

OVERVIEW OF CITY FUNDS

The following provides brief descriptions of the City's principal funds, grouped by functional area.

General Fund

The General Fund (0100) is the primary operating fund of the City. Its principal revenue sources include property tax, sales tax, utility taxes, business licenses & franchise taxes, and certain general purpose revenues allocated by the State. Police and fire services account for the bulk of expenditures in the General Fund, with the balance going to a variety of programs including parks, recreation, urban forestry, sidewalk maintenance, planning & economic development, and general government.

Transportation Funds

Surface Transportation Fund (Special Revenue - 0700): This fund accounts for the City's street maintenance & traffic operations, electrical and engineering costs. Its revenue sources include the City's share of the State gas tax, Proposition 42 funding, and a share of the local garbage collection service agreement fee. It also receives transfers from the General Fund for Maintenance of Effort requirements and traffic engineering support.

Local Transportation Fund (Special Revenue - 0510): This fund accounts for the City's share of a ¼% sales tax imposed by the State and distributed to cities and counties for transportation purposes. (By law, transit services have priority over street maintenance in claiming this revenue; the LTF revenue received by the City for transit purposes is accounted for in the Bus Fund, below.) Most of the revenue received in this fund is transferred to the Gas Tax fund for expenditure on street maintenance.

LTF Non-Motorized (Special Revenue - 0520): This fund accounts for a portion of the Local Transportation Fund revenue that is earmarked by law for expenditure on pedestrian, bicycle, and other non-motorized transportation purposes.

Bus Fund (Enterprise – 6510): This fund accounts for the operation of the City's transit system, including fixed-route buses, dial-a-ride, and the Modesto Amtrak station. Principal revenue sources in this fund include a portion of the State's ¼% sales tax for transportation (see Local Transportation Fund, above), transit-related grants, and rider fares.

Airport Fund (Enterprise – 6310): This fund accounts for the operation of the Modesto Airport. Primary revenue sources for this fund include hangar rental fees and taxes levied on the owners of aircraft housed in Modesto. The Airport fund also receives FAA grants for capital improvements.

Utilities

Water Fund (Enterprise – 6100 thru 6180): This fund accounts for the City's water utility. All expenses relating to the provision of water services are charged to this fund, which is financed with customer utility rate payments and connection fees. This fund also accounts for debt issued on behalf of the water utility and for the repayment of such debt.

Sewer Fund (Enterprise – 6210 thru 6270): This fund accounts for the City's sewer utility. All expenses relating to the provision of sewer services are charged to this fund, which is financed with customer utility rate payments and connection fees. This fund also accounts for debt issued on behalf of the sewer utility and for the repayment of such debt.

Storm Drain Fund (Enterprise – 6280): This fund accounts for the City's storm water drainage utility and is financed primarily with storm water drainage fees.

Internal Service Funds

Fleet Fund (Internal Service – 7200 & 7210): This fund accounts for the acquisition, maintenance and operation of most of the City's vehicles and heavy equipment. (Exceptions include buses, which are accounted for in the Bus Fund; and fire equipment, which is accounted for in the General Fund.) The Fleet Fund is financed by monthly "rental" charges applied to the operating budgets of departments, which use vehicles and equipment. These charges pay for the maintenance and operations of equipment as well as its eventual replacement. The portion of the rent charged for future replacement is accumulated in a distinct sub-fund (7210) of the Fleet Fund.

Information Technology (Internal Service – 7130 & 7131): This fund accounts for the City's acquisition, maintenance and replacement of information systems and telecommunications. Fund 7130 is financed by monthly charges to the operating budgets of City departments based on a formula encompassing various factors (such as the number of PC's in a department and special applications supported for the department). Fund 7131 was created to assist in future replacements of complex software infrastructure, such as the City's financial system.

Building Services (Internal Service – 7800): This fund accounts for the maintenance and operation of the City's buildings and facilities, with the exception of Tenth Street Plaza and facilities accounted for in Enterprise or Internal Service funds. The fund is financed by monthly charges applied to the operating budgets of City departments.

Central Services (Internal Service – 7100, 7110, 7120): This fund accounts for a number of internal central services, including mailroom, copying & printing, and internal inventory stores. This fund is financed by monthly charges applied to operating budgets of City departments.

Insurance Funds (Internal Service – 7310-7390): These funds account for the City's self-insurance reserves (workers compensation and general liability) and for the purchase of third-party insurance (property insurance, excess liability coverage for workers compensation and general liability, employee health, vision, dental and disability coverage), as well as insurance administration costs. Employee benefit insurance is financed as a pass-through from operating budgets. Other insurance types are financed by monthly charges applied to operating budgets of City departments.

Employee Benefit Fund (Internal Service – 7510 & 7520): This fund accounts for accrued vacation liability City-wide, as well as the cost of post-retirement employee health benefits. It is financed by monthly charges applied to operating budgets of City departments.

Debt Service Funds (9440, 9450)

Debt service funds account for principal and interest payments on certificates of participation (COP's) and bonds issued by the City other than those accounted for in Enterprise and Internal Service funds. The primary revenue sources for these funds are transfers from the General Fund and the Modesto Redevelopment Agency (RDA).

Other Funds

Capital Improvement Support (Special Revenue - 0300): This fund was established to account for all operations governed by a Federal Indirect Cost Allocation Plan agreement. It is financed almost exclusively by labor charges to capital improvement program (CIP) projects.

Education & Government Communication (Special Revenue – 0320): This fund accounts for the costs of providing educational and government – related cable television programming. It is financed with transfers from the General Fund and payments from other Access Modesto agencies.

Operating Grants – Block (Special Revenue – 0400): This fund was established to account for non-capital grants received by the City (other than grants received by Enterprise and Internal Service funds). This fund receives revenues from block grant-style programs, in which the City receives a fixed amount of funding “up front.” The types of expenditures incurred in this fund depend on the specific grants being received in any given year. Currently, the largest grant received in this fund is from the State’s Special Law Enforcement Service Fund program.

Operating Grants – Reimbursed (Special Revenue – 0410): This fund was established to account for non-capital grants received by the City on a reimbursement basis. In these programs, the City incurs the “up front” cost of delivering services, then requests reimbursement for those costs from the granting agency. The types of expenditures incurred in this fund depend on the specific grants being received in any given year. Currently, the largest grant received in this fund is from the Federal COPS grant program.

American Recovery and Reinvestment Act (ARRA) Grants (Special Revenue – 0340, 0390, 0415, 0530, 1100, 1101): These funds were established to account for the various functional grants received by the City from the ARRA of 2009. For these programs, the City incurs the “up front” cost of services, then request reimbursement for these costs from the granting agency. These grants were intended to provide stimulus to the U.S. economy in response to the national economic downturn.

Traffic Safety Fund (Special Revenue – 0600): This fund accounts for revenues received from traffic safety fines and forfeits. Money from this fund is transferred to the General Fund to pay for police operations and equipment.

Downtown Improvement District (Special Revenue – 0900): This fund accounts for the activities of the business improvement district which covers the core downtown area of Modesto. Revenues are derived from an additional mill tax (a gross receipts tax) imposed on businesses within the area. Expenditures include various promotional programs intended to boost business activity in the area served.

CDBG – Direct (Special Revenue – 1130): This fund accounts for Federal Community Development Block Grant (CDBG) revenues received by the City. Expenditures include a variety of housing-related programs primarily targeted at low-income areas.

Housing Loan Program (Special Revenue – 1150): This is a revolving fund, which provides housing loans to low-income individuals. Original funding to establish the fund was received from the Federal Department of Housing and Urban Development (HUD). Current revenues in the fund reflect loan repayments, which are accumulated to make new loans.

HOME Program (Special Revenue – 1170): This fund accounts for revenues received from HUD under the Home Investment Partnerships program.

Emergency Shelter Program (Special Revenue – 1180): This fund accounts for emergency shelter grant revenue received from HUD.

CFF Administration (Capital Projects – 1390): This fund accounts for administrative costs associated with the Capital Facilities Fee (CFF) program. The fund is financed with CFF revenues.

CFD Administration (Capital Projects – 2900): This fund accounts for administrative costs associated with the Community Facilities Districts (CFD) program. The fund is financed with CFD revenues and inter-fund service credits.

Parking Fund (Enterprise – 6000): This fund accounts for the City's off-street parking facilities, including the downtown parking garages. Parking fees for validated lots and other off-street parking are the primary revenues in this fund. Operation, maintenance, and development of the parking facilities constitute the primary expenditures.

Solid Waste Fund (Compost) (Enterprise Fund - 6290): This fund accounts for the operational activity from the sale and operations for compost. The primary revenues from this fund come from tip fees and the sale of compost. Beginning in FY 11, this fund will account for the cost of administering the City's service agreements with private solid waste hauling firms as well as the costs of recycling programs and green waste diversion. The primary revenue sources for this fund include income from the waste energy JPA, State funding for recycling, recycling program fees. The fund also receives inter-fund service credit revenue based on staff time charged to other City programs.

Golf Fund (Enterprise – 6600): This fund accounts for the maintenance, operation, and improvement of the three City-owned golf courses. Revenues in this fund are derived primarily from green fees. Expenditures include golf course maintenance and debt service on COP's issued to finance the development of the Creekside golf course.

Centre Plaza Fund (Enterprise – 6700 & 6710): This fund accounts for the operation of the Modesto Centre Plaza convention and community center. The primary revenue sources for this fund include room rental fees, commissions transfers from the General Fund.

Non-Operating Funds

These funds account for non-operating activities, such as CIP projects and long-term planning projects.

Strategic Planning Fund (Special Revenue – 0800): This fund was established to accumulate resources for major long-term planning projects, such as updates to the General Plan. In past years, the fund's principal revenue sources have been transfers from the General Fund and from the Village I CFF Fund. Both of these revenues have been eliminated in the current year's budget, so expenditures from this fund are financed with accumulated fund balance only. The remaining budgets in this fund are for "multi-year projects," which are adopted separately from the City's annual operating budget.

CFF Funds (Capital Projects – 1310 thru 1430): These funds account for the accumulation and expenditure of Capital Facilities Fees, which are charged to new development in the City to offset the impact of growth on community infrastructure. Each fund accounts for fees collected for a specific type of capital facility. Expenditures from these funds are governed by the City's Capital Facilities Fee plan. Expenditure budgets for these funds are adopted as part of the City's CIP.

Park Fund (Capital Projects – 1400): This fund was established to accumulate funds for capital improvements in the City's parks. Its principal revenue sources include transfers from the General Fund and development fees. The fund also receives transfers from the Parks CFF fund (see Non-Operating Funds, below) and the Gas Tax fund, to repay the inter-fund loan. The proceeds are in turn transferred to the General Fund in payment for a corresponding inter-fund loan.

Capital Grant Funds (Capital Projects – 2300, 2330, 2370): These funds were established to accumulate funds for capital improvements for various City functions such as roads and streets and traffic related projects. Its principal revenue sources include grants from various state agencies such as Caltrans with City match funds from the Surface Transportation Fund, General Fund or Capital Facility Fees.

CFD Funds (Capital Projects – 2600 thru 2800): These funds account for the accumulation and expenditure of Community Facilities District capital and maintenance levies. Expenditures from these funds include CIP project costs and debt service on bonds issued to finance earlier capital projects. CFD funds are organized by district. Budgets for the CFD funds are adopted as part of the City's CIP.

Other Agencies Funds

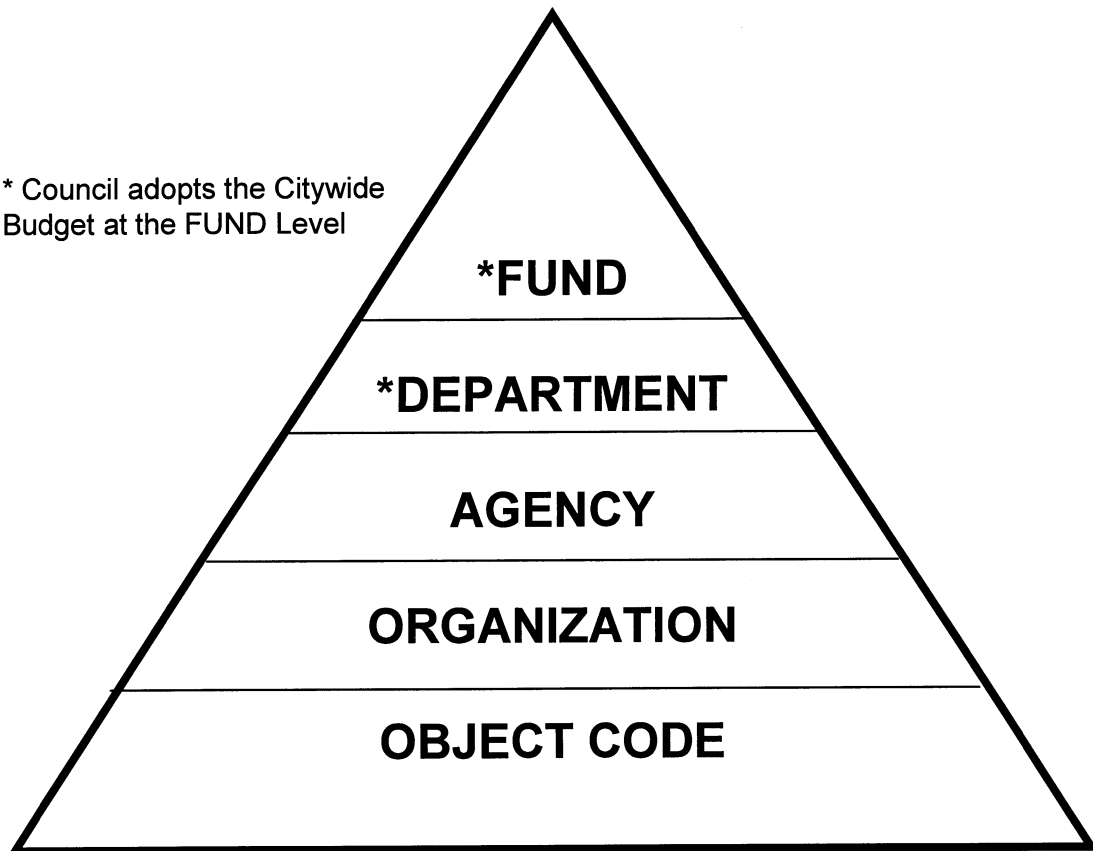
Other Agencies funds represent the finances of outside agencies for which the City of Modesto acts as fiscal agent. The City performs day-to-day accounting and treasury functions for these entities, but they are governed by independent boards and are not City departments. Budgets for agency funds are adopted by their respective governing boards and are outside the City's operating budget process. Notable agency funds include the following:

- Industrial Fire Joint Powers Agency (8100)
- Stanislaus Drug Enforcement Agency (8850)
- Tuolumne River Regional Park (8900)
- Modesto Redevelopment Agency (9000 – 9080)

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City of Modesto Financial Structure

* Council adopts the Citywide Budget at the FUND Level



The City's financial system is organized around a structure that is commonly found in most public agencies.

Fund – Each fund represents a self-balancing group of accounts and a balance sheet that allows for the segregation of resources from all others maintained by the City.

For example, the General Fund accounting structure accumulates and tracks monies collected for the purpose of providing the services that fulfill the general government role of the City. These costs include those for central administration including the City Council, Personnel Services and the Finance Department. Other general government costs included are Police, Fire Protection and Parks, Recreation and Neighborhoods.

Department – The functions carried out by the City are organized by department. The leadership and staff assigned to each department are charged with carrying out these assigned functions. Examples of the various departments include Police, Fire Protection and Information Technology.

Agency – In certain instances the functions carried out by a particular department are numerous and diverse. In these instances the leadership within a department is broken out so that the leadership and staff assigned to a particular set of functions is given its own unique identifier. In the City, this identifier is known as the Agency. The agency identifier also is used to provide a breakout of the revenues and costs associated with each of these functions.

Organization – The organization identifier or the “Org Number” is commonly used within the City's accounting system to identify a specific cost center assigned to a department. Thus, a single department can have one or more cost centers assigned to it in order to capture costs for each separate function.

For example, the Fire Department has 11 “Org Numbers” assigned to it. A separate “Org Number” is assigned to fire suppression, training and investigative costs. These eleven organizational divisions allow the costs for each function to be captured separately.

Object Code – The basic unit of the City's accounting structure is the object code. The purpose of the object code is to provide a means for separating each type of cost from another.

For example, full-time salaries are charged to Object Code 0110 while pest control costs are accounted for in Object Code 0214.

The reason for maintaining this type of formal structure comes down to the agency's need to maintain accountability over the assets for which it has control.

Glossary of Budget Terms

ABATEMENT - A complete or partial cancellation of a levy imposed by a government and usually applied to tax levies, special assessments and service charges.

ACCOUNTING SYSTEM - The total structure of records and procedures which discover, record, classify, summarize, and report information on the financial position and the results of operations of a government or any of its funds, fund types, balanced account groups, or organizational components.

ALLOCATION - To divide or share out for a specific purpose or to particular persons or departments.

APPROPRIATION - An authorization granted by a legislative body to make expenditures and incur obligations for a specific purpose. An appropriation is usually limited in amount and as to time when it may be expended. Operational appropriations usually expire at fiscal year end.

ASSESSED VALUATION - A value of real estate or other property by a government as a basis for levying taxes.

ASSETS - A probable future economic benefit obtained or controlled by a particular entity as a result of past transactions or events.

BOND - A City may raise capital by issuing a written promise to pay a specific sum of money, called the face value or principal amount, at a specified date or dates in the future, together with periodic interest at a special rate. The difference between a note and a bond is that the latter runs for a longer period of time and requires greater legal formality.

BUDGET - A plan of financial operation embodying an estimate of proposed expenditures for a given period and the proposed means of financing them. The term usually indicates a financial plan for a single fiscal year.

BUDGET HEARING - A public meeting at which any citizen may appear and be heard regarding the increase, decrease or omission of any item in the proposed budget as presented in writing by the City Manager to the City Council.

BUDGET MESSAGE - A general discussion of the proposed budget as presented in writing by the City Manager to the City Council. The message contains an explanation of primary budget issues and policy changes found in the proposed budget.

CAPITAL IMPROVEMENT - A permanent addition to the City's assets, including the design, construction, or purchase of land, buildings, or facilities, or major renovations.

CAPITAL IMPROVEMENT PROGRAM BUDGET - A financial plan of proposed capital improvement projects with single and multiple-year capital expenditures. These include the construction of new streets, sewer lines, fire stations, development of a new park, or a significant study with long-term benefits to the Community. The Capital Program plan is a ten-year plan, which is updated annually. This program is often referred to as the "CIP".

CAPITAL OUTLAY - A budget category which includes all equipment having a unit cost of more than \$5,000 and an estimated useful life of over one year. Non-CIP capital outlay is budgeted in the City's operating budget.

Glossary of Budget Terms

CONTINGENCIES - A budgetary provision representing that portion of the appropriations set aside to meet unforeseen expenditure requirements.

CPI - Consumer price index is a statistical measure of a weighted average of prices of a specified set of goods and services purchased by wage earners in urban areas.

DEBT SERVICE - Payment of the principal and interest on an obligation resulting from the issuance of bonds, notes, or other long-term debt..

DEPARTMENT - A major organizational unit of the City that has been assigned overall management responsibility for a group of related operations.

DEPRECIATION - Expiration in the service life of fixed assets, attributable to normal wear and tear. The portion of the cost of a fixed asset which is charged as an expense during a particular accounting period. In accounting for depreciation, the cost of a fixed asset, less any salvage value is prorated over the estimated service life of such an asset. Each period is charged a portion of this total cost. Through this process, the entire cost of the asset is ultimately charged off an expense.

ENCUMBRANCE - Obligations in the form of purchase orders, contracts, or salary commitments which are chargeable to an appropriation and for which a part of the appropriation is reserved.

ENTERPRISE FUND - A governmental accounting fund in which the services provided are financed and operated similarly to those of a private business. The rate schedules for these services are established to insure that revenues are adequate to meet all necessary expenditures. Enterprise funds are established for services such as water and sewer, parking facilities, transit systems, airport, and golf courses.

EXPENDITURE - Actual cash disbursements for the cost of goods delivered or services rendered.

FISCAL YEAR - The time period designated by the City signifying the beginning and ending dates for recording financial transactions. The City of Modesto has specified July 1 to June 30 as its fiscal year.

FIXED ASSETS - Assets of a long-term character such as land, building, machinery, furniture, and other equipment with a value greater than \$1,000 and a useful life longer than one year.

FORFEITURES - The automatic loss of cash or other property as a penalty for not complying with legal provisions and as compensation for any resulting damages or losses.

FRANCHISE - A special privilege granted by a government, permitting the continued use of public property, such as city streets and usually involving the elements of a monopoly or regulation.

FUNCTION - A group of related activities aimed at accomplishing a major service or regulatory program for which a government is responsible (e.g., general government; streets and highways; parks and recreation; public works and public safety).

FUND BALANCE - Also known as financial position, fund balance is the excess of assets over liabilities, and represents the cumulative effect of revenues and other financing sources over expenditure and other financing uses.

Glossary of Budget Terms

FUND - An independent fiscal and accounting entity with a self-balancing set of accounts recording cash and/or other resources together with all related liabilities, obligations, reserves, and equities which are segregated for the purpose of carrying on specific activities or attaining certain objectives in accordance with special regulations, restrictions, or limitations.

GENERAL FUND - The primary operating fund of the City used to account for all revenues and expenditures of the City not legally restricted as to use. Examples of departments financed by the General Fund include the City Council, Police and Fire Departments, and others general services.

GENERAL FUND DISCRETIONARY REVENUE - The General Fund is the primary operating fund of the City. It accounts for normal, recurring activities traditionally associated with government. General Fund discretionary money is revenue not restricted to special purposes such as collected fees, interfund labor charges, service credits, and indirect cost recoveries and can be used to support general government activities.

GENERAL OBLIGATION BOND - Bonds used for various purposes and repaid by the regular revenue raising powers of the City. The City of Modesto has no outstanding general obligation bonds.

GNP - Gross National Product is the total market value of all final goods and services produced by the entire economy in a one-year period.

GRANT - Contributions or gifts of cash or other assets from another governmental entity to be used or expended for a specific purpose, activity, or facility. An example is the Community Development Block Grant given by the Federal Government.

INDIRECT COSTS - Those elements of cost necessary in the production of a good or service that are not directly traceable to the product or service.

INTERFUND TRANSFERS - Amounts transferred from one fund to another.

INTERNAL SERVICE FUND - Funds used to account for the financing of goods or services provided by one department to another department on a cost reimbursement basis, for example; the Fleet Management Fund, which maintains the City's equipment pool; or the Central Services Fund, which provides office supplies and various materials for maintenance and construction.

NET DISCRETIONARY SUPPORT - Total operational costs after taking into account related fees and charges and other revenue. This represents the true general tax support for an operation.

OPERATING BUDGET - The portion of the budget pertaining to the daily operations that provide basic governmental services. The operating budget contains appropriations for such expenditures as personnel, supplies, utilities, materials, travel and fuel.

ORDINANCE - A formal legislative enactment by the City Council. It has the full force and effect of law within City boundaries unless pre-empted by a higher form of law. An ordinance has a higher legal standing than a resolution.

Glossary of Budget Terms

PERFORMANCE MEASURES - A performance measure is a public oriented measure which, whether stated in terms of effectiveness or efficiency, quantitatively describes how well a service is being performed. The foundation of performance measures is understanding the relationship between program inputs, outputs, efficiency, effectiveness, and ultimately program outcomes.

RECESSION - A noticeable drop in the level of business activity.

REIMBURSEMENT - Repayments of amounts remitted on behalf of another party, or interfund transactions that constitute reimbursements to a fund for expenditures or expenses initially made from it but properly applied to another fund.

RESERVE - An account used to earmark a portion of fund balance to indicate that it is not available for expenditure.

RESOLUTION - A special order of the City Council which has a lower legal standing than an ordinance.

RETAINED EARNINGS - An equity account reflecting the accumulated earning of an enterprise or internal service fund.

REVENUE - Funds that the government receives as income. It includes such items as taxes, fees, permits, licenses, grants and interest.

SPECIAL ASSESSMENT - A compulsory levy made against certain properties to defray part or all of the cost of a specific improvement or service deemed to primarily benefit those properties.

SPECIAL REVENUE FUND - A fund in which revenue is collected and is restricted by the City, State or Federal Government as to how the city might spend its resources.

SUBSIDY - A grant by government to another government entity to assist in an enterprise deemed advantageous to the public.

TAXES - Compulsory charges levied by a government for the purpose of financing services performed for the common benefit. The term does not include specific charges made against particular persons or property for permanent benefits such as special assessments. Neither does the term include charges for services rendered only to those paying such charges as, for example, water service charges.

TRUST AND AGENCY FUNDS - Also known as Fiduciary Fund Types, these funds are used to account for assets held by the City in a trustee capacity or as an agent for private individuals, organizations, or other governmental agencies. The fiduciary funds used by the City are investment trust, non-expendable trust and agency funds.

USER CHARGES - The payment of a fee for direct receipt of a public service by the party benefiting from the service.

WORKING CAPITAL – Also known as “financial position” in the private sector, working capital is the excess of current assets over current liabilities. For enterprise funds, this term is used interchangeably with “fund balance”, a comparable financial position concept in the governmental fund types.