

2024

# Popular Annual Financial Report

Lucas County, Ohio



**Issued by Lucas County Auditor, Katie Moline, CPA**

For the Year Ended December 31, 2024

# TABLE OF CONTENTS

Note: Financial data provided in the tables and graphs include applicable restatements. Amounts are rounded to the nearest thousand and presented in a non-GAAP basis, representing combinations of data that summarize the financial activity of Lucas County's primary government without inclusion of component units. Those desiring to review GAAP basis reports should visit either the Lucas County Auditor's Online Annual Report index at [co.lucas.oh.us/ACFR](http://co.lucas.oh.us/ACFR), or the office of the Lucas County Auditor. For public viewing, ACFRs are also available at all the publicly operated libraries throughout Lucas County and at the Auditor's Office. One can directly request a copy of the ACFR from the Auditor's Office by emailing [outreach@co.lucas.oh.us](mailto:outreach@co.lucas.oh.us).



Photo provided courtesy of the Imagination Station

3	4	5	7	8	9	11	12	13	15	17
---	---	---	---	---	---	----	----	----	----	----

Welcome	Achievement Award and PAFR Team	Lucas County at a Glance	County-Wide Levies	Checks and Balances	Your County Government	County Funding	Tax Revenue	County Spending	Financial Position	Debt Structure
---------	---------------------------------	--------------------------	--------------------	---------------------	------------------------	----------------	-------------	-----------------	--------------------	----------------

# WELCOME



Dear Reader,

Financial transparency and accountability are two of my top priorities as Auditor. With these goals in mind, I proudly present Lucas County's Popular Annual Financial Report (PAFR) for the fiscal year ended December 31, 2024. My office proudly participates in the Government Finance Officers Association (GFOA) program of creating this report so that the public has a more easily digestible summary of Lucas County's finances, taxes, services, and their outcomes. I strive to make this report useful, understandable, and accessible. It is also always available online at [co.lucas.oh.us/pafr](https://co.lucas.oh.us/pafr).

Information in this report is derived from the 2024 Lucas County Annual Comprehensive Financial Report (ACFR), which details Lucas County's finances and provides readers with information about the County's financial performance and operations. Our 2024 ACFR received an unmodified opinion from the Ohio Auditor of State, meaning they examined the County's books and records and determined the financial statements fairly present, in all material respects, the financial position, operating results, and cash flows of the County in conformity with Generally Accepted Accounting Principles (GAAP). As a Certified Public Accountant (CPA), I am proud to report receipt of a "clean" opinion.

Since the PAFR is meant to be presented in a more understandable format, it is not consistent with GAAP. Readers can access the ACFR, in conformity with GAAP, online at [co.lucas.oh.us/acfr](https://co.lucas.oh.us/acfr). You can also request a copy from my office at One Government Center in downtown Toledo, or find a copy at the Lucas County Public Libraries.

Thank you for your interest in the finances and operations of Lucas County. Transparent government cannot exist without citizens, like you, taking the time to review reports and information. I appreciate your participation and look forward to your feedback. I hope you enjoy the PAFR!

Sincerely,

A handwritten signature in black ink that reads "Katie Moline".

Katie Moline, CPA  
Lucas County Auditor

Background photo courtesy of NASA

# ACHIEVEMENT AWARD



Government Finance Officers Association

## Award for Outstanding Achievement in Popular Annual Financial Reporting

Presented to

**Lucas County  
Ohio**

For its Annual Financial Report  
For the Fiscal Year Ended

December 31, 2023

A handwritten signature in black ink that reads "Christopher P. Morill".

Executive Director/CEO

The Award for Outstanding Achievement in Popular Annual Financial Reporting is a prestigious national award recognizing conformance with the highest standards for preparation of state and local government popular reports.

In order to receive an Award for Outstanding Achievement in Popular Annual Financial Reporting, a government unit must publish a Popular Annual Financial Report that conforms to program standards of creativity, presentation, understandability, and reader appeal.

Lucas County has received the award for **27 consecutive years** (1997 to 2023). We believe our current report continues to conform to the Popular Annual Financial Reporting requirements, and we will submit it to the GFOA.

## PAFR TEAM

**Katie Moline, CPA**  
**Anthony Stechschulte**  
**Ellen Lauderman, CPA**  
**Valerie White**

Lucas County Auditor  
Director of Accounting and Internal Control  
Chief Accountant  
Executive Assistant to the Auditor



# LUCAS COUNTY AT A GLANCE

## Education

91.0%  
Have a high school diploma or higher

## Weights & Measures

6,878  
Total Inspected Devices

973  
Inspections Conducted

550  
Locations Visited

## Children's Services

4,453  
Child Welfare Investigations

427  
Children in Foster Care

## Population

426,291

## County Employees

3,202  
Employees

1.65%  
of Total County Employment

## Real Estate

13,633  
Real Estate Transfers

\$11.7 B  
Property Valuation (billions)

204,506  
Real Estate Parcels

Data sources include:  
2024 estimates from the U.S. Census Bureau and Lucas County

## Income

\$60,095  
Median household income

18.2%  
Living in Poverty

## Licensing

37,917  
Dog Licenses Issued

297  
Kennel Licenses Issued

161  
County Vendor Licenses Issued

484  
Cigarette Licenses Issued

## Auto Titles Processed

266,574

## County Courts

22,479  
Total Court Cases

## Board of Developmental Disabilities

2,524  
Adults Served

2,235  
Children Served

## Job & Family Services

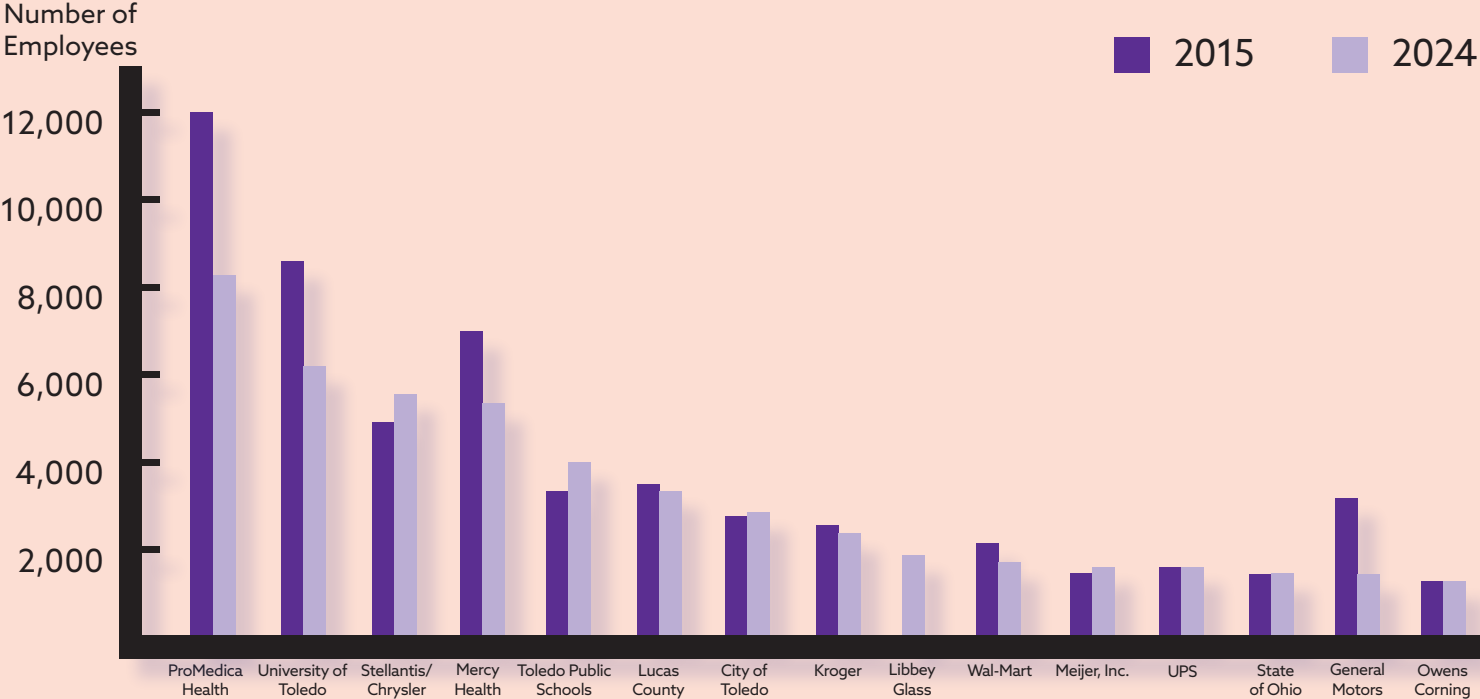
93,176  
Food Stamps Clients

139,593  
Medicaid Clients

## Levies

193  
Voter-Approved Property Tax Levies

## Lucas County Top 15 Employers



Sources: Reference Solutions database (Toledo Public Library), Ohio Labor Market Information website, Lucas County Auditor, and employer contact

## End of Year General Fund Balance

Represents the unencumbered cash fund balance of the County's general fund on a non-GAAP budgetary basis. See page 129 of the Lucas County ACFR for more detail.

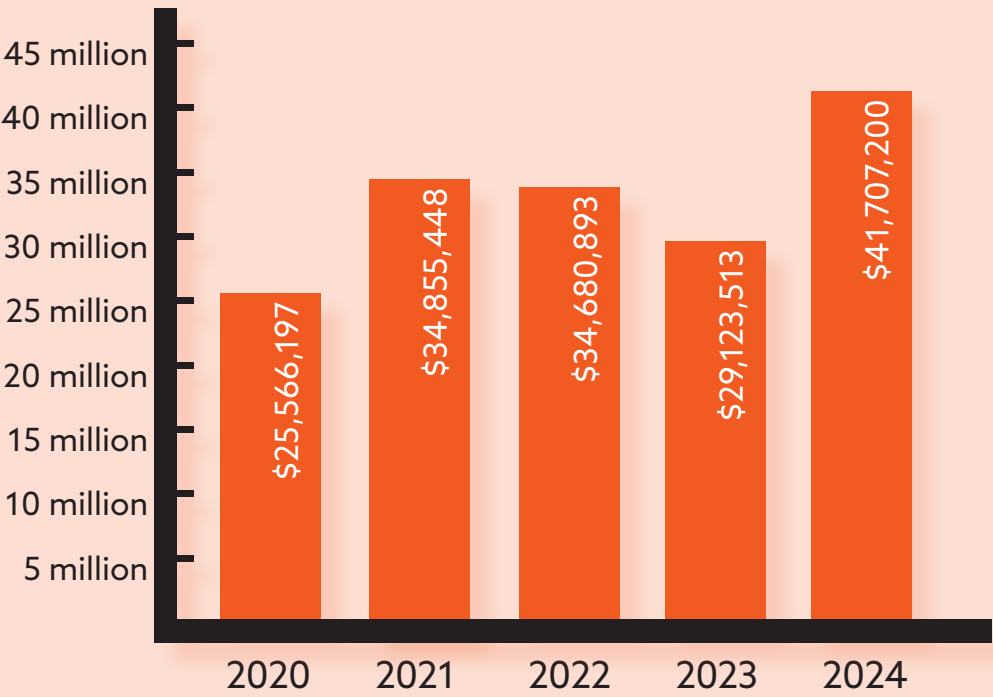
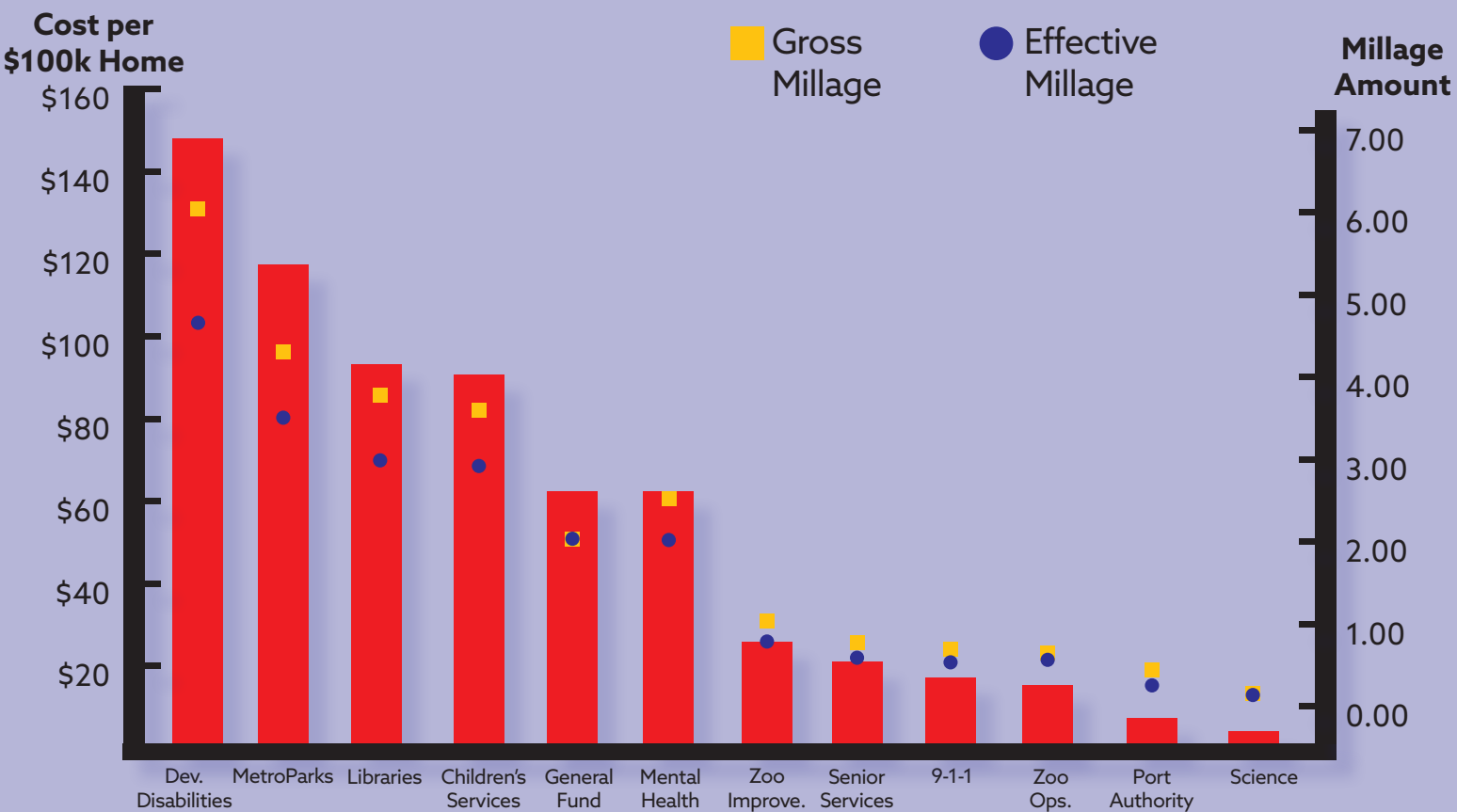


Photo provided courtesy of Faith Kelleher

# County-Wide Levies



## County-Wide Property Taxes

Levied Service	Gross Rates	Effective Rates	Cost per \$100k Home
Board of Developmental Disabilities	6.00	4.63	\$148
MetroParks Toledo	4.30	3.56	\$117
Toledo-Lucas County Public Libraries	3.70	2.93	\$93
Children Services Board	3.65	2.89	\$90
General Fund	2.00	2.00	\$61
Mental Health & Recovery Services	2.50	1.97	\$61
Zoo Improvement	1.00	0.79	\$24
Senior Services (Area Office on Aging)	0.75	0.60	\$20
Emergency Telephone System (9-1-1)	0.70	0.55	\$17
Zoo Operating	0.65	0.51	\$16
Port Authority	0.40	0.23	\$7
Science (Imagination Station)	0.17	0.13	\$4
Total County-Wide Levies	25.82	20.79	\$658

This table shows how the county-wide portions of the property tax bill are distributed among agencies. It assumes eligibility for the Non-Business Credit and the Owner-Occupied Credit qualified levies.

The tax rates and costs shown are as of December 31, 2024. Because property taxes are paid one year in arrears in Ohio, these property tax rates reflect the amounts paid in 2024 for the 2023 tax year.

"Gross Rates" are the total rates, as passed by levies at the ballot box. "Effective Rates" are what are used in calculations and take into account House Bill 920 and other reduction factors. Lucas County property tax rates can be found in Table 7 of the statistical section of the 2024 Lucas County ACFR.

Property owners can find their specific tax bill and property tax rates at the Lucas County Auditor's AREIS Online website at [icare.co.lucas.oh.us](https://icare.co.lucas.oh.us)

# Checks & Balances Protect Your Tax Dollars

## Lucas County

### Treasurer

- Sends property tax bills
- Collects property taxes
- Implements tax foreclosures

### Auditor

- Assesses property values
- Calculates property tax bills
- Validates rates and amounts for levies on the ballot
- Authorizes all expenditures
- Manages county audit
- Maintains all financial records

### Commissioners

- Appropriates all funds for the county
- Authorizes purchasing, contracts, and debt
- Levy new property taxes
- Allocates general fund budget

## State of Ohio

### Dept. of Taxation

- Approves property values

### Auditor of State

- Audits financial information of local taxing authorities

### Attorney General

- Ensures compliance with the law

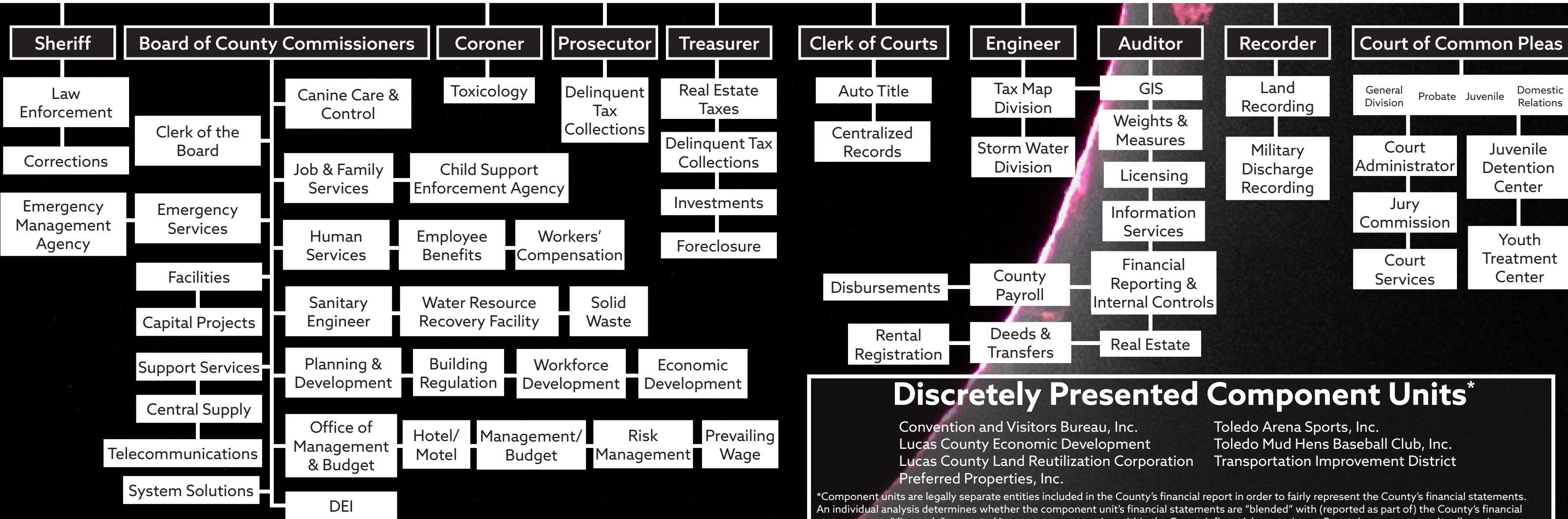


Photo provided courtesy of Imagination Station

Your Lucas County Government

The Citizens of Lucas County

Lucas County's Board of County Commissioners functions as both the legislative and executive branch of the County. There are eight elected administrative officials, each of which operate independently as set forth by Ohio law. Judges elected on a County-wide basis include: Common Pleas Court, Domestic Relations Court, Juvenile Court, Probate Court, and Court of Appeals.



### Discretely Presented Component Units\*

Convention and Visitors Bureau, Inc.

Lucas County Economic Development

Lucas County Land Reutilization Corporation

Preferred Properties, Inc.

Toledo Arena Sports, Inc.

Toledo Mud Hens Baseball Club, Inc.

Transportation Improvement District

\*Component units are legally separate entities included in the County's financial report in order to fairly represent the County's financial statements. An individual analysis determines whether the component unit's financial statements are "blended" with (reported as part of) the County's financial statements, or "discretely" presented in a separate accounting within the County's financial report. Lucas County's component units all require a "discrete" presentation in the County's ACFR. For further information regarding the County's component units, see pages 58-59 in Note 2 of the financial statements of the ACFR. The ACFR is available online at [co.lucas.oh.us/ACFR](http://co.lucas.oh.us/ACFR).

### County Commissions

**Board of Revision:**  
Auditor (Secretary)  
Board of Commissioners (1)  
Treasurer

**Investment Advisory Board:**  
Board of Commissioners (2-3)  
Clerk of Courts  
Treasurer

**Automatic Data Processing Board:**  
Auditor (Secretary)  
Board of Commissioners (1)  
Board of Elections (2)  
Clerk of Courts  
Common Pleas Court (1)  
Domestic Relations Court (1)  
Engineer  
Recorder  
Treasurer

**County Budget Commission:**  
Auditor (Secretary)  
Prosecutor  
Treasurer

**County Record Commission:**  
Auditor  
Board of Commissioners (1) (Chair)  
Clerk of Courts  
Prosecutor  
Recorder

**Veteran Services Commission appointed by:**  
Judges of the Common Pleas Court &  
General Trial Division

### Affiliated County Agencies

**Administrative Jurisdiction**

- Family Council
- Toledo Metropolitan Housing Authority
- Outdoor Sylvania Community Parks
- Soil and Water Conservation District
- Toledo Area Metropolitan Park District
- Toledo Area Sanitary District

**County provides some or all funding**

- Lucas County Planning Commission
- OSU Cooperative Extension
- Regional Combined Health District

**Voted levy provides some or all funding**

- Area Office on Aging
- Imagination Station
- Toledo-Lucas County Port Authority
- Toledo-Lucas County Public Library
- Toledo Zoological Society

### County Boards

Board of Elections  
Correctional Treatment Board  
Law Library Resource Board  
Workforce Investment Board

Board of Developmental Disabilities  
Children Services Board  
Mental Health & Recovery Services Board

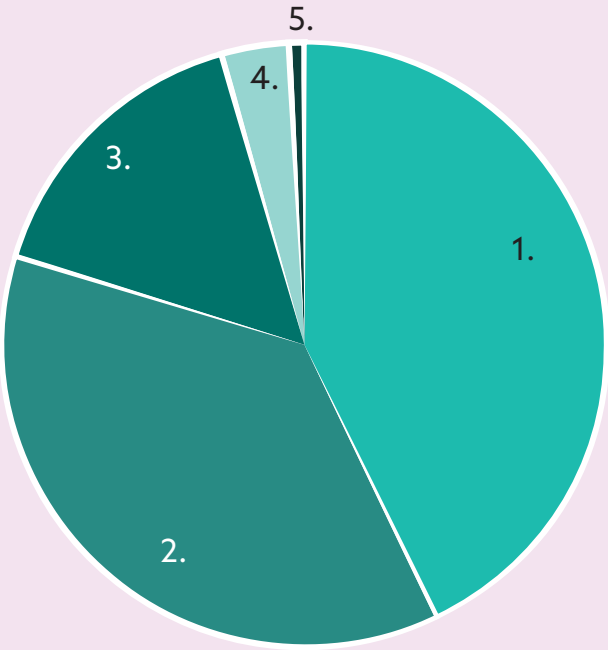
# County Funding

Lucas County receives money, also known as revenue, from a variety of sources in order to pay for the services it provides.

**Taxes** includes sales tax, real estate tax, and hotel lodging tax.  
**Intergovernmental Revenue** is comprised of grants, subsidies, casino revenue, and receipts from other governments.  
**Charges for Services** are from fees paid by the public for various services, and may include court costs, rent, water and sewer charges, emergency medical service charges, and fees for recording deeds and transferring property.  
**Investment Income** includes realized and unrealized gains and losses, and interest earned on County investments.  
**Miscellaneous** resources received are non-operating receipts that cannot be classified into any other category, including unclaimed funds and rebates.

Funding Received (in 000s)	2020	2021	2022	2023	2024
Taxes	\$227,576	\$249,552	\$253,962	\$255,433	\$256,599
Intergovernmental Revenue	202,031	196,707	277,931	253,077	219,742
Charges for Services	84,589	89,978	92,942	91,647	94,285
Investment Income	6,494	(2,095)	(14,058)	27,967	21,693
Miscellaneous	6,205	4,792	5,133	6,041	4,798
Total Resources Received	\$526,895	\$538,934	\$615,910	\$634,165	\$597,117

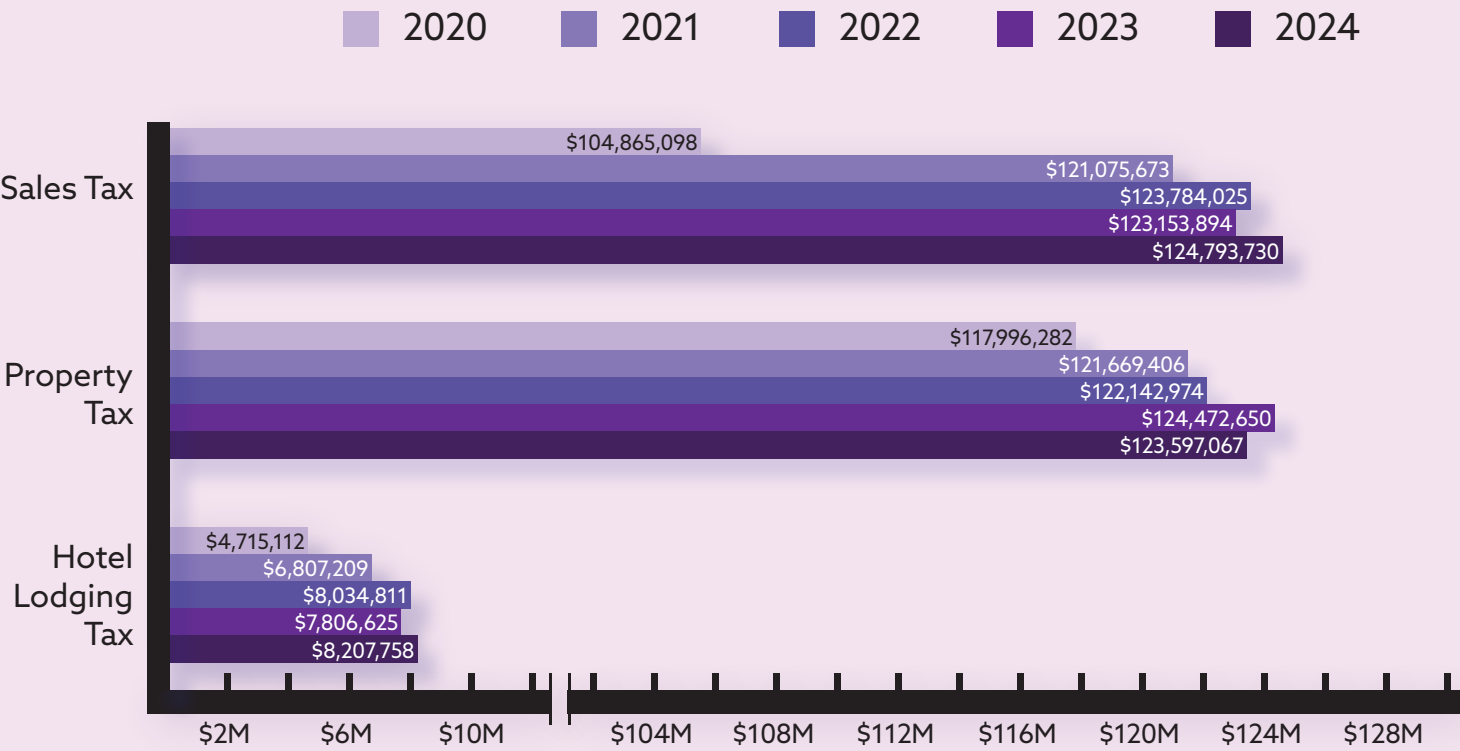
## Funding Received in 2024



- 1. Taxes: 43%
- 2. Intergovernmental Revenue: 36.8%
- 3. Charges for Services: 15.8%
- 4. Investment Income: 3.6%
- 5. Miscellaneous: 0.8%

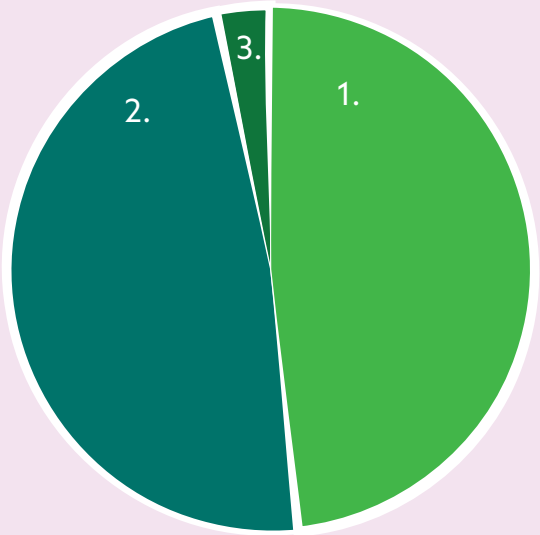
# Tax Revenue

Taxes are one of the primary sources of funding for services in Lucas County. Below is a breakdown of the tax source funding for the past 5 years.



Note: this graph uses a break in order to display all data on the same graph, while using reasonable scales that show differences from year to year.

## Taxes Received in 2024



- 1. Sales Tax: 48.6%
- 2. Property Tax: 48.2%
- 3. Hotel Lodging Tax: 3.2%

# County Spending

To provide services to residents, Lucas County must spend the funds it receives. Below is a breakdown of how the money is spent.

**Health and Human Services** expenses include services provided by the Board of Developmental Disabilities, Mental Health and Recovery Services Board, Job and Family Services Department, and the Children Services Board.

**Legislative and Executive** expenses are incurred for administrative offices including the Auditor, Commissioners, Recorder, Treasurer, Board of Elections, Economic Development, and Building Regulations.

**Public Safety** expenses are costs of the Coroner, Probation, Emergency Medical, and Sheriff.

**Judicial** expenses include costs of the Court of Common Pleas, Domestic Relations and Juvenile Courts, and the Prosecutor.

**Public Works** expenses are costs incurred to maintain County roads and bridges.

**Business-type Activities** are self-supporting services funded through user charges that include the Water Supply, Wastewater Treatment, and Sewer Systems.

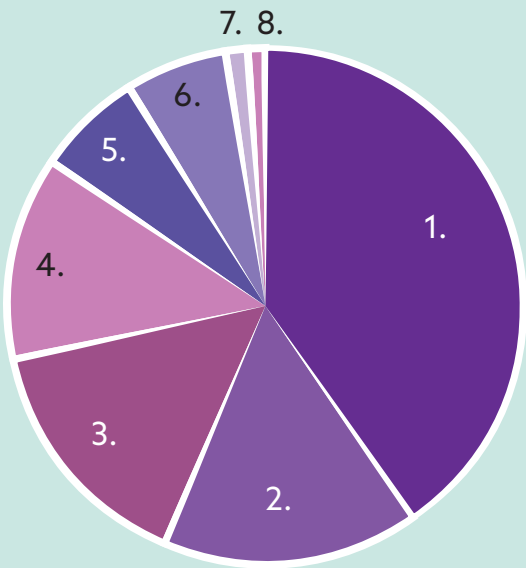
**Interest and Fiscal Charges** are expenses related to the issuance and repayment of County debt.

**Conservation and Recreation** expenses are costs to fund the Toledo Zoo, Science services, maintain County parks, and to preserve County lands, including litter prevention.

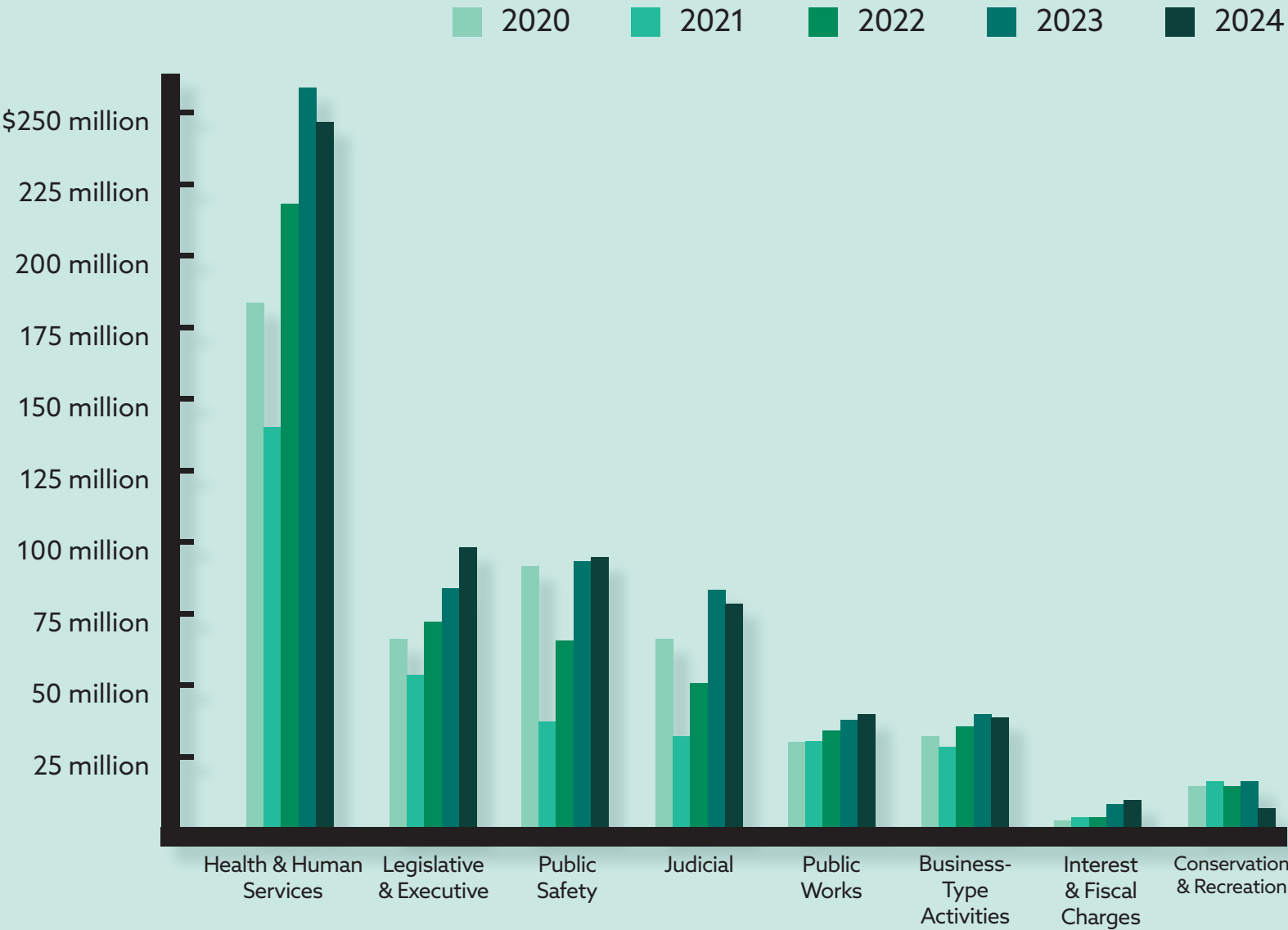
County Expenditures (in 000s)	2020	2021	2022	2023	2024
Health and Human Services	\$184,095	\$139,503	\$216,971	\$259,447	\$244,836
Legislative and Executive	65,083	54,992	69,432	82,847	97,239
Public Safety	91,449	36,359	64,243	91,555	92,225
Judicial	65,790	31,529	50,007	82,053	77,370
Public Works	30,849	30,234	34,286	36,159	39,891
Business-Type Activities	32,470	28,223	34,245	39,336	37,749
Interest & Fiscal Charges	3,956	4,468	4,823	7,969	8,379
Conservation & Recreation	13,580	14,962	13,821	14,306	6,716
Total Expenditures	\$487,272	\$340,270	\$487,828	\$613,672	\$604,405



## County Expenditure Analysis



1. Health & Human Services: 40.5%
2. Legislative & Executive: 16.1%
3. Public Safety: 15.3%
4. Judicial: 12.8%
5. Public Works: 6.6%
6. Business-Type Activities: 6.2%
7. Interest & Fiscal Charges: 1.4%
8. Conservation & Recreation: 1.1%



The fluctuations in expenditures over the last 5 years is primarily due to the County’s net pension liability. See note 11 of the Lucas County ACFR (page 102) for an explanation of net pension liability; however, Ohio Revised Code limits the County’s obligation to annually required payments.

# Financial Position

The Statement of Net Position, also known as the “Balance Sheet,” provides a picture of Lucas County’s financial position at year end.

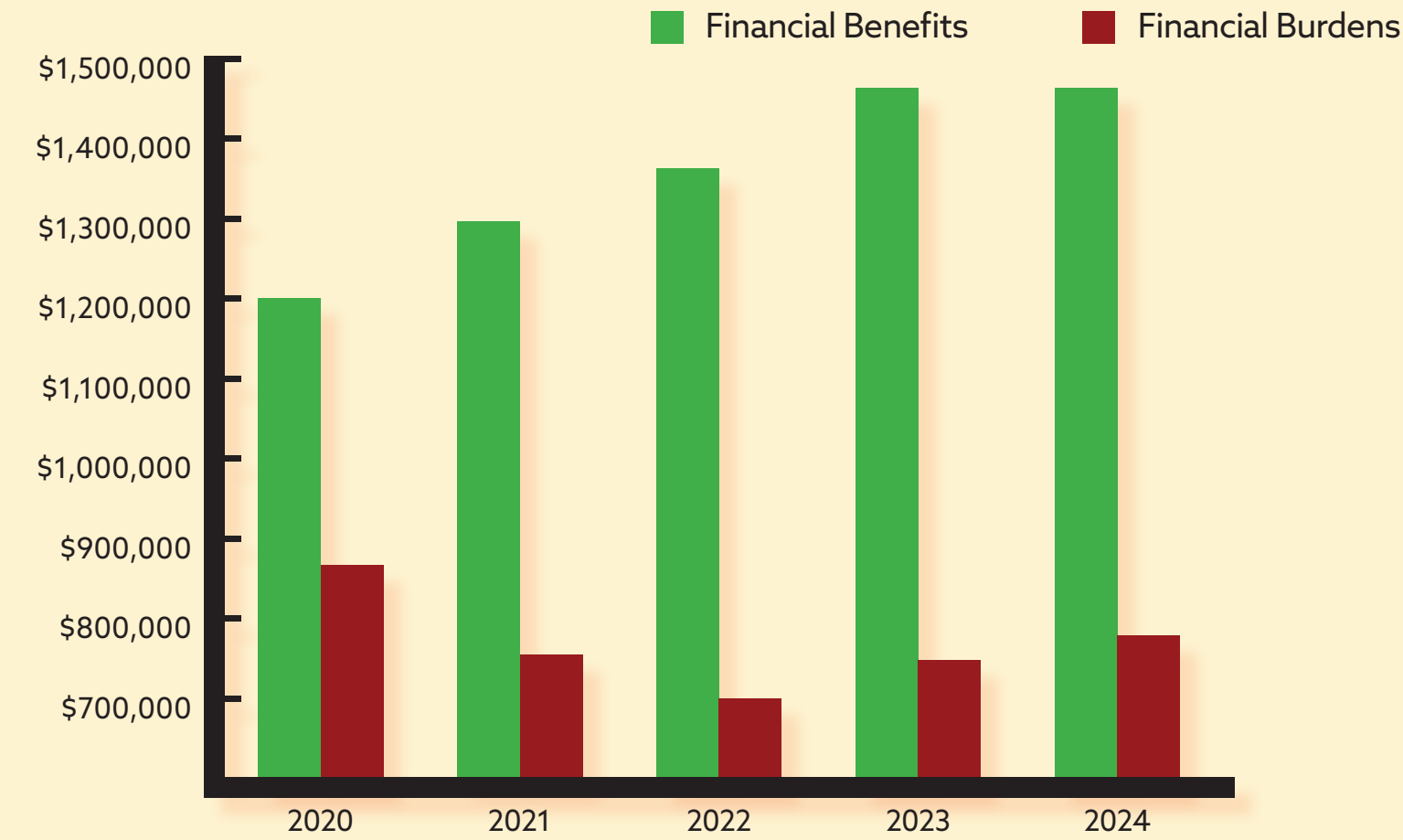
**Financial Benefits** also known as “assets,” are economic resources available to the County. **Current Assets** include cash and investments held by the County Treasurer, and funds owed to the County that are expected to be received over the next year, such as real estate taxes. **Other Assets** may include materials and supplies inventory and prepaid items. **Capital Assets** include land, buildings and improvements, roads, vehicles, bridges, furniture, equipment, and construction in progress; which are reported net of accumulated depreciation. **Deferred Outflows** include unamortized charges on debt restructuring and pensions for the net difference between projected and actual investment earnings on pension plan assets and the County’s contributions to the pension systems subsequent to the measurement date.

Financial Benefits (in 000s)	2020	2021	2022	2023	2024
Current and Other Assets	\$713,021	\$821,163	\$854,096	\$826,215	\$824,601
Capital Assets	419,709	432,264	463,730	473,336	530,789
Deferred Outflows	65,813	36,733	43,830	155,339	98,883
Total Assets & Deferred Outflows	\$1,198,543	\$1,290,160	\$1,361,656	\$1,454,890	\$1,454,273

Financial Burdens (in 000s)	2020	2021	2022	2023	2024
Current and Other Liabilities	\$115,488	\$167,729	\$121,811	\$92,441	\$95,011
Long-Term Liabilities	545,885	322,678	294,485	523,261	521,189
Deferred Inflows	198,663	262,582	280,107	127,926	159,615
Total Liabilities & Deferred Inflows	\$860,036	\$752,989	\$696,403	\$743,628	\$775,815

**Financial Burdens**, or liabilities, are financial obligations resulting from past County transactions. **Current Liabilities** includes accrued wages and benefits that are payable to County employees, and amounts due to vendors and other governments for goods and services. **Other Liabilities** include accrued interest payable and short-term notes payable, all of which are expected to be paid in one year. **Long-term Liabilities** include long-term debt (such as bonds), compensated absences (such as employee vacation and sick time liabilities), capital lease obligations, and claims payable, which are all expected to be paid over a period of more than one year. **Deferred Inflows** include property taxes levied to finance future years and pensions for the differences between expected and actual experience and differences between employer’s contributions and the employer’s proportional share of contributions.

Benefits Over Burdens 5-Year Comparison (in 000s)



**Benefits Over Burdens** represents the difference between the financial benefits and the financial burdens of the County, resulting in the County’s net worth and is referred to as “Net Position” in the County’s financial statements.

Benefits over Burdens (in 000s)	2020	2021	2022	2023	2024
	\$338,507	\$537,171	\$666,253	\$685,746	\$678,458

Lucas County has increased its benefits over burdens since 2020, which means that Lucas County has increased its net worth by \$339,951,000 since 2020.

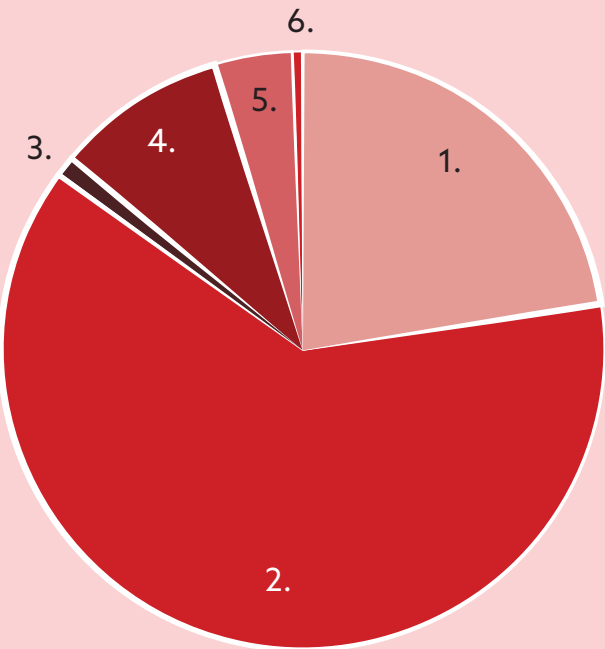


# Debt Structure

The County's general obligation bonds are backed by the full faith and credit of the County and secured with legally available resources. All short-term notes mature within one year from the date of issuance and are backed by the full faith and credit of the County. The County's debt associated with the Huntington Center (the County's downtown arena) is located in the "General Obligations" category. Special assessment debt is funded via assessments on taxpayers receiving specific improvements (i.e. sidewalks, water, lighting).

Debt Type (in 000s)	12/31/2023	Additions	Deductions	12/31/2024
Short-Term Notes	\$45,945	\$44,860	\$45,945	\$44,860
General Obligations	126,985	0	3,525	123,460
Special Assessments	2,747	0	673	2,074
Ohio Water Development Authority Loans	20,329	0	1,845	18,484
Ohio Public Works Commission Loans	8,497	617	818	8,296
Revenue Bonds				
Sewer Revenue Bonds	563	0	14	549
Totals	\$205,066	\$45,477	\$52,820	\$197,723

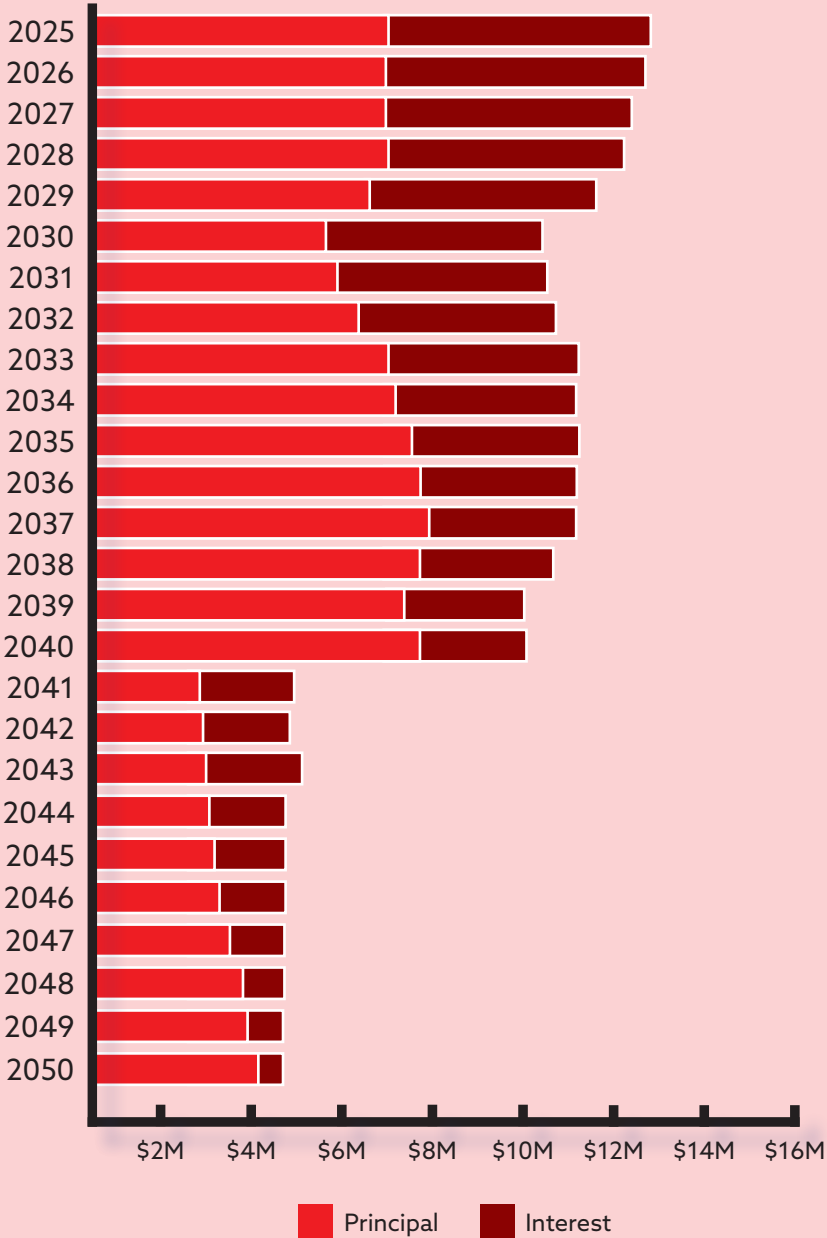
## Lucas County Debt Breakdown



- 1. Short-Term Notes: 22.7%
- 2. General Obligation Bonds: 62.4%
- 3. Special Assessments: 1.1%
- 4. OWDA Loans: 9.3%
- 5. OPWC Loans: 4.2%
- 6. Revenue Bonds: 0.3%

## Future Long-Term Debt Service Payments

Fiscal Years 2025-2050 (if no new debt is added)



## About Bond Ratings

A bond rating is an opinion regarding credit worthiness, specifically the likelihood that financial obligations will be met in a timely matter. In 2024, the County's outstanding general obligation bonds were rated "AA2" by Moody's Investor Service, and "AA" by Standard & Poor's (S&P) rating services.

The "AA" category is Moody's second highest rating category, and such obligations are "judged to be of high quality and subject to very low credit risk." The "2" indicator puts the County's rating in the mid-range of that category.

S&P's "AA" category is the second highest rating category, and indicates a very strong capacity to meet financial commitments."

Good bond ratings help keep lower interest costs for the County when borrowing.

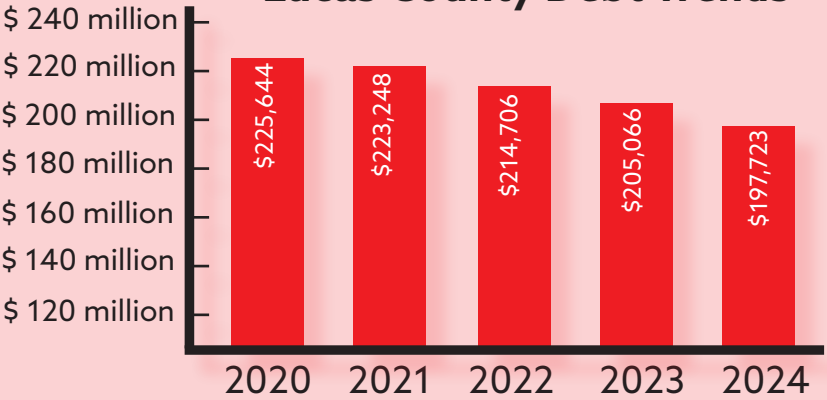
See notes 9 & 10 in the ACFR for detailed information on Lucas County's debt.

## Debt per Capita



Based on information in the 2024 ACFR found in Table 12 on page 284. The ACFR is available online at [co.lucas.oh.us/acfr](https://co.lucas.oh.us/acfr).

## Lucas County Debt Trends



The debt increased in 2020 due to short-term notes issued for the Convention Center Ballroom project and the Hotel project. See note 18 of the ACFR for more information on Hotel project debt.

# Lucas County, Ohio

## Contacting County Government

### Administrators

<b>Auditor</b> , Katie Moline, CPA	419-213-4406
<b>Clerk of Courts</b> , Bernie Quilter	419-213-4484
<b>Commissioner</b> , Pete Gerken	419-213-4817
<b>Commissioner</b> , Anita Lopez	419-213-4084
<b>Commissioner (President)</b> , Lisa A. Sobecki	419-213-2155
<b>Coroner</b> , Tom Blomquist	419-213-3900
<b>Engineer</b> , Mike Pniewski	419-213-2860
<b>Prosecutor</b> , Julia R. Bates	419-213-4700
<b>Recorder</b> , Michael Ashford	419-213-4400
<b>Sheriff</b> , Michael J. Navarre	419-213-4908
<b>Treasurer</b> , Lindsay Webb	419-213-4305

### Judges

#### Common Pleas Court

Gary G. Cook	419-213-4378
Stacy L. Cook	419-213-4566
Ian B. English	419-213-4560
Michael R. Goulding	419-213-4538
Ken Walz	419-213-4581
Dean Mandros	419-213-4575
Eric Allen Marks	419-213-4570
Joseph V. McNamara	419-213-4578
Lindsay D. Navarre	419-213-4572
Lori Olender	419-213-4564

#### Domestic Relations Court

Karen Connelly	419-213-6850
Lisa D. McGowan	419-213-6850

#### Juvenile Court

Amy E. Stoner	419-213-6778
Linda M. Knepp	419-213-6717

#### Probate Court

Jack R. Puffenberger	419-213-4775
----------------------	--------------

#### Sixth District Court of Appeals

Myron C. Duhart	419-213-4755
Christine E. Mayle	419-213-4755
Thomas J. Osowik	419-213-4755
Charles E. Sulek	419-213-4755
Gene A. Zmuda	419-213-4755

### Other Affiliated Departments & Agencies

Area Office on Aging	419-382-0624
Board of Elections	419-213-4001
Canine Care & Control	419-213-2800
Children's Services	419-213-3200
Child Support Enforcement	419-213-3001
Developmental Disabilities	419-380-4000
Job & Family Services	419-213-8999
Imagination Station	419-244-2674
Land Reutilization Corp	419-213-4293
Law Library	419-213-4747
Mental Health & Recovery	419-213-4600
Office of Management & Budget	419-213-4517
Toledo/Lucas County Convention & Visitors Bureau	419-321-6404
Toledo-Lucas County Public Libraries	419-259-5200
Toledo Zoo	419-385-4040
Veterans Service Commission	419-213-6090

An electronic version of the Popular Annual  
Financial Report is available at:  
[co.lucas.oh.us/PAFR](http://co.lucas.oh.us/PAFR)

#### Questions?

Contact the Auditor's Department of  
Education and Outreach at 419-213-4406  
or by email: [outreach@co.lucas.oh.us](mailto:outreach@co.lucas.oh.us)

