

Ohio Legislative Service Commission

Bill Analysis

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Sens. Seitz, Balderson, Patton

BILL SUMMARY

- Modifies the law governing special improvement districts to provide for the creation of energy special improvement districts for the development and implementation of plans for special energy improvement projects.
- Permits property owners to petition municipal corporations or townships for special assessments to pay for the costs of the development and implementation of special energy improvement projects without creating an energy special improvement district ("nondistrict special energy improvement projects").
- Permits a port authority to cooperate with an energy special improvement district and with property owners petitioning for special assessments for special energy improvement projects to provide financing or other financial assistance to the districts or property owners.
- Enacts laws governing energy special improvement districts and nondistrict special energy improvement projects, recreating or recodifying many of the laws, with minor modifications, from current law governing the districts renamed by the bill and from continuing law governing special improvement districts in general.
- Specifies that on and after the bill's effective date, special improvement districts that were created for special energy improvement projects are to be treated as though they were created under the bill's provisions governing *energy* special improvement districts.
- Modifies a limited number of minor provisions governing *nonenergy* special improvement districts, including changing terminology and references.

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CONTENT AND OPERATION

Overview

Modification of current law governing certain special improvement districts

Essentially, the bill is modifying some of the laws governing special improvement districts created for the development and implementation of plans for special energy improvement *projects*. But under the bill, these districts are renamed "**energy** special improvement districts," and are to be subject to the provisions as modified and then recreated or recodified in new sections under the bill.¹ Many of the recreated and recodified provisions are nearly identical to continuing law governing special improvement districts in general, or to current law governing the special improvement districts renamed by the bill. This analysis discusses the modifications, as well as the provisions that are merely borrowed from continuing or current law.

Special assessments for energy projects without district creation

The bill permits property owners to petition municipal corporations or townships for special assessments to pay for the costs of the development and implementation of special energy improvement projects.² The property owners are not required to create an energy special improvement district under this option. The bill enacts provisions governing these petitions and assessments that are similar to the provisions governing the energy special improvement districts.

Cooperation with port authorities

The bill permits a port authority to cooperate with an energy special improvement district and with property owners petitioning for special assessments for special energy improvement projects to provide financing or other financial assistance to the districts or property owners.³ Port authorities do not have this authority under current law.

¹ R.C. 1710.29.

² R.C. 1710.30 and 1710.34(A).

³ R.C. 1710.25(A)(4), 1710.32(B)(3), 4582.06, and 4582.31.

Energy special improvement districts

Basic governing provisions

The bill permits one or more property owners to petition political subdivisions for the creation of an energy special improvement district if they want to use the bill's scheme to fund the development and implementation of special energy improvement projects. The petition must be signed by 100% of the property owners in the proposed district. The district must be for developing and implementing plans for special energy improvement projects.

To pay for the projects, the participating political subdivisions are to levy a special assessment on all real property in the district. At least one project must be designated for each parcel of real property within the district. The district must be governed by a nonprofit corporation acting through its board of directors. The 100% threshold, the levying of the special assessment, and the requirement that the district be governed by a nonprofit corporation are all provisions taken from current or continuing law.⁴

District territory

Boundaries

The bill requires the territory of an energy special improvement district to be within the boundaries of any one municipal corporation, any one township, or any combination of contiguous *or noncontiguous* municipal corporations or townships.⁵ Current law contains similar provisions governing the territory of special improvement districts created for special energy improvement projects. But as those provisions are unclear under current law, the bill's effect on current law is unclear (see **COMMENT** 1).

The bill permits the territory of an energy special improvement district to include all or part of each participating political subdivision. This is the same as in continuing law governing special improvement districts in general.⁶

Addition of territory

To add territory, the bill requires the board of directors of the nonprofit corporation to get the approval of a petition by 100% of the property owners of the additional territory. The board must also get approval of a plan that designates at least

⁶ R.C. 1710.02(D)(2) and 1710.23(B).

⁴ R.C. 1710.02(A), (E), and (F), 1710.20(A) and (C), 1710.21(C), 1710.22(A)(1), and 1710.24(B).

⁵ R.C. 1710.02(A) and 1710.20(B).

one special energy improvement project for each parcel of real property and that complies with the plan requirements described below (see "**Plan for special energy improvement projects of a district**").⁷ These provisions replace similar provisions of current law that govern the addition of territory to special improvement districts created for developing and implementing plans for special energy improvement projects. But the current provisions (repealed by the bill) are different in that they allow territory to be added only if the addition of territory was authorized by the initial plan or a plan later adopted.⁸

Petition contents

The person or persons proposing creation of an energy special improvement district must show (presumably as part of the petition for the district's creation) the area of the district and the ownership of each parcel of property of the proposed district by reference to records that were available from each county recorder's office not more than 60 days before the petition's submission.⁹ Continuing law governing special improvement districts is similar, but refers to records from the county recorder's office and the county engineer's office. Continuing law also refers to the front footage and ownership of the property, in addition to the "area of the district."¹⁰

Plans for special energy improvement projects of a district

The person or persons proposing to create a district must have a written plan for the special energy improvement projects.¹¹ Plans appear to be permitted, but not required, under continuing law governing special improvement districts.¹² The plan required by the bill must describe the proposed special energy improvement project or projects, including their costs, and a statement of which property or properties each project will benefit. The plan must also include the method of assessment to be used and the time period during which the assessment will be levied. The plan *may* include other topics that are listed in the bill, such as operation of the nonprofit corporation,

¹⁰ R.C. 1710.02(E).

¹² R.C. 1710.02(F) and 1710.06.

⁷ R.C. 1710.27.

⁸ R.C. 1710.02(A).

⁹ R.C. 1710.21.

¹¹ R.C. 1710.21(A).

planning services, paying bond costs, contracts related to the projects, aggregating renewable energy credits, or adding territory to the district.¹³

Articles of incorporation contents

The articles of incorporation for a nonprofit corporation that will govern an energy special improvement district must include:

- The district's name;
- A description of the district's territory;
- A description of the procedure by which the articles of incorporation may be amended;
- The reasons for creating the district and an explanation of how the district will be conducive to the district's public health, safety, peace, convenience, and welfare.¹⁴

Continuing law governing special improvement districts on this topic is similar, but slightly more prescriptive. Specifically, continuing law requires the name of each participating political subdivision, along with the district name. It requires the territory description to be specific enough to enable property owners to determine if their property is included. And it requires more specificity with regard to the procedure for amending the articles of incorporation.¹⁵

District creation

To create the district, the person or persons proposing its creation must submit to each participating political subdivision the petition, the articles of incorporation, and the plan for the special energy improvement projects.¹⁶ The political subdivisions then have 60 days to approve or disapprove the items by resolution. If approved, a copy of the resolution must be filed along with the articles of incorporation in the Secretary of State's office. The district is created when all of the subdivisions have filed approval. The bill states that these provisions do not prohibit or restrict the rights of municipal

¹⁶ R.C. 1710.21.

¹³ R.C. 1710.07(F) and 1710.22.

¹⁴ R.C. 1710.23.

¹⁵ R.C. 1710.02(D).

corporations under the Ohio Constitution, or the right of the municipal legislative authority, to impose reasonable conditions in a resolution of approval.¹⁷

These provisions generally mirror the timing and approval requirements in continuing law governing special improvement districts.¹⁸

Requirement to levy special assessments for the district

The bill requires that if every participating political subdivision approves the petition, the plan, and the articles of incorporation, then each subdivision must levy a special assessment on all real property in the district that is located within its boundaries to pay for the costs of the "plan" (presumably this refers to the plan for the special energy improvement projects). The bill transfers to districts created under the bill the provisions in current law governing time limitations on the special assessments. Under these provisions, the assessment is limited to 30 years for each political subdivision – specifically 30 years from the first day of the year in which it is first imposed. If the district is expanded, the subdivision must levy the special assessment with respect to the additional territory no earlier than the date that the territory is added, and for not more than 30 years (also measured from the first day of the year in which it is first imposed).¹⁹

Operation of the nonprofit corporation

General powers of the nonprofit corporation

Regarding powers of the district's governing nonprofit corporation, the bill essentially applies continuing law applicable to special improvement districts to a nonprofit corporation governing an energy special improvement district. Specifically, the bill gives the nonprofit corporation the power to do the following:

- Develop, adopt, revise, implement, and repeal plans for all or any part of the district;
- Contract with any person, political subdivision, or state agency to develop and implement plans for special energy improvement projects within the district;

¹⁷ R.C. 1710.24(A).

¹⁸ R.C. 1710.02(E).

¹⁹ R.C. 1710.02(F) and 1710.24(B).

- For purposes relating to the financing of special energy improvement projects, cooperate and contract with any port authority having jurisdiction over the territory in the district;
- Contract and pay for insurance for the district and for directors, officers, agents, contractors, employees, or members of the district for any consequences of implementing a plan adopted by the district or any actions of the district;
- Act as an agent for and on behalf of a participating political subdivision, to sell, transfer, lease, or convey any special energy improvement project owned by the political subdivision;
- Exercise all powers of nonprofit corporations granted under continuing law governing nonprofit corporations as long as those laws do not conflict with the bill.²⁰

Sale, transfer, lease, or conveyance of special energy improvement projects

In order for the nonprofit corporation to sell, transfer, lease, or convey a project on behalf of a political subdivision, the legislative authority of the subdivision must determine that the project is not required to be exclusively owned by the subdivision for its purposes. The bill states that any determinations made by the subdivision are conclusive. The sale must also be for certain purposes enumerated by the bill, including public health, safety, and welfare, the protection of natural resources, conserving natural areas, and cleaning up pollution. The legislative authority of the subdivision must specify the consideration for the sale, transfer, lease, or conveyance and any other terms.

The bill allows that the nonprofit corporation or the political subdivision may make any purchase, sale, transfer, lease, or conveyance of a special energy improvement project without advertising, receiving bids, or adhering to any other competitive bidding procedures applicable to the subdivision or the district under continuing law. This provision *replaces* a nearly identical provision of current law governing the sale, transfer, lease, or conveyance of a special energy improvement project.²¹

²¹ R.C. 1710.02(G) and 1710.25(A)(6) and (B).



²⁰ R.C. 1710.02(G) and 1710.25(A).

District members

Who are the district members

The bill states that each owner of real property within an energy special improvement district is a district member and a member of the nonprofit corporation governing the district. Current law governing special improvement districts is the same, except that current law provides exclusions for the state or federal government, churches, counties, townships, and municipal corporations. These exclusions may be waived in some cases.²²

Notice of district meetings

The bill applies to energy special improvement districts, with very slight modifications, the current provisions that appear to govern meeting notices for special improvement districts. The bill requires the nonprofit corporation governing the energy special improvement district to determine the identity and address of each owner for any particular action of the nonprofit corporation, including notice of meetings of the district, not more than 60 days before the date of the action, from the most current records available at the county auditor's office. Any persons shown as having common or joint ownership interests in a parcel of real property are to collectively constitute the owner of the real property. The bill further states that the articles of incorporation or the code of regulations governing the nonprofit corporation must provide for the method by which notice for meetings of the district membership is given.

Current law governing special improvement districts on this topic is generally the same, except it may limit the notice requirement to actions that *govern the district*.²³

Method for voting

The bill applies to energy special improvement districts the continuing requirement for specifying the method for voting by members of a special improvement district. Specifically, the bill requires that the articles of incorporation or the code of regulations governing the nonprofit corporation must provide for the method of voting by district members.²⁴

²² R.C. 1710.03(A) and 1710.26(A).

²³ R.C. 1710.03(A), 1710.05, and 1710.26(A).

²⁴ R.C. 1710.05 and 1710.26(A).

Member proxies and designees

The bill applies the continuing provisions governing proxies and designees for members of special improvement districts to energy special improvement districts. These provisions permit a member to file a written statement at least three days before any meeting of the entire membership to appoint a proxy for the meeting. The provisions also permit a member to file a written designation form appointing a designee. No time limit for filing is specified. The designation form must include certain identifying information about the designee and any expiration date of the designation. The form may authorize the designee to vote at any district meeting. Filings must be made with the district's secretary.

The provisions also specify that a proxy or designee need not be a district member or an elector or resident of a participating political subdivision. The provisions further specify that members may change a proxy or designee by filing a new form with the district's secretary, but the most current filed form is the valid appointment. Service of any notice upon a proxy or designee at the address shown on the form satisfies any requirements for notification of the member.²⁵

Implications for district members, directors, and officers

The bill applies some of the continuing provisions about members, directors, and officers of special improvement districts to energy special improvement districts. These provisions state that membership on the board of directors of a district is not considered holding a public office. Regarding immunity, the provisions grant directors and their designees the immunities provided under continuing law governing nonprofit corporations, as well as the limited immunity granted to an employee of a political subdivision under continuing law. Regarding legal defense of employees, the provisions condition a subdivision's duty to represent a director or designee in a civil action on the director or designee (1) being an employee or official of a participating political subdivision of the district and (2) acting within the scope of the director's or designee's employment or official responsibilities.

The provisions also exempt district officers, members, and directors and their designees or proxies from the requirement to file a financial disclosure statement with the Ohio Ethics Commission.²⁶

²⁵ R.C. 1710.03(B), (C), and (D) and 1710.26(B), (C), and (D).

²⁶ R.C. 1710.02(C) and 1710.25(C); R.C. 2744.03 and 2744.07, not in the bill.

Public records

The bill applies the continuing provisions about public records of a special improvement district to energy special improvement districts. The provisions state that all records of the district are public records under continuing law, except that records of organizations contracting with a district are not public records solely by reason of any contract with a district.²⁷

Dissolution of the nonprofit corporation

The bill permits the nonprofit corporation governing an energy special improvement district to be dissolved as provided in the petition, the plan, and the articles of incorporation.²⁸

Continuing law governing special improvement districts on the topic of dissolution is different. It requires a petition for the dissolution, signed by district members who own at least 20% of the appraised value of the real property in the district. It also requires a district meeting to consider the petition, and an affirmative vote to approve the petition of members owning more than 50% of the appraised value of district property. Continuing law also contains provisions for the deposit of assets or rights of the district in a special account, the payment of bonds, notes, and other obligations of the district, and the termination of levies.²⁹

Applicability of the bill to previously created special improvement districts

The bill states that on and after its effective date, any special improvement district that was previously created for the purpose of developing and implementing plans for special energy improvement projects shall continue and shall be treated as though it was created under the bill's provisions governing energy special improvement districts. These previously created districts are to be governed by those provisions of the bill.³⁰

Quarterly reports to electric distribution utilities

The bill restricts to *energy* special improvement districts (rather than special improvement districts in general) the current requirement that the board of directors of the district submit a quarterly report to electric distribution utilities. This requirement

²⁷ R.C. 1710.02(C) and 1710.25(C).

²⁸ R.C. 1710.28.

²⁹ R.C. 1710.13.

³⁰ R.C. 1710.29.

applies with electric distribution utilities that count, toward their compliance with Ohio's energy efficiency and peak demand reduction requirements (see S.B. 310 of the 130th General Assembly), savings or reductions produced by special energy improvement projects.³¹

Express permission for assessment levies for project plans

The bill expressly provides that municipal corporations may levy special assessments for plans of an energy special improvement district for special energy improvement projects.³²

Nondistrict special energy improvement projects

Basic governing provisions

The bill permits a property owner or owners to petition the municipal corporation, township, or any combination of contiguous or noncontiguous municipal corporations or townships within which their property is located for the purpose of developing and implementing one or more special energy improvement projects on their property, without creating an energy special improvement district. Similar to the energy special improvement districts, the parcels upon which the project or projects will be developed and implemented must be within the boundaries of any one municipal corporation, any one township, or any combination of contiguous or noncontiguous municipal corporations or townships. Also similar to the energy special improvement districts, at least one special energy improvement project must be designated for each parcel of property.³³

Petition for the projects

As with the energy special improvement districts, the petition for the special energy improvement projects must be signed by 100% of the property owners. And similar to the energy special improvement districts, the owners must show their ownership of each parcel by reference to records that were available from each county recorder's office not more than 60 days prior to submission of the petition.³⁴

The petition must describe the proposed special energy improvement project or projects, including their costs, and a statement of which property or properties each

³⁴ R.C. 1710.31.

³¹ R.C. 1710.40 (recodified by the bill from R.C. 1710.061).

³² R.C. 727.01(B).

³³ R.C. 1710.30.

project will benefit. The plan must also include the method of assessment to be used and the time period during which the assessment will be levied. Finally, the petition must include a statement that the development and implementation of the projects is being requested under sections 1710.30 to 1710.34 of the Revised Code. The petition *may* include other topics that are listed in the bill, such as planning services, paying bond costs, cooperating and contracting with port authorities, contracts related to the projects, or aggregating renewable energy credits.³⁵

Similar to energy special improvement districts, each municipal corporation or township has 60 days to approve or disapprove the petition by resolution. The bill states that these provisions do not prohibit or restrict the rights of municipal corporations under the Ohio Constitution, or the right of the municipal legislative authority, to impose reasonable conditions in a resolution of approval.³⁶

Petition disapproval in favor of district creation

The bill permits a municipal corporation or township to disapprove a petition on the grounds that the municipal corporation or township desires the creation of an energy special improvement *district*. In that case, the owners may resubmit the petition under the appropriate law.³⁷

Requirement to levy special assessments for the projects

The bill requires that if every municipal corporation and township with which a petition was submitted approves the petition, each municipal corporation or township that approved the petition must levy a special assessment to pay for the costs of the development and implementation of the special energy improvement project or projects described in the petition on all real property located within the boundaries of the municipal corporation or township and for which there is designated at least one of the projects described in the petition. As with the energy special improvement districts, the assessment is limited to 30 years – specifically 30 years from the first day of the year in which it is first imposed.³⁸

³⁵ R.C. 1710.32.

³⁶ R.C. 1710.33(A).

³⁷ R.C. 1710.33(B).

³⁸ R.C. 1710.34(A).

Special assessments for districts and nondistrict projects

The special assessments may be levied by any one or any combination of methods listed in continuing law, provided that the assessments are uniformly applied.³⁹ These methods are (1) by a percentage of the tax value of the property assessed, (2) in proportion to the benefits that may result from the improvement, or (3) by the front foot of the property bounding and abutting upon the improvement.⁴⁰ The subdivision, municipal corporation, or township may combine one or more plans or parts of plans, or projects, and levy a single assessment against specially benefited property. These provisions are the same as in continuing law governing special improvement districts.⁴¹

Other than the permissions granted in the previous paragraph, the bill requires the subdivision, municipal corporation, or township to levy the special assessments in accordance with continuing law governing the levying of special assessments by municipal corporations. And, if the assessment is levied by a township, the bill states that references in continuing law to a municipal corporation are deemed to refer to a township, and references to the legislative authority of a municipal corporation are deemed to refer to the board of township trustees.⁴² This is also the same as in continuing law governing special improvement districts.⁴³

The bill states that the use of special assessments levied to benefit district property owners or project property owners does not constitute expenditures made with public funds.⁴⁴ This provision is unique to the bill.

Miscellaneous provisions applied to districts and nondistrict projects

The bill applies the following provisions to energy special improvement districts and nondistrict special energy improvement projects. Under current law, these provisions, recodified by the bill, apply to special improvement districts created for special energy improvement projects.

³⁹ R.C. 1710.24(C)(1) and 1710.34(B)(1).

⁴⁰ R.C. 727.01.

⁴¹ R.C. 1710.06(C), 1710.24(C)(2), and 1710.34(B)(2).

⁴² R.C. 1710.24(C) and 1710.34(B).

⁴³ R.C. 1710.06(C).

⁴⁴ R.C. 1710.24(C) and 1710.34(B).

- A petition for district creation or for special energy improvement projects is in furtherance of the purposes set forth in Section 20 of Article VIII, Ohio Constitution (conservation and revitalization purposes), although the bill adds that a petition is in furtherance of these purposes if approved by all of the participating political subdivisions, municipal corporations, or townships with which the petition is submitted.⁴⁵
- The acquisition, installation, equipping, and improvement of a special energy improvement project does not supersede any local zoning, environmental, or similar law or regulation.⁴⁶

The bill applies the following provisions to energy special improvement districts and nondistrict special energy improvement projects. Under current law, these provisions apply to special improvement districts in general.

- For purposes of levying a special assessment, the special energy improvement projects are deemed a special benefit to property owners within the district or owners of private property for which there is designated at least one of the projects.⁴⁷
- All rights and privileges of a property owner that is assessed under continuing law governing assessments by municipal corporations are granted to a property owner assessed under the bill. The bill adds "unless waived by the property owner." (See **COMMENT** 2.)⁴⁸

Modification of laws governing *nonenergy* special improvement districts

Director elections

The bill repeals a requirement that elections of directorship for special improvement districts be held in November. Instead, the bill requires the meetings to be held annually.⁴⁹

⁴⁵ R.C. 1710.02(E), 1710.241, and 1710.331.

⁴⁶ R.C. 1710.02(E), 1710.24(A), and 1710.33(A).

⁴⁷ R.C. 1710.02(F), 1710.24(C), and 1710.34(B).

⁴⁸ R.C. 1710.06(D), 1710.24(D), and 1710.34(D).

⁴⁹ R.C. 1710.04(A).

References to boards of trustees

The bill changes references to a nonprofit corporation's board of trustees to the board of directors. 50

Removal of a reference to "assessments"

The bill removes a reference to "assessments" in a provision of current law that refers to the application of proceeds of "any assessments, bonds, or notes issued to fund any public improvements." With this change, the bill clarifies that the provision only applies to the application of proceeds from bonds and notes issued in anticipation of any special assessment imposed to benefit a special improvement district. The provision does not apply to the application of the assessments themselves.⁵¹

Tabulation

The bill tabulates a section of the Revised Code governing the powers of municipal corporations for the purpose of making the section easier to read.⁵²

COMMENT

1. Under the bill, the designation of at least one project for each parcel of real property is required of all energy special improvement districts and in situations in which special assessments are being sought for nondistrict projects.⁵³ The bill also permits the territory of an energy special improvement district to be within the boundaries of any combination of contiguous *or noncontiguous* municipal corporations or townships; and it permits the same for parcels for nondistrict projects.⁵⁴

One provision of current law, repealed by the bill, appears to require the territory in a special improvement district to be contiguous *unless* at least one special energy improvement project is designated for each parcel of real property in the district.⁵⁵ The implication is that there may be a special improvement district allowed under current law for which there is *not* at least one project designated for each parcel, as long as the

⁵⁰ R.C. 1710.02(A) and 1710.04(A).

⁵¹ R.C. 1710.12.

⁵² R.C. 727.01.

⁵³ R.C. 1710.20(C) and 1710.30(B).

⁵⁴ R.C. 1710.02(A), 1710.20(B), and 1710.30(A).

⁵⁵ R.C. 1710.02(A).

territory is contiguous. However, another provision of current law, also repealed by the bill, appears to require that in all cases of a special improvement district for special energy improvement projects that there must be at least one project designated for each parcel of real property.⁵⁶ Therefore, it is difficult to determine the bill's effect. The bill is at least maintaining the status quo in permitting contiguity or noncontiguity when at least one project is designated to each parcel. Whether the bill is effectively prohibiting the creation of districts that are contiguous but do not have one project designated to each parcel is less clear.

2. Due to the ambiguous structure of two identical sentences in the bill, the meaning of the phrase "unless waived by the property owner" is unclear. The waiver could apply to only the right to notice of a resolution and necessity and the filing of an estimated assessment, or it could also apply to other rights and privileges as well.⁵⁷

HISTORY	
ACTION	DATE
Introduced	06-16-15

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⁵⁶ R.C. 1710.02(E).

⁵⁷ R.C. 1710.24(D) and 1710.34(D).