



# Municipal Income Tax: Revenue Projections & Comparative Analysis Final Report- 2025

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<http://cpmra.miamioh.edu>

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## **Executive Summary**

This project was conducted by the Miami University Center for Public Management and Regional Affairs (CPMRA) at the request of, and with access to relevant information, from the City of Beavercreek. The contents of this final report focus on the municipal income tax vs property tax in Ohio and the estimated revenue projections for the City of Beavercreek based on existing, secondary data. The data was extracted from the state of Ohio tax reports, Beavercreek local budgets and annual financial reports, the US Census Bureau database, and the local financial documents of neighboring Ohio municipalities, including cities and villages. The majority of the data examined in this study comes from the 10 years from 2014 to 2023. The goal of this report is to explore financial options for the Beavercreek city government to enhance revenue diversification and establish stable and resilient revenue streams.

High inflation rates experienced recently have exacerbated issues related to the reliance on property taxes, which generally do not allow for inflationary increases in revenue. This type of complication becomes more likely to occur when a significant portion of revenue comes from a singular source. With this in mind, it is fair to assume that economic stability can be more easily achieved when revenue streams come from various, differing sources, in case unforeseen circumstances arise, which may cause a funding mechanism not to perform as intended. All Ohio municipalities are subject to complications from economic fluctuations and unprecedented events, so, generally speaking, all cities and villages could benefit from valuable techniques outlined in this report such as the expansion of revenue sources.

Currently, property taxes generate the most significant amount of revenue for the City of Beavercreek. Although this taxation method has been relatively effective thus far, concerns are rising due to recent developments that reveal the potential downsides of relying on current sources for substantial funding. In Ohio, municipal governments are restricted to two primary taxes: property and income. The primary mechanism explored for diversifying and securing additional necessary funding is the implementation of a municipal income tax in the City of Beavercreek. A municipal income tax is a commonly enacted tax in the state of Ohio. Beavercreek is one of the only three cities in Ohio, along with Cortland and Bellbrook, that do not have an income tax, and it is by far the largest of the three.

**Table 1: Population and Square Miles of Ohio Municipalities Operating Without an Income Tax**

	Population	Square Miles
Beavercreek City	48,012	27.3
Cortland City	7,069	4.33
Bellbrook City	7,532	3.14

Source: US Census Bureau Fact Finder; Beavercreek Engineering Department

As shown in Table 1, Beavercreek has a much higher population and covers significantly more square millage than both Cortland and Bellbrook. The population in Beavercreek is recorded to be 48,012, in Bellbrook it is 7,532, and in Cortland it is 7,069. This means that the Beavercreek population is over six times of the populations in Bellbrook and Cortland. Further, covering 27.3 miles, Beavercreek is over six times the size of Cortland, 4.33 miles, and over eight times the size of Bellbrook, which is 3.14

square miles. By highlighting the substantially higher figures in Beavercreek and comparing them to measurements from the other two Ohio cities which operate without a municipal income tax, this table reinforces the notion that the population and size of Beavercreek likely make it difficult to maintain their current income stream.

Ohio Revised Code section 718.04 speaks to the legal rate limits imposed by the state upon municipalities that wish to enact a municipal income tax. Specifically, “no municipal corporation shall levy a tax on income at a rate in excess of one per cent without having obtained the approval of the excess by a majority of the electors of the municipality voting on the question at a general, primary, or special election”(Ohio Legislative Service Commission, 2015). Therefore, an adoption of a municipal income tax in excess of one percent must be approved by a majority of voters during an election. Exceptions were made in the Ohio Revised Code to allow municipalities that were levying an income tax at a rate in excess of one percent on or before March 23, 2015 to continue to levy at that prior rate above one percent.

Ohio Revised Code section 718.04 also speaks to the ability of municipalities to provide credit to their municipality for payment of a municipal income tax to a different municipality in the state of Ohio or elsewhere. The amount of the credit can be set up to one hundred percent of the rate imposed by the municipality. However, Ohio Revised Code does not require the granting of a credit, so the presence or absence of a credit and the percentage of the credit is up to the municipality (Ohio Legislative Service Commission, 2015).

The Beavercreek City Charter also speaks to tax levies and income taxation.

Section 10.05 specifies that the City Council shall have no power to adopt or levy a municipal income tax without a majority vote of the electors voting on the specific levy. In addition, Section 10.06 further specifies that any taxes proposed beyond the limits as set forth in the Ohio Constitution must be approved a majority of the voters voting on said levy or the proposition has been approved by the City Council stating in that proposition the purpose, rate, and number of years of the tax (Ohio Legislative Service Commission, 2015).

Moreover, the government expenditures in Beavercreek continue to increase; the local government has increased its yearly spending for the city by over \$15 million from 2014 to 2023 ([Beavercreekohio.gov](http://Beavercreekohio.gov), 2023). Since 2014, there have been multiple increases to levies including Park, Streets, and Police levies. All of the levy increases have been approved by voters in Beavercreek. When expenses increase, the necessary amounts of funding to cover costs grow as well. With a large population and a growing need for additional funds to maintain service delivery, the City of Beavercreek's urgency for revenue diversification increases as well.

In Ohio, only inside millage allows revenue growth for inflationary changes. The city's inside millage is 1.40 mills which represents 10% of the city's effective millage ([Beavercreekohio.gov](http://Beavercreekohio.gov), 2023). The other 90% of voted millage only sees additional revenue from new construction, which equates to about 1% per year. This means 90% of the city's levies growth is less than a normal inflationary rate, resulting in the City having to continually seek additional property tax levies ([Beavercreekohio.gov](http://Beavercreekohio.gov), 2023). The other tax cities can implement allows for revenue growth as wages increase due to

inflation without seeking additional voter approval or a change in the tax rate. As we will discuss later this mixture of the two provides both the stability and growth potential that allows the city to adequately manage future needs.

Tax rate percentages, generated revenue amounts, socio-economic traits, and population trends of neighboring municipalities (townships, cities, and villages) were observed to provide officials with a realistic, hypothetical outcome of implementing a municipal income tax in Beavercreek. Data were collected from the Greene County financial files, Beavercreek city financial reports, the US Census Bureau, the Ohio Department of Taxation, and the public financial records of nearby villages and cities. The data was extracted, cleaned, and analyzed by multiple student CPMRA Research Associates to grasp a general understanding of the fiscal makeup of Beavercreek and its surrounding localities. The final report examines various trends in the City of Beavercreek, focusing on socioeconomic characteristics, population demographics, taxation rates, and budgetary fluctuations. To further understand the fiscal nature of Beavercreek, these factors were also explored in neighboring villages and cities, providing information on the economic makeup of similar municipalities.

Through the collection of information and analysis of data, this final report aims to equip the city officials in Beavercreek with an accurate projection of how their current economy could potentially function under the implementation of a municipal income tax. Due to ever-present infrastructure needs, high rates of inflation, and recent external developments, diversification of resources will help the city create both stable and flexible sources of income. Throughout this report, several methods are employed to

reach considerably accurate projections and provide officials with the most realistic modeling of a synthetic taxation structure. It is through these mechanisms in this summarization of research and findings that the hypothetical outcomes of the adoption of a municipal income tax are observed, recorded, tested, analyzed, and modeled.

## **Introduction**

A municipal income tax is paid by the residents who work in the city or village, businesses earning taxable income within the city, and those residing where the municipality tax is enforced (Ohio Department of Taxation, 2011). From the most recent data available regarding the employment inflow and outflow in the city, it is reported that 16,483 residents living in Beavercreek are employed outside of the city, indicating they already pay income taxes to another municipality ([Beavercreekohio.gov](http://Beavercreekohio.gov), 2024). Moreover, the data reveals that most of the people working in Beavercreek reside in another area. Many people who work in Beavercreek live in nearby cities like Dayton, Kettering, Fairborn, and Centerville, all of which have municipal income taxes.

Additionally, some residents of Beavercreek commute to jobs outside the city in these same areas. Commuters account for 23,268 of those employed in Beavercreek ([Beavercreekohio.gov](http://Beavercreekohio.gov), 2024). Only 3,087 of Beavercreek residents work in the city. This means the majority of the workforce is already paying municipal income taxes to other cities. In each of Beavercreek's attempts to legislate a municipal income tax, the city council has included a 100% credit to residents who work outside the city and pay an

income tax to another municipality ([Beavercreekohio.gov](https://Beavercreekohio.gov), 2025). This credit ensures residents are not taxed twice on the same income, once by the city they live in and another time by their city of employment.

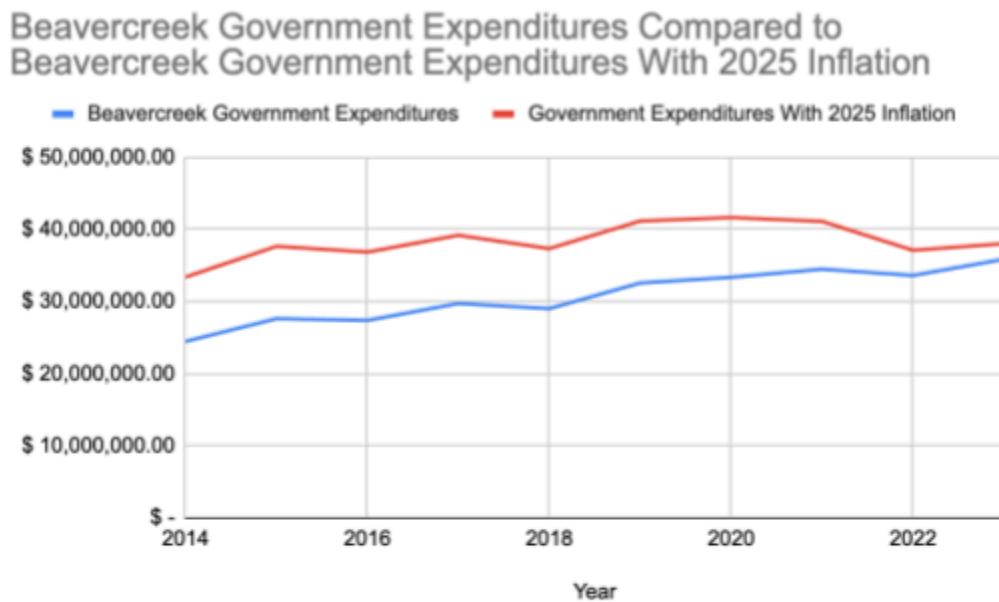
In Ohio, municipalities are defined as either cities or villages. The classification is based on population; municipalities with fewer than 5,000 residents are considered villages, and those with a population of 5,000 or more are classified as cities ([ohio.gov](https://ohio.gov), 2024). Beavercreek falls into the category of “city” with a population of a little over 47,000 residents (US Census Bureau, 2023). Providing community services, accessible resources, and a clean environment to a large population can be challenging. Despite the fluctuations of the economy, the city of Beavercreek has persevered with sound fiscal policy and decision-making and with successful voter approved levies. Historically, voters have rejected income tax initiatives and have preferred to fund city services through property tax levies. By continuing to pass additional property tax levies on property owners, this may be impacting the affordability of homeownership in the city.

The City of Beavercreek has outlined several future objectives to support its community vision. The city’s vision statement as approved by the city council is: “The City of Beavercreek is a safe, vibrant community, dedicated to serving the needs of residents and embracing the opportunities of tomorrow” ([Beavercreekohio.gov](https://Beavercreekohio.gov) , 2025). To ensure the city can continue to sustain its vision and allow Beavercreek to reach its potential, alternative revenue sources are necessary. Imposing ongoing financial pressures on local property owners is unsustainable, especially given the adverse effects of the COVID-19 pandemic, rising inflation, and flaws within the city’s funding

system. One of the most vital objectives for the city in the coming years is to diversify its revenue stream to create an overall dependable and flexible financial system.

Unlike property taxes, an income tax is a progressive tax form that is based on your ability to pay, enabling residents to have more opportunities for economic stability. Beavercreek is one of the only cities in Ohio functioning without a municipal income tax for city programs, services, and infrastructure. Without additional sources of tax revenue, the city relies heavily on property taxes as a primary source of income, and residents of Beavercreek, like citizens in most municipalities in the United States, are reluctant to pay more in property taxes. Beavercreek city residents would significantly benefit from a new and sustainable solution to raise the necessary funds to support their communities.

**Figure 1: Beavercreek Total Governmental Fund Expenditures 2014-2023 Vs. Inflated Government Expenditures 2014-2023**



Historically, the City has relied solely on new property tax levies to keep up with inflationary pressures. This requires continued resident support at the ballot and has placed an undue burden on property owners. The line graph above in Figure 1 displays total governmental expenditures (expenses) from 2014 to 2023 ([Beavercreekohio.gov](https://Beavercreekohio.gov), 2024) compared to those same median income figures, adjusted for inflation (U.S. Inflation Calculator, 2025). The inflated expenditures are represented by the red line, and the original expenditures are symbolized by the blue line in Figure 1. Inflation can be described as how much more expensive the relevant set of goods and/or services has become over a certain period, most commonly a year (Oner, 2025). Inflation adjusted figures allow for the isolation of trends outside of the potential impact of inflation.

Total government expenses were roughly \$24.8 million in 2014, the first year observed; those same government expenditures from 2014 adjusted to 2025 inflation were calculated to be around \$33.4 million, indicating the value of those expenditures in 2014 would have increased by approximately \$8.9 million in the 2025 economy ([Beavercreekohio.gov](https://Beavercreekohio.gov), 2024; U.S. Inflation Calculator, 2025). The largest gap in between the original government expenditures line and the inflated expenditures line in Figure 1 is for the year 2015. The initial total government expenditures in 2015 were equal to \$27.6 million, this number adjusted to fit 2025 inflation increases in value by over \$10 million to around \$37.7 million ([Beavercreekohio.gov](https://Beavercreekohio.gov), 2024; U.S. Inflation Calculator, 2025). The inflationary values provide context for what the cost of total government expenditures in each recorded year would be approximately equivalent to

in the 2025 economy.

By the most recent year included in this research, 2023, total government expenditures had grown to about \$35.8 million ([Beavercreekohio.gov](https://Beavercreekohio.gov), 2024). The inflated value for 2023 was calculated to be roughly \$38 million (U.S. Inflation Calculator, 2025). The initial value for total government expenditures for 2023 and the inflated value for that year represent the smallest gap in between the two lines in Figure 1. Referring only to the blue line representing original expenditures, total governmental expenses in Beavercreek have increased by over \$15 million over the prior ten years. Some of this increase is a result of inflation, increases in population resulting in an increased demand for public services like public safety and addressing aging infrastructure that is in need of repair. These increases were supported by six property tax levy increases approved by the voters over this ten-year period.

While levies are continuously placed on the ballot and employees constantly seek grants and other forms of revenue, funding for Beavercreek is becoming less reliable and more scarce. This final report aims to explore the financial options available to Beavercreek through the implementation of a municipal income tax, with the goal of diversifying revenues. In the 2025 Municipal Budget Report for the city of Beavercreek, it states, “For multiple years, the State Auditor has indicated that our reliance on grants and state funding is a negative indicator of the city’s financial health” ([Beavercreekohio.gov](https://Beavercreekohio.gov), 2025). To improve the flexibility and effectiveness of Beavercreek’s revenue stream, an internal solution must be developed soon. Through the diversification of resources, such as a municipal income tax, revenue collections for

Beavercreek can become more resilient in a changing economic environment.

Practices such as quantitative, qualitative, descriptive, and secondary research were utilized in the study. Further methods employed in the final report include data collection and cleaning, synthetic modeling, revenue estimates, and comparative data analysis to facilitate accurate or reliable revenue projections. Figures from financial reports, city tax documents, city budgets, and other public records were extracted and imported into spreadsheets to analyze trends around specific factors of interest. Some of the trends that the study focuses on include home sale frequency, population trends, and median income trends in Beavercreek, as compared to surrounding and similar Ohio municipalities. Analyzing these trends expands the context within the white paper of the economic structures in Beavercreek by considering its revenue amounts, tax rates, and budgetary allocations in relation to the same traits of nearby cities and villages.

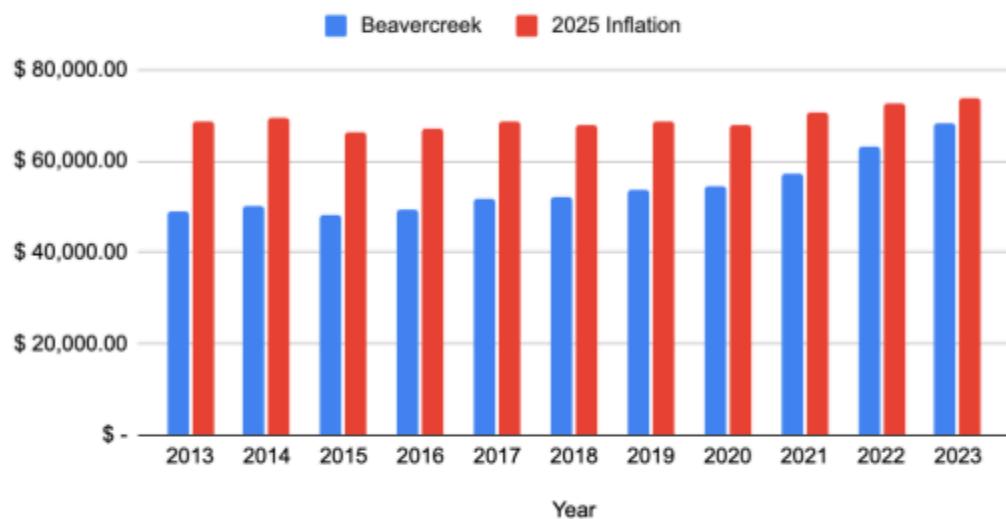
Within the methods of the study, the financial documents of several Ohio cities with municipal income taxes were incorporated to perform a comparative analysis. Data collected on several neighboring and similar areas to Beavercreek aimed to provide a clearer, more accurate municipal income tax model for the city and its residents. Some of the recurring, proximate Ohio areas significant to this white paper, but not limited to, include Dayton, Fairborn, Springboro, Riverside, Kettering, Huber Heights, Centerville, Eaton, and Xenia. Outside municipalities in this study were chosen based on cities included in comparison materials constructed by Beavercreek city officials, similar suburban municipalities, and areas close in proximity to the city. By comparing

municipal tax rates and net municipal profits of similar Ohio locations, the research will be realistically and accurately modeled.

Figure 2 illustrates the median income of Beavercreek from 2013 to 2023, as well as the median incomes from each year inflated to meet 2025 financial circumstances. The median is a form of measurement that divides a total set of figures into two equivalent parts, one half above the median, the other half below. In terms of income, the median is the amount which divides the income range into two equal groups, one having incomes above the median, and the other having incomes below the median (US Census Bureau Glossary, 2025). The median income in Beavercreek has

## **Figure 2: Beavercreek, OH Median Incomes 2013-2023 Compared to 2025 Inflated Beavercreek, OH Median Incomes**

Beavercreek Median Incomes from 2013 to 2023 Compared to 2025 Inflation Figures



consistently been on the rise over the past 10 years, except in 2015, when it reached its lowest point at approximately \$48,000 (US Census Bureau, 2023). The median income

is at its highest in this Figure for the year 2023, reaching approximately \$69,000 (US Census Bureau, 2023). Similar to previously, adjustment for inflation allows for the isolation of trends separate from the impacts of inflation.

Further, comparing the initial median income figures for each year from 2013 to 2023 to each of these same figures adjusted for 2025 inflation provides context as to what these median incomes are calculated to be valued in the current economy. The first recorded year, 2013, originally reported its median income to be \$49,059, and the inflated value for this year increased to \$68,822.35 for 2025 ([Beavercreekohio.gov](https://www.beavercreekohio.gov), 2023; U.S. Bureau of Labor Statistics, 2025). This means the median income value in 2013 has increased by roughly \$19,763.35 in the current year (U.S. Bureau of Labor Statistics. The difference between the unedited median income and the adjusted median income for inflation comes from the most recent recorded year, 2023. However, the original value of \$68,342 has still increased by \$5,454.66 to \$73,796.66 ([Beavercreekohio.gov](https://www.beavercreekohio.gov), 2023; U.S. Bureau of Labor Statistics, 2025). With over a \$5k increase in the value of median income in just two years, it is clear inflation rates have a significant impact on the economy.

Median income figures are used instead of mean income because the presence of extremely high-earning individuals skews the mean income. The mean of a distribution can be more simply described as an average. The measurement of median income is preferred in this observation because it will more accurately represent the central income. At the same time, the mean would likely be too high or too small in value because of extreme outliers. These figures are significant because the higher an

individual's income, the higher the amount of revenue brought in from a municipal income tax to support city programs and services, and community needs.

## Figure 3: Unemployment Rate for Beavercreek from 2013 to 2023

Beavercreek Unemployment Rate vs. Year

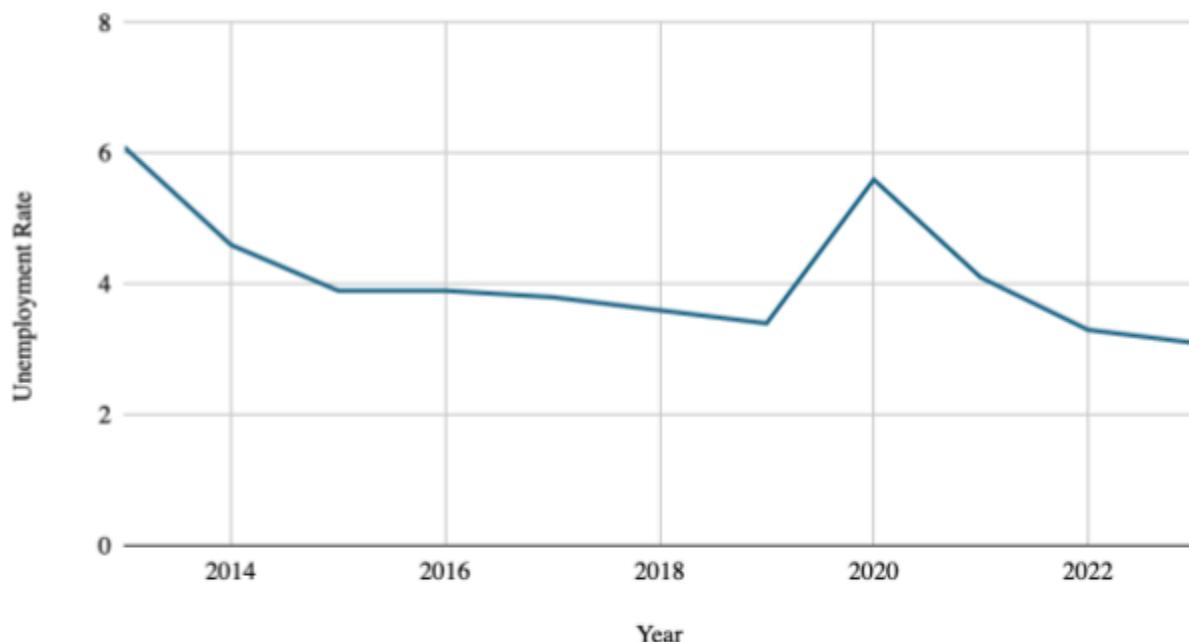


Figure 3 illustrates a linear trend in the unemployment rate of Beavercreek from the years 2014 to 2019 (US Census Bureau, 2023). The unemployment rate steeply increased from 2019 to 2020, when the pandemic severely impacted the labor force in Ohio and within its communities. In 2020, the unemployment rate was at its highest level since 2013, 5.8% (US Census Bureau, 2023). Moving forward, the unemployment rate begins to decline rapidly from 2021 to 2023. By 2023, Beavercreek had a healthy labor force with an impressive unemployment rate at just 2.7% (US Census Bureau, 2023). Further, of the employed population in Beavercreek, 1,036 of 24,745 residents in the labor force or 4.2% of the labor force is employed by the United States Armed Forces as found by the American Community Survey in their ASC 5-year estimate data

profiles (US Census Bureau, 2023). It is important to note the percentage of individuals employed by the U.S. armed forces in the area because the military incomes of these individuals will not be taxable by the city. Notably, federal employment is unique in that regard versus employment from a private sector or a nonprofit employer. However, if the individual earns any income outside of the military in the city or on city property, this income is taxable (RITA, 2025).

## **Problem Description**

The City of Beavercreek, Ohio, has operated without a municipal income tax since its establishment in 1980. This white paper aims to explore the possibilities and outcomes of implementing a municipal income tax while considering various factors, policies, and circumstances. Additional revenues have become increasingly necessary for the city over the last decade as its population expands and financial demands grow.

The Budget Book for the city of Beavercreek outlines seven goals:

1. Diversification and creation of sustainable revenue sources
2. Increasing engagement and information within the community
3. Infrastructure planning
4. Ensuring an adequately-sized workforce
5. Maintenance and development of family-friendly parks
6. Public safety enhancement through prevention, education, and support
7. Emphasis on forward-thinking long-term planning and developmental strategies ([Beavercreekoh.gov](http://Beavercreekoh.gov), 2025).

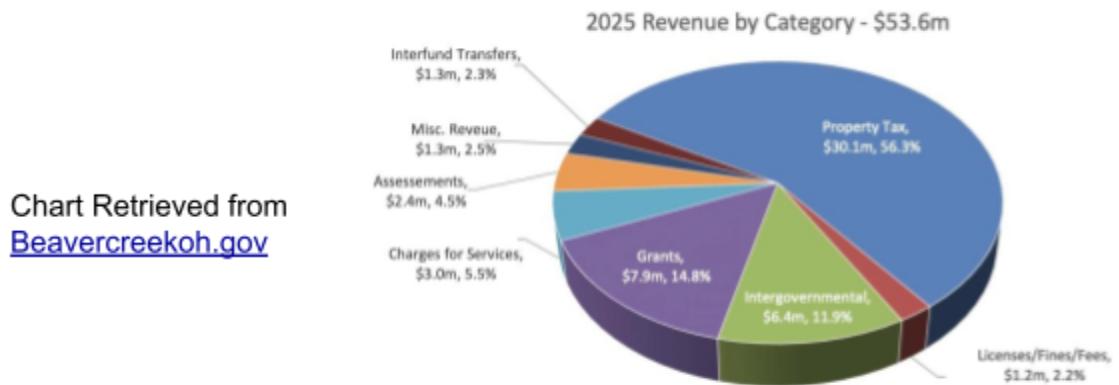
**Problem Statement:** All of the previously listed goals highlight the city's need for long-term financial planning and reform of our tax system to support residents going forward. To ensure the city of Beavercreek can maintain its ability to provide community members with high-quality services, while retaining the City as an affordable place to live, a change in the over reliance on property taxes is essential.

Currently, Beavercreek's revenue is primarily generated by property taxes, which limits funding for city services apart from seeking additional property tax levies to address inflationary needs. The need to diversify revenue streams has become increasingly necessary as the city is reported to depend on property taxes and the grants they provide for about 74% of overall revenue ([BeavercreekOhio.gov](https://www.beavercreekohio.gov), 2025). Diversification of revenue streams is a key practice for state and local governments. A number of local governments including; the county, school districts, municipalities, and townships rely on property taxes as a primary source of revenue. For this reason, the City of Beavercreek receives only 19% of the property taxes levied on its residents ([Beavercreekohio.gov](https://www.beavercreekohio.gov), 2025). Since so many local communities rely on property taxes as a source of funding, diversifying the city's revenue could create a more stable funding stream for all the communities that depend on them.

Figure 4 represents a pie chart of the allocation of Beavercreek's total revenues for the year 2025, \$53.6 million, by the city of Beavercreek. The largest source of revenue for the city is from property taxes, bringing in \$30.1 million and 56.3% of the overall funds, followed by intergovernmental, which allocates \$6.4 million and 11.9% of

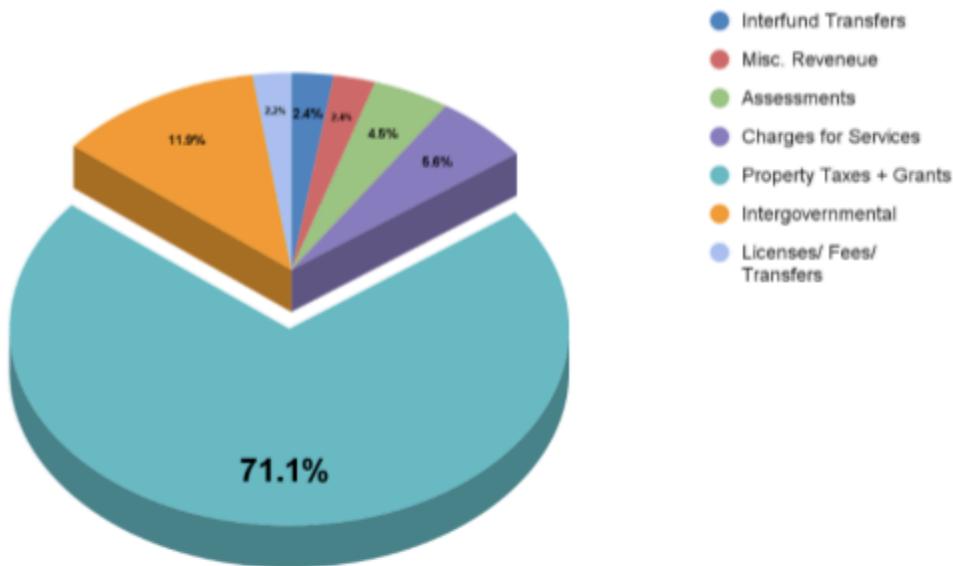
the total revenue. Grants represent the third largest source of revenue making up 14.8% of the City's revenue. It is crucial to recognize that the revenue from grants is not available to the city without the income from property taxes. The City uses its

**Figure 4: Beavercreek Government 2025 Revenue by Category Chart**



property tax dollars to pay the required match for grants from various agencies. Without adequate funding this is \$7.9 million the city may not receive in the future. The third of revenue left over is generated by several, small income streams like interfund charges and transfers, miscellaneous revenues, licenses/fines/fees, charges for services, and assessments. Figure 5 provides a more accurate and easier to understand visualization of revenue streams based off of the city's original chart. In this graphic, the sections for property tax and grants have been combined in the pie chart to clearly represent the percentage of revenue that is being generated by property taxes and the grants that accompany them. The property taxes and its partnered grants make up for 70.9%, 38 million, of overall revenue.

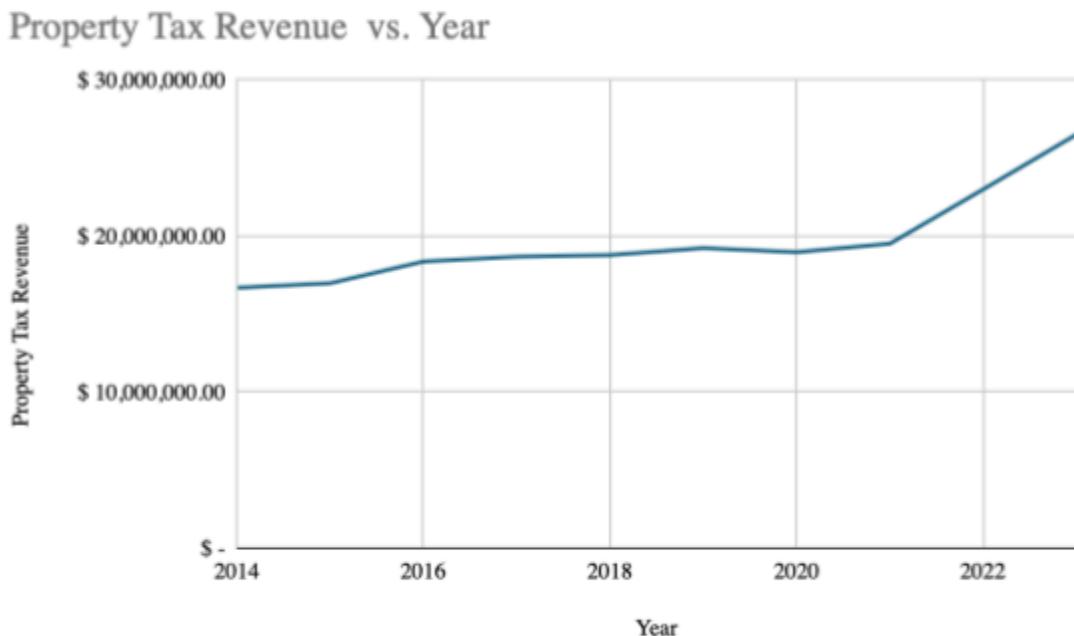
**Figure 5: Modified Beavercreek Revenue Streams for 2025**  
**2025 Revenue by Category- 56.3 m**



Figures from Beavercreekoh.gov, 2025

The line graph below in Figure 6 depicts the property tax revenue brought in by Beavercreek from the years 2014 to 2023 (Greene County Auditor, 2023). Revenue from property taxes appears to be slightly increasing from 2014 to 2020, staying right below \$20 million (Greene County Auditor, 2023). However, in 2022, property tax revenue sharply increased and rose steadily in 2022 and 2023 due to the voters approving an additional levy to fund the police and streets, reaching nearly \$27 million in revenue from property taxes (Greene County Auditor, Ohio, 2023). The revenue projection in 2025 includes the impact of the state mandated three year valuation update which allowed for additional revenue on the City's inside millage which again represents approximately 10% of the City's property tax revenue.

**Figure 6: Beavercreek Property Tax Revenue vs. Year 2014-2023**



High property tax rates are not only a concern for the residents of Beavercreek, but also for the potential residents looking for housing in the area. Beavercreek is just seven miles outside of a large government base, the Wright-Patterson Air Force Base, which brings many employees to the area for work (Wright-Patterson AFB, 2025). The federal site even promotes the city of Beavercreek to employees, stating, “The town is a prime location for those military personnel and their families who are looking to relocate to the area” (Wright-Patterson AFB, 2025). The high property rate of Beavercreek potentially works against the city when compared to other surrounding areas of the Wright-Patterson base, like Dayton, Fairborn, Springfield, and Riverside, by driving potential residents out of the city and to neighboring cities with lower property rates and more financially desirable housing. Conversely, many individuals working on the base,

which cannot impose an income tax due to federal property, find Beavercreek attractive since their income is not subject to a municipal income tax.

Revisiting the city's goals, there are several upcoming "large capital projects" planned for 2025, which also support the notion that Beavercreek needs to diversify its revenue sources. The city's needs consist of, but are not limited to, street/ traffic/ bridge control and repair, upkeep of the city's facilities, local parks and recreation, pedestrian and bicycle spaces, golf course maintenance, and repairs to stormwater facilities ([Beavercreekohio.gov](http://Beavercreekohio.gov), 2025). Services vital to upkeep and maintain the infrastructure in the city may be in jeopardy in the years to come due to costs continuing to rise and the fact that "there is still no adequate funding mechanism and source to pay for the city's aging infrastructure" ([BeavercreekOhio.gov](http://BeavercreekOhio.gov), 2024). An income tax would allow the city to tax individuals who utilize city services by traveling to Beavercreek for work, but who live outside of the city.

According to On the Map from the US Census Bureau non-city residents make up 88% of the over 26,000 people employed in the city. Although an increase in taxes or the imposition of an entirely new municipal income tax is not ideal, it could provide Beavercreek and its residents with the funding mechanism to support its internal structure, all while also enhancing the appeal of residing in Beavercreek or continuing to reside in Beavercreek. One difference between property taxes and income taxes is that retirement income is exempted from income taxes by Ohio law, including retirement benefits and social security, while property taxes have much smaller tax reductions for seniors or elderly residents.

**Figure 7: Comparison Trends - Beavercreek and Eight Similar Municipalities**

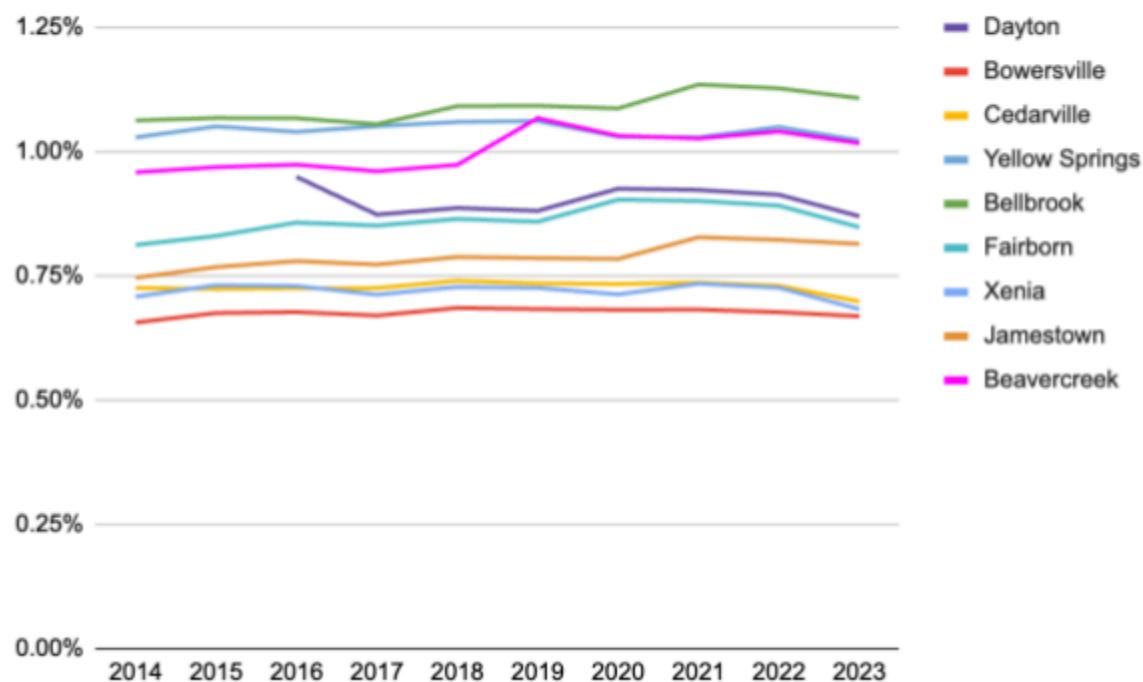


Figure 7 provides a visual representation of the total property tax rates to show that, amongst the studied municipalities, Beavercreek (bright pink line) has one of the highest total tax rates. Currently, Beavercreek's tax rate is on the decline. Bellbrook is another city that, like Beavercreek, lacks an income tax. Bellbrook has had the highest total tax rate out of the similar municipalities each year for the past 10 years. Since Bellbrook and Beavercreek sit at the upper end of the total tax rates and both lack an income tax, the data implies that revenue diversification could potentially allow Beavercreek to lower the total tax rate to keep in line with its peer group.

## Figure: 8–Percentages of Workers Earning Above, Equal to, & Below Minimum Wage in Beavercreek & Other Municipalities

### Percentage of Workers Earning Above, Equal, & Below Minimum Wage in Beavercreek & Select OH Cities

Note: In 2022, the monthly income that was considered minimum wage in Ohio was roughly equal to \$1,488/ month.



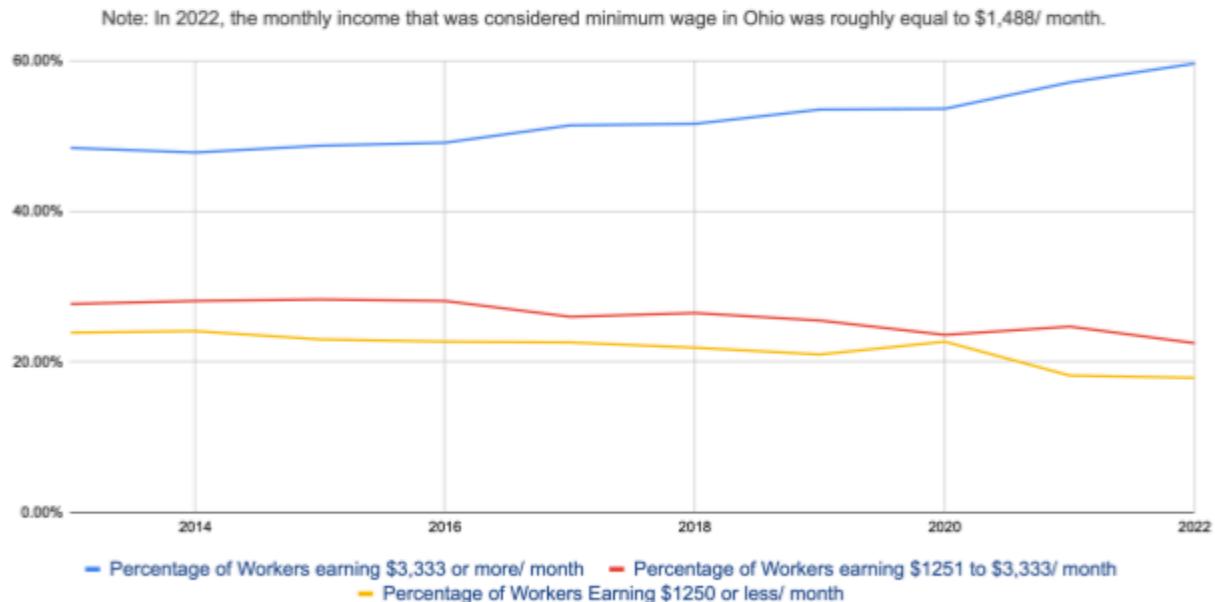
This figure represents the estimated monthly earnings for an employed individual in each of the selected Ohio cities. The green bar represents the percentage of people earning more than \$3,333 per month, which is considered to be well over minimum wage; as Ohio minimum wage earnings for a month in 2022 were calculated to be around \$1,488. Additionally, the blue bar in the same figure shows the percentage of people earning \$1,251 to \$3,333 per month, and this range includes the monthly minimum wage earnings in Ohio, which again is roughly equal \$1,488/ month. Finally, the red bar illustrates the percentage of people earning \$1,250 or less per month, which is an income level considerably lower than the minimum wage. In Beavercreek, about 59.6% of working individuals in 2022 were making significantly more than minimum wage, roughly 22.5% of those employed in the city were making right around minimum

wage, and 17.9% of workers made below minimum wage.

In comparison to surrounding municipalities, Beavercreek's individual monthly earnings are relatively high. The highest percentage of people making above minimum wage are located in Oakwood City at 63.6%, only 3.0% higher than the percentage of people earning above minimum wage in Beavercreek. The lowest number of people in the highest earning category comes from Dayton city at 41.5%, 18.1% less than individuals working in Beavercreek. The cities with the highest individual monthly incomes are Oakwood, Bellbrook, Beavercreek, and Centerville. The cities with the lowest individual monthly incomes are Dayton and Trotwood.

**Figure 9–Percentages of Workers Earnings Relative to Minimum Wage in Beavercreek from 2013 to 2022**

**Percentage of Workers Earning Below, Equal to, or Above Minimum Wage in Beavercreek from 2013 to 2022**



This figure displays the trends from 2013 to 2022 in individual earnings throughout

Beavercreek. The blue line portrays a consistent growth in the percentage of workers earning well over minimum wage, more than \$3,333/ month in the city. The red line illustrates the amount of workers earning right around minimum wage, \$1,251 to \$3,333, to be steadily decreasing over the observed eleven years. Lastly, the yellow line represents those in Beavercreek earning less monthly than minimum wage. The yellow line is in a slight decline from 2013 to 2019. In 2019, the line starts to move upwards, indicating an increase in people earning less than minimum wage monthly. The inclination peaked in 2020, and the rise in individuals with low-paying jobs was likely a result of the economic distress caused by the 2020 pandemic. After 2020, the yellow line begins to rapidly decrease until 2021, where it becomes a slight decline again by 2022. Overall, this graphic shows how the percentage of individuals earning well above minimum wage in Beavercreek is increasing, and the percentages of those earning at and below minimum wage are moving downward.

## **Income Tax Versus Property Tax**

### **Income Tax**

Having an income tax can greatly increase the tax base, considering the number of people who work but do not live in Beavercreek. The vast majority of people employed within the city are non-residents, so an income tax would require non-resident employees to contribute to the city. The Institute on Taxation and Economic Policy notes that among municipalities that collect, local income taxes constitute one-fourth of their tax revenue (Jefferson, R., 2025). The revenue collected can then be used to fund

necessary public services and infrastructure. In Beavercreek, an income tax would capture the services used by non-residents and eliminate the problem of individuals benefitting without contributing. Those who use Beavercreek's roads and services will have to pay an income tax to cover the costs. In turn, the burden placed on Beavercreek's residents from individuals that use services without contributing will be lessened.

Most likely, the addition of an income tax would not discourage businesses from remaining in the area. Not only would it be costly to relocate a business out of the city, but all surrounding municipalities also have an income tax. Surrounding municipalities include Fairborn, Xenia, and Kettering.

Income taxes are also progressive in nature, meaning that those who have higher wages pay more in taxes (*What is a Progressive Tax?*, n.d.). Progressivity in taxation is central to reducing income inequality among residents by utilizing taxes from higher earners to fund programs for lower-income earners.

At the same time, income taxes do have several cons. The income tax rate is typically based on a progressive system, dependent on an individual employee's income (*What is a Progressive Tax?*, n.d.). Progressivity in taxation can be problematic when the majority of employees make minimum wage and, therefore, do not pay a high rate of income tax. In Beavercreek, 2022 Census Bureau employment data shows that 59% of residents make significantly more than minimum wage (\$3,333 or more) every month (*OnTheMap Application*, 2024). The next bracket included residents that made between \$1,251 and \$3,333 every month. Some of these individuals made over or equal to

minimum wage, but the data was unclear on exactly how many made over minimum wage.

Another limitation of an income tax is its volatility. Income tax revenue can fluctuate in response to economic conditions, resulting in surpluses and shortages (Mattoon, R. and McGranahan, L., 2012). As stated earlier, recessions are part of the economic cycle, guaranteeing their occurrence. Uncertainty in revenue can make it difficult to plan a city budget properly.

Further, the income tax code can be challenging to understand, especially given its intricacies. Tax code complexity disadvantages individuals who work remotely, those who lack a fixed residence, and small business owners who may not be aware of their local income tax obligations (*Complexity of the Tax Code*, 2022). For these reasons, taxing income can reveal inequalities in resources and knowledge, and in some cases, cause evasive behaviors that are detrimental to the local government.

## **Property Tax**

Property taxes are beneficial in providing a more stable and less volatile source of revenue for local governments (*The Role of Property Taxes in Funding Local Government Services*, n.d.). They are typically used to fund essential community services, including public schools and fire departments (Zhu, L. and Pardo, S., 2020). Along with essential services, property taxes are used to invest in infrastructure, such as maintaining roads and constructing public buildings. Infrastructure funding is vital to ensuring that the city remains attractive to residents and non-residents. Having stable

revenue sources enables accurate budget planning and proper funding allocation to keep services running smoothly.

Like income taxes, property taxes have some limitations. Nationwide, these taxes do not rise with inflation because property values are not appraised with inflation increases. Instead of adjusting or freezing values, the Ohio system adjusts the tax rate for voted levies to eliminate additional income from reappraisal changes (*Real Property Tax - General*, n.d.). Inside Millage and Floor Millage is allowed to grow at the reappraisal rate. Inside millage in and of itself does not cause a huge issue since it makes up a relatively small portion of the total millage. In Beavercreek it is about 14% of the total millage, but when you add the school district 20 mill and 2 mill floors it accounts for 34% of the millage (H.R. Rep. No. 136-335, 2025). Without the floors, a 30% increase in value would result in a 4% increase in taxes (H.R. Rep. No. 136-335, 2025). Values are only updated every three years so 4% over three years is not unreasonable. But with the floors the increase is 10% which is a large tax increase without a vote of the people. As operational costs of cities and services increase, property tax revenue is expected to remain constant.

Property taxes can also price residents out, such as retirees and those on a fixed income. As the population ages and retires, they may not be able to pay for their homes and have to move out. An increase in the property tax rate can also discourage long-time residents from remaining in the area, especially when considering that property tax is based on home value (*Property Tax Resource Hub*, n.d.). The amount of

home that one can afford changes over time. Retirees may struggle to keep up with property taxes as they begin to rely on smaller sources of income.

Those who are purchasing a home typically choose to take out a mortgage. The mortgage company will then send them a bill, listing the combined mortgage and property tax cost. Once the home is fully paid off, the property tax bill no longer goes through the mortgage company. Having a separate property tax bill can pose a large problem for people on a fixed income when they receive a bill that they were not expecting.

Another glaring issue with property taxes is that they stay with the property and not the owner. When the owner fails to pay the tax, it remains on the property. The city cannot recoup the property tax until the house is sold and taxes are collected from the new owner (*Ohio Property Tax Guide*, 2025). Gary, Indiana, is an excellent example of the negative side of property taxes. Due to changes in the industry, large masses of residents moved away and abandoned their homes. Residents abandoned their homes with years of built-up, unpaid property taxes. To address this, the properties were sold for a dollar with the caveat that one would have to pay the standing property taxes (Bendix, A., 2019). During this time, the city's revenue was stagnant as it could not recoup the tax until a new owner purchased the home.

### **Value of Revenue Diversification**

This report is based on general research for all municipalities. Using the gathered research and subsequent analysis, revenue diversification would be recommended for any of the municipalities. Revenue diversification through reliance on an income and

property tax together provides value to cities by providing additional funding streams to accomplish city goals. Greater funding benefits city services and can make a city more desirable to residents and those looking to move into the area. General examples of city services that could benefit from increased funding include improved roads, enhanced safety services, and public school improvements.

Revenue diversification is extremely valuable to local governments because it provides more stability than any single tax. Reliance on multiple revenue sources can mitigate the effects of economic changes on a local government's budget planning and funding provision. It also mitigates the impact of extreme cases, such as home abandonment in Gary, Indiana, by providing an alternative source to keep the community growing and thriving despite challenging financial times.

Using the two taxes in tandem would also make Beavercreek similar to other cities in the area. Due to its proximity to Wright-Patterson Air Force Base, Beavercreek is an ideal location for individuals and families to relocate. Diversifying revenue sources could increase the number of individuals and families moving into the area, as it could decrease property taxes. It also allows for a new base of individuals to be taxed: those who work in Beavercreek but do not live there. This can lessen the tax burden on Beavercreek's residents, while potentially increasing the tax revenue received by the local government.

An income tax could potentially appeal to residents because a vast majority of them pay income tax to another municipality. These residents also pay a high property

tax in Beavercreek. Non-residents do not pay Beavercreek property or income tax, so it is likely that diversification would appeal to residents and lessen their tax burden.

On that topic, it is important to note that additional taxation on residents is never appealing. At the same time, Beavercreek residents may find income tax more appealing because every surrounding municipality has one. Since the majority of residents work outside of Beavercreek, it is likely that their income is taxed. Residents also bear the burden of paying for community services that are used by non-residents, who do not pay for service maintenance through their tax dollars. For example, residents' tax dollars go towards snow removal and pothole repairs, which greatly benefit non-residents who work in the area but do not pay taxes for this service to take place.

## **Revenue Diversification**

As mentioned in the preceding sections of the report, revenue diversification is a crucial component of healthy fiscal systems. This concept has been extensively studied for years throughout academic research. Referring to Figure 5 on page 23, Beavercreek relies on property taxes to receive 70.9% of its funding for city operations ([Beavercreekohio.gov](http://Beavercreekohio.gov), 2024). Although property taxes have been a stable source of revenue, due to voters' willingness to pass additional levies, Beavercreek's revenue collection system lacks diversification. This results in properties in Beavercreek being considered less affordable due to the high property tax burden, relative to other local municipalities. This has the greatest impact on those individuals who rely on a fixed

income, mostly retirement and social security income, which is exempted from income taxes.

To begin, authors Rasmané Ouedraogo, Rene Tapsoba, Moussé Sow, and Ali Compaoré (2020) conducted a study in which they ultimately concluded and stressed the importance of revenue diversification as it allows a municipality to consistently provide public services throughout changing economic environments. Among their study comparing different countries' revenue collection systems, they found robust evidence that supports that revenue diversification lessens tax revenue volatility. Since Beavercreek relies primarily on gaining important revenue through property tax from homeowners, this leads to an overreliance on a single form of revenue that while stable fails to keep up with inflation and creates an undue burden on property owners. Recently, as the city has sought out additional funds to maintain city operations, both parks levies placed on the ballot during the last two elections have failed, leading to the possibility that the public can no longer support property taxes as a method for generating revenue needed to provide essential services. This can be seen through a number of legislative changes being proposed that would limit or even eliminate the ability to levy a property tax. According to conclusions made by the research, the greater diversity in a revenue system, the more stability and flexibility a revenue system has. Evidence overwhelmingly suggested that revenue diversification was not only a positive component of fiscal systems, but municipalities must have revenue diversification to be adequately prepared for business cycle fluctuation- the natural expansions and contractions in the economy (Ouedraogo et al., 2020).

Building on this point, this is significant to Beavercreek, as municipal officials are exploring the implementation of a municipal income tax to diversify their revenue collection systems. Evidence strongly suggests that implementing diversified revenue sources is not only advantageous in creating a healthier fiscal system, but it also productively increases overall revenue. Diversified revenues such as property tax and income tax, also have different populations of people who pay the taxes, thus diversifying city revenues will lead to diversified payors including non-residents. Lastly, evidence also suggested a trend correlating increased economic growth and development to an increased diversification of revenue collection sources, which should also increase (Ouedraogo et al., 2020). Looking forward, as Beavercreek continues striving to achieve the seven goals outlined in their Budget Book, as well as further economic development initiatives in the future, these findings outline various reasons that a municipal income tax may be an advantageous addition.

Continuing, in a study conducted to examine the trends of revenue diversification in a variety of suburban municipalities of Chicago, researchers explored 240 municipalities over ten years (Hendrick, 2002). This study is specifically helpful in terms of direct application because Beavercreek is a suburban municipality located outside of a large city (Dayton), and this study specifically focused on similar suburban municipalities located outside of Chicago. To begin, researchers recognized that revenue diversification can be easily misunderstood by taxpayers, leading to higher tax payments without a complete understanding, due to its structured nature. However, some opposing research argues that it lessens people's views about their perception of

the cost of government (Hendrick, 2002). In this study, researchers identified that amongst the municipalities they studied, one of the biggest trends they saw was that municipalities with greater diversity among revenue collection sources had greater levels of autonomy and stability in times of change and through the ebbs and flows of the economy (Hendrick, 2002).

Additionally, as researchers examined these municipalities, they found that over time, there were steady trends of increases in revenue diversification, particularly in wealthier and middle-class communities, due to increased economic development in those areas (Hendrick, 2002). However, in an additional study conducted by focusing on 76 villages and municipalities also located outside of Chicago, they found that revenue diversification trends were not and can not be limited to a certain demographic of citizens. They encouraged all types of municipalities- varying in size, demographics, and location- to explore diversifying their revenue sources (Carroll, Eger, & Marlowe, 2003). However, both of these studies, in agreement with one another, showed a common underlying trend of municipalities shifting from relying solely on property tax to moving toward diversified revenue structures as a way of obtaining increased revenue and fostering fiscal stability.

Further, we also see many examples of the importance of revenue diversification through research conducted concerning the recent COVID-19 pandemic. Cities in Ohio operating under a municipal income tax during the pandemic faced unexpected challenges resulting from emergency quarantine orders (Y. Ling, et al., 2024). Since a municipal income tax is designed to be collected in the city where the work is being

done, the sudden influx of individuals working remotely caused confusion and misunderstanding. Without legislative revision, many municipalities in Ohio could have faced financial devastation brought by the rearrangement of working patterns from in-office to remote during and following the pandemic (Y. Ling, et al., 2024). Subsequently, early in the pandemic, the General Assembly enacted House Bill 197, and Section 29 of the bill outlined a law which determined that the municipal income tax would continue to be withheld by the original city where the work was done, regardless of whether the remote work took place in the city or outside of it (Trevas, 2024). This decision was to remain until the emergency orders were lifted later in 2020.

Conflict around the law revisions of the Ohio municipal income tax amidst the pandemic came to light when taxpayers attempted to obtain a refund from their municipal income tax withholdings for the 2020 tax year (The Ohio Society of CPAs, 2024). Due to the nature of the municipal income tax system in Ohio, there are many cases of Ohio residents living in an area without a municipal income tax, while working in an urban center that does enforce the tax. House Bill 197 issued early in the pandemic allowed for employers whose employees were working remotely to continue to collect income tax for the municipality of the physical workplace (Trevas, 2024). This decision was key to stabilizing the revenue streams for cities relying on their income tax collections (Y. Ling, et al., 2024), however, it did not completely eliminate problems for municipalities. Ultimately, the legislation surrounding the non-uniform municipal income tax system in 2020 resulted in many individuals being denied their refund for the tax year (The Ohio Society of CPAs, 2024).

A specific example of the confusion surrounding municipal income taxation during the pandemic is the case of Schaad v Alder, 2024. Josh Schadd worked from his home in Blue Ash from June to December in 2020, while his employer continued to withhold municipal income tax from his pay and submit it to the city of Cincinnati. When Schaad attempted to file a refund for the municipal tax withholdings in Cincinnati, Karen Alder, the finance director for the city, denied his request (Trevas, 2024). Schaad sued Alder, claiming that allowing Cincinnati to tax his income while he worked at his home in Blue Ash violated the U.S. constitution (Trevas, 2024). The case reached the Ohio Supreme Court, which ultimately found the law to be constitutional and ruled in favor of the city of Cincinnati. The Ohio Supreme Court 5-2 majority decision unfortunately resulted in many Ohio tax payers, including Josh Schaad, being denied the ability to claim 2020 municipal income tax refunds (The Ohio Society of CPAs, 2024).

Research by Rebecca Hendrick and Robert Degnan highlights the critical role of municipal revenue diversification in promoting fiscal stability, particularly during recessions. Their study, which analyzed data from over 18,000 municipal governments between 1997 and 2012, found that municipalities with diversified revenue systems were better able to adapt to fiscal stress during the 2001 and 2007–09 recessions than those dependent on a single revenue stream. While property taxes provided a measure of stability during these downturns, especially through the Great Recession's housing market crisis, the findings emphasize that diversification is necessary to maintain financial resilience and keep pace with inflationary pressures. Revenue diversification not only provides stability but also ensures municipalities can weather recessions as a

natural part of the economic cycle (Hendrick & Degnan, 2020).

For Beavercreek, this research underscores the risks of relying almost exclusively on property taxes. While these revenues remain stable, they are insufficient to sustain high-quality programs, services, and infrastructure needs over the long term. To strengthen its financial position and align with its 2025 Budget Book initiatives, Beavercreek could consider adopting a municipal income tax. As Hendrick and Degnan's research demonstrates, diversifying both the source and type of revenue collection is a cornerstone of strong municipal finance and long-term fiscal health.

### **State Action Regarding Property Taxes**

In light of current pushes at the state level regarding property tax cuts, some even calling for a total removal of property tax, implementing diversified revenue sources has become even more important to consider. Recently, an Ohio-based group referred to as "Citizens for Property Tax Reform" has organized a movement called "Ax Ohio Tax," in which they are collecting signatures in hopes of placing a citizen-led initiative on next May's (2026) ballot. Although they are still in the process of collecting signatures and formally proposing their written initiative to the Attorney General, this warns of the volatility of property taxes in the coming years (*Ax Ohio tax, 2025*).

Additionally, there has also been recent legislation passed in the Ohio state legislature regarding changes to property taxes. In June 2025, Ohio legislators voted to pass a budget in which they directly addressed property taxes in numerous ways. Firstly, beginning in January 2026, schools with any unspent taxpayer money over 40%

of their overall budget would now be required to credit this directly back to the taxpayers. According to data tracked from 2012-2024, legislators predict that this will save Ohioans at least \$2.5 billion on property taxes annually. Although this provision was line-item vetoed by Governor DeWine, it reflects the attitude of Ohio legislators and has certainly brought the topic of property taxes to many Ohioans' attention (*Ohio House passes budget plan that delivers historic property tax relief for Ohioans, implements nation's second lowest income tax rate, 2025*).

Continuing, legislators also addressed property taxes in the budget passed in June 2025 by proposing a variety of direct structural changes. They voted to allow the Board of County Commissioners to award anywhere up to a 2.5% owner occupancy tax credit, therefore lessening the property taxes paid by some individuals. Commissioners were also granted the authority to grant double homestead to individuals- essentially exempting an amount of their home value from taxation- without a guarantee of reimbursement to local governments for their lost revenue. These changes are set to take effect on September 30, 2025, after the 90 day period has lapsed (*Ohio House passes budget plan that delivers historic property tax relief for Ohioans, implements nation's second lowest income tax rate, 2025*). Both of these new policies could greatly affect and decrease the once fairly steady revenue collected by municipalities from property taxes.

Moreover, in accordance with the signing of the recent Ohio budget, Governor DeWine also announced that he has put together a task force that is currently working to deliver its recommendations about property tax action by the end of September

(Jordan, 2025). The press release states that they are “tasked with thoroughly examining issues related to how to provide meaningful property tax relief to homeowners and businesses while ensuring that funding for local schools, fire, police, EMS, libraries, and developmental disabilities is adequate” (Office of the Governor, 2025, p.1).

After the June 2025 budget was passed, several Ohio legislators are continuing to push for changes regarding property taxes. They have begun by proposing a property tax cap at 1.25% of the appraised home value and 1% for seniors (Conte, 2025). The recent trends in local municipalities and state-level legislation show a common agreement to lessen the burden of property taxes, all while giving homeowners more autonomy and transparency in the process.

In response to the current political climate and actions taken against property taxes, all municipalities in Ohio should make it a priority to provide diversification among their revenue sources, specifically given the threat to property taxes that has recently risen across the state. Ultimately, implementing a municipal income tax is no longer just about diversifying revenue, but simply maintaining a healthy fiscal system that is less vulnerable to change.

### **Methodological Approaches**

All data collected for this report was pre-existing and came from established quantitative statistical sources, including the US Census Bureau tables, Quarterly Financial Statements, State of Ohio Reports, Annual Comprehensive Financial Reports, and Beavercreek Municipal Budgets. No data from these sources was intentionally

omitted. The Census Bureau's vast array of American Community Surveys was heavily utilized because they collect data on an annual basis, and their survey is organized based on characteristics of interest. The American Community Surveys collect data on a large scale at the municipal level, allowing for comparison across municipalities.

The data throughout primarily focused on the 10 years from 2014 to 2023 to understand the financial and economic functions of Beavercreek and its surrounding municipalities. The COVID pandemic years were included in these 10 years, and the resulting analysis, as going back 10 years more to exclude them, would create problems in comparing the time values of money for monetary measures. Excluding these years would also create a period with a break, making analysis a more arduous process.

Due to the vast number of sources and years that data was pulled from, data cleaning was crucial to ensuring accuracy. One early data challenge came from the current state of Ohio websites' lack of actively available historical data. To circumvent this, the Wayback Machine was used to capture essential data from the last point it was available. In terms of manual data cleaning, Annual Comprehensive Financial Reports require files to be split and joined together in Adobe Acrobat software. Much of the data cleaning required was to transform PDF files into Excel and fix the resulting formatting errors. For example, property tax data downloaded as a PDF required an unmerging of cells to create separate cells for each number and tax district name within Excel. Other issues arose when PDFs had blank cells that did not properly transform into Excel. These blank cells needed cross-referencing to the original PDF to verify their

emptiness. Socioeconomic data also required cleaning through the use of the “TRIM” formula to ensure consistency in labeling. Once clean, the data was analyzed in the R software program and modeled. Two methods were used to create models: synthetic control and revenue forecasting.

The synthetic control method utilizes data from multiple sources to create a control group for comparison with the treated group. Synthetic control relies on two main assumptions:

- 1) The treatment and control groups were similar before the intervention was implemented (Paul, 2023).
- 2) Differences in outcomes between the two groups are a result of the intervention and not other factors. (Paul, 2023).

In this report, Beavercreek was the treated group. Multiple control groups were utilized to identify different possible scenarios and increase the accuracy of findings. Both assumptions were met by acquiring data from various similar and neighboring municipalities, which served as a means to control for other possible explanations of the changes. This was key to synthetic control modeling because it allowed for exploration into different potential revenue streams for the city of Beavercreek, while maintaining an untreated control group for comparison.

Revenue forecasting was necessary to provide an estimation of future revenue streams stemming from the implementation of a municipal income tax. Revenue

forecasting provides an estimation of future revenue based on historical data and relies on one key assumption:

- 1) Historical patterns in data will extend into the present and future (Sunflower Bank, 2024).

It is essential to note that this assumption may have been compromised due to the use of data within the time frame of the unanticipated COVID-19 pandemic. The validity of the research was not undermined by pandemic data because data collection relied upon a 10-year data period, increasing the research's robustness to address the potential challenges caused by using pandemic years in the forecast. Excluding pandemic years from the research would have created a break in the data, making analysis more challenging. Additionally, using data from 10 years prior would have significantly inhibited accurate data comparisons, due to the differences in the time value of money.

Along with synthetic control and revenue forecasting, comparative analysis was pertinent to provide more context for Beavercreek's position among Ohio's municipalities. Property tax rates, for example, were collected from similar municipalities to compare rates based on location, percentage, and overall tax revenue. Comparing similar municipalities helps to understand Beavercreek's position within its peer group. This comparison strengthens the potential avenues to diversify the revenue stream in Beavercreek because it taps into municipalities of varying tax revenue makeups.

## New Findings

Several types of documents were reviewed for research purposes and data extraction. Data was collected from state and local government financial reports; specifically, from quarterly financial statements, yearly home sale files, Ohio income tax information, municipal net profit collections, census profile data, socio-economic and employment figures, and other related supporting reports. The reports were retrieved from the local government website for Beavercreek, as well as other surrounding local government websites, the Ohio State Auditor page, and the Ohio Department of Taxation.

The primary approach to understanding the potential revenue collection amount for the city of Beavercreek if a municipal income tax were levied was the synthetic control method. The synthetic control method allows for the creation of a counterfactual or synthetic Beavercreek where municipal income taxation is present. The synthetic Beavercreek is created by using a set of similar municipalities on a set of characteristics that would impact the amount of income taxation collected by the municipality: unemployment rate, median income, average home price, education level, municipal net profits, and major employers. As can be expected, the revenue collected through municipal income taxation in synthetic Beavercreek would be sensitive to the set of municipalities that were used in the creation of the synthetic municipality. Therefore, as a robustness check, multiple groupings were used.

The groupings used for the creation of the synthetic Beavercreek were chosen based on both geographical and specific characteristics of Beavercreek. The first grouping (Group A) was based on geographic proximity to Beavercreek and included Fairborn, Huber Heights, Kettering, and Riverside. The second grouping (Group B) was chosen due to the proximity to another major federal employer: the Glenn Research Center. Similar to Beavercreek, this group consisted of suburban locations surrounding a major federal employer. This grouping included: Brunswick, Cleveland Heights, Euclid, Lakewood, Lorain, Maple Heights, Mentor, Middleburg Heights, North Ridgeville, Parma, and Strongsville. This grouping was also ideal due to a second characteristic Beavercreek shares with this grouping: proximity to a major city with a high municipal income tax rate. Cleveland, like Dayton, levies a 2.5% municipal income tax with a 100% credit for payment to another municipality up to the full 2.5 percent. The third grouping (Group C) was selected for the same two prior reasons, but the federal employer is the John W. Brickler Federal Building in Columbus. The municipalities included in that grouping are Dublin, Gahanna, Newark, Reynoldsburg, and Worthington.

Each grouping was used separately to create a synthetic Beavercreek where municipal income taxation is collected. As mentioned previously, the last ten years of data were collected whenever possible, to allow for a longer period of time to observe trends in the factors used as independent variables in the creation of the three different synthetic versions of Beavercreek. The one exception to this collection was the

municipal net profits; municipal net profits data were collected from fiscal years 2016 to 2024, due to data availability. The trends in the independent variables in each grouping were compared to the trends in the independent variables in Beavercreek over the ten-year period. The revenue collections of these groupings were used as the basis for the estimation of municipal income tax revenue collection in Beavercreek, had Beavercreek been collecting municipal income tax over that time period.

A pre- and post-period was also included in the synthetic method for the year 2017. Several changes were made to the withholding requirements for employers at that time. This change would have impacted the municipal income tax revenue data used in the creation of the three synthetic Beavercreeks. Therefore, the modeling accounts for a policy change that can be seen as prior to and after treatment, with the treatment being the change in state policy impacting the timing of local collections.

The modeling was done with two important assumptions. First, that the municipal income tax rate charged by Beavercreek would be 1 percent. Second, that Beavercreek, similar to many other municipalities, would allow for a full credit of 100% for municipal income taxation charged to residents who worked in other municipalities but resided in Beavercreek. The second assumption is of importance to Beavercreek because trends over the last 10 years show that a larger number of individuals comes into the community for purposes of employment than the number of individuals who reside in Beavercreek and work outside of Beavercreek. The municipal income taxation

would allow for revenue capture from those individuals who travel to Beavercreek for purposes of employment but do not reside in the municipality.

Once the three synthetic Beavercreeks were created, each was tested for goodness of statistical fit. There are several approaches to identify goodness of statistical fit; two were selected—visual inspection of the pre-period and calculation of the root mean square predicted error (RMSPE). Visual inspection of the pre-period focuses on similar trends between the three groups and Beavercreek in the period prior to 2017. As this is visual in nature, these were reviewed but given less stock in overall fit. RMSPE provides a numeric value of the error of the prediction, focusing again on the differences in the prior period of the model (before 2017). The lower the value of the RMSPE, the smaller the error in predictive accuracy. The RMSPE for the three groupings were as follows: Group A 11.45 percent, Group B 2.94 percent, and Group C 22.17 percent. An RMSPE of under 5 percent is considered extremely accurate moving forward, suggesting group B provides the lowest error in predicting.

Employing group B's estimation, in Beavercreek, with a 1% income tax rate, an estimated 2024 municipal income tax collection for the city would generate \$19,654,286.65 in revenue. This estimate assumes a 100% year one collection. Including the error range as determined by the RMSPE, the range of expected municipal income tax collection would be \$19,076,450.62 to \$20,232,122.68. Comparing this to 2025 figures as found in Figure 4, the municipal income taxation would provide the second largest source of revenue for the municipality. In addition a

rate of 1 percent and 2023 forecasted revenue collection for Beavercreek of \$19,092,842.58 can be compared to other geographically nearby communities in the region.

**Table 2: Comparison of Municipal Income Tax Rates and Collections**

Municipality	Net Collections	Rate
Beavercreek	\$ 19,092,842.58	1
Centerville	\$ 25,718,549.00	2.25
Dayton	\$ 151,277,324.00	2.5
Englewood	\$ 9,515,878.00	1.75
Fairborn	\$ 18,191,153.00	2
Huber Heights	\$ 24,571,674.00	2.25
Kettering	\$ 55,020,826.00	2.25
Miamisburg	\$ 22,915,240.00	2.25

Vandalia	\$ 19,966,403.00	2
West Carrollton	\$ 9,392,314.00	2.25
Xenia	\$ 15,295,233.00	2.25

In considering a hypothetical municipal income tax for the City of Beavercreek, it is notable that non-residents would pay an estimated 68 percent of the roughly \$19 million in revenue. Several factors appear to contribute to this outcome. First, there are income differences between Beavercreek residents and those in nearby communities, which create disparities in tax liability. Second, Beavercreek's employment base includes several higher-paying local employers, shaping the overall composition of taxable wages. Third, the number of individuals working from home may also play a role, especially given that synthetic control groupings reflect municipalities with federal employment populations. Fourth, another vital factor to consider is the influence of Wright-Patterson Air Force Base. While the base does not levy an income tax, many of its employees reside in Beavercreek, meaning their earnings would fall under any newly proposed municipal income tax enacted by the city.

## **Conclusion**

Beavercreek and its community deserve long-term sources of revenue to improve the locality and to preserve the quality of the city. The diversification of revenue

sources, such as the proceeds of a municipal income tax, could provide Beavercreek with the required amount of funding to maintain a high quality of life for residents and to continue providing high-quality community services. Generally, the technique of revenue expansion is a helpful tool that supports and stabilizes funding streams. Regardless of the means chosen to fund the city, the city of Beavercreek could substantially benefit from revenue diversification. With a municipal income tax, the city has an opportunity to create a consistent, ongoing revenue source that will provide for inflationary increases and that will serve as a long-term solution as opposed to short-term financial fixes. An income tax proposal would also place a portion of the cost to provide services on those who work in the city but reside elsewhere. This would help shift the tax burden from property owners to non-residents who work in the city and utilize city services.

To explore the possibility of implementing an income tax in the city of Beavercreek, this study gathered information from various financial sources, such as the State of Ohio Department of Taxation, the Greene County Auditor/Treasurer, the US Census Bureau, and the Beavercreek City Government. The data explored and presented in this final report primarily come from the years 2014 to 2023. Figures were extracted directly from these sources, cleaned, and utilized to perform a general review of various factors within Beavercreek; the elements of Beavercreek that this white paper focuses on include income statistics, population data, socioeconomic traits, tax rates, and generated revenue amounts. The previously mentioned factors were also examined in municipalities within a 35-mile radius, as well as other municipalities in the state of Ohio, and compared to those of Beavercreek to provide a better understanding of the

budgetary and general effects of a municipal income tax.

Further, it is important to consider that the information presented in this final report is an educated projection based on secondary data. The data collected comes from a variety of statistical sources, though it is still noteworthy that one recognizes the margin of error. The majority of the data collection is concentrated in the 10 years from 2014 to 2023, but throughout the research, a small amount of the data did not date back as far as 2014, which could cause a slight discrepancy in the results. Moreover, statistical estimates and revenue forecasting are not always 100% accurate; errors in datasets can occur from various complications regarding measurements, analyses, processes, etc. In addition, the estimation presumes 100% collection in the initial year, which may not be accurate. Still, this information is significant to the study because forecasting provides general projections that aid in decision-making procedures. The findings in this final report are educational predictions that are based on economic structures with realistic figures.

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