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H.B. 46
133rd General Assembly

Bill Analysis

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Version: As Reported by House State and Local Government

Primary Sponsor: Rep. Greenspan

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SUMMARY

- Requires the Treasurer of State to establish and maintain on the Treasurer's website the Ohio State Government Expenditure Database that includes information about expenditures state entities made in each fiscal year.
- Requires that the Database be free to access.
- Requires each state entity to provide to the Treasurer, for inclusion in the Database, information about the state entity's expenditures paid to a vendor for the preceding month.
- Requires the Database to include certain expenditure information and a searchable database of state and school district employee salary and employment information, and to have specific search and filter capabilities.
- Requires the Treasurer to develop and publish charts and graphs on the Treasurer's website that represent data in the Database, and to allow for public comment on the website regarding the Database's utility.
- Requires the Treasurer to include Database usage data in the Treasurer's annual report to the Governor about the office's transactions, proceedings, and official acts.
- Prohibits the Database from including information that is confidential or that is not a public record under state law, but provides that the Treasurer and the Treasurer's employees are not liable for disclosure of a Database record that is confidential or not a public record.
- Authorizes the Treasurer to adopt reasonable rules under the abbreviated rule-making procedure that implement, and are consistent with, the bill.
- Requires each state entity to display on its website a prominent Internet link to the Database.

DETAILED ANALYSIS

Ohio State Government Expenditure Database

Creation and operation of the Database

The bill requires the Treasurer of State to establish and maintain the Ohio State Government Expenditure Database, which must be free to access by the public. The Database must be available on the Treasurer’s website and must include information about expenditures state entities made in each fiscal year that commences after the bill’s effective date. An “expenditure” is a payment, distribution, loan, advance, reimbursement, deposit, or gift of money from a state entity to any vendor that is processed through the Ohio Administrative Knowledge System (OAKS).¹

State entities must assist the Treasurer in the development, establishment, operation, storage, hosting, and support of the Database at no cost to the Treasurer. At least monthly, through OAKS, each state entity must provide information to the Treasurer for inclusion in the Database regarding each of the entity’s expenditures paid to a vendor for the preceding month. State entities must comply with all of the bill’s requirements using existing resources, and no state entity may charge the Treasurer for any costs arising from compliance with the bill.²

Applicable definitions

The bill applies to “state entities,” meaning the General Assembly, Supreme Court, Court of Claims, office of an elected state officer, or a department, bureau, board, office, commission, agency, institution, instrumentality, or other governmental entity of the state established by the Ohio Constitution or laws of Ohio for the exercise of any function of state government. “State entity” does not include a county, city, village, township, park district, school district, regional water and sewer district, regional transit authority, institution of higher education, the Public Employees Retirement System, the Ohio Police and Fire Pension Fund, the State Teachers Retirement System, the School Employees Retirement System, the State Highway Patrol Retirement System, the City of Cincinnati Retirement System, or JobsOhio.³

The “school districts” excluded from the definition of “state entity” are city, local, exempted village, or joint vocational school districts; science, technology, engineering, and mathematics (STEM) schools; and educational service centers. However, community (charter) schools are state entities under the bill because they are excluded from the bill’s definition of

¹ R.C. 113.60(A) and 113.61. OAKS is the state’s enterprise resource planning system that provides to central administrative business services, such as financial and human capital management. See <https://das.ohio.gov/Portals/0/DASDivisions/InformationTechnology/IS/Services/OAKS.pdf>.

² R.C. 113.61 and 113.63(B).

³ R.C. 113.60(B) and (D).

“school districts.” Thus, it appears that community schools are subject to the bill’s expenditure reporting requirements.⁴

Under the bill, a “vendor” is any person, partnership, corporation, association, organization, state entity, or other party, including any executive officer, legislative officer, judicial officer, or member or employee of a state entity that either (1) sells, leases, or otherwise provides equipment, materials, goods, supplies, or services to a state entity pursuant to a contract between the vendor and a state entity, or (2) receives reimbursement from a state entity for any expense.⁵

Database expenditure information

The bill requires that the Ohio State Government Expenditure Database include the following information for each expenditure:

1. The amount of the expenditure;
2. The date the expenditure was paid;
3. The vendor to which the expenditure was paid;
4. The state entity that made the expenditure or requested that the expenditure be made.⁶

Database features

The Ohio State Government Expenditure Database must include all of the following features:⁷

- A searchable database of all expenditures;
- The ability to filter expenditures by the category of expense and by the OAKS accounting code for a specific good or service;
- The ability to search and filter by any of the factors listed in paragraphs (1) through (4), above;
- The ability to aggregate data contained in the Database;
- The ability to determine the total amount of expenditures awarded to a vendor by a state entity;
- The ability to download information obtained through the database;

⁴ R.C. 113.60(C).

⁵ R.C. 113.60(E).

⁶ R.C. 113.62.

⁷ R.C. 113.63.

- A searchable database of state and “school district” employee salary and employment information. This information must be provided to the Treasurer by the Department of Administrative Services or the Department of Education, as applicable, with data fields provided in a format, manner, and time frame determined by the Treasurer.⁸ The use of the term “school district” in this Database feature may create uncertainty about the bill’s application to community (charter) schools.⁹

Other requirements for the Treasurer of State

The bill requires the Treasurer to develop and publish on the Treasurer’s website state graphical representations of data contained in the Database, including charts and graphs, to enhance and organize the data. The Treasurer must determine the topics illustrated by and frequency of developing and publishing these representations.¹⁰

Not later than one year after the Database is implemented, the Treasurer must provide, on the Treasurer’s website, an opportunity for public comment as to the Database’s utility.¹¹

The Treasurer must include data regarding the usage of the Database in the Treasurer’s annual report to the Governor of the Treasurer’s transactions, official acts, and proceedings, which is required, under continuing law, to be filed each year by December 31.¹²

Exclusion from liability for disclosure

The bill prohibits the Database from including any information that is determined to be confidential or that is not a public record under state law, but the Treasurer and the Treasurer’s employees are not liable for the disclosure of a record contained in the Database that is determined to be confidential or that is not a public record under state law.¹³

Rulemaking authorized

The Treasurer may adopt reasonable rules under the abbreviated rule-making procedure that implement, and are consistent with, the bill. The abbreviated rule-making procedure, unlike the rule-making procedure of the Administrative Procedure Act, does not

⁸ R.C. 113.63.

⁹ On the one hand, community (charter) schools are excluded from the definition of “school district,” which means that they are state entities subject to the bill’s expenditure reporting requirements. See R.C. 113.60(B) to (D). On the other hand, the bare reference to “school district,” as it appears here apart from the definition of “state entity,” suggests that salary and employment information of employees of city, local, exempted village, joint vocational, or STEM schools, or of educational service centers, but **not** of community schools, must be provided to the Treasurer. See R.C. 113.60(C).

¹⁰ R.C. 113.64.

¹¹ R.C. 113.65.

¹² R.C. 113.67; R.C. 149.01, not in the bill.

¹³ R.C. 113.66.

require agencies to give notice of the intention to adopt a rule, to conduct a public hearing on a proposed rule, or to give notice to persons who are affected by the adoption of a rule.¹⁴

Required link to Database

The bill requires each state entity to display on its website a prominent Internet link to the Database.¹⁵

HISTORY

Action	Date
Introduced	02-12-19
Reported, H. State & Local Gov't	05-16-19

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¹⁴ R.C. 113.69; R.C. 111.15, not in the bill.

¹⁵ R.C. 113.68.