



TO: All County Auditors  
Through: Shelley Wilson, Executive Administrator, Tax Equalization Division  
From: Matthew T. Hollis, Legal Counsel for the Tax Equalization Division  
RE: Renewal and Replacement of Property Tax Levies  
DATE: May 28, 2021

The following explains when an existing property tax levy, other than bond levies, may be properly renewed, replaced or substituted. Bond levies, by their terms, may not be renewed, replaced or substituted.

### I. RENEWAL LEVIES (excluding school district levies)

**General Rule (§ 5705.25):** A renewal of an existing levy may be placed on the ballot only at the general election held during the last year the levy may be extended on the real and public utility property tax list, or at any election held in the following year. For example, a levy that expires in tax year 2021 (last collected in calendar year 2022) may be renewed only at the November 2021 election or at any election in 2022. An existing levy may be renewed at the same rate, or with an increase or a decrease.

**Exception for § 5705.191 Levies:** The renewal of certain levy issues may be placed on the ballot at any election in any year, if the levy satisfies both the following conditions.

1. The existing levy was imposed for public assistance, human or social services, relief, welfare, hospitalization, health, or support of general hospitals.
2. The renewal resolution is to “renew and increase” or to “renew part of” the existing levy. In other words, the resolution must increase or decrease the existing authorized rate of the levy. A renewal of the existing authorized rate must follow the general rule.

For example, suppose a county health levy was passed at the November 2011 election to run from tax year 2012 to 2021. A renewal of that levy with an increase or with a decrease may be placed on the ballot at any election in 2012 through 2021. If such a levy passes, this new levy is substituted for the original levy and begins a new term. If the levy fails, the original 2012-2021 term and rate remains in place. However, a renewal of the original levy at the same rate may be placed on the ballot only at the November 2021 election or at any election in 2022.

**Exception for § 5705.222 and § 5705.19(L) Levies:** A board of county commissioners that has enacted levies under § 5705.222 or § 5705.19(L) may renew two or more such levies as a single

ballot question. The renewal of two or more existing levies on a single ballot issue may be submitted only at a general or primary election held during the last year in which at least one of the levies may be extended on the tax list and duplicate, or at any election held during the following year. Consequently, the renewal of two or more such levies may be held in May of the last year at least one of the levies may be extended on the tax list and duplicate, only if a primary election of candidates is being held at the same time.

All levies must be for the purposes allowable under § 5705.222 and § 5705.19(L) and may be renewed only for the total of their existing authorized rates. Multiple levies may not be renewed on a single ballot issue with an increase or a decrease. For purposes of this section, a levy is considered an “existing levy” through the year following the last year it can be placed on the tax list and duplicate.

## **II. RENEWAL LEVIES (§ 5705.194) (only school district emergency levies)**

**Single Levy:** The renewal of a single emergency levy may be submitted at a special election in May and November during the last year the levy may be extended on the tax list and duplicate, or at any election held during the following year. Consequently, the renewal of a single levy may be held in May, during the last year the levy may be extended on the tax list and duplicate, even if no election of candidates is being held. For example, a levy that expires in tax year 2021 (last collected in calendar year 2022) may be renewed only at the May and November 2021 elections or at any election in 2022. An existing levy may be renewed at the same amount, or with a decrease from the original voted amount.

**Two or More Levies:** The renewal of two or more existing, emergency levies on a single ballot issue may be submitted only at the primary or general election held during the last year at least one of the levies may be extended on the tax list and duplicate, or at any election held during the following year. Consequently, the renewal of two or more emergency levies may be held in May of the last year at least one of the levies may be extended on the tax list and duplicate, only if a primary election of candidates is being held at the same time.

The resolution and ballot language must state that the existing levies shall not be levied once the renewal levy is first imposed. For purposes of this section, a levy is considered an “existing levy” through the year following the last year it can be placed on the tax list and duplicate.

For example, assume a school district has two emergency levies: (1) a \$200,000 levy running from 2016 to 2021, and (2) a \$100,000 levy running from 2017 to 2022. The first opportunity to renew both levies for \$300,000 would be at the May 2021 primary election, if an election of candidates is being held at the same time. A renewal of these levies as a single ballot issue may also be placed before the voters at the November 2021 election, or any election in 2022. (There is no requirement that the levy be included with the election of candidates at any election in 2022.) The last opportunity to renew both levies as a single ballot issue would be at the November 2022 general election, since by May 2023 the first levy for \$200,000 would no longer be an “existing levy.” The school district could also renew those levies with a decrease from the original voted amounts.

### **III. SUBSTITUTE LEVIES (§5705.199) (only school district emergency levies)**

**General Rules:** The substitute levy is a special type of levy where all or a portion of one or more existing, school district emergency levies may be substituted by a levy for a specified amount of money with a built-in growth factor. In the initial year of the substitute levy, the amount raised by the levy shall equal the aggregate amount of the existing emergency levies, or portion thereof, being substituted. In each subsequent year, the amount raised by the levy equals the sum of (a) the amount raised by the levy in the prior year and (b) the product of the taxable value of all non-carryover property (e.g., new construction, omitted property, and previously exempted property) added to the current tax year times last year's tax rate. The amount calculated under (b) cannot be less than zero. The term of the substitute levy may be for any number of years not exceeding ten, or for a continuing period of time.

**Initial Substitute Levy:** At any time, the board of education of a city, local, exempted village, cooperative education, or joint vocational school district may propose a levy to substitute all or a portion of one or more existing emergency levies. Moreover, that proposal for a substitute levy may be placed on the ballot at any available election. If the substitute levy is passed, any existing emergency levy that is substituted will cease to be levied when the substitute levy begins.

**Substitute of a Substitute Levy:** While a substitute levy cannot be renewed, it may itself be substituted pursuant to R.C. 5705.199(A). For purposes of this section, a substitute levy is considered an "existing levy" through the year following the last year it can be placed on the tax list and duplicate (e.g., a levy running from 2017-2021 would be considered an "existing levy" through 2022 as 2022 is the year following the last year it appears on the tax list and duplicate.) The initial year of the second substitute levy must replace an existing year of the first substitute levy. The growth factor does not apply to the initial year of the second substitute levy but does apply for each subsequent year of the substituted levy.

### **IV. RENEWAL LEVIES (§ 5705.21 and § 5705.217) (school district levies other than emergency levies)**

**Single Levy:** The renewal of a single, existing levy may be submitted only at the general election held during the last year the levy may be extended on the tax list and duplicate, or at any election held during the following year. A single levy may be renewed at the same rate as the existing levy, or with an increase or a decrease. For example, a levy that expires in tax year 2021 (last collected in calendar year 2022) may be renewed only at the November 2021 election or at any election in 2022.

**Two or More Levies:** The renewal of two or more existing levies on a single ballot issue may be submitted only at a general or primary election held during the last year at least one of the levies may be extended on the tax list and duplicate, or at any election held during the following year. Consequently, the renewal of two or more such levies may be held in May of the last year at least one of the levies may be extended on the tax list and duplicate, only if a primary election of candidates is being held at the same time.

Those levies must all be for the same purpose and may be renewed only for the total of their existing authorized rates, unless the levies being renewed were initially passed for the combined support of a qualifying municipal school district and a partnering community school. Those levies may be renewed at the same rate or with an increase or decrease of the total rate. Otherwise multiple levies may not be renewed on a single ballot issue with an increase or a decrease. Moreover, the resolution must state that the existing levies shall not be levied once the renewal levy is first imposed. For purposes of this section, a levy is considered an “existing levy” through the year following the last year it can be placed on the tax list and duplicate.

For example, assume a school district has the following two levies: (1) a current expense levy for 2.0 mills running from 2017 to 2021, and (2) a current expense levy for 1.0 mill running from 2018 to 2022. The first opportunity to renew both levies for 3.0 mills would be at the May 2021 primary election, if an election of candidates is being held at the same time. A renewal of these levies as a single ballot issue may also be placed before the voters at the November 2021 election, or any election in 2022. (There is no requirement that the levy be included with the election of candidates at any election in 2021.) However, the last opportunity to renew both levies with one ballot issue would be at the November 2021 general election, since by May 2022 the first levy for 2.0 mills would no longer be an “existing levy.”

**Exception to Same Purpose Rule:** An existing school district levy for “general, ongoing permanent improvements” may be renewed as a levy for “general permanent improvements” because both levies are considered levies for the same purpose.

Moreover, one or more existing school district levies imposed for the purpose specified in § 5705.19(F) (specific permanent improvements) may be renewed for the same purpose **or** for the purpose of “general permanent improvements.” In addition, a single existing school district levy imposed for the purpose specified in § 5705.19(F) (specific permanent improvements) may be renewed with an increase or renewed with a decrease for the same purpose **or** for the purpose of “general permanent improvements.”

#### **V. RENEWAL LEVIES (§ 5705.212) (school district incremental rate levies)**

The incremental tax rate levy may consist of up to five tax rates, the original tax rate and four incremental tax rates. The rate of each incremental tax must be identical but need not be the same as the original tax. The original tax may be levied for any number of years not exceeding ten, or for a continuing period of time. Each incremental tax will be in effect as long as the original tax is in effect.

The renewal of an incremental tax rate levy, levied for a fixed period of time, without exception, follows the general rule for the renewal of non-school levies, explained in Part I. For example, an original tax levy that expires in tax year 2021 (last collected in calendar year 2022) may be renewed only at the November 2021 election or at any election in 2022. The rate of the renewal tax is a single rate that cannot exceed the aggregate rate of the original and incremental taxes. The renewal tax may be levied for any number of years not exceeding ten, or for a continuing period of time.

**VI. RENEWAL LEVIES (§ 5705.213)**  
**(school district incremental amount levies)**

The incremental tax amount levy consists of an amount of money to be raised and may, for years after the first year the levy is made, be expressed as a dollar or percentage increase over the prior year's amount. This levy may be levied for any number of years not exceeding ten.

The renewal of an incremental tax amount levy, levied for a fixed period of time, without exception, follows the general rule for the renewal of non-school levies, explained above in Part I. For example, an incremental amount levy that expires in tax year 2021 (last collected in calendar year 2022) may be renewed only at the November 2021 election or at any election in 2022. The amount of the renewal tax cannot exceed the amount of tax levied during the last year the tax being renewed is in effect. The renewal tax may be levied for any number of years not exceeding ten, or for a continuing period of time.

**VII. REPLACEMENT LEVIES (§ 5705.192)**

**General Rules:**

1. The replacement levy option is available to fixed-rate levies subject to reduction factors.
2. The replacement levy must be for the same purpose as the existing levy, unless subject to one of the exceptions below.
3. A single existing levy may be replaced at the same rate, or with an increase or a decrease.
4. Two or more existing levies, or any portion of those levies, may be combined into one replacement levy, only if all of the existing levies are for the same purpose and are either all fixed-term levies expiring the same year or are all continuing levies. Thus, the combined replacement levy may not be placed on a single ballot issue with a rate that exceeds the total of the rates for the levies being replaced.

**Fixed Term:** The replacement of any existing levy with a fixed term of years, without exception, follows the general rule for the renewal of non-school levies, explained above in Part I. For example, a levy that expires in tax year 2021 (last collected in calendar year 2022) may be replaced only at the November 2021 election or at any election in 2022.

**Continuing Term:** The replacement of an existing levy that was imposed for a continuing period of time may be placed on the ballot at any election in any year following the year the existing levy was approved by the electorate. However, only one election to replace an existing continuing levy may be held during any calendar year. For example, a replacement of a continuing fire levy that was approved at the May 2021 election may be first placed on the ballot at the May 2022 election. If a replacement issue is placed on the May 2022 ballot, it may not be placed on the ballot again until May 2023. The failure of the electorate to approve a replacement for a continuing levy does not terminate the existing continuing levy.

**Exception to Same Purpose Rule:** An existing school district levy for “general ongoing

permanent improvements” may be replaced as a levy for “general permanent improvements” because both levies are considered to be for the same purpose.

Moreover, an existing school district levy imposed for the purpose specified in § 5705.19(F) (specific permanent improvements) may be replaced for the same purpose or for the purpose of “general permanent improvements.” In addition, if that replacement levy is for “general permanent improvements,” it is not limited to a five-year term, but may be for a continuing period of time.

Similarly, an existing developmental disabilities levy imposed for the purposes specified in § 5705.19(L) or §5705.222 may be replaced for any purpose specified in § 5705.222. The term of the replacement levy under this section may be any number of years not exceeding ten years or for a continuing period of time.