,526	14,714,972
Infrastructure	13,657,245	409,417	0	14,066,662
Total Accumulated Depreciation	40,134,929	1,339,457	64,526	41,409,860
Business-Type Activities Capital Assets, Net	\$23,289,898	(\$857,072)	\$17,741	\$22,415,085

**Note 9 – Compensated Absences**

Employees earn vacation and sick leave at different rates which are affected by length of service. Employees may carry over 80 hours vacation, except for fire department employees which is 120 hours, for use in the following year. Sick leave accrual is continuous, without limit.

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

**Note 10 - Long-Term Obligations**

The following activity occurred in the City's long-term obligations during 2024:

	Interest Rate	Restated Beginning Balance	Additions	Deletions	Ending Balance	Due Within One Year
<b>Governmental Activities</b>						
<u>General Obligation Bonds</u>						
Refunding Municipal Justice Center Improvements	2.42%	\$4,535,000	\$0	(\$295,000)	\$4,240,000	\$345,000
Total General Obligation Bonds		4,535,000	0	(295,000)	4,240,000	345,000
<u>Notes Payable</u>						
Ambulance Notes Payable	2.65%	90,215	0	(29,288)	60,927	30,065
Total Notes Payable		90,215	0	(29,288)	60,927	30,065
Net Pension Liability		10,082,647	509,992	0	10,592,639	0
Net OPEB Liability		624,926	12,293	0	637,219	0
Compensated Absences		1,496,876	161,336 *	0	1,658,212	384,555
Total Governmental Activities		\$16,829,664	\$683,621	(\$324,288)	\$17,188,997	\$759,620

\*-The change in compensated absences liability is presented as a net change.

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
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	Interest Rate	Restated Beginning Balance	Additions	Deletions	Ending Balance	Due Within One Year
<b>Business-Type Activities</b>						
<u>OWDA and OPWC Loans from Direct Borrowings:</u>						
West Main Street Sanitary Improvements	2.41%	\$246,389	\$0	(\$32,720)	\$213,669	\$33,514
WWTP Improvements - 2018	1.00%	7,070,188	0	(438,581)	6,631,607	439,020
OPWC	0.00%	64,032	0	(18,296)	45,736	18,296
Total Loans from Direct Borrowings		7,380,609	0	(489,597)	6,891,012	490,830
Net Pension Liability		3,414,994	0	(298,518)	3,116,476	0
Net OPEB Liability		74,873	0	(74,873)	0	0
Compensated Absences		621,478	152,701 *	0	774,179	259,577
Total Business-Type Activities		<u>\$11,491,954</u>	<u>\$152,701</u>	<u>(\$862,988)</u>	<u>\$10,781,667</u>	<u>\$750,407</u>

\*-The change in compensated absences liability is presented as a net change.

***Bond Refunding***

On October 13, 2020, the City issued \$5,260,000 in Refunding Bonds with an interest rate between 0.630% and 2.420% which was used to refund \$4,830,000 of the outstanding Municipal Justice Center Improvements – Series 2011 Bonds with an interest rate of 4.10%. The bonds will mature on December 1, 2036. These bonds are being paid from the Police and Court Construction capital projects fund. The net proceeds of \$5,260,000 (after payment of underwriting fees, insurance and other issuance costs) were used to purchase U.S. government securities. Those securities were deposited into an irrevocable trust with an escrow agent to provide all future debt service payments on the bond issues. As a result, \$4,830,000 of the Municipal Justice Center Improvements – Series 2011 Bonds are considered to be defeased and the related liability for those bonds have been removed from the Statement of Net Position.

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

***Ambulance Notes Payable***

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

***OPWC loans payable***

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

The City's outstanding OPWC notes from direct borrowings of \$45,736 contain a provision that in an event of default, the amount of such default shall bear interest thereafter at the rate of 8% per annum until the date of payment, and outstanding amounts become immediately due. Also, the Lender may direct the county treasurer to pay the outstanding amount from portion of the local government fund that would otherwise be appropriated to the City.



**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2024**

***OWDA loans payable***

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

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

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

The City's outstanding OWDA Loans from direct borrowings of \$7,316,577 contain a provision that in an event of default, the amount of such default shall bear interest thereafter at the rate equal to the Contract Interest Rate plus three percentage points annum until the date of payment, and outstanding amounts become immediately due.

***Compensated absences***

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

***Net Pension and OPEB liabilities***

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

Principal and interest requirements to retire governmental long-term obligations outstanding at December 31, 2024, are as follows:

Year Ending December 31	Governmental Activities				Business-Type Activities	
	General		Notes		OWDA and OPWC Loans	
	Obligation Bonds		Payable		from Direct Borrowing	
	Principal	Interest	Principal	Interest	Principal	Interest
2025	\$345,000	\$81,011	\$30,065	\$1,614	\$490,830	\$11,599
2026	310,000	77,251	30,862	818	500,714	10,338
2027	310,000	73,438	0	0	492,852	9,058
2028	325,000	69,129	0	0	485,004	7,757
2029	335,000	63,896			486,327	6,434
2030-2034	1,820,000	241,705	0	0	2,291,746	18,214
2035-2039	795,000	57,354	0	0	2,143,539	6,235
Total	<u>\$4,240,000</u>	<u>\$663,783</u>	<u>\$60,927</u>	<u>\$2,432</u>	<u>\$6,891,012</u>	<u>\$69,635</u>

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2024**

**Note 11 - Risk Management**

The City is exposed to various risks of loss related to torts; theft of, damage to, and destruction of assets; errors and omissions; injuries to employees; and natural disasters. During 2024, the City was part of the Ohio Municipal League (OML) Joint Self-Insurance Pool, an insurance purchasing pool. In addition, the City contracted with other insurance carriers for various types of coverage. The City has transferred the risk of loss to the insurance carriers to the extent of the coverage limits.

A summary of the City's insurance coverage at December 31, 2024, follows:

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

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

The claims liability of \$338,341 reported in the internal service fund at December 31, 2024, is based on the requirements of GASB Statement No. 10, "Accounting and Financial Reporting for Risk Financing and Related Insurance Issues", as amended by GASB Statement No. 30 "Risk Financing Omnibus", which requires that a liability for claims be reported at the estimated ultimate cost of settling the claims if information prior to the issuance of the financial statements indicates that it is probable that a liability has been incurred at the date of the financial statements and the amount of the loss can be reasonably estimated. Changes in the fund's claims liability amounts for the years ended December 31, 2024 and 2023 were as follows:

<u>Year</u>	<u>Beginning of Year</u>	<u>Claims</u>	<u>Payments</u>	<u>End of Year</u>
2024	\$84,331	\$2,681,232	(\$2,427,222)	\$338,341
2023	\$31,284	\$2,570,585	(\$2,517,538)	84,331

Settled claims have not exceeded this commercial coverage in any of the past three years. There has been no significant reduction in the amount of insurance coverage from 2023 to 2024.

**Note 12 – Defined Benefit Pension Plans**

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

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

Pensions and OPEB are a component of exchange transactions - between an employer and its employees - of salaries and benefits for employee services. Pensions are provided to an employee - on a deferred-payment basis - as part of the total compensation package offered by an employer for employee services each financial period.

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

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

GASB 68/75 assumes the liability is solely the obligation of the employer, because (1) they benefit from employee services; and (2) State statute requires funding to come from these employers. All pension contributions to date have come solely from these employers (which also includes pension costs paid in the form of withholdings from employees). The retirement systems may allocate a portion of the employer contributions to provide for these OPEB benefits. In addition, health care plan enrollees pay a portion of the health care costs in the form of a monthly premium. State statute requires the retirement systems to amortize unfunded pension liabilities within 30 years. If the pension amortization period exceeds 30 years, each retirement system's board must propose corrective action to the State legislature. Any resulting legislative change to benefits or funding could significantly affect the net pension/OPEB liability. Resulting adjustments to the net pension/OPEB liability would be effective when the changes are legally enforceable. The Ohio Revised Code permits, but does not require the retirement systems to provide healthcare to eligible benefit recipients.

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

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

***Ohio Public Employees Retirement System (OPERS)***

**Plan Description**

City employees, other than full-time police and firefighters, participate in the Ohio Public Employees Retirement System (OPERS). OPERS is a cost-sharing, multiple employer public employee retirement

**City of Shelby, Ohio**  
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system which administers three separate pension plans. The traditional pension plan is a cost-sharing, multiple-employer defined benefit pension plan. The member-directed plan is a defined contribution plan and the combined plan is a combination cost-sharing, multiple-employer defined benefit/defined contribution pension plan. In October 2023, the legislature approved House Bill (HB) 33 which allows for the consolidation of the combined plan with the traditional plan with the timing of the consolidation at the discretion of OPERS. As of December 31, 2023, the consolidation has not been executed. (The latest information available.) Participating employers are divided into state, local, law enforcement and public safety divisions. While members in the state and local divisions may participate in all three plans, law enforcement and public safety divisions exist only within the traditional plan.

OPERS provides retirement, disability, survivor and death benefits, and annual cost of living adjustments to members of the traditional and combined plans. Authority to establish and amend benefits is provided by Chapter 145 of the Ohio Revised Code. OPERS issues a stand-alone financial report that includes financial statements, required supplementary information and detailed information about OPERS' fiduciary net position that may be obtained by visiting <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 in the traditional and combined plans were categorized into three groups with varying provisions of the law applicable to each group. The following table provides age and service requirements for retirement and the retirement formula applied to final average salary (FAS) for the three member groups under the traditional and combined plans as per the reduced benefits adopted by SB 343 (see OPERS Annual Comprehensive Financial Report referenced above for additional information, including requirements for reduced and unreduced benefits):

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<u>Group A</u> Eligible to retire prior to January 7, 2013 or five years after January 7, 2013	<u>Group B</u> 20 years of service credit prior to January 7, 2013 or eligible to retire ten years after January 7, 2013	<u>Group C</u> Members not in other Groups and members hired on or after January 7, 2013
<u>State and Local</u>	<u>State and Local</u>	<u>State and Local</u>
Age and Service Requirements: Age 60 with 60 months of service credit or Age 55 with 25 years of service credit	Age and Service Requirements: Age 60 with 60 months of service credit or Age 55 with 25 years of service credit	Age and Service Requirements: Age 57 with 25 years of service credit or Age 62 with 5 years of service credit
Traditional Plan Formula: 2.2% of FAS multiplied by years of service for the first 30 years and 2.5% for service years in excess of 30	Traditional Plan Formula: 2.2% of FAS multiplied by years of service for the first 30 years and 2.5% for service years in excess of 30	Traditional Plan Formula: 2.2% of FAS multiplied by years of service for the first 35 years and 2.5% for service years in excess of 35
<u>Public Safety</u>	<u>Public Safety</u>	<u>Public Safety</u>
Age and Service Requirements: Age 48 with 25 years of service credit or Age 52 with 15 years of service credit	Age and Service Requirements: Age 48 with 25 years of service credit or Age 52 with 15 years of service credit	Age and Service Requirements: Age 52 with 25 years of service credit or Age 56 with 15 years of service credit
<u>Law Enforcement</u>	<u>Law Enforcement</u>	<u>Law Enforcement</u>
Age and Service Requirements: Age 52 with 15 years of service credit	Age and Service Requirements: Age 48 with 25 years of service credit or Age 52 with 15 years of service credit	Age and Service Requirements: Age 48 with 25 years of service credit or Age 56 with 15 years of service credit
<u>Public Safety and Law Enforcement</u>	<u>Public Safety and Law Enforcement</u>	<u>Public Safety and Law Enforcement</u>
Traditional Plan Formula: 2.5% of FAS multiplied by years of service for the first 25 years and 2.1% for service years in excess of 25	Traditional Plan Formula: 2.5% of FAS multiplied by years of service for the first 25 years and 2.1% for service years in excess of 25	Traditional Plan Formula: 2.5% of FAS multiplied by years of service for the first 25 years and 2.1% for service years in excess of 25

Traditional plan state and local members who retire before meeting the age-and-years of service credit requirement for unreduced benefits receive a percentage reduction in the benefit amount. The amount of a member's pension benefit vests at retirement. Law enforcement and public safety members who retire before meeting the age-and-years of service credit requirement for unreduced benefits receive a percentage reduction in the benefit amount. Combined plan members retiring before age 65 with less than 30 years of service credit receive a percentage reduction in benefit.

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.

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

Defined contribution plan benefits are established in the plan documents, which may be amended by the Board. Member-directed plan and combined plan members who have met the retirement eligibility requirements may apply for retirement benefits. The amount available for defined contribution benefits in the combined plan consists of the member's contributions plus or minus the investment gains or losses

**City of Shelby, Ohio**  
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resulting from the member's investment selections. Combined plan members wishing to receive benefits must meet the requirements for both the defined benefit and defined contribution plans. Member-directed participants must have attained the age of 55, have money on deposit in the defined contribution plan and have terminated public service to apply for retirement benefits. The amount available for defined contribution benefits in the member-directed plan consists of the members' contributions, vested employer contributions and investment gains or losses resulting from the members' investment selections. Employer contributions and associated investment earnings vest over a five-year period, at a rate of 20 percent each year. At retirement, members may select one of several distribution options for payment of the vested balance in their individual OPERS accounts. Options include the annuitization of the benefit (which includes joint and survivor options and will continue to be administered by OPERS), partial lump-sum payments (subject to limitations), a rollover of the vested account balance to another financial institution, receipt of entire account balance, net of taxes withheld, or a combination of these options. When members choose to annuitize their defined contribution benefit, the annuitized portion of the benefit is reclassified to a defined benefit.

**Funding Policy**

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

	<u>State and Local</u>	<u>Public Safety</u>	<u>Law Enforcement</u>
<b>2024 Statutory Maximum Contribution Rates</b>			
Employer	14.0 %	18.1 %	18.1 %
Employee *	10.0 %	**	***
<b>2024 Actual Contribution Rates</b>			
Employer:			
Pension ****	14.0 %	18.1 %	18.1 %
Post-employment Health Care Benefits ****	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>
Total Employer	<u>14.0 %</u>	<u>18.1 %</u>	<u>18.1 %</u>
Employee	<u>10.0 %</u>	<u>12.0 %</u>	<u>13.0 %</u>

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

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

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

\*\*\*\* These pension and employer health care rates are for the traditional and combined plans. The employer contributions rate for the member-directed plan is allocated 4 percent for health care with the remainder going to pension; however, effective July 1, 2022, a portion of the health care rate is funded with reserves.

Employer contribution rates are actuarially determined within the constraints of statutory limits for each division and expressed as a percentage of covered payroll.

For 2024, the City's contractually required contribution was \$449,229, of this amount \$41,576 is reported in accrued wages and benefits.

***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 OP&F website at [www.op-f.org](http://www.op-f.org) or by writing to the Ohio Police and Fire Pension Fund, 140 East Town Street, Columbus, Ohio 43215-5164.

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

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

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

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

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

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

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

**Funding Policy**

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

	<u>Police</u>	<u>Firefighters</u>
<b>2024 Statutory Maximum Contribution Rates</b>		
Employer	19.50 %	24.00 %
Employee	12.25 %	12.25 %
<b>2024 Actual Contribution Rates</b>		
Employer:		
Pension	19.00 %	23.50 %
Post-employment Health Care Benefits	<u>0.50</u>	<u>0.50</u>
Total Employer	<u>19.50 %</u>	<u>24.00 %</u>
Employee	<u>12.25 %</u>	<u>12.25 %</u>

Employer contribution rates are expressed as a percentage of covered payroll. The City's contractually required contribution to OP&F was \$610,063 for 2024, of this amount \$53,631 is reported as accrued wages and benefits.

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

The net pension liability for OPERS was measured as of December 31, 2023, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of that date. OP&F's total pension liability was measured as of December 31, 2023, and was determined by rolling forward the total pension liability as of January 1, 2023, to December 31, 2023. The City's proportion of the net pension liability was based on the City's share of contributions to the pension plan relative to the contributions of all participating entities. Following is information related to the proportionate share of the City's defined benefit pension plans:



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	OPERS Traditional Plan	OPF	Total
Proportionate Share of the:			
Net Pension Liability	\$5,277,185	\$8,431,930	\$13,709,115
Proportion of the Net Pension Liability:			
Current Measurement Date	0.02015700%	0.08727460%	
Prior Measurement Date	0.01991000%	0.08017890%	
Change in Proportionate Share	0.00024700%	0.00709570%	
Pension Expense	\$545,583	\$911,271	\$1,456,854

At December 31 2024, the City reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

	OPERS Traditional Plan	OPF	Total
<u>Deferred Outflows of Resources</u>			
Differences between expected and actual experience	\$86,251	\$270,689	\$356,940
Changes in assumptions	0	532,889	532,889
Net difference between projected and actual earnings on pension plan investments	1,065,161	955,516	2,020,677
Changes in employer proportionate share of net pension liability	28,865	543,850	572,715
Contributions subsequent to the measurement date	449,229	610,063	1,059,292
Total Deferred Outflows of Resources	\$1,629,506	\$2,913,007	\$4,542,513
<u>Deferred Inflows of Resources</u>			
Differences between expected and actual experience	\$0	\$94,301	\$94,301
Changes in assumptions	0	128,048	128,048
Changes in employer proportionate share of net pension liability	29,425	119,263	148,688
Total Deferred Inflows of Resources	\$29,425	\$341,612	\$371,037

\$1,059,292 reported as deferred outflows of resources related to pension resulting from contributions subsequent to the measurement date will be recognized as a reduction of the net pension liability in the year ending December 31, 2025. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to pension will be recognized in pension expense as follows:

Year Ending December 31:	OPERS Traditional Plan	OPF	Total
2025	\$256,848	\$462,579	\$719,427
2026	365,954	519,510	885,464
2027	679,725	767,615	1,447,340
2028	(151,675)	81,139	(70,536)
2029	0	126,688	126,688
Thereafter	0	3,801	3,801
Total	\$1,150,852	\$1,961,332	\$3,112,184

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***Actuarial Assumptions – OPERS***

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

Projections of benefits for financial reporting purposes are based on the substantive plan (the plan as understood by the employers and plan members) and include the types of benefits provided at the time of each valuation. The total pension liability was determined by an actuarial valuation as of December 31, 2023, using the following key actuarial assumptions and methods applied to all periods included in the measurement in accordance with the requirements of GASB 67:

	<u>OPERS Traditional Plan</u>
Wage Inflation	2.75 percent
Future Salary Increases, including inflation	2.75 to 10.75 percent including wage inflation
COLA or Ad Hoc COLA:	
Pre-January 7, 2013 Retirees	3.0 percent, simple
Post-January 7, 2013 Retirees	3.0 percent, simple through 2024, then 2.05 percent, simple
Investment Rate of Return	6.9 percent
Actuarial Cost Method	Individual Entry Age

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

The most recent experience study was completed for the five year period ended December 31, 2020.

During 2023, OPERS managed investments in three investment portfolios: the Defined Benefit portfolio, the Defined Contribution portfolio and the Health Care portfolio. The Defined Benefit portfolio contains the investment assets of the Traditional Pension Plan, the defined benefit component of the Combined Plan and the annuitized accounts of the Member-Directed Plan. Within the Defined Benefit portfolio, contributions into the plans are all recorded at the same time, and benefit payments all occur on the first of the month. Accordingly, the money-weighted rate of return is considered to be the same for all plans within the portfolio. The annual money-weighted rate of return expressing investment performance, net of investment expenses and adjusted for the changing amounts actually invested, for the Defined Benefit portfolio was a gain of 11.2 percent for 2023.

The allocation of investment assets with the Defined Benefit portfolio is approved by the Board of Trustees as outlined in the annual investment plan. Plan assets are managed on a total return basis with

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a long-term objective of achieving and maintaining a fully funded status for the benefits provided through the defined benefit pension plans. The long-term expected rate of return on defined benefit investment assets was determined using a building-block method in which best-estimate ranges of expected future real rates of return are developed for each major asset class. These ranges are combined to produce the long-term expected real rate of return by weighting the expected future real rates of return by the target asset allocation percentage, adjusted for inflation. Best estimates of geometric rates of return were provided by the Board's investment consultant. For each major class that is included in the Defined Benefit portfolio's target asset allocation as of December 31, 2023, these best estimates are summarized below:

Asset Class	Target Allocation	Weighted Average Long-Term Expected Real Rate of Return (Geometric)
Fixed Income	24.00%	2.85%
Domestic Equities	21.00	4.27
Real Estate	13.00	4.46
Private Equity	15.00	7.52
International Equities	20.00	5.16
Risk Parity	2.00	4.38
Other investments	5.00	3.46
Total	100.00%	

***Discount Rate***

The discount rate used to measure the total pension liability for the current year was 6.9 percent for the traditional plan and the combined 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 Proportionate Share of the Net Pension Liability to Changes in the Discount Rate***

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

	1% Decrease (5.90%)	Current Discount Rate (6.90%)	1% Increase (7.90%)
Proportionate share of the net pension liability	\$8,307,708	\$5,277,185	\$2,756,671

***Actuarial Assumptions – OP&F***

The total pension liability is determined by OP&F actuaries in accordance with GASB Statement No.67, as part of their annual valuation. Actuarial valuations of an ongoing retirement plan involve estimates of the

**City of Shelby, Ohio**  
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value of reported amounts and assumptions about probability of occurrence of events far into the future. Examples include assumptions about future employment mortality, salary increases, disabilities, retirements, and employment terminations. Actuarially determined amounts are subject to continual review and potential modifications, as actual results are compared with past expectations and new estimates are made about the future. Assumptions considered were: withdrawal rates, disability retirement, service retirement, DROP elections, mortality, percent married and forms of payment, DROP interest rate, CPI-based COLA, investment returns, salary increases and payroll growth. The changes in assumptions are being amortized over the estimated remaining useful life of the participants which was 6.03 years at December 31, 2023.

Key methods and assumptions used in the latest actuarial valuation, reflecting experience study results, prepared as of January 1, 2023, are presented below.

Valuation Date	January 1, 2023, with actuarial liabilities rolled forward to December 31, 2023
Actuarial Cost Method	Entry Age Normal
Investment Rate of Return	7.5 percent
Projected Salary Increases	3.75 percent to 10.5 percent
Payroll Growth	3.25 percent per annum, compounded annually, consisting of Inflation rate of 2.75 percent plus productivity increase rate of 0.5 percent
Cost of Living Adjustments	2.2 percent simple per year

Mortality for service retirees is based on the Pub-2010 Below-Median Safety Amount-Weighted Healthy Retiree mortality table with rates adjusted by 96.2 percent for males and 98.7 percent for females. All rates are projected using the MP-2021 Improvement Scale.

Mortality for disabled retirees is based on the Pub-2010 Safety Amount-Weighted Disabled Retiree mortality table with rates adjusted by 135 percent for males and 97.9 percent for females. All rates are projected using the MP-2021 Improvement Scale.

Mortality for contingent annuitants is based on the Pub-2010 Below-Median Safety Amount-Weighted Contingent Annuitant Retiree mortality table with rates adjusted by 108.9 percent for males and 131.0 percent for females. All rates are projected using the MP-2021 Improvement Scale.

Mortality for active members is based on the Pub-2010 Below-Median Safety Amount-Weighted Employee mortality table. All rates are projected using the MP- 2021 Improvement Scale.

The most recent experience study was completed for the five-year period ended December 31, 2021.

The long-term expected rate of return on pension plan investments was determined using a building-block method in which best-estimate ranges of expected future real rates of return (expected returns, net of pension plan investment expense and inflation) are developed for each major asset class. These ranges are combined to produce the long-term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentage and by adding expected inflation. The assumption is intended to be a long-term assumption (30 to 50 years) and is not expected to change absent a significant change in the asset allocation, a change in the underlying inflation assumption, or a fundamental change in the market that alters expected returns in future years.

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Best estimates of the long-term expected geometric real rates of return for each major asset class included in OP&F's target asset allocation as of December 31, 2023, are summarized below:

Asset Class	Target Allocation	Long-Term Expected Real Rate of Return
Domestic Equity	18.60 %	4.10 %
Non-US Equity	12.40	4.90
Private Markets	10.00	7.30
Core Fixed Income *	25.00	2.40
High Yield Fixed Income	7.00	4.10
Private Credit	5.00	6.80
U.S. Inflation Linked Bonds*	15.00	2.10
Midstream Energy Infrastructure	5.00	5.80
Real Assets	8.00	6.00
Gold	5.00	3.50
Private Real Estate	12.00	5.40
Commodities	2.00	3.50
Total	125.00 %	

Note: Assumptions are geometric.

\* levered 2.0x

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

**Discount Rate**

The total pension liability was calculated using the discount rate of 7.50 percent. The projection of cash flows used to determine the discount rate assumed the contributions from employers and from the members would be computed based on contribution requirements as stipulated by State statute. Projected inflows from investment earning were calculated using the longer-term assumed investment rate of return of 7.50 percent. Based on those assumptions, the plan's fiduciary net position was projected to be available to make all future benefit payments of current plan members. Therefore, a long-term expected rate of return on pension plan investments was applied to all periods of projected benefits to determine the total pension liability.

**Sensitivity of the Proportionate Share of the Net Pension Liability to Changes in the Discount Rate**

Net pension liability is sensitive to changes in the discount rate, and to illustrate the potential impact, the following table presents the net pension liability calculated using the discount rate of 7.50 percent, as well as what the net pension liability would be if it were calculated using a discount rate that is one percentage point lower (6.50 percent), or one percentage point higher (8.50 percent) than the current rate.

	1% Decrease (6.50%)	Current Discount Rate (7.50%)	1% Increase (8.50%)
Proportionate share of the net pension liability	\$11,168,720	\$8,431,930	\$6,156,024

**Note 13 – Postemployment Benefits**

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***Net OPEB Liability***

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

***Ohio Public Employees Retirement System (OPERS)***

**Plan Description**

The Ohio Public Employees Retirement System (OPERS) administers three separate pension plans: the traditional pension plan, a cost-sharing, multiple-employer defined benefit pension plan; the member-directed plan, a defined contribution plan; and the combined plan, a cost-sharing, multiple-employer defined benefit pension plan that has elements of both a defined benefit and defined contribution plan. Effective January 1, 2022 the Combined Plan is no longer available for member selection. In October 2023, the legislature approved House Bill 33 which allows for the consolidation of the Combined Plan with the Traditional Pension Plan with the timing of the consolidation at the discretion of OPERS.

OPERS maintains a cost-sharing, multiple-employer defined benefit post-employment health care trust. The 115 Health Care Trust (115 Trust or Health Care Trust) was established in 2014, under Section 115 of the Internal Revenue Code (IRC). The purpose of the 115 Trust is to fund health care for the Traditional Pension, Combined and Member-Directed plans. The Ohio Revised Code permits, but does not require, OPERS to provide health care to its eligible benefit recipients. Authority to establish and amend health care coverage is provided to the Board in Chapter 145 of the Ohio Revised Code. Retirees in the Traditional Pension and Combined plans may have an allowance deposited into a health reimbursement arrangement (HRA) account to be used toward the health care program of their choice selected with the assistance of an OPERS vendor.

With one exception, OPERS-provided health care coverage is neither guaranteed nor statutorily required. Ohio law currently requires Medicare Part A equivalent coverage or Medicare Part A premium reimbursement for eligible retirees and their eligible dependents.

OPERS offers a health reimbursement arrangement (HRA) allowance to traditional pension plan and combined plan benefit recipients meeting certain age and service credit requirements. The HRA is an account funded by OPERS that provides tax free reimbursement for qualified medical expenses such as monthly post-tax insurance premiums, deductibles, co-insurance, and co-pays incurred by eligible benefit recipients and their dependents.

OPERS members enrolled in the Traditional Pension Plan or Combined Plan retiring with an effective date of January 1, 2022, or after must meet the following health care eligibility requirements to receive an HRA allowance:

**Age 65 or older Retirees** - Minimum of 20 years of qualifying service credit

**Age 60 to 64 Retirees and Age 59 or younger** - Based on the following age-and-service criteria:

**Group A** - 30 years of total service with at least 20 years of qualified health care service credit;

**Group B** – 31 years of total service credit with at least 20 years of qualified health care service credit;

or

**Group C** - 32 years of total service credit with at least 20 years of qualified health care service credit.

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Retirees who don't meet the requirement for coverage as a non-Medicare participant can become eligible for coverage at age 65 if they have at least 20 years of qualifying service.

Members with a retirement date prior to January 1, 2022, who were eligible to participate in the OPERS health care program will continue to be eligible after January 1, 2022, as summarized in the following table:

<b>Group A</b>	<b>Group B</b>	<b>Group C</b>
<b>Age and Service Requirements</b> <b><i>December 1, 2014 or Prior</i></b>	<b>Age and Service Requirements</b> <b><i>December 1, 2014 or Prior</i></b>	<b>Age and Service Requirements</b> <b><i>December 1, 2014 or Prior</i></b>
Any Age with 10 years of service credit	Any Age with 10 years of service credit	Any Age with 10 years of service credit
<b><i>January 1, 2015 through</i></b> <b><i>December 31, 2021</i></b>	<b><i>January 1, 2015 through</i></b> <b><i>December 31, 2021</i></b>	<b><i>January 1, 2015 through</i></b> <b><i>December 31, 2021</i></b>
Age 60 with 20 years of service credit or Any Age with 30 years of service credit	Age 52 with 31 years of service credit or Age 60 with 20 years of service credit or Any Age with 32 years of service credit	Age 55 with 32 years of service credit or Age 60 with 20 years of service credit

See the Age and Service Retirement section of the OPERS ACFR for a description of Groups A, B and C.

Eligible retirees may receive a monthly HRA allowance for reimbursement of health care coverage premiums and other qualified medical expenses. Monthly allowances, based on years of service and the age at which the retiree first enrolled in OPERS coverage, are provided to eligible retirees, and are deposited into their HRA account.

The base allowance is determined by OPERS and is currently \$1,200 per month for non-Medicare retirees and \$350 per month for Medicare retirees. The retiree receives a percentage of the base allowance, calculated based on years of qualifying service credit and age when the retiree first enrolled in OPERS health care. Monthly allowances range between 51 percent and 90 percent of the base allowance for both non-Medicare and Medicare retirees.

Retirees will have access to the OPERS Connector, which is a relationship with a vendor selected by OPERS to assist retirees participating in the health care program. The OPERS Connector may assist retirees in selecting and enrolling in the appropriate health care plan.

When members become Medicare-eligible, recipients enrolled in OPERS health care programs must enroll in Medicare Part A (hospitalization) and Medicare Part B (medical).

OPERS reimburses retirees who are not eligible for premium-free Medicare Part A (hospitalization) for their Part A premiums as well as any applicable surcharges (late-enrollment fees). Retirees within this group must enroll in Medicare Part A and select medical coverage, and may select prescription coverage, through the OPERS Connector. OPERS also will reimburse 50 percent of the Medicare Part A premium and any applicable surcharges for eligible spouses. Proof of enrollment in Medicare Part A and confirmation that the retiree is not receiving reimbursement or payment from another source must be submitted. The premium reimbursement is added to the monthly pension benefit.

Participants in the Member-Directed Plan have access to the Connector and have a separate health care funding mechanism. A portion of employer contributions for these participants is allocated to a retiree medical account (RMA). Members who elect the Member-Directed Plan after July 1, 2015, will vest in the RMA over 15 years at a rate of 10 percent each year starting with the sixth year of participation. Members

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who elected the Member-Directed Plan prior to July 1, 2015, vest in the RMA over a five-year period at a rate of 20 percent per year. Upon separation or retirement, participants may use vested RMA funds for reimbursement of qualified medical expenses.

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

**Funding Policy**

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

Employer contribution rates are expressed as a percentage of the earnable salary of active members. For fiscal year 2024, state and local employers contributed at a rate of 14.0 percent of earnable salary. These are the maximum employer contribution rates permitted by the Ohio Revised Code. Active member contributions do not fund health care.

Each year, the OPERS Board determines the portion of the employer contribution rate that will be set aside to fund health care plans. For 2024, OPERS did not allocate any employer contribution to health care for members in the Traditional Pension Plan. Beginning July 1, 2022, there was a two percent allocation to health care for the Combined Plan which has continued through 2024. The OPERS Board is also authorized to establish rules for the retiree or their surviving beneficiaries to pay a portion of the health care provided. Payment amounts vary depending on the number of covered dependents and the coverage selected. The employer contribution as a percentage of covered payroll deposited into the RMA for participants in the member-directed plan for 2024 was 4.0 percent. Effective July 1, 2022, a portion of the health care rate was funded with reserves which has continued through 2024.

Employer contribution rates are actuarially determined and are expressed as a percentage of covered payroll. The City's contractually required contribution was \$0 for 2024.

***Ohio Police & Fire Pension Fund (OP&F)***

**Plan Description**

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

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

Regardless of a benefit recipient's participation in the health care program, OP&F is required by law to pay eligible recipients of a service pension, disability benefit and spousal survivor benefit for their



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Medicare Part B insurance premium, up to the statutory maximum provided the benefit recipient is not eligible to receive reimbursement from any other source. Once OP&F receives the necessary documentation, a monthly reimbursement is included as part of the recipient's next benefit payment. The stipend provided by OP&F meets the definition of an Other Post Employment Benefit (OPEB) as described in Governmental Accounting Standards Board (GASB) Statement No. 75.

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

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

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

**Funding Policy**

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

The Board of Trustees is authorized to allocate a portion of the total employer contributions for retiree health care benefits. For 2024, the portion of employer contributions allocated to health care was 0.5 percent of covered payroll. The amount of employer contributions allocated to the health care plan each year is subject to the Trustees' primary responsibility to ensure that pension benefits are adequately funded.

The City's contractually required contribution to OP&F was \$14,271 for 2024.

**Net OPEB Liability (Asset)**

The net OPEB liability (asset) and total OPEB liability for OPERS were determined by an actuarial valuation as of December 31, 2022, rolled forward to the measurement date of December 31, 2023, by incorporating the expected value of health care cost accruals, the actual health care payment, and interest accruals during the year. OP&F's total OPEB liability was measured as of December 31, 2023, and was determined by rolling forward the total OPEB liability as of January 1, 2023, to December 31, 2023. The City's proportion of the net OPEB liability was based on the City's share of contributions to the retirement plan relative to the contributions of all participating entities. Following is information related to the proportionate share:

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	OPERS Traditional Plan	OPF	Total
Proportionate Share of the:			
Net OPEB (Asset)	(\$186,253)	\$0	(\$186,253)
Net OPEB Liability	0	637,219	637,219
Proportion of the Net OPEB Liability/Asset:			
Current Measurement Date	0.02063700%	0.08727460%	
Prior Measurement Date	0.02045100%	0.08017890%	
Change in Proportionate Share	0.00018600%	0.00709570%	
OPEB Expense	(\$26,746)	\$61,364	\$34,618

At December 31 2024, reported deferred outflows of resources and deferred inflows of resources related to OPEB from the following sources:

	OPERS Traditional Plan	OPF	Total
<u>Deferred Outflows of Resources</u>			
Differences between expected and actual experience	\$0	\$30,642	\$30,642
Changes in assumptions	47,951	219,273	267,224
Net difference between projected and actual earnings on pension plan investments	111,856	47,054	158,910
Changes in employer proportionate share of net OPEB liability	0	103,456	103,456
Contributions subsequent to the measurement date	0	14,271	14,271
Total Deferred Outflows of Resources	\$159,807	\$414,696	\$574,503
<u>Deferred Inflows of Resources</u>			
Differences between expected and actual experience	\$26,509	\$117,102	\$143,610
Changes in assumptions	80,065	410,355	490,420
Changes in employer proportionate share of net OPEB liability	1,330	22,666	23,996
Total Deferred Inflows of Resources	\$107,904	\$550,123	\$658,026

\$14,271 reported as deferred outflows of resources related to OPEB resulting from contributions subsequent to the measurement date will be recognized as a reduction of the net OPEB liability in the year ending December 31, 2025. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to OPEB will be recognized in OPEB expense as follows:

Year Ending December 31:	OPERS Traditional Plan	OPF	Total
2025	(\$5,640)	\$23,903	\$18,263
2026	8,243	(22,153)	(13,910)
2027	87,070	(10,390)	76,680
2028	(37,770)	(47,211)	(84,981)
2029	0	(48,472)	(48,472)
Thereafter	0	(45,375)	(45,375)
Total	\$51,903	(\$149,698)	(\$97,795)

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***Actuarial Assumptions – OPERS***

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

Projections of health care costs for financial reporting purposes are based on the substantive plan (the plan as understood by the employers and plan members) and include the types of coverage provided at the time of each valuation and the historical pattern of sharing of costs between OPERS and plan members. The total OPEB liability was determined by an actuarial valuation as of December 31, 2022, rolled forward to the measurement date of December 31, 2023. The actuarial valuation used the following key actuarial assumptions and methods applied to all prior periods included in the measurement in accordance with the requirements of GASB 74:

Wage Inflation	2.75 percent
Projected Salary Increases,	2.75 to 10.75 percent
	including wage inflation
Single Discount Rate	5.70 percent
Prior Year Single Discount Rate	5.22 percent
Investment Rate of Return	6.00 percent
Municipal Bond Rate	3.77 percent
Prior Year Municipal Bond Rate	4.05 percent
Health Care Cost Trend Rate	5.5 percent, initial
	3.50 percent, ultimate in 2038
Actuarial Cost Method	Individual Entry Age

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

The most recent experience study was completed for the five year period ended December 31, 2020.

During 2023, OPERS managed investments in three investment portfolios: the Defined Benefit portfolio, the Defined Contribution portfolio and the Health Care portfolio. The Health Care portfolio includes the assets for health care expenses for the Traditional Pension Plan, Combined Plan and Member-Directed Plan eligible members. Within the Health Care portfolio, contributions into the plans are assumed to be received continuously throughout the year based on the actual payroll payable at the time contributions are made, and health care-related payments are assumed to occur mid-year. Accordingly, the money-weighted rate of return is considered to be the same for all plans within the portfolio. The annual money-weighted rate of return expressing investment performance, net of investment expenses and adjusted for the changing amounts actually invested, for the Health Care portfolio was a gain of 14.0 percent for 2023.

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The allocation of investment assets within the Health Care portfolio is approved by the Board as outlined in the annual investment plan. Assets are managed on a total return basis with a long-term objective of continuing to offer a sustainable health care program for current and future retirees. The OPERS's primary goal is to achieve and maintain a fully funded status for benefits provided through the defined benefit pension plans. Health care is a discretionary benefit. The long-term expected rate of return on health care investment assets was determined using a building-block method in which best-estimate ranges of expected future real rates of return are developed for each major asset class. These ranges are combined to produce the long-term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentage, adjusted for inflation. Best estimates of geometric real rates of return were provided by the Board's investment consultant. For each major asset class that is included in the Health Care portfolio's target asset allocation as of December 31, 2023, these best estimates are summarized in the following table:

Asset Class	Target Allocation	Weighted Average Long-Term Expected Real Rate of Return (Geometric)
Fixed Income	37.00%	2.82%
Domestic Equities	25.00	4.27
Real Estate Investment Trust	5.00	4.68
International Equities	25.00	5.16
Risk Parity	3.00	4.38
Other investments	5.00	2.43
Total	<u>100.00%</u>	

***Discount Rate***

A single discount rate of 5.70 percent was used to measure the total OPEB liability (asset) on the measurement date of December 31, 2023; however, the single discount rate used at the beginning of the year was 5.22 percent. Projected benefit payments are required to be discounted to their actuarial present value using a single discount rate that reflects (1) a long-term expected rate of return on OPEB plan investments (to the extent that the health care fiduciary net position is projected to be sufficient to pay benefits), and (2) a tax-exempt municipal bond rate based on an index of 20-year general obligation bonds with an average AA credit rating as of the measurement date (to the extent that the contributions for use with the long-term expected rate are not met). This single discount rate was based on the actuarial assumed rate of return on the health care investment portfolio of 6.00 percent and a municipal bond rate of 3.77 percent (Fidelity Index's "20-year Municipal GO AA Index.") The projection of cash flows used to determine this single discount rate assumed that employer contributions will be made at rates equal to the actuarially determined contribution rate. Based on these assumptions, the health care fiduciary net position and future contributions were sufficient to finance health care costs through the year 2070. As a result, the actuarial assumed long-term expected rate of return on health care investments was applied to projected costs through the year 2070, and the municipal bond rate was applied to all health care costs after that date.

***Sensitivity of the Proportionate Share of the Net OPEB Liability (Asset) to Changes in the Discount Rate***

The following table presents the City's proportionate share of the net OPEB liability (asset) calculated using the single discount rate of 5.70 percent, as well as what the City's proportionate share of the net OPEB liability would be if it were calculated using a discount rate that is one-percentage-point lower (4.70 percent) or one-percentage-point higher (6.70 percent) than the current rate:

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	1% Decrease (4.70%)	Current Discount Rate (5.70%)	1% Increase (6.70%)
Proportionate share of the net OPEB liability (asset)	\$102,360	(\$186,253)	(\$425,329)

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

Changes in the health care cost trend rate may also have a significant impact on the net OPEB liability. The following table presents the net liability or asset calculated using the assumed trend rates, and the expected net OPEB liability if it were calculated using a health care cost trend rate that is 1.0 percent lower or 1.0 percent higher than the current rate.

Retiree health care valuations use a health care cost trend assumption with changes over several years built into that assumption. The near-term rates reflect increases in the current cost of health care; the trend starting in 2024 is 5.50 percent. If this trend continues for future years, the projection indicates that years from now virtually all expenditures will be for health care. A more reasonable alternative is the health care cost trend will decrease to a level at, or near, wage inflation. On this basis, the actuaries project premium rate increases will continue to exceed wage inflation for approximately the next decade, but by less each year, until leveling off at an ultimate rate, assumed to be 3.50 percent in the most recent valuation.

	1% Decrease	Current Health Care Cost Trend Rate Assumption	1% Increase
Proportionate share of the net OPEB liability (asset)	(\$193,988)	(\$186,253)	(\$177,478)

***Actuarial Assumptions – OP&F***

OP&F's total OPEB liability as of December 31, 2023, is based on the results of an actuarial valuation date of January 1, 2023, and rolled-forward using generally accepted actuarial procedures. The total OPEB liability is determined by OP&F's actuaries in accordance with GASB Statement No. 74, as part of their annual valuation. Actuarial valuations of an ongoing plan involve estimates of the value of reported amounts and assumptions about probability of occurrence of events far into the future. Examples include assumptions about future employment, mortality, salary increases, disabilities, retirements and employment terminations. Actuarially determined amounts are subject to continual review and potential modifications, as actual results are compared with past expectations and new estimates are made about the future.

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

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

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employee and any applicable contingent annuitant. In many cases, actuarial calculations reflect several decades of service with the employer and the payment of benefits after termination.

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

Valuation Date	January 1, 2023, with actuarial liabilities rolled forward to December 31, 2023
Actuarial Cost Method	Entry Age Normal
Investment Rate of Return	7.5 percent
Projected Salary Increases	3.50 percent to 10.5 percent
Payroll Growth	3.25 percent
Blended discount rate:	
Current measurement date	4.07 percent
Prior measurement date	4.27 percent
Cost of Living Adjustments	2.2 percent simple per year
Projected Depletion Year of OPEB Assets	2038

Mortality for service retirees is based on the Pub-2010 Below-Median Safety Amount-Weighted Healthy Retiree mortality table with rates adjusted by 96.2 percent for males and 98.7 percent for females. All rates are projected using the MP-2021 Improvement Scale.

Mortality for disabled retirees is based on the Pub-2010 Safety Amount-Weighted Disabled Retiree mortality table with rates adjusted by 135.0 percent for males and 97.9 percent for females. All rates are projected using the MP-2021 Improvement Scale.

Mortality for contingent annuitants is based on the Pub- 2010 Below-Median Safety Amount-Weighted Contingent Annuitant Retiree mortality table with rates adjusted by 108.9 percent for males and 131.0 percent for females. All rates are projected using the MP-2021 Improvement Scale.

Mortality for active members is based on the Pub-2010 Below-Median Safety Amount-Weighted Employee mortality table. All rates are projected using the MP- 2021 Improvement Scale.

The most recent experience study was completed for the five year period ended December 31, 2021.

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

Best estimates of the long-term expected geometric real rates of return for each major asset class included in OP&F's target asset allocation as of December 31, 2023, are summarized below:

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Asset Class	Target Allocation	Long-Term Expected Real Rate of Return
Domestic Equity	18.60 %	4.10 %
Non-US Equity	12.40	4.90
Private Markets	10.00	7.30
Core Fixed Income *	25.00	2.40
High Yield Fixed Income	7.00	4.10
Private Credit	5.00	6.80
U.S. Inflation Linked Bonds*	15.00	2.10
Midstream Energy Infrastructure	5.00	5.80
Real Assets	8.00	6.00
Gold	5.00	3.50
Private Real Estate	12.00	5.40
Commodities	2.00	3.50
Total	125.00 %	

Note: Assumptions are geometric.

\* levered 2.0x

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

***Discount Rate***

Total OPEB liability was calculated using the discount rate of 4.07 percent. The projection of cash flows used to determine the discount rate assumed the contributions from employers and from members would be computed based on contribution requirements as stipulated by state statute. Projected inflows from investment earnings were calculated using the longer-term assumed investment rate of return 7.5 percent. Based on those assumptions, OP&F's fiduciary net position was projected to not be able to make all future benefit payment of current plan members. Therefore, the long-term assumed rate of return on investments of 7.5 percent was applied to periods before December 31, 2037, and the Municipal Bond Index Rate of 3.38 percent was applied to periods on and after December 31, 2037, resulting in a discount rate of 4.07 percent.

***Sensitivity of the Proportionate Share of the Net OPEB Liability to Changes in the Discount Rate***

Net OPEB liability is sensitive to changes in the discount rate, and to illustrate the potential impact the following table presents the net OPEB liability calculated using the discount rate of 4.07 percent, as well as what the net OPEB liability would be if it were calculated using a discount rate that is one percentage point lower (3.07 percent), or one percentage point higher (5.07 percent) than the current rate.

	1% Decrease (3.07%)	Current Discount Rate (4.07%)	1% Increase (5.07%)
Proportionate share of the net OPEB liability	\$784,877	\$637,219	\$512,862

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

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

**Note 14 - Contingencies**

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**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, 2024.

**Contracts**

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

**Litigation**

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

**Contingent Liability**

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

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



**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2024**

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

**Note 15 - Fund Balances**

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

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**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2024**

<u>Fund Balances</u>	<u>General</u>	<u>Police and Court Construction</u>	<u>Other Governmental Funds</u>	<u>Total</u>
Nonspendable:				
Inventory	\$46,585	\$0	\$112,315	\$158,900
Prepays	78,542	0	30,181	108,723
Unclaimed funds	2,893	0	0	2,893
Muni Park Trust	<u>0</u>	<u>0</u>	<u>20,000</u>	<u>20,000</u>
Total Nonspendable	128,020	0	162,496	290,516
Restricted for:				
Street	0	0	130,098	130,098
State Highway	0	0	11,291	11,291
Street Sales Tax	0	0	11,062	11,062
Health	0	0	205,436	205,436
Park	0	0	110,981	110,981
Rehab Escrow CDBG	0	0	37,811	37,811
Court Probation	0	0	29,135	29,135
Law Enforcement Trust	0	0	27,945	27,945
Court IDAT	0	0	15,165	15,165
Court Enforcement and Education	0	0	17,198	17,198
DARE	0	0	29,914	29,914
Police Computer	0	0	13,720	13,720
Court IDAM	0	0	54,119	54,119
Home Program	0	0	725	725
Police Pension	0	0	85,922	85,922
Fire Pension	0	0	14,233	14,233
Shade Tree Trust	0	0	14,150	14,150
Police Court and Construction	0	3,565,756	0	3,565,756
Fire Damage	0	0	15,679	15,679
Fire Income Tax	0	0	132,120	132,120
Debt Service	0	0	263,791	263,791
Capital Projects	0	0	588,975	588,975
Muni Park Trust	<u>0</u>	<u>0</u>	<u>7,251</u>	<u>7,251</u>
Total Restricted	0	3,565,756	1,816,721	5,382,477
Assigned to:				
Encumbrances	63,925	0	0	63,925
Budgetary Variance	1,204,925	0	0	1,204,925
Police Equipment	<u>0</u>	<u>0</u>	<u>84,561</u>	<u>84,561</u>
Total Assigned	1,268,850	0	84,561	1,353,411
Unassigned (Deficit)	<u>1,586,841</u>	<u>0</u>	<u>0</u>	<u>1,586,841</u>
Total Fund Balance	<u>\$2,983,711</u>	<u>\$3,565,756</u>	<u>\$2,063,778</u>	<u>\$8,613,245</u>

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2024**

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**Note 16 – Tax Abatements**

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As of December 31, 2024, the City provides tax abatements through the Community Reinvestment Area (CRA) and Ohio Enterprise Zone Area (EZA) Program:

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

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

<u>Tax Abatement Programs</u>	<u>Amount of Taxes Abated</u>
Community Urban Redevelopment	\$24,237
Community Reinvestment Area	74,113
Enterprise Zone Area	23,403
	<u>\$121,753</u>

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

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

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

**City of Shelby, Ohio**  
**Notes to the Basic Financial Statements**  
**For The Year Ended December 31, 2024**

**Note 18 – Implementation of New Accounting Principles and Error Correction**

For fiscal year 2024, the City implemented Governmental Accounting Standards Board (GASB) Statement No. 99, Omnibus 2022, GASB Statement No. 100, Accounting Changes and Error Corrections-an Amendment of GASB Statement No. 62, GASB Statement No. 101, Compensated Absences.

GASB Statement No. 99 sets out to enhance comparability in accounting and financial reporting and to improve the consistency of authoritative literature by addressing (1) practice issues that have been identified during implementation and application of certain GASB Statements and (2) accounting and financial reporting for financial guarantees. The implementation of GASB Statement No. 99 did not have an effect on the financial statements of the City.

GASB Statement No. 100 sets out to enhance accounting and financial reporting requirements for accounting changes and error corrections to provide more understandable, reliable, relevant, consistent, and comparable information for making decisions or assessing accountability. The City has implemented the provisions of GASB Statement No. 100, and its effects are reflected in the accompanying financial statements.

GASB Statement No. 101 sets out to better meet the information needs of financial statement users by updating the recognition and measurement guidance for compensated absences. That objective is achieved by aligning the recognition and measurement guidance under a unified model and by amending certain previously required disclosures. The implementation of GASB Statement No. 101 had the following effect on net position as reported December 31, 2023, by opinion unit affected:

	Proprietary Funds			Government-Wide	
	Sewer Fund	Water Fund	Electric Fund	Governmental Activities	Business-Type Activities
Net Position-					
Beginning of Year, as Previously Presented	\$5,248,938	\$6,640,328	\$9,015,506	\$19,992,632	\$20,895,722
Change in Accounting Principal-					
Adoption of GASB 101	(182,720)	(129,684)	(24,222)	(870,819)	(336,626)
Net Position-					
Beginning of Year, as Restated	<u>\$5,066,218</u>	<u>\$6,510,644</u>	<u>\$8,991,284</u>	<u>\$19,121,813</u>	<u>\$20,559,096</u>

**Error Correction**

During the current fiscal year, the City identified an error in the prior year's financial statements related to the Sewer Fund. Certain capital asset additions from a prior period were not properly recorded. As a result, capital assets and net position were understated.

The correction of this error resulted in an increase to the beginning net position of the Sewer Fund in the amount of \$1,643,217. This adjustment has been reflected in the financial statements as a restatement of the beginning net position as of January 1, 2024.

## ***REQUIRED SUPPLEMENTARY INFORMATION***

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

	2024	2023	2022	2021	2020
City's Proportion of the Net Pension Liability	0.02015700%	0.01991000%	0.02077300%	0.02049800%	0.01963400%
City's Proportionate Share of the Net Pension Liability	\$5,277,185	\$5,881,423	\$1,807,335	\$3,035,308	\$3,880,793
City's Covered-Employee Payroll	\$3,201,129	\$3,086,236	\$3,014,836	\$2,891,343	\$2,762,536
City's Proportionate Share of the Net Pension Liability as a Percentage of its Covered-Employee Payroll	164.85%	190.57%	59.95%	104.98%	140.48%
Plan Fiduciary Net Position as a Percentage of the Total Pension Liability	79.01%	75.74%	92.62%	86.88%	82.17%

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

See accompanying notes to the required supplementary information.

2019	2018	2017	2016	2015
0.01950600%	0.02056800%	0.02129100%	0.02143600%	0.02328000%
\$5,342,298	\$3,226,720	\$4,834,825	\$3,712,985	\$2,807,828
\$2,634,693	\$2,718,123	\$2,763,883	\$3,099,067	\$2,863,583
202.77%	118.71%	174.93%	119.81%	98.05%
74.70%	84.66%	77.25%	81.08%	86.45%

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

	2024	2023	2022	2021	2020
City's Proportion of the Net Pension Liability - 0561P	0.03449890%	0.03794440%	0.03862930%	0.03952870%	0.04111990%
Liability - 0561F	0.05277570%	0.04223450%	0.03936160%	0.04085380%	0.04106950%
City's Proportionate Share of the Net Pension Liability	\$8,431,930	\$7,616,218	\$4,872,421	\$5,479,747	\$5,536,717
City's Covered-Employee Payroll	\$2,442,164	\$2,054,280	\$2,142,008	\$1,813,450	\$1,943,829
City's Proportionate Share of the Net Pension Liability as a Percentage of its Covered-Employee Payroll	345.26%	370.75%	227.47%	302.17%	284.84%
Plan Fiduciary Net Position as a Percentage of the Total Pension Liability	63.63%	62.90%	75.03%	70.65%	69.89%

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

See accompanying notes to the required supplementary information.



2019	2018	2017	2016	2015
0.04171000%	0.03999600%	0.03908800%	0.04074200%	0.04379640%
0.04189500%	0.04156400%	0.04025800%	0.04211700%	0.04418610%
\$6,824,377	\$5,005,705	\$5,025,696	\$5,330,378	\$4,557,860
\$2,048,942	\$1,975,663	\$1,906,684	\$1,811,389	\$1,808,453
333.07%	253.37%	263.58%	294.27%	252.03%
63.07%	70.91%	68.36%	66.77%	72.20%

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

	2024	2023	2022	2021	2020
Contractually Required Contribution	\$449,229	\$448,158	\$432,073	\$422,077	\$404,788
Contributions in Relation to the Contractually Required Contribution	(449,229)	(448,158)	(432,073)	(422,077)	(404,788)
Contribution Deficiency (Excess)	\$0	\$0	\$0	\$0	\$0
City Covered-Employee Payroll	\$3,208,779	\$3,201,129	\$3,086,236	\$3,014,836	\$2,891,343
Contributions as a Percentage of Covered-Employee Payroll	14.00%	14.00%	14.00%	14.00%	14.00%

See accompanying notes to the required supplementary information.

2019	2018	2017	2016	2015
\$386,755	\$368,857	\$353,356	\$331,666	\$371,888
(386,755)	(368,857)	(353,356)	(331,666)	(371,888)
\$0	\$0	\$0	\$0	\$0
\$2,762,536	\$2,634,693	\$2,718,123	\$2,763,883	\$3,099,067
14.00%	14.00%	13.00%	12.00%	12.00%

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

	2024	2023	2022	2021	2020
Contractually Required Contribution	\$610,063	\$524,922	\$433,031	\$454,320	\$384,270
Contributions in Relation to the Contractually Required Contribution	(610,063)	(524,922)	(433,031)	(454,320)	(384,270)
Contribution Deficiency (Excess)	\$0	\$0	\$0	\$0	\$0
City Covered-Employee Payroll	\$2,854,214	\$2,442,164	\$2,054,280	\$2,142,008	\$1,813,450
Contributions as a Percentage of Covered-Employee Payroll	21.37%	21.49%	21.08%	21.21%	21.19%

See accompanying notes to the required supplementary information.

2019	2018	2017	2016	2015
\$410,731	\$389,299	\$375,376	\$362,270	\$363,908
(410,731)	(389,299)	(375,376)	(362,270)	(363,908)
\$0	\$0	\$0	\$0	\$0
\$1,943,829	\$2,048,942	\$1,975,663	\$1,906,684	\$1,811,389
21.13%	19.00%	19.00%	19.00%	20.09%

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

	2024	2023	2022	2021	2020
City's Proportion of the Net OPEB Liability (Asset)	0.02063700%	0.02045100%	0.02112900%	0.02090800%	0.02006300%
City's Proportionate Share of the Net OPEB Liability (Asset)	(\$186,253)	\$128,947	(\$661,793)	(\$372,493)	\$2,771,222
City's Covered-Employee Payroll	\$3,201,129	\$3,086,236	\$3,014,836	\$2,891,343	\$2,762,536
City's Proportionate Share of the Net OPEB Liability (Asset) as a Percentage of its Covered-Employee Payroll	-5.82%	4.18%	-21.95%	-12.88%	100.31%
Plan Fiduciary Net Position as a Percentage of the Total OPEB Liability (Asset)	107.76%	94.79%	128.23%	115.57%	47.80%

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

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

See accompanying notes to the required supplementary information.

2019	2018	2017
0.01995800%	0.02081000%	0.02172953%
\$2,602,051	\$2,259,813	\$2,194,756
\$2,634,693	\$2,718,123	\$2,763,883
98.76%	83.14%	79.41%
46.33%	54.14%	54.04%

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

	2024	2023	2022	2021	2020
City's Proportion of the Net OPEB Liability - 0561P	0.03449890%	0.03794440%	0.03862930%	0.04085380%	0.04111990%
Liability - 0561F	0.05277570%	0.04223450%	0.03936160%	0.03952870%	0.04106950%
City's Proportionate Share of the Net OPEB Liability	\$637,219	\$570,852	\$854,847	\$851,666	\$811,845
City's Covered-Employee Payroll	\$2,442,164	\$2,054,280	\$2,142,008	\$1,813,450	\$1,943,829
City's Proportionate Share of the Net OPEB Liability as a Percentage of its Covered-Employee Payroll	26.09%	27.79%	39.91%	46.96%	41.77%
Plan Fiduciary Net Position as a Percentage of the Total OPEB Liability	51.90%	52.60%	46.90%	45.42%	47.10%

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

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

See accompanying notes to the required supplementary information.



2019	2018	2017
0.04171000%	0.03999600%	0.03908800%
0.04189500%	0.04156400%	0.04025800%
\$761,352	\$4,621,075	\$3,766,376
\$2,048,942	\$1,975,663	\$1,906,684
37.16%	233.90%	197.54%
46.57%	14.13%	15.96%

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

	2024	2023	2022	2021	2020
Contractually Required Contribution to OPEB	\$0	\$0	\$0	\$0	\$0
Contributions to OPEB in Relation to the Contractually Required Contribution	0	0	0	0	0
Contribution Deficiency (Excess)	\$0	\$0	\$0	\$0	\$0
City Covered-Employee Payroll	\$3,208,779	\$3,201,129	\$3,086,236	\$3,014,836	\$2,891,343
Contributions to OPEB as a Percentage of Covered-Employee Payroll	0.00%	0.00%	0.00%	0.00%	0.00%

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

See accompanying notes to the required supplementary information.

2019	2018	2017	2016
\$0	\$0	\$0	\$0
0	0	0	0
\$0	\$0	\$0	\$0
\$2,762,536	\$2,634,693	\$2,718,123	\$2,763,883
0.00%	0.00%	0.00%	0.00%

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

	2024	2023	2022	2021	2020
Contractually Required Contribution to OPEB	\$14,271	\$12,211	\$10,271	\$10,800	\$9,161
Contributions to OPEB in Relation to the Contractually Required Contribution	(14,271)	(12,211)	(10,271)	(10,800)	(9,161)
Contribution Deficiency (Excess)	\$0	\$0	\$0	\$0	\$0
City Covered-Employee Payroll	\$2,854,214	\$2,442,164	\$2,054,280	\$2,142,008	\$1,813,450
Contributions to OPEB as a Percentage of Covered-Employee Payroll	0.50%	0.50%	0.50%	0.50%	0.51%

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

See accompanying notes to the required supplementary information.

2019	2018	2017	2016
\$9,766	\$9,270	\$31,855	\$61,958
(9,766)	(9,270)	(31,855)	(61,958)
\$0	\$0	\$0	\$0
\$1,943,829	\$2,048,942	\$1,975,663	\$1,906,684
0.50%	0.45%	1.61%	3.25%

City of Shelby, Ohio  
Schedule of Revenues, Expenditures and Changes in Fund Balance  
Budget and Actual (Non-GAAP Budgetary Basis)  
For the Fiscal Year Ended December 31, 2024

	General Fund			
	Original Budget	Final Budget	Actual	Variance from Final Budget
Revenues:				
Property and Other Taxes	\$591,731	\$591,731	\$656,302	\$64,571
Charges for Services	1,182,906	1,182,906	1,311,988	129,082
Investment Earnings	352,115	352,115	390,539	38,424
Intergovernmental	389,711	389,711	432,237	42,526
Fines, Licenses & Permits	166,895	166,895	185,107	18,212
Other Revenues	165,181	165,181	183,206	18,025
Total Revenues	2,848,539	2,848,539	3,159,379	310,840
Expenditures:				
Current:				
General Government	1,757,690	1,763,554	1,428,157	335,397
Public Safety	4,965,798	4,982,365	4,034,807	947,558
Community Development	93,125	93,436	75,666	17,770
Transportation and Street Repair	49,207	49,372	39,982	9,390
Total Expenditures	6,865,820	6,888,727	5,578,612	1,310,115
Excess of Revenues Over (Under) Expenditures	(4,017,281)	(4,040,188)	(2,419,233)	1,620,955
Other Financing Sources (Uses):				
Transfers In	2,648,461	2,648,461	2,937,467	289,006
Transfers (Out)	(627,677)	(629,771)	(510,000)	119,771
Total Other Financing Sources (Uses)	2,020,784	2,018,690	2,427,467	408,777
Net Change in Fund Balance	(1,996,497)	(2,021,498)	8,234	2,029,732
Fund Balance Beginning of Year (includes prior year encumbrances appropriated)	1,901,081	1,901,081	1,901,081	0
Fund Balance End of Year	(\$95,416)	(\$120,417)	\$1,909,315	\$2,029,732

See accompanying notes to the required supplementary information.

**City of Shelby, Ohio**  
**Notes to the Required Supplementary Information**  
**For The Year Ended December 31, 2024**

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**Note 1 – Budgetary Process**

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

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

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

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

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

**City of Shelby, Ohio**  
**Notes to the Required Supplementary Information**  
**For The Year Ended December 31, 2024**

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

**Net Change in Fund Balance**

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	General
GAAP Basis	\$130,682
Revenue Accruals	(3,326,536)
Expenditure Accruals	390,919
Transfers In	2,937,467
Encumbrances	(124,298)
Budget Basis	\$8,234

**Note 2 – Net Pension Liability**

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**OHIO PUBLIC EMPLOYEES RETIREMENT SYSTEM CHANGES IN BENEFIT TERMS AND ASSUMPTIONS**

**Changes in assumptions:**

2024-2023: There were no changes in methods and assumptions used in the calculation of actuarial determined contributions for this period.

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

- Reduction in actuarial assumed rate of return from 7.20% to 6.90%
- Decrease in wage inflation from 3.25% to 2.75%
- Change in future salary increases from a range of 3.25%-10.75% to 2.75%-10.75%

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

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

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

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

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

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

**Changes in benefit terms:**

2024-2014: There were no changes in benefit terms for this period.



**OHIO POLICE AND FIRE PENSION FUND CHANGES IN BENEFIT TERMS AND ASSUMPTIONS**

**Changes in assumptions:**

2024: There were no changes in methods and assumptions used in the calculation of actuarial determined contributions.

2023: Mortality for service retirees is based on the Pub-2010 Below-Median Safety Amount-Weighted Healthy Retiree mortality table with rates adjusted by 96.2 percent for males and 98.7 percent for females. All rates are projected using the MP-2021 Improvement Scale. Mortality for disabled retirees is based on the Pub-2010 Safety Amount-Weighted Disabled Retiree mortality table with rates adjusted by 135 percent for males and 97.9 percent for females. All rates are projected using the MP-2021 Improvement Scale. Mortality for contingent annuitants is based on the Pub-2010 Below-Median Safety Amount-Weighted Contingent Annuitant Retiree mortality table with rates adjusted by 108.9 percent for males and 131 percent for females. All rates are projected using the MP-2021 Improvement Scale. Mortality for active members is based on the Pub-2010 Below-Median Safety Amount-Weighted Employee mortality table. All rates are projected using the MP- 2021 Improvement Scale.

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

- Reduction in actuarial assumed investment rate of return from 8.00% to 7.50%

2021-2019: There have been no OP&F pension plan amendments adopted or changes in assumptions used in the calculation of actuarial determined contributions.

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

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

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

**Changes in benefit terms:**

2024-2014: There were no changes in benefit terms for the period.

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

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**OHIO PUBLIC EMPLOYEES RETIREMENT SYSTEM CHANGES IN BENEFIT TERMS AND ASSUMPTIONS**

**Changes in assumptions:**

2024: The following were the most significant changes of assumptions that affected the total OPEB (asset) since the prior measurement date:

- The single discount rate increased from 5.22% to 5.70%.
- The municipal bond rate decreased from 4.05% to 3.77%.

**City of Shelby, Ohio**  
**Notes to the Required Supplementary Information**  
**For The Year Ended December 31, 2024**

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2023: The following were the most significant changes of assumptions that affected the total OPEB liability since the prior measurement date:

- The single discount rate decreased from 6.00% to 5.22%.
- The municipal bond rate increased from 1.84% to 4.05%.

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

- The municipal bond rate decreased from 2.00% to 1.84%.
- The initial health care cost trend rate decreased from 8.50% to 5.50%.
- Decrease in wage inflation from 3.25% to 2.75%.
- Change in future salary increases from a range of 3.25%-10.75% to 2.75%-10.75%.

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

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

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

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

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

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

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

**Changes in Benefit Terms:**

2023-2024: There were no changes in benefit terms for the period.

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

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

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

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

## **OHIO POLICE AND FIRE PENSION FUND CHANGES IN BENEFIT TERMS AND ASSUMPTIONS**

### **Changes in assumptions:**

2024: The following were the most significant changes of assumptions that affected the total OPEB liability since the prior measurement date:

- The projected salary increases changed from 3.75% to 10.50%, to 3.50% to 10.50%
- The blended discount rate changed from 4.27% to 4.07%
- The depletion year of OPEB assets is projected in year 2038
- The municipal bond index rate decreased from 3.65% to 3.38%

2023: The following were the most significant changes of assumptions that affected the total OPEB liability since the prior measurement date:

- The single discount rate changed from 2.84% to 4.27%
- The depletion year of OPEB assets is projected in year 2036
- Mortality for service retirees is based on the Pub-2010 Below-Median Safety Amount-Weighted Healthy Retiree mortality table with rates adjusted by 96.2 percent for males and 98.7 percent for females. All rates are projected using the MP-2021 Improvement Scale. Mortality for disabled retirees is based on the Pub-2010 Safety Amount-Weighted Disabled Retiree mortality table with rates adjusted by 135 percent for males and 97.9 percent for females. All rates are projected using the MP-2021 Improvement Scale. Mortality for contingent annuitants is based on the Pub-2010 Below-Median Safety Amount-Weighted Contingent Annuitant Retiree mortality table with rates adjusted by 108.9 percent for males and 131 percent for females. All rates are projected using the MP-2021 Improvement Scale. Mortality for active members is based on the Pub-2010 Below-Median Safety Amount-Weighted Employee mortality table. All rates are projected using the MP- 2021 Improvement Scale.

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

- Reduction in actuarial assumed rate of return from 8.00% to 7.50%
- The single discount rate changed from 2.96% to 2.84%

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

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

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

**City of Shelby, Ohio**  
**Notes to the Required Supplementary Information**  
**For The Year Ended December 31, 2024**

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

**Changes in benefit terms:**

2024-2020: There were no changes in benefit terms for the period.

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

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

**Independent Auditor's Report on Internal Control Over Financial Reporting and on Compliance and Other  
Matters Based on an Audit of Financial Statements Performed in Accordance With  
*Government Auditing Standards***

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

To the Members of Council and Mayor:

We have audited, in accordance with the auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States, the financial statements of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of the City of Shelby, Richland County, Ohio, as of and for the year ended December 31, 2024, and the related notes to the financial statements, which collectively comprise the City of Shelby's basic financial statements, and have issued our report thereon dated July 28, 2025, wherein we noted as described in Note 18 to the financial statements, the City of Shelby restated beginning net position as a result of a change in accounting principle by implementing GASB Statement No. 101, "Compensated Absences" and also an error correction.

**Report on Internal Control over Financial Reporting**

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

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

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

City of Shelby  
Richland County

Independent Auditor's Report on Internal Control Over Financial Reporting and on Compliance and Other Matters  
Based on an Audit of Financial Statements Performed in Accordance With *Government Auditing Standards*

**Report on Compliance and Other Matters**

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

**Purpose of this Report**

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



Julian & Grube, Inc.  
July 28, 2025

# OHIO AUDITOR OF STATE KEITH FABER



**CITY OF SHELBY**

**RICHLAND COUNTY**

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

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



**Certified for Release 1/22/2026**

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

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