As Reported by the Senate Government Oversight and Reform Committee

132nd General Assembly

Regular Session 2017-2018

S. B. No. 88

Senator Terhar

Cosponsors: Senators Eklund, Huffman, Coley

A BILL

То	amend sections 118.05, 118.06, 118.11, 118.12,	1
	118.13, and 118.99 and to repeal the version of	2
	section 118.023 of the Revised Code that is	3
	scheduled to take effect September 29, 2017, to	4
	modify the composition and powers of the	5
	financial planning and supervision commission of	6
	a political subdivision that is in a state of	7
	fiscal emergency and to clarify the duties of	8
	that political subdivision.	9

BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF OHIO:

Section 1. That sections 118.05, 118.06, 118.11, 118.12,	10
118.13, and 118.99 of the Revised Code be amended to read as	11
follows:	12
Sec. 118.05. (A) Pursuant to the powers of the general	13
assembly and for the purposes of this chapter, upon the	14
occurrence of a fiscal emergency in any municipal corporation,	15
county, or township, as determined pursuant to section 118.04 of	16
the Revised Code, there is established, with respect to that	17
municipal corporation, county, or township, a body both	18

2.3

2.4

corporate and politic constituting an agency and instrumentality of the state and performing essential governmental functions of the state to be known as the "financial planning and supervision commission for (name of municipal corporation, county, or township)," which, in that name, may exercise all authority vested in such a commission by this chapter. Except as otherwise provided in division (L) of this section, a separate commission is established with respect to each municipal corporation, county, or township as to which there is a fiscal emergency as determined under this chapter.

- (B) A commission shall consist of the following voting members:
- (1) Four ex officio members: the treasurer of state; the director of budget and management; in the case of a municipal corporation, the mayor of the municipal corporation and the presiding officer of the legislative authority of the municipal corporation; in the case of a county, the president a member of the board of county commissioners and the county auditor; in the case of a county that has adopted a charter under Article X,

 Ohio Constitution, and under that charter has both a county executive and a county fiscal officer, the county executive and the county fiscal officer; and in the case of a township, a member of the board of township trustees and the county auditor.

The treasurer of state may designate a deputy treasurer or director within the office of the treasurer of state or any other appropriate person who is not an employee of the treasurer of state's office; the director of budget and management may designate an individual within the office of budget and management or any other appropriate person who is not an employee of the office of budget and management; the presiding

50

51

52

5.3

54

55

56

57

58

59

60

61

62

63

64

65

66

67

68

69

70

71

72

73

74

75

76

77

78

79

officer of the legislative authority of the municipal corporation may designate any other member of the legislative authority; the board of county commissioners may designate any other member of the board or the fiscal officer of the county; and the board of township trustees may designate any other member of the board or the fiscal officer of the township to attend the meetings of the commission when the ex officio member is absent or unable for any reason to attend. A designee, when present, shall be counted in determining whether a quorum is present at any meeting of the commission and may vote and participate in all proceedings and actions of the commission. The designations shall be in writing, executed by the ex officio member or entity making the designation, and filed with the secretary of the commission. The designations may be changed from time to time in like manner, but due regard shall be given to the need for continuity.

(2) If a municipal corporation, county, or township has a population of at least one thousand, three <u>additional members</u> nominated and appointed not later than fifteen days after the <u>auditor of state determines that a fiscal emergency exists</u> as follows:

The mayor and presiding officer of the legislative—
authority of the municipal corporation, the board of county—
commissioners, or the board of township trustees shall, within—
ten days after the determination of the fiscal emergency by the—
auditor of state under section 118.04 of the Revised Code,—
submit in writing to the governor the nomination of five persons—
agreed to by them and meeting the qualifications set forth in—
this division. If the governor is not satisfied that at least—
three of the nominees are well qualified, the governor shall—
notify the mayor and presiding officer, or the board of county—

108

109

commissioners, or the board of township trustees to submit in	80
writing, within five days, additional nominees agreed upon by	81
them, not exceeding three. The governor shall appoint three-	82
members from all the agreed-upon nominees so submitted or a	83
lesser number that the governor considers well qualified within-	84
thirty days after receipt of the nominations, and shall fill any	85
remaining positions on the commission by appointment of any	86
other persons meeting the qualifications set forth in this	87
division. All appointments by the governor shall be made with	88
the advice and consent of the senate.	89
For a municipal corporation, the governor shall appoint	90
one member; the mayor shall appoint one member confirmed by the	91
legislative authority of the municipal corporation; and the	92
county auditor of the county in which the largest portion of the	93
territory of the municipal corporation is located shall appoint	94
one member. The county auditor may appoint the county auditor to	95
the commission.	96
For a county, the governor shall appoint one member and	97
the board of county commissioners shall appoint two members. In	98
the case of a county that has adopted a charter under Article X,	99
Ohio Constitution, and under that charter has both a county	100
executive and a county council, the governor shall appoint one	101
member, the county executive shall appoint one member, and the	102
county council shall appoint one member. A member of the board	103
of county commissioners, a county executive, or a member of the	104
county council is ineligible for appointment to the commission	105
under this paragraph.	106

For a township, the governor shall appoint one member and

the board of township trustees shall appoint two members. A

member of the board of township trustees is ineligible for

of the meeting.

- (D) The director of budget and management shall serve as 140 chairperson of the commission. The commission shall elect one of 141 its members to serve as vice-chairperson and may appoint a 142 secretary and any other officers, who need not be members of the 143 commission, it considers necessary. The chairperson may remove—a-144 an appointed member appointed by the governor if that member 145 fails to attend three consecutive meetings. In that event, the 146 governor appointing authority shall fill the vacancy in the same 147 manner as the original appointment. 148
- (E) The commission may adopt and alter bylaws and rules,
 which shall not be subject to section 111.15 or Chapter 119. of
 the Revised Code, for the conduct of its affairs and for the
 manner, subject to this chapter, in which its powers and
 functions shall be exercised and embodied.

 153
- (F) Four members of a commission established pursuant to 154 divisions (B)(1) and (2) of this section constitute a quorum of 155 the commission. The affirmative vote of a majority of the 156 members of the commission is necessary for any action taken by 157 vote of the commission. No vacancy in the membership of the 158 commission shall impair the rights of a quorum by such vote to 159 exercise all the rights and perform all the duties of the 160 commission. Members of the commission, and their designees, are 161 not disqualified from voting by reason of the functions of the 162 other office they hold and are not disqualified from exercising 163 the functions of the other office with respect to the municipal 164 corporation, county, or township, its officers, or the 165 commission. 166
- (G) The auditor of state shall serve as the "financial 167 supervisor" to the commission unless the auditor of state elects 168

194

195

196

197

198

to contract for that service. As used in this chapter, 169
"financial supervisor" means the auditor of state. 170

- (H) At the request of the commission, the auditor of state 171 shall designate employees of the auditor of state's office to 172 assist the commission and the financial supervisor and to 173 coordinate the work of the auditor of state's office and the 174 financial supervisor. Upon the determination of a fiscal 175 emergency in any municipal corporation, county, or township, the 176 municipal corporation, county, or township shall provide the 177 commission with such reasonable office space in the principal 178 building housing city, county, or township government, where 179 feasible, as it determines is necessary to carry out its duties 180 under this chapter. 181
- (I) The financial supervisor, the members of the 182 commission, the auditor of state, and any person authorized to 183 act on behalf of or assist them shall not be personally liable 184 or subject to any suit, judgment, or claim for damages resulting 185 from the exercise of or failure to exercise the powers, duties, 186 and functions granted to them in regard to their functioning 187 under this chapter, but the commission, the financial 188 supervisor, the auditor of state, and those other persons shall 189 be subject to mandamus proceedings to compel performance of 190 their duties under this chapter and with respect to any debt 191 obligations issued pursuant or subject to this chapter. 192
- (J) At the request of the commission, the administrative head of any state agency shall temporarily assign personnel skilled in accounting and budgeting procedures to assist the commission or the financial supervisor in its duties as financial supervisor.
 - (K) The appointed members of the commission who are

218

219

220

221

222

223

members of the board of township trustees or are not elected	199
officials are not subject to section 102.02 of the Revised Code.	200
Each appointed member of the commission shall file with the	201
commission a signed written statement setting forth the general	202
nature of sales of goods, property, or services or of loans to	203
the municipal corporation, county, or township with respect to	204
which that commission is established, in which the appointed	205
member has a pecuniary interest or in which any member of the	206
appointed member's immediate family, as defined in section	207
102.01 of the Revised Code, or any corporation, partnership, or	208
enterprise of which the appointed member is an officer,	209
director, or partner, or of which the appointed member or a	210
member of the appointed member's immediate family, as so	211
defined, owns more than a five per cent interest, has a	212
pecuniary interest, and of which sale, loan, or interest such	213
member has knowledge. The statement shall be supplemented from	214
time to time to reflect changes in the general nature of any	215
such sales or loans.	216

(L) A commission is not established with respect to any village or township with a population of less than one thousand as of the most recent federal decennial census. Upon the occurrence of a fiscal emergency in such a village or township, the auditor of state shall serve as the financial supervisor of the village or township and shall have all the powers and responsibilities of a commission.

Sec. 118.06. (A) (1) Within one hundred twenty days after

the first meeting of the commission, the mayor of the municipal

corporation or the board of county commissioners or board of

township trustees shall submit to the commission a detailed

financial plan, as approved or amended and approved by ordinance

or resolution of the legislative authority, containing the

S. B. No. 88 As Reported by the Senate Government Oversight and Reform Committee	Page 9
following:	230
$\frac{(1)-(a)}{(a)}$ Actions to be taken by the municipal corporation,	231
county, or township to:	232
(a) (i) Eliminate all fiscal emergency conditions	233
determined to exist pursuant to section 118.04 of the Revised	234
Code;	235
(b) (ii) Satisfy any judgments, past due accounts payable,	236
and all past due and payable payroll and fringe benefits;	237
(c) (iii) Eliminate the deficits in all deficit funds;	238
(d) (iv) Restore to construction funds and other special	239
funds moneys from such funds that were used for purposes not	240
within the purposes of such funds, or borrowed from such	241
construction funds by the purchase of debt obligations of the	242
municipal corporation, county, or township with the moneys of	243
such funds, or missing from the construction funds or such	244
special funds and not accounted for;	245
$\frac{(e)-(v)}{(v)}$ Balance the budgets, avoid future deficits in any	246
funds, and maintain current payments of payroll, fringe	247
benefits, and all accounts;	248
(f) (vi) Avoid any fiscal emergency condition in the	249
future;	250
(g) (vii) Restore the ability of the municipal	251
corporation, county, or township to market long-term general	252
obligation bonds under provisions of law applicable to municipal	253
corporations, counties, or townships generally.	254
(2) (b) The legal authorities permitting the municipal	255
corporation, county, or township to take the actions enumerated	256
pursuant to division (A)(1)(a) of this section;	257

S. B. No. 88

Page 10

316

(8) (i) An evaluation of the feasibility of entering into	287
shared services agreements with other political subdivisions for	288
the joint exercise of any power, performance of any function, or	289
rendering of any service, if so authorized by statute.	290
(2) The financial plan developed under division (A) of	291
this section shall provide for the use of all funds available to	292
the municipal corporation, county, or township, including funds	293
upon which restrictions previously had been placed by the	294
municipal corporation, county, or township, but shall not	295
include funds upon which such restrictions have been placed by	296
other sections of the Revised Code or the Ohio Constitution.	297
(B) The financial plan developed pursuant to division (A)	298
of this section shall be filed with the financial supervisor and	299
the financial planning and supervision commission and shall be	300
updated annually. After consultation with the financial	301
supervisor, the commission shall either approve or reject any	302
initial or subsequent financial plan. If the commission rejects	303
the initial or any subsequent financial plan, it shall forthwith	304
inform the mayor and legislative authority of the municipal	305
corporation or the board of county commissioners or board of	306
township trustees of the reasons for its rejection. Within	307
thirty days after the rejection of any plan, the mayor with the	308
approval of the legislative authority by the passage of an	309
ordinance or resolution, or the board of county commissioners or	310
board of township trustees, shall submit another plan meeting	311
the requirements of $\frac{\text{divisions}}{\text{division}}$ (A) $\frac{\text{(1)}}{\text{to}}$ of this	312
section, to the commission and the financial supervisor for	313
approval or rejection by the commission.	314

(C) Any initial or subsequent financial plan passed by the

municipal corporation, county, or township shall be approved by

the commission if it complies with <u>divisions</u> <u>division</u> (A) (1) to	317 318
	118
$\overline{(7)}$ of this section, and if the commission finds that the plan	7
is bona fide and can reasonably be expected to be implemented 3	319
within the period specified in the plan.	320
(D) Any financial plan may be amended subsequent to its 3	321
	322
	323
	324
enis section.	72 1
(E) <u>If the commission finds that the financial plan</u>	325
submitted by the municipal corporation, county, or township 3	326
fails to include a description of the source and amount of all	327
funds available to the municipal corporation, county, or	328
township or fails to provide for the use of all such funds in	329
implementing the plan, the commission may prohibit expenditures 3	330
from the general fund and all funds of the municipal 3	331
corporation, county, or township in any month from exceeding	32
eighty-five per cent of expenditures from the general fund and	333
all funds for that month in the preceding fiscal year. The	34
commission may authorize a higher per cent for any month upon 3	35
justification of need by the municipal corporation, county, or 3	336
township. If the commission considers it prudent, the commission	37
also may limit expenditures from any other fund of the municipal 3	38
corporation, county, or township. Any limitations imposed under 3	339
this division remain in effect until the commission approves an 3	340
amended financial plan that includes a description of the source 3	341
and amount of all funds available to the municipal corporation, 3	342
county, or township and that provides for the use of all such	343
funds in implementing the plan.	344
(F) If a municipal corporation, county, or township fails 3	345
	346

to substantially comply with an approved financial plan, upon 347 certification of the commission, the commission shall notify the 348 office of budget and management and all state funding for that 349 municipal corporation, county, or township other than benefit 350 assistance to individuals shall be withheld until subsequent 3.51 notification from the commission to the office of budget and 352 management that a feasible plan has been submitted and approved 353 or substantial compliance with the plan has been achieved, as 354 the case may be. Upon receipt of the subsequent notification, 355 the office of budget and management shall release all funds 356 withheld from the political subdivision under this section. 357

Sec. 118.11. (A) The municipal corporation, county, or 358 township and all its officers and employees having possession of 359 the required information or the responsibility for developing 360 such information, shall at all times cooperate in assisting the 361 functions of the financial planning and supervision commission 362 by providing to the commission or, when authorized by the 363 commission, the financial supervisor, on a continuing basis, all 364 information requested, ordered, or needed by the commission or 365 the financial supervisor to formulate judgments regarding 366 revenue and expenditure estimates, the financial plan or any 367 modification thereof submitted by the municipal corporation, 368 county, or township, the monitoring of the implementation of the 369 financial plan, and consideration of any amendments of the 370 financial plan initiated by the commission or the municipal 371 corporation, county, or township. All—The municipal corporation, 372 county, or township and its officers and employees shall provide 373 accurate information and reports by the municipal corporation, 374 county, or township and its officers and employees shall be to 375 the commission and the financial supervisor in such form and 376 detail as requested from time to time by the commission or the 377

financial supervisor. The municipal corporation, county, or	378
township and its officers and employees shall provide the	379
requested information and reports within thirty days after the	380
commission or financial supervisor requests the information or	381
reports.	382
(B) The commission shall review and approve the	383
information and reports submitted to it or to the financial	384
supervisor by the municipal corporation, county, or township	385
under division (A) of this section. If the commission determines	386
that a municipal corporation, county, or township has not	387
promptly provided accurate information and reports under that	388
division, the commission may prohibit expenditures from the	389
general fund and all funds of the municipal corporation, county,	390
or township in any month from exceeding eighty-five per cent of	391
expenditures from the general fund and all funds for that month	392
in the preceding fiscal year. The commission may authorize a	393
higher per cent for any month upon justification of need by the	394
municipal corporation, county, or township. If the commission	395
considers it prudent, the commission also may limit expenditures	396
from any other fund of the municipal corporation, county, or	397
township. Any limitations imposed under this division remain in	398
effect until the commission determines that the municipal	399
corporation, county, or township has provided the accurate	400
information and reports requested by the commission or the	401
financial supervisor.	402
Sec. 118.12. (A) After the date by which the municipal	403
corporation, county, or township is required to submit a	404
financial plan or segment of a financial plan to the financial	405
planning and supervision commission, if the municipal	406
corporation, county, or township has failed to submit a	407
financial plan or segment as required by this chapter,	408

418

419

420

421

expenditures from the general fund <u>and all funds</u> of the	40
municipal corporation, county, or township in any month may not	41
exceed eighty-five per cent of expenditures from the general	41
fund and all funds for such month in the preceding fiscal year,	41
except the commission may authorize a higher per cent for any	41
month upon justification of need by the municipal corporation,	41
county, or township. If considered prudent by the commission,	41
expenditures from any other fund of the municipal corporation,	41
county, or township also may be limited.	41

- (B) After submission of a proposed financial plan by the municipal corporation, county, or township to the commission, until approval or disapproval no expenditure may be made contrary to such proposed financial plan.
- 422 (C) After disapproval by the commission of a proposed financial plan, no expenditure may be made by the municipal 423 corporation, county, or township inconsistent with the reasons 424 for disapproval given pursuant to division (B) of section 118.06 425 of the Revised Code; and if the municipal corporation, county, 426 or township fails to submit a revised financial plan within the 427 time required, the expenditure limits of division (A) of this 428 section are applicable. 429
- (D) After approval of a financial plan, or any amendment 430 thereof, no expenditure may be made contrary to the approved 431 financial plan, or amendment thereof, without the advance 432 approval of the financial supervisor. The commission, by a 433 majority vote, may overrule the decision of the financial 434 supervisor.
- Sec. 118.13. (A) No appropriation measure may be adopted 436 contrary to the financial plan approved by the financial 437 planning and supervision commission. Any existing appropriation 438

439
440
441
442
443
444
445
446
447
448
449
450
451
452
453
454
455
456

- (B) Prior to giving a certificate of estimated resources or amendment thereof to the municipal corporation, county, or township, the county budget commission shall consult with the commission, and the commission shall revise such certificate or amended certificate in any respect in which the certificate or amended certificate is, in its judgment, inconsistent with the financial plan.
- (C) Any tax budget of the municipal corporation, county, or township shall be consistent with the financial plan approved by the commission. Before submitting the tax budget to the county auditor, the municipal corporation, county, or township shall submit such tax budget to the commission and shall cooperate with the commission in its review of such tax budget.

The municipal corporation, county, or township shall make such 470 modifications in the tax budget as the commission determines to 471 be necessary to conform to the financial plan. If the municipal 472 corporation, county, or township fails to make such 473 474 modifications, the commission shall certify to the budget commission the modifications necessary to conform to the 475 financial plan, and the budget commission shall make such 476 modifications. This division does not apply to a county, 477 township, or municipal corporation for which the county budget 478 commission has waived the requirement to adopt a tax budget 479 pursuant to section 5705.281 of the Revised Code. 480

- (D) Nothing in this section, and no delay or failure or
 refusal to act under or comply with the provisions of this
 482
 section, delays, modifies, or affects the expenditure
 483
 restrictions contained in division (E) of section 118.06 or
 division (B) of section 118.11 or in section 118.12 of the
 485
 Revised Code.
- (E) For purposes of the financial plan, tax budgets, and 487 certificates of estimated resources, the revenue estimates shall 488 not include revenues conditioned upon future favorable action by 489 490 the electorate of the municipal corporation, county, or township or by the general assembly or congress, other than 491 appropriations of moneys for existing and continuing programs at 492 current levels. The estimate of revenues for any month shall 493 separately state and designate as conditional those revenues 494 which are conditioned upon the future issuance of debt 495 obligations, transfers of funds, advances from funds, payments 496 or reimbursements from the sale of debt obligations, sale of 497 capital assets of the municipal corporation, county, or 498 499 township, increases in utility rates and other charges, or imposition or increase in taxes, and shall be accompanied by 500

511

documentation showing that the council or official with	501
authority to act to achieve realization of such conditional	502
revenues has acted in time for realization of such revenues in	503
the month or months indicated. In any event, there shall not be	504
included any source or amount which in the judgment of the	505
commission, or when authorized by the commission, the financial	506
supervisor, is uncertain of realization to form a proper basis	507
for financial planning or budgeting.	508
Sec. 118.99. (A) During the fiscal emergency period, no	509

- Sec. 118.99. (A) During the fiscal emergency period, no officer or employee of the municipal corporation, county, or township shall do any of the following:
- (1) Knowingly enter into any contract, financial 512 obligation, or other liability of the municipal corporation, 513 county, or township involving an expenditure, or make any 514 expenditure in excess of the amount permitted by division (E) of 515 section 118.06 or division (B) of section 118.11 or by section 516 118.12 of the Revised Code; 517
- (2) Knowingly enter into any contract, financial 518 obligation, or other liability of the municipal corporation, 519 county, or township, or knowingly execute or deliver debt 520 obligations, or transfer, advance, or borrow moneys from one 521 fund of the municipal corporation, county, or township to or for 522 any other fund of the municipal corporation, county, or township 523 where any of such actions are required to be approved by the 524 financial planning and supervision commission unless such 525 actions have been so approved or deemed to be approved as 526 provided in or pursuant to this chapter; 527
- (3) Knowingly fail or refuse to take any of the actions 528 required by this chapter for the preparation or amendment of the 529 financial plan, or knowingly prepare, present, or certify any 530

information or report for the commission or any of its	531
employees, advisory committees, task forces, or agents that is	532
false or misleading or which is recklessly prepared or presented	533
without due care for its accuracy, or, upon learning that any	534
such information is false or misleading, or was recklessly	535
prepared or presented, knowingly fail promptly to advise the	536
commission, or the employee, advisory committee, task force, or	537
agent to whom such information was given, of that fact;	538

- (4) Knowingly use or cause to be used moneys of a 539 construction fund for purposes other than the lawful purposes of 540 the construction fund, or knowingly use or cause to be used 541 moneys of a fund created under this chapter for the payment of 542 principal and interest on debt obligations, or a bond retirement 543 fund, or sinking fund for other than the payment of the 544 principal of and interest on debt obligations or other 545 authorized costs or payments from such funds, or knowingly fail 546 to perform the duty of such officer or employee to cause the 547 prompt deposit of moneys to any of the funds referred to in this 548 division. 549
- (B) The prohibitions set forth in division (A) of this 550 section are in addition to any other prohibitions provided by 551 law for a municipal corporation, county, or township, or by or 552 pursuant to a municipal charter. 553
- (C) In addition to any other penalty or liability provided

 by law for a municipal corporation, county, or township, or by

 or pursuant to a municipal charter, a violation of division (A)

 (1), (2), (3), or (4) of this section is a misdemeanor of the

 second degree. Upon conviction of any officer or employee of a

 municipal corporation, county, or township for any violation

 under division (A) (1), (2), (3), or (4) of this section, such

 554

 555

 556

 557

 560

S. B. No. 88 As Reported by the Senate Government Oversight and Reform Committee	Page 20
officer or employee shall forfeit office or employment. For the	561
seven-year period immediately following the date of conviction,	562
such officer shall also be ineligible to hold any public office	563
or other position of trust in this state or be employed by any	564
public entity in this state.	565
Section 2. That existing sections 118.05, 118.06, 118.11,	566
118.12, 118.13, and 118.99 of the Revised Code are hereby	567
repealed.	568
Section 3. The version of section 118.023 of the Revised	569
Code that is scheduled to take effect September 29, 2017, is	570
hereby repealed. It is not the intent of this repeal to affect	571
the continued operation of the version of section 118.023 of the	572
Revised Code that is currently in effect.	573