As Reported by the Senate Government Oversight and Reform Committee

132nd General Assembly

Regular Session 2017-2018

H. B. No. 103

Representative Reineke

Cosponsors: Representatives Blessing, Cupp, Dever, Riedel, Wiggam, Anielski, Hambley, Bishoff, Antonio, Arndt, Conditt, Green, Greenspan, Keller, Miller, Perales, Retherford, Rezabek, Rogers, Scherer, Seitz, Smith, R., Sprague, Sweeney, West, Young

Senators Coley, Uecker

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

2.0

2.2

2.3

county, or township, as determined pursuant to section 118.04 of the Revised Code, there is established, with respect to that municipal corporation, county, or township, a body both 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 29 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
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</u> members <u>nominated and</u> appointed <u>not later than fifteen days after the auditor of state determines that a fiscal emergency exists as follows:</u>

The mayor and presiding officer of the legislative 70

authority of the municipal corporation, the board of county 71

commissioners, or the board of township trustees shall, within 72

ten days after the determination of the fiscal emergency by the 73

auditor of state under section 118.04 of the Revised Code, 74

submit in writing to the governor the nomination of five persons 75

agreed to by them and meeting the qualifications set forth in 76

this division. If the governor is not satisfied that at least	77
three of the nominees are well qualified, the governor shall-	78
notify the mayor and presiding officer, or the board of county-	79
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
one member; the mayor shall appoint one member confirmed by the
legislative authority of the municipal corporation; and the
county auditor of the county in which the largest portion of the
territory of the municipal corporation is located shall appoint
one member. The county auditor may appoint the county auditor to
the commission.

For a county, the governor shall appoint one member and the board of county commissioners shall appoint two members. 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 council, the governor shall appoint one member, the county executive shall appoint one member, and the county council shall appoint one member. A member of the board of county commissioners, a county executive, or a member of the county council is ineligible for appointment to the commission under this paragraph.

Page 5

For a township, the governor shall appoint one member and	107
the board of township trustees shall appoint two members. A	108
member of the board of township trustees is ineligible for	109
appointment to the commission under this paragraph.	110
Each of the three appointed members shall serve during the	111
life of the commission, subject to removal by the governor the	112
appointing authority for misfeasance, nonfeasance, or	113
malfeasance in office. In the event of the death, resignation,	114
incapacity, removal, or ineligibility to serve of an appointed	115
member, the governor, pursuant to the process for original	116
appointment, appointing authority that appointed the member shall	117
appoint a successor.	118
Each appointed member shall be an individual:	119
(a) Who has knowledge and experience in financial matters,	120
financial management, or business organization or operations;	121
(b) Whose residency, office, or principal place of	122
professional or business activity is situated within the	123
municipal corporation, county, or township, except that a county	124
auditor who serves on the commission of a municipal corporation	125
is not required to reside or have an office or principal place	126
of professional or business activity in the municipal	127
corporation;	128
(c) Who shall not become a candidate for elected public	129
office while serving as a member of the commission, except a	130
county auditor who serves on the commission of a municipal	131
corporation may be a candidate for reelection to the county	132
auditor's office.	133
(C) Immediately after appointment of the initial appointed	134
members of the commission, the governor shall call the first	135

meeting of the commission and shall cause written notice of the
time, date, and place of the first meeting to be given to each
member of the commission at least forty-eight hours in advance
of the meeting.

- (D) The director of budget and management shall serve as chairperson of the commission. The commission shall elect one of its members to serve as vice-chairperson and may appoint a secretary and any other officers, who need not be members of the commission, it considers necessary. The chairperson may remove an appointed member appointed by the governor—if that member fails to attend three consecutive—meetings. In that event, the governor—appointing authority shall fill the vacancy in the same manner as the original appointment.
- (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.
- (F) Four members of a commission established pursuant to divisions (B)(1) and (2) of this section constitute a quorum of the commission. The affirmative vote of a majority of the members of the commission is necessary for any action taken by vote of the commission. No vacancy in the membership of the commission shall impair the rights of a quorum by such vote to exercise all the rights and perform all the duties of the commission. Members of the commission, and their designees, are not disqualified from voting by reason of the functions of the other office they hold and are not disqualified from exercising the functions of the other office with respect to the municipal corporation, county, or township, its officers, or the

under this chapter.

171

172

173

174

175

176

177

178

179

180

181

commission.										166
(G)	The	auditor	of	state	shall	serve	as	the	"financial	167

supervisor" to the commission unless the auditor of state elects
to contract for that service. As used in this chapter,

"financial supervisor" means the auditor of state.

168

(H) At the request of the commission, the auditor of state shall designate employees of the auditor of state's office to assist the commission and the financial supervisor and to coordinate the work of the auditor of state's office and the financial supervisor. Upon the determination of a fiscal emergency in any municipal corporation, county, or township, the municipal corporation, county, or township shall provide the commission with such reasonable office space in the principal building housing city, county, or township government, where feasible, as it determines is necessary to carry out its duties

- (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 193 head of any state agency shall temporarily assign personnel 194 skilled in accounting and budgeting procedures to assist the 195

197

commission or the financial supervisor in its duties as financial supervisor.

- (K) The appointed members of the commission who are 198 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 204 205 which that commission is established, in which the appointed 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
 218
 as of the most recent federal decennial census. Upon the
 ccurrence 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.
 223
- Sec. 118.06. (A) (1) Within one hundred twenty days after 224 the first meeting of the commission, the mayor of the municipal 225

Page 10

H. B. No. 103

or township will conform to statutes with respect to tax budgets	283
and appropriation measures;	284
$\frac{(7)}{(h)}$ The detail, the form, and the supporting	285
information that the commission may direct;	286
(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

315

316

317

318

319

320

321

322

323

$\texttt{section}_{\overline{\textbf{\textit{r}}}}$	to	the	commis	ssion	and	the	financial	supervisor	for
approval	or	reje	ection	by t	he c	ommis	ssion.		

- (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 divisions division (A) (1) to (7) of this section, and if the commission finds that the plan is bona fide and can reasonably be expected to be implemented within the period specified in the plan.
- (D) Any financial plan may be amended subsequent to its adoption in the same manner as the passage and approval of the initial or subsequent plan pursuant to divisions (A) to (C) of this section.
- (E) If the commission finds that the financial plan 325 submitted by the municipal corporation, county, or township 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 330 from the general fund and all funds of the municipal 331 corporation, county, or township in any month from exceeding 332 eighty-five per cent of expenditures from the general fund and 333 all funds for that month in the preceding fiscal year. The 334 commission may authorize a higher per cent for any month upon 335 justification of need by the municipal corporation, county, or 336 township. If the commission considers it prudent, the commission 337 also may limit expenditures from any other fund of the municipal 338 corporation, county, or township. Any limitations imposed under 339 this division remain in effect until the commission approves an 340 amended financial plan that includes a description of the source 341 and amount of all funds available to the municipal corporation, 342

county,	or	township	and	that	provides	for	the	use	of	all	such	343
funds i	n ir	mplementi	na tł	ne pla	an							344

(F) If a municipal corporation, county, or township fails 345 to submit a financial plan as required by this section, or fails 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 351 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

419

420

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
expenditures from the general fund <u>and all funds</u> of the	409
municipal corporation, county, or township in any month may not	410
exceed eighty-five per cent of expenditures from the general	411
fund and all funds for such month in the preceding fiscal year,	412
except the commission may authorize a higher per cent for any	413
month upon justification of need by the municipal corporation,	414
county, or township. If considered prudent by the commission,	415
expenditures from any other fund of the municipal corporation,	416
county, or township also may be limited.	417

- (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.
- (C) After disapproval by the commission of a proposed 422 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

457

458

459

460

461

462

463

464

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 measure inconsistent with the approved financial plan is 439 ineffective for purposes of any expenditures to the extent it 440 authorizes expenditures in excess of the revenues available 441 after approval of the financial plan, and shall be amended 442 promptly by the legislative authority of the municipal 443 444 corporation, county, or township to be consistent with the financial plan. Any appropriation measure prior to approval by 445 the legislative authority of the municipal corporation, county, 446 or township shall be submitted to the commission or, when 447 authorized by the commission, the financial supervisor for 448 review to determine whether the measure is consistent with the 449 financial plan. The municipal corporation, county, or township, 450 through the appropriate representatives of the legislative 451 authority and the fiscal officer, shall cooperate with the 452 commission or the financial supervisor in such review. The 453 commission or the financial supervisor shall advise of any 454 modifications in such appropriation measure deemed necessary to 455 conform to the financial plan. 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	465
by the commission. Before submitting the tax budget to the	466
county auditor, the municipal corporation, county, or township	467
shall submit such tax budget to the commission and shall	468
cooperate with the commission in its review of such tax budget.	469
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
modifications, the commission shall certify to the budget	474
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
 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
 Revised Code.
 486
- (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 the electorate of the municipal corporation, county, or township 490 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

510

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
township, increases in utility rates and other charges, or	499
imposition or increase in taxes, and shall be accompanied by	500
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 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 provided in or pursuant to this chapter;

- (3) Knowingly fail or refuse to take any of the actions required by this chapter for the preparation or amendment of the financial plan, or knowingly prepare, present, or certify any information or report for the commission or any of its employees, advisory committees, task forces, or agents that is false or misleading or which is recklessly prepared or presented without due care for its accuracy, or, upon learning that any such information is false or misleading, or was recklessly prepared or presented, knowingly fail promptly to advise the commission, or the employee, advisory committee, task force, or agent to whom such information was given, of that fact;
- (4) Knowingly use or cause to be used moneys of a construction fund for purposes other than the lawful purposes of the construction fund, or knowingly use or cause to be used moneys of a fund created under this chapter for the payment of principal and interest on debt obligations, or a bond retirement fund, or sinking fund for other than the payment of the principal of and interest on debt obligations or other authorized costs or payments from such funds, or knowingly fail to perform the duty of such officer or employee to cause the prompt deposit of moneys to any of the funds referred to in this division.
- (B) The prohibitions set forth in division (A) of this section are in addition to any other prohibitions provided by law for a municipal corporation, county, or township, or by or pursuant to a municipal charter.
- (C) In addition to any other penalty or liability provided 554 by law for a municipal corporation, county, or township, or by 555

H. B. No. 103 As Reported by the Senate Government Oversight and Reform Committee	Page 20
or pursuant to a municipal charter, a violation of division (A)	556
(1), (2) , (3) , or (4) of this section is a misdemeanor of the	557
second degree. Upon conviction of any officer or employee of a	558
municipal corporation, county, or township for any violation	559
under division (A)(1), (2), (3), or (4) of this section, such	560
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