2025
Popular Annual Financial Report
Lucas County, Ohio

Issued by Lucas County Auditor, Katie Moline, CPA
For the Year Ended December 31, 2025

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 LucasCountyOhioAuditor.gov/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

Photo of *Lucas County Canine Care and Control* artwork by Graphite Design + Build. Photo by Arts Commission staff.

WELCOME

As Lucas County Auditor, I am committed to accountability, transparency, and fiscal responsibility. With these values in mind, I proudly present Lucas County's Popular Annual Financial Report (PAFR) for the fiscal year ended December 31, 2025. My office follows the guidelines of the Government Finance Officers Association (GFOA) to produce this report so that the public has an easy-to-understand summary of Lucas County's finances, taxes, services, and their outcomes. We strive to make this report useful and accessible. It is always available online at **LucasCountyOhioAuditor.gov/PAFR**.

Information in this report comes from the 2025 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 2025 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. You can access the ACFR online at **LucasCountyOhioAuditor.gov/ACFR**.

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. Please email me at **outreach@co.lucas.oh.us** with questions, comments, and requests for additional copies of this report. I hope you enjoy the PAFR!

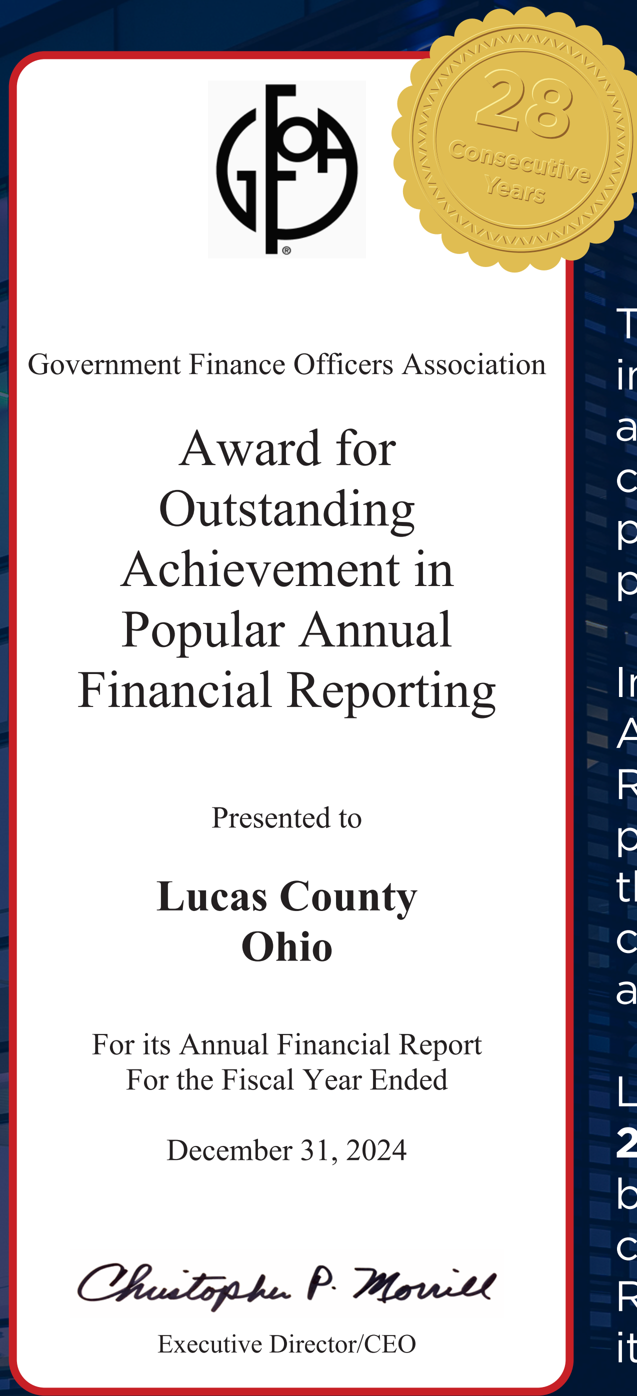
Sincerely,

Katie Moline

Katie Moline, CPA
Lucas County Auditor

Background photo by Ben Morales of Erwin Redl's *Ladder of Light*

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, 2024

Christopher P. Morrill

Executive Director/CEO

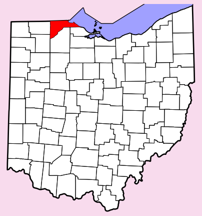
The Award for Outstanding Achievement in Popular Annual Financial Reporting is a prestigious national award recognizing conformance with the highest standards for preparation of state and local government popular reports.

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 **28 consecutive years** (1997 to 2024). 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	Lucas County Auditor
Anthony Stechschulte	Director of Accounting and Internal Control
Ellen Lauderman, CPA	Chief Accountant
William Thatcher, CPA	Deputy Chief Accountant
Valerie White	Executive Assistant to the Auditor



LUCAS COUNTY AT A GLANCE

Education

91.5%
Have a high school diploma or higher

Weights & Measures

6,968
Total Inspected Devices

Board of Revision

6,930
Cases

8,254
Parcels

Children's Services

4,301
Child Welfare Investigations

438
Children in Foster Care

Population

423,347

County Employees

3,233
Employees

1.66%
of Total County Employment

Real Estate

15,033
Real Estate Transfers

$11.5 B
Property Valuation (billions)

200,856
Real Estate Parcels

Data sources include: 2025 estimates from the U.S. Census Bureau and Lucas County

Income

$62,224
Median household income

16.8%
Living in Poverty

Licensing

35,371
Dog Licenses Issued

452
Kennel Licenses Issued

164
County Vendor Licenses Issued

464
Cigarette Licenses Issued

Auto Titles Processed

283,179

County Courts

22,812
Total Court Cases

Board of Developmental Disabilities

2,707
Adults Served

2,097
Children Served

Job & Family Services

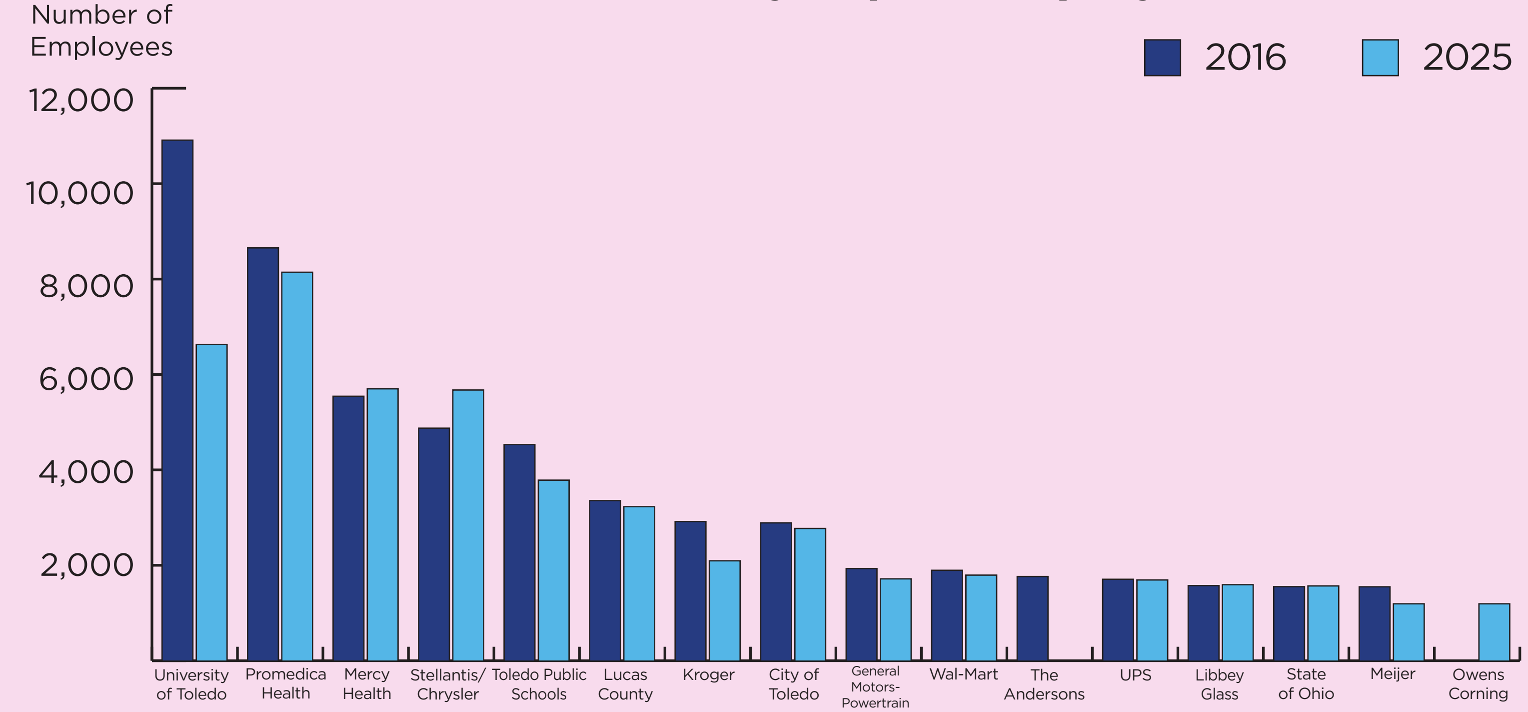
92,004
Food Stamps Clients

138,558
Medicaid Clients

Levies

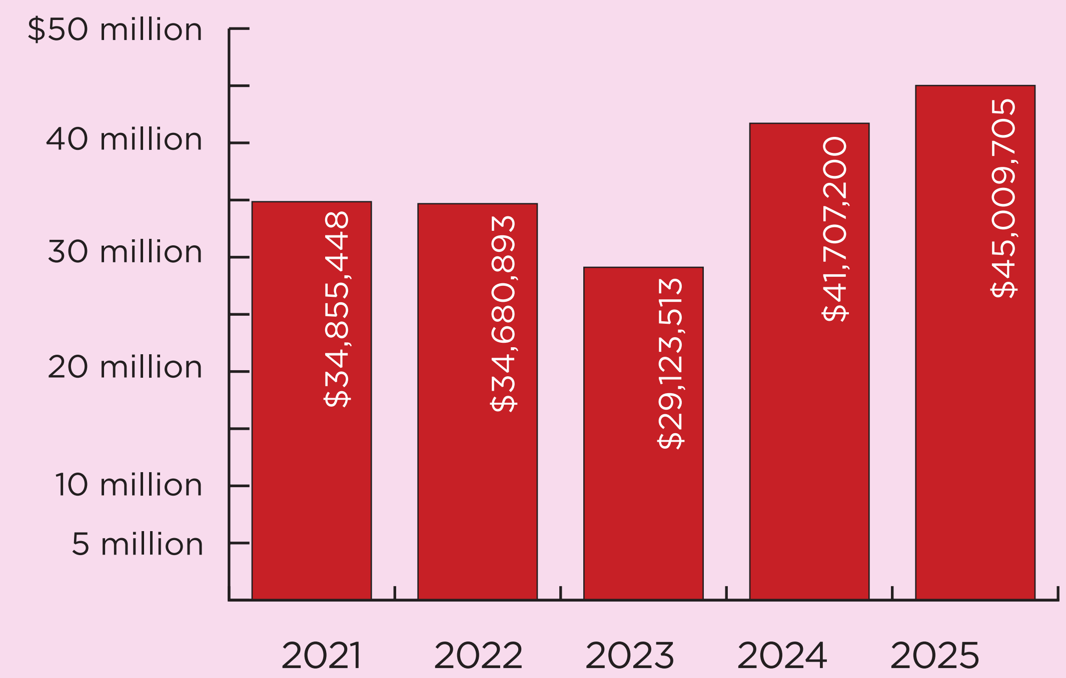
248
Voter-Approved Property Tax Levies

Lucas County Top 15 Employers



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

End of Year General Fund Balance



This chart represents the unencumbered cash fund balance of the County's general fund on a non-GAAP budgetary basis. "Unencumbered" means that this is the amount of cash that is not tied in assets or obligated to a specific contract or purchase order. See page 132 of the Lucas County ACFR for more detail about this balance.

County-Wide Levies

Levied Service	Gross Rates	Effective Rates	Cost per $100k Home	Gross Collections
Board of Developmental Disabilities	6.00	3.62	$116	$45.2 M
MetroParks Toledo	4.30	3.32	$114	$34.0 M
Children Services Board	5.15	3.44	$111	$41.7 M
Toledo-Lucas County Public Library	4.57	3.17	$103	$39.5 M
Mental Health and Recovery Services	3.00	2.02	$65	$24.4 M
General Fund	2.00	2.00	$61	$22.9 M
Senior Services (Area Office on Aging)	1.00	0.67	$22	$8.1 M
Zoo Improvement	1.00	0.62	$19	$7.6 M
Emergency Telephone System (9-1-1)	0.70	0.43	$13	$5.3 M
Zoo Operating	0.65	0.40	$12	$5.0 M
Port Authority	0.40	0.18	$6	$2.5 M
Science (Imagination Station)	0.17	0.11	$3	$1.3 M
Total County-Wide Levies	**28.94**	**19.98**	**$645**	**$237.5 Million**

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 on qualifying levies.

The tax rates and costs shown are as of December 31, 2025. Because property taxes are paid one year in arrears in Ohio, these property tax rates reflect the amounts paid in 2025 for the 2024 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 2025 Lucas County ACFR. "Gross Collections" is the amount of money collected in 2025 by each agency, including the amount that they receive from rollbacks such as the Owner Occupied Credit from the State of Ohio.

Property owners can find their specific tax bill and property tax rates at the Lucas County Auditor's AREIS Online website at **LucasCountyOhioAuditor.gov/AREIS**

Major Ritual by Beverly Pepper. Photo by Doug Hinebaugh.

Protecting your Tax Dollars
with Checks and Balances

County Treasurer

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

County Auditor

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

County Commissioners

- Appropriates county funds
- Authorizes purchasing, contracts, and debt
- Levies new property taxes
- Allocates general fund budget

State Department of Taxation

- Approves property values

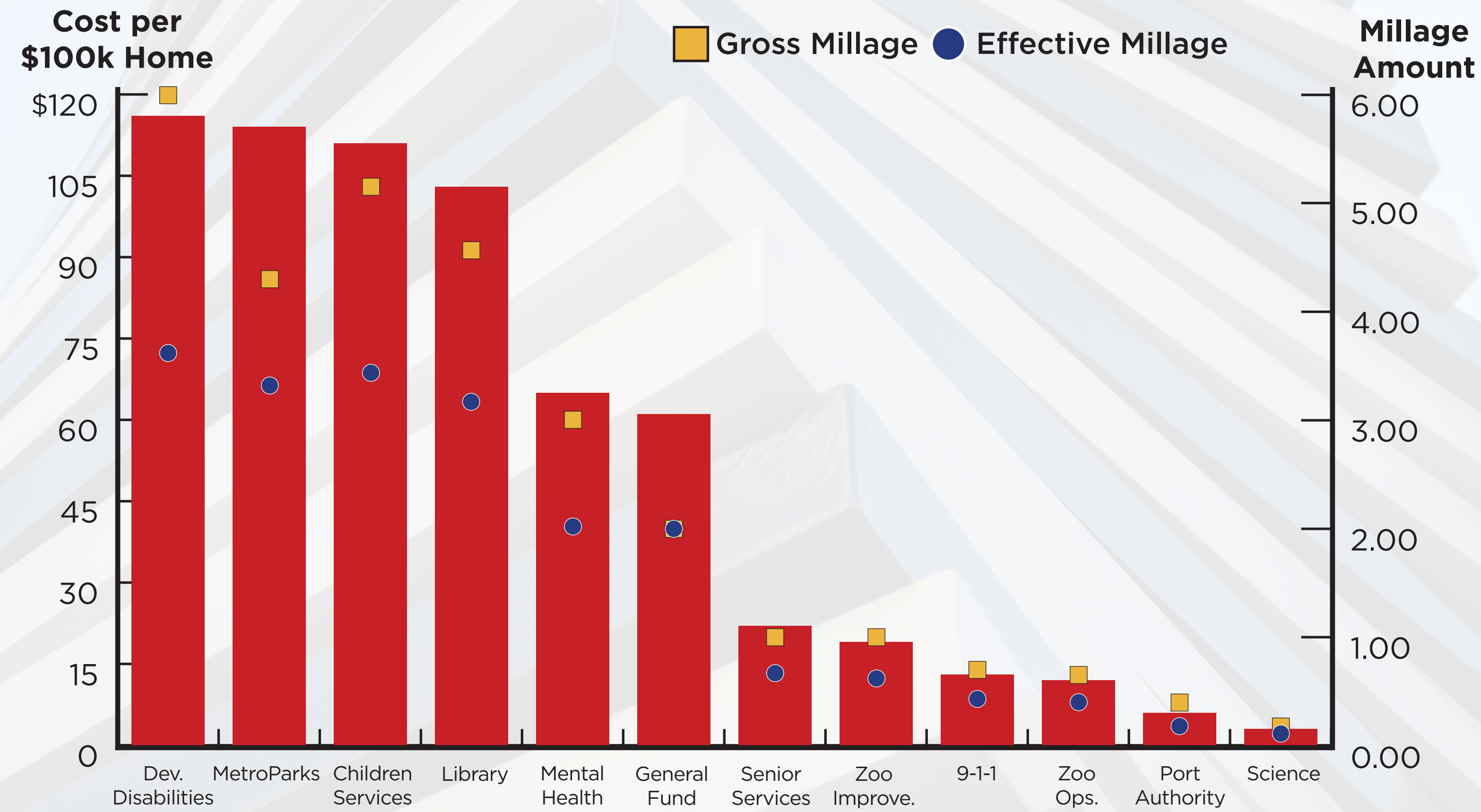
Auditor of State

- Audits financial information of local taxing authorities

State Attorney General

- Ensures compliance with the law

Cost per $100k Home County-Wide Agency Comparison



Art Tatum Celebration Column by Cork Marcheschi. Photo by Owen Cappellini.

Your Lucas County Government

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.

The Citizens of Lucas County

Sheriff
- Administration
- Law Enforcement
- Corrections

Board of County Commissioners
- Administrator
  - Clerk of the Board
  - Facilities
  - Capital Projects
  - Emergency Services
    - Emergency Management Agency
  - Support Services
  - Central Supply
  - Telecommunications
  - System Solutions
  - Canine Care & Control
  - Job & Family Services
    - Child Support Enforcement Agency
  - Human Services
    - Employee Benefits
    - Workers' Compensation
  - Sanitary Engineer
    - Water Resource Recovery Facility
    - Solid Waste
  - Planning & Development
    - Building Regulation
    - Workforce Development
    - Economic Development
  - Office of Management & Budget
    - Hotel/Motel
    - Budget
    - Risk Management
    - Prevailing Wage
  - Department of Engagement

Coroner
- Toxicology

Prosecutor
- Delinquent Tax Collections

Treasurer
- Property Tax Collections
- Delinquent Tax Collections
- Investments
- Foreclosure

Clerk of Courts
- Auto Title
- Centralized Records

Engineer
- Tax Map Division
- Storm Water Division

Auditor
- GIS
- Weights & Measures
- Licensing
- Information Services
- Financial Reporting & Internal Controls
  - County Payroll
    - Disbursements
- Real Estate
  - Deeds & Transfers
    - Rental Registration

Recorder
- Land Recording
- Military Discharge Recording

Court of Common Pleas
- General Division
- Probate
- Juvenile
- Domestic Relations
- Court Administrator
- Adult Probation
- Court Services
- Juvenile Detention Center
- Youth Treatment Center

Discretely Presented Component Units*

Convention and Visitors Bureau, Inc.
Lucas County Economic Development Corporation
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 **LucasCountyOhioAuditor.gov/ACFR**.

County Boards and Commissions

Board of Revision:
Auditor (Secretary)
Commissioner
Treasurer

Investment Advisory Board:
Commissioners (2-3 Reps.)
Clerk of Courts
Treasurer (Secretary)

Automatic Data Processing Board:
Auditor (Secretary)
Commissioner
Board of Elections (2 Reps.)
Clerk of Courts
Common Pleas Court
Domestic Relations Court
Engineer
Recorder
Treasurer

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

County Budget Commission:
Auditor (Secretary)
Prosecutor
Treasurer

County Record Commission:
Auditor
Commissioner (Chair)
Clerk of Courts
Prosecutor
Recorder

Affiliated County Agencies

County Boards

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

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

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

Background photo by Ben Morales of Susan Zoccola's *Blue Lupine*

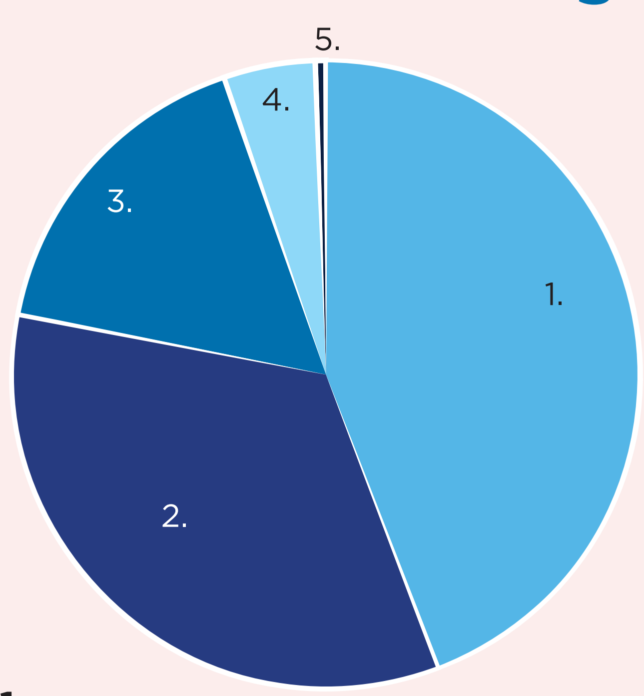
County Funding

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)	2021	2022	2023	2024	2025
Taxes	$249,552	$253,962	$255,433	$256,599	$283,747
Intergovernmental Revenue	196,707	277,931	253,077	219,742	217,644
Charges for Services	89,978	92,942	91,647	94,285	107,253
Investment Income	(2,095)	(14,058)	27,967	21,693	31,624
Miscellaneous	4,792	5,133	6,041	4,798	2,252
Total Resources Received	**$538,934**	**$615,910**	**$634,165**	**$597,117**	**$642,520**

Funding Received in 2025



1. Taxes: 44.2%

2. Intergovernmental Revenue: 33.9%

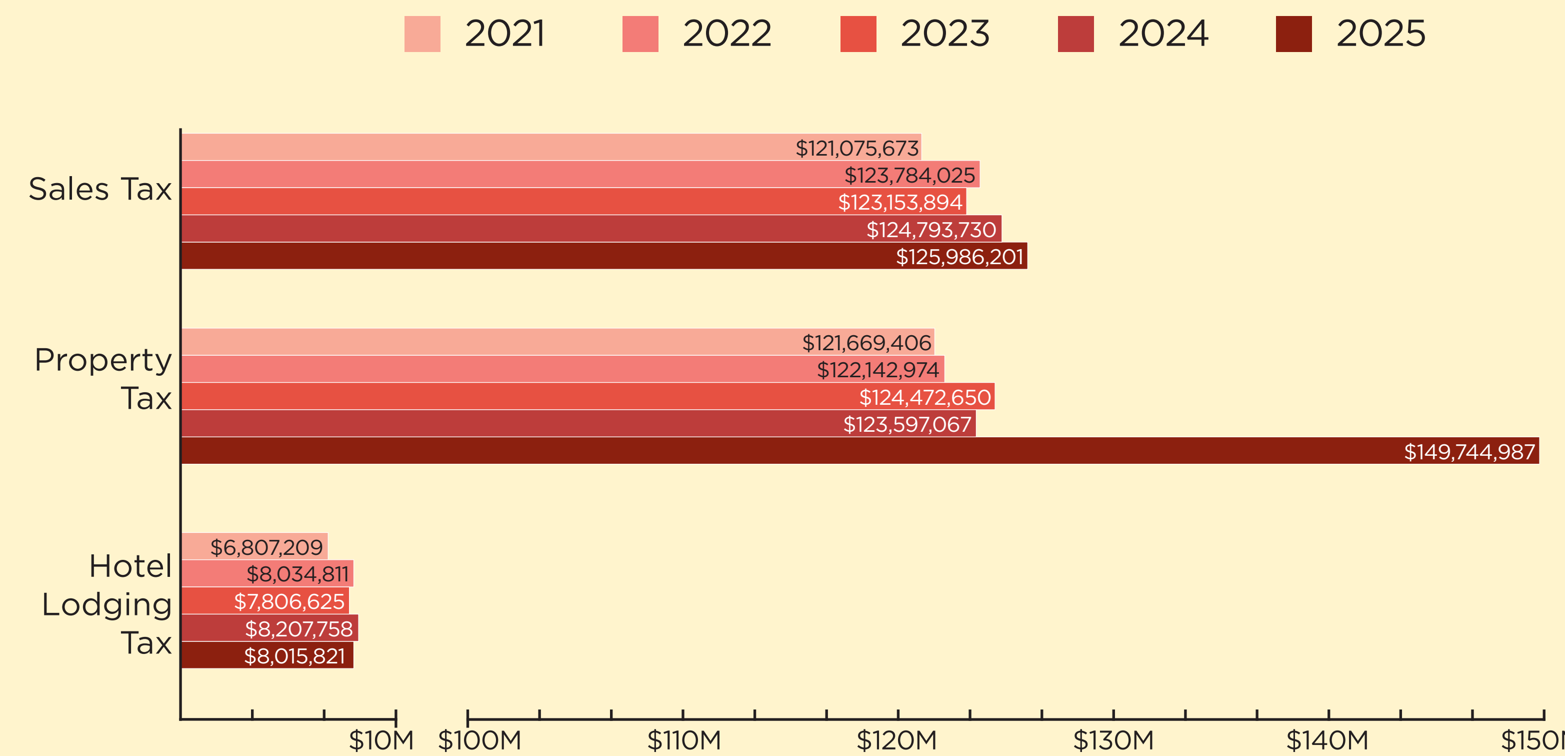
3. Charges for Services: 16.7%

4. Investment Income: 4.9%

5. Miscellaneous: 0.3%

Tax Revenue

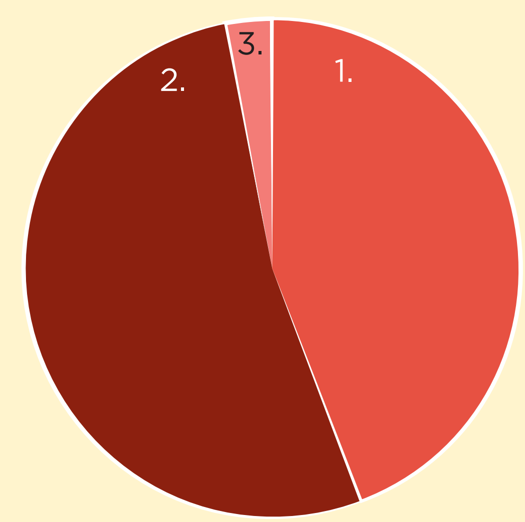
Taxes are one of the primary sources of funding for services in Lucas County. Below is a breakdown of the tax source funding for the past 5 years.



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.

The increase in property tax revenue from 2024 to 2025 is due to an increase in general fund collections, as well as new Children's Services and Mental Health and Recovery Services levies that were approved by voters in 2024 and began collection in 2025.

Taxes Received in 2025



1. Sales Tax: 44.4%

2. Property Tax: 52.8%

3. Hotel Lodging Tax: 2.8%

County Spending

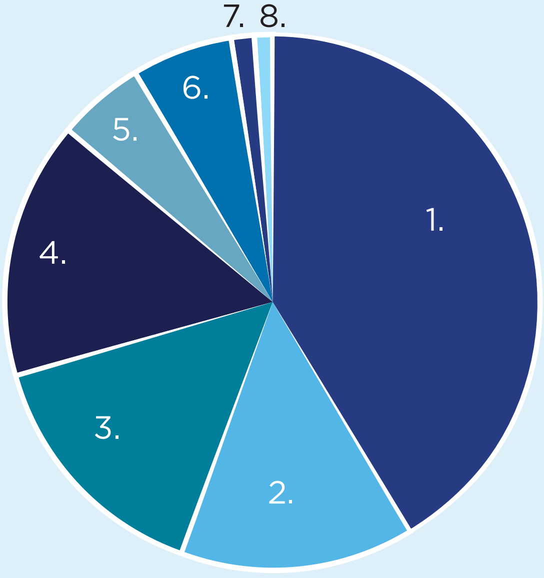
To provide services to residents, Lucas County must spend the funds that it receives. Below is a breakdown of how the money is spent:

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 Sheriff, Coroner, and Emergency Medical.
Judicial expenses include costs of the Court of Common Pleas, Domestic Relations and Juvenile Courts, Probation, 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.

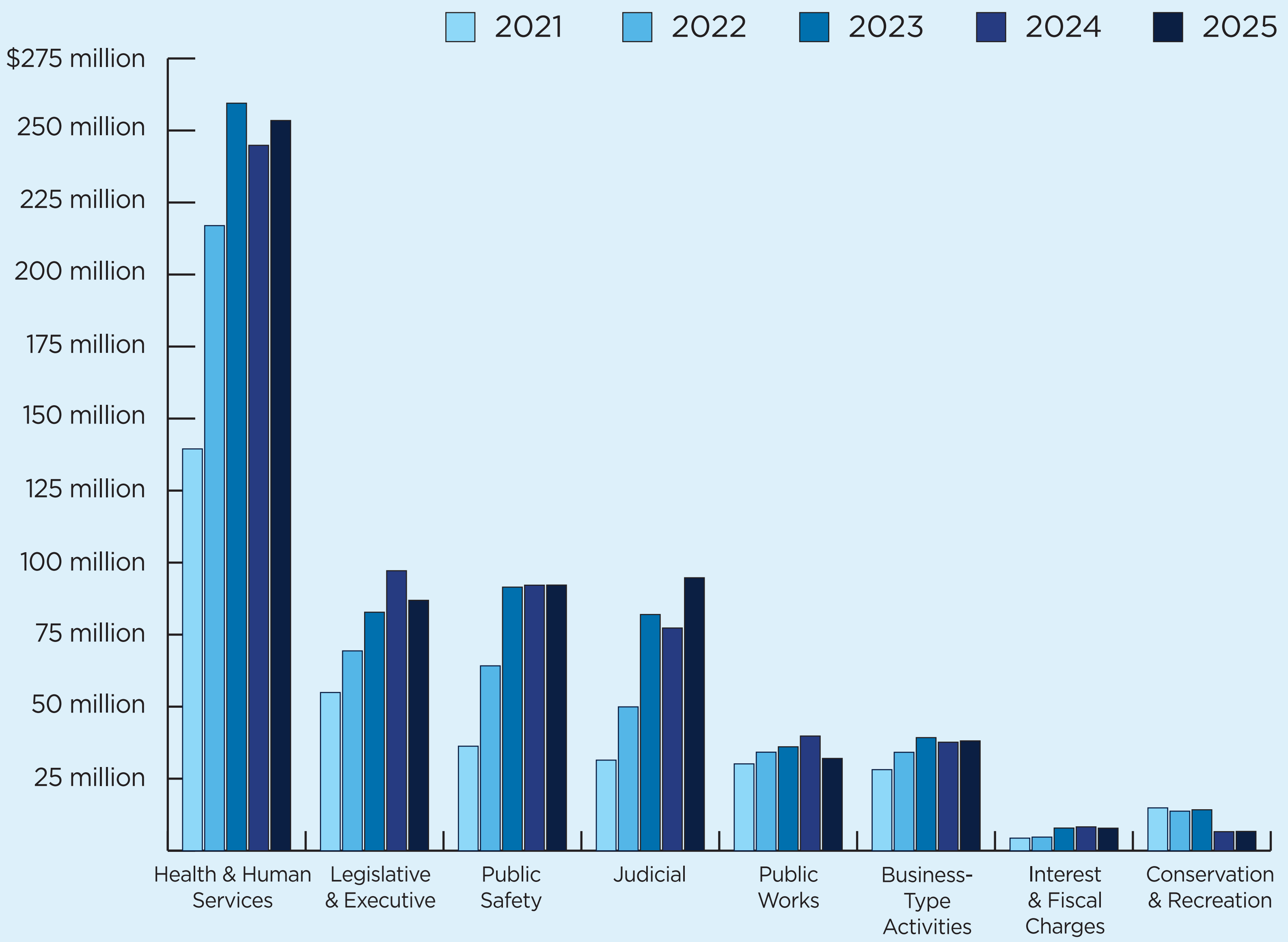
County Expenditures (in 000s)	2021	2022	2023	2024	2025
Health and Human Services	$139,503	$216,971	$259,447	$244,836	$253,440
Legislative and Executive	54,992	69,432	82,847	97,239	86,976
Public Safety	36,359	64,243	91,555	92,225	92,267
Judicial	31,529	50,007	82,053	77,370	94,801
Public Works	30,234	34,286	36,159	39,891	32,119
Business-Type Activities	28,223	34,245	39,336	37,749	38,209
Interest & Fiscal Charges	4,468	4,823	7,969	8,379	7,923
Conservation & Recreation	14,962	13,821	14,306	6,716	6,806
Total Expenditures	**$340,270**	**$487,828**	**$613,672**	**$604,405**	**$612,541**

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 104) for an explanation of net pension liability; however, Ohio Revised Code limits the County's obligation to annually required payments.

County Expenditure Analysis



1. Health & Human Services: 41.4%
2. Legislative & Executive: 14.2%
3. Public Safety: 15.1%
4. Judicial: 15.5%
5. Public Works: 5.2%
6. Business-Type Activities: 6.2%
7. Interest & Fiscal Charges: 1.3%
8. Conservation & Recreation: 1.1%



Financial Position

The Financial Benefits over Financial Burdens provides a picture of Lucas County's financial position at year end. This is known as the "Balance Sheet," or the "Statement of Net Position," in Lucas County's Financial Report.

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)	2021	2022	2023	2024	2025
Current and Other Assets	$821,163	$854,096	$826,215	$824,601	$866,646
Capital Assets	432,264	463,730	473,336	530,789	534,561
Deferred Outflows	36,733	43,830	155,339	98,883	69,648
Total Assets & Deferred Outflows	**$1,290,160**	**$1,361,656**	**$1,454,890**	**$1,454,273**	**$1,470,855**

Financial Burdens (in 000s)	2021	2022	2023	2024	2025
Current and Other Liabilities	$167,729	$121,811	$92,441	$95,011	$101,565
Long-Term Liabilities	322,678	294,485	523,261	521,189	502,649
Deferred Inflows	262,582	280,107	127,926	159,615	157,443
Total Liabilities & Deferred Inflows	**$752,989**	**$696,403**	**$743,628**	**$775,815**	**$761,657**

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 within 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 expenses and differences between employer's contributions and the employer's proportional share of contributions.

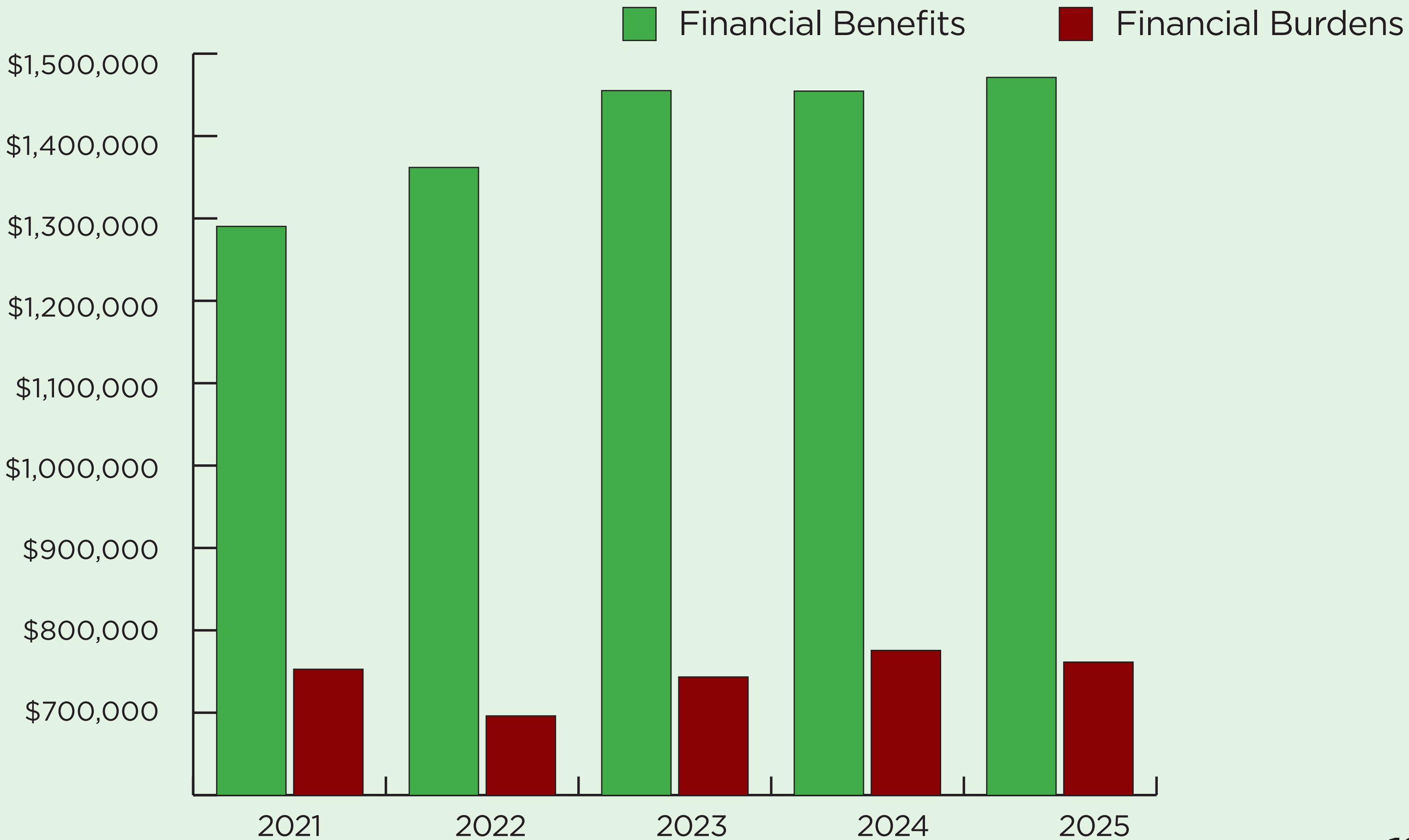
Benefits Over Burdens represents the difference between the financial benefits and the financial burdens of the County, resulting in the County's net worth and is referred to as "Net Position" in the County's financial statements.

Benefits over Burdens (in 000s)	2021	2022	2023	2024	2025
	$537,171	$666,253	$685,746	$678,458	$709,198

Lucas County has increased its benefits over burdens since 2021, which means that Lucas County has increased its net worth by $172,027,000 since 2021.


Swan Waves by Athena Tacha. Photo by Tom Brooks.

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

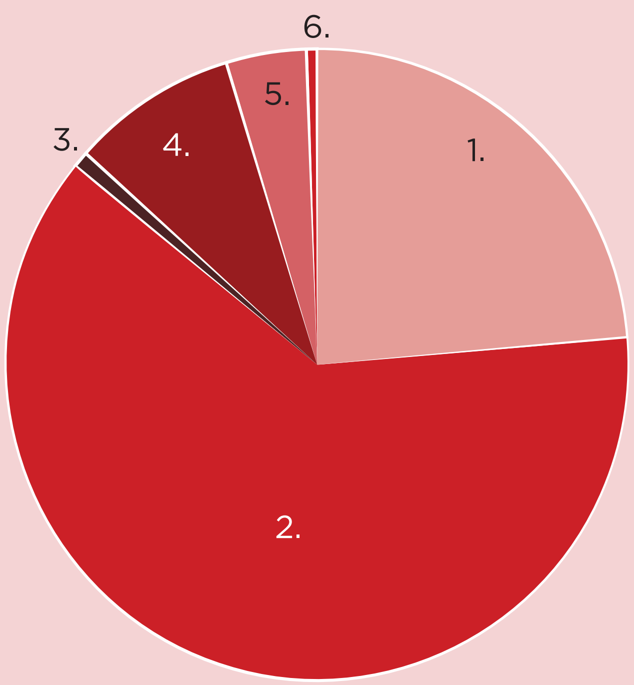


Debt Structure

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)	12/31/2024	Additions	Deductions	12/31/2025
Short-Term Notes	$44,860	$55,670	$44,860	$55,670
General Obligations	123,460	0	3,680	119,780
Special Assessments	2,074	0	581	1,493
Ohio Water Development Authority Loans	18,484	0	1,909	16,575
Ohio Public Works Commission Loans	8,296	734	844	8,186
Revenue Bonds				
Sewer Revenue Bonds	549	0	15	534
Totals	**$197,723**	**$56,404**	**$51,889**	**$202,238**

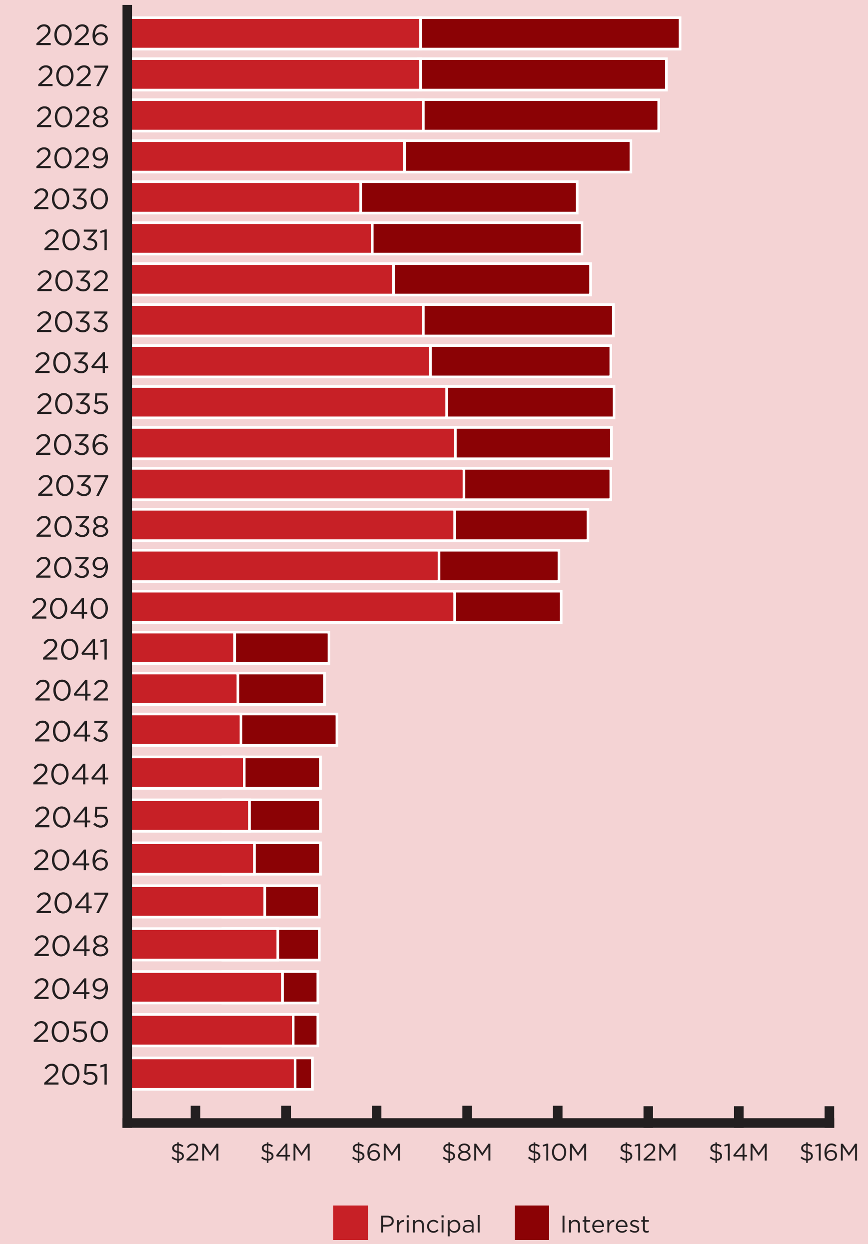
Lucas County Debt Breakdown



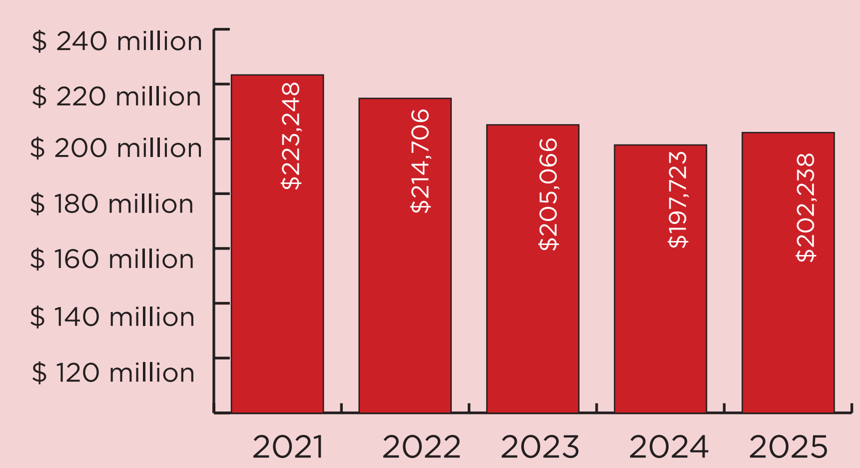
1. Short-Term Notes: 22.5%
2. General Obligation Bonds: 59.2%
3. Special Assessments: 0.8%
4. OWDA Loans: 8.2%
5. OPWC Loans: 4.0%
6. Revenue Bonds: 0.3%

Future Long-Term Debt Service Payments

Fiscal Years 2026-2051 (if no new debt is added)



Lucas County Debt Trends



About Bond Ratings

A bond rating is an opinion regarding credit worthiness, specifically the likelihood that financial obligations will be met in a timely manner. In 2025, 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

$

435.69

Based on information in the 2025 ACFR found in Table 12 on page 286. The ACFR is available online at LucasCountyOhioAuditor.gov/ACFR

Lucas County, Ohio

Contacting County Government

Administrators

Auditor, Katie Moline, CPA	419-213-4406
Clerk of Courts, Bernie Quilter	419-213-4484
Commissioner, Pete Gerken	419-213-4817
Commissioner, Anita Lopez	419-213-4084
Commissioner (President), Lisa A. Sobecki	419-213-2155
Coroner, Tom Blomquist	419-213-3900
Engineer, Mike Pniewski	419-213-2860
Prosecutor, Julia R. Bates	419-213-4700
Recorder, Michael Ashford	419-213-4400
Sheriff, Michael J. Navarre	419-213-4908
Treasurer, 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 Bank	419-213-4293
Law Library	419-213-4747
Mental Health & Recovery	419-213-4600
Management & Budget	419-213-4517
Visitors Bureau	419-321-6404
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:
www.LucasCountyOhioAuditor.gov/PAFR

Questions?
Contact the Auditor's Department of Education and Outreach at 419-213-4406
or by email: outreach@co.lucas.oh.us

THE SEAL OF THE AUDITOR OF LUCAS COUNTY OHIO

Katie Moline
Lucas County Auditor
Trusted name. Accountable service.

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