

CITY OF ZANESVILLE
ANNUAL REPORT
FOR THE YEAR ENDED DECEMBER 31, 2008

Wolfe, Wilson, & Phillips, Inc.
37 South Seventh Street
Zanesville, Ohio 43701



Mary Taylor, CPA
Auditor of State

City Council
City of Zanesville
401 Market Street
Zanesville, Ohio 43701

We have reviewed the *Independent Auditors' Report* of the City of Zanesville, Muskingum County, prepared by Wolfe, Wilson & Phillips, Inc., for the audit period January 1, 2008 through December 31, 2008. Based upon this review, we have accepted these reports in lieu of the audit required by Section 117.11, Revised Code. The Auditor of State did not audit the accompanying financial statements and, accordingly, we are unable to express, and do not express an opinion on them.

Our review was made in reference to the applicable sections of legislative criteria, as reflected by the Ohio Constitution, and the Revised Code, policies, procedures and guidelines of the Auditor of State, regulations and grant requirements. The City of Zanesville is responsible for compliance with these laws and regulations.

Mary Taylor

Mary Taylor, CPA
Auditor of State

November 4, 2009

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**CITY OF ZANESVILLE
MUSKINGUM COUNTY**

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**WOLFE, WILSON, & PHILLIPS, INC.
37 SOUTH SEVENTH STREET
ZANESVILLE, OHIO 43701**

INDEPENDENT AUDITORS' REPORT

City of Zanesville
Muskingum County
401 Market Street
Zanesville, Ohio 43701

We have audited the accompanying financial statements of the governmental activities, business-type activities, each major fund, and the aggregate remaining fund information of the City of Zanesville, Muskingum County as of and for the year ended December 31, 2008, which collectively comprise the City's basic financial statements as listed in the table of contents. These financial statements are the responsibility of the City's management. Our responsibility is to express opinions on these financial statements based on our audit. We did not audit the financial statements of the South East Area Transit Authority, which is included as a discretely presented component unit in the City of Zanesville's basic financial statements. Those financial statements were audited by other auditors whose report thereon has been furnished to us, and our opinion, insofar as it relates to the amounts included for the South East Area Transit Authority is based on the report of other auditors.

We conducted our audit in accordance with auditing standards generally accepted in the United States and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free of material misstatement. An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements. An audit also includes assessing the accounting principles used and significant estimates, if any, made by management, as well as evaluating the overall financial statement presentation. We believe that our audit and the report of other auditors provide a reasonable basis for our opinions.

In our opinion, based on our report and the report of other auditors, the financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities, business-type activities, the discretely presented component unit, each major fund, and the aggregate remaining fund information of the City of Zanesville, Muskingum County as of December 31, 2008, and the respective changes in financial position and cash flows, where applicable, and the respective budgetary comparison for the General Fund, Police Fund, and Fire Operating Fund for the year then ended in conformity generally accepted accounting principles accepted in the United States of America.

In accordance with *Government Auditing Standards*, we have also issued a report dated June 24, 2009, on our consideration of City of Zanesville's internal control over financial reporting and our tests of its compliance with laws, regulations, contracts and grant agreements and other matters. That report describes the scope of our testing of internal control over financial reporting and compliance and the results of that testing. It does not opine on the internal control over financial reporting or on compliance. That report is an integral part of an audit in accordance with *Government Auditing Standards* and should be read in conjunction with this report in considering the results of our audit.

Management's discussion and analysis is not a required part of the basic financial statements but is supplementary information the Governmental Accounting Standards Board requires. We have applied certain limited procedures, which consisted principally of inquiries of management regarding the methods of measurement and presentation of the supplementary information. However, we did not audit the information and express no opinion on it.

We conducted our audit to opine of the financial statements that collectively comprise the City's basic financial statements. The accompanying schedule of expenditures of federal awards expenditures present additional information and is required by U. S. Office of Management and Budget Circular A-133, *Audits of States, Local Governments, and Non-Profit Organizations*. It is not a required part of the basic financial statements. We subjected the federal awards expenditure schedule to the auditing procedures applied in the audit of the basic financial statements. In our opinion, this information is fairly stated, in all material respects, in relation to the basic financial statements taken as a whole.

Wolfe, Wilson, & Phillips, Inc.

Zanesville, Ohio

June 24, 2009

City of Zanesville, Ohio
Management's Discussion and Analysis
For the Year Ended December 31, 2008
(Unaudited)

The discussion and analysis of the City of Zanesville's financial performance provides an overview of the City's financial performance as a whole for the year ended December 31, 2008.

Financial Highlights

Key financial highlights for 2008 follow:

- In total, net assets increased \$5,737,373. Net assets of governmental activities decreased \$132,820. Net assets of business-type activities increased \$5,870,193.
- Governmental Activities general revenues accounted for \$19,782,133 in revenue or 80 percent of all governmental activities revenues. Program specific revenues in the form of charges for services, operating grants and contributions, and capital grants accounted for \$5,054,579 or 20 percent of total revenues of \$24,836,712. Business-type activities general revenues accounted for \$65,650 in revenue or less than 1 percent of all business-type activities revenues. Program specific revenues accounted for \$15,306,280 or more than 99 percent of total revenues of \$15,371,930.
- The City had \$24,969,532 in expenses related to governmental activities; \$5,054,579 of these expenses was offset by program specific charges for services, grants or contributions. The City had \$9,501,737 in expenses related to business-type activities; the entire amount was offset by program specific charges for services, grants or contributions.

Using this Annual Financial Report

This annual report consists of a series of financial statements and notes to those statements. These statements are organized so the reader can understand the City of Zanesville as a financial whole or as an entire operating entity. The statements then proceed to provide an increasingly detailed look at specific financial conditions.

The Statement of Net Assets and Statement of Activities provide information about the activities of the whole City, presenting both an aggregate view of the City's finances and a longer-term view of those assets. Fund financial statements provide the next level of detail. For governmental funds, these statements tell how services were financed in the short-term as well as what dollars remain for future spending. The fund financial statements also look at the City's most significant funds with all other nonmajor funds presented in total in one column.

Reporting the City as a Whole

Statement of Net Assets and the Statement of Activities

While this document contains information about the funds used by the City to provide services to our citizens, the view of the City as a whole looks at all financial transactions and ask the question, "How did we do financially during 2008?" The Statement of Net Assets and the Statement of Activities answer this question. These statements include all assets and liabilities using the accrual basis of accounting similar to the accounting used by private sector companies. This basis of accounting takes into account all of the current year's revenues and expenses regardless of when the cash is received or paid.

These two statements report the City's net assets and the changes in those assets. This change in assets is important because it tells the reader whether, for the City as a whole, the financial position of the City has improved or diminished. However, in evaluating the overall position of the City, nonfinancial information such as the condition of City capital assets will also need to be evaluated.

City of Zanesville, Ohio
Management's Discussion and Analysis
For the Year Ended December 31, 2008
(Unaudited)

In the Statement of Net Assets and the Statement of Activities, the City is divided into two kinds of activities:

Governmental Activities - Most of the City's services are reported here including police, fire, administration, and all departments with the exception of our Sewer and Water Funds.

Business-Type Activities - Sewer and water services have charges based upon the amount of usage. The City charges fees to recoup the cost of the entire operations of our Sewer and Water Treatment Plants as well as all capital expenses associated with the facilities.

Reporting the City's Most Significant Funds

Fund Financial Statements

The basic governmental fund financial statements begin on page 14. Fund financial statements provide detailed information about the City's major funds. Based upon restrictions on the use of monies, the City has established many funds which account for the multitude of services provided to our residents. However, these fund financial statements focus on the City's most significant funds. In the case of the City of Zanesville, our major funds are the General, Police, Fire Operating, Sewer and Water Funds.

Governmental Funds Most of the City's activities are reported in the governmental funds, which focus on how money flows into and out of those funds and the balances left at year end available for spending in the future periods. These funds are reported using an accounting method called modified accrual accounting, which measures cash and all other financial assets that can readily be converted to cash. The governmental fund statements provide a detailed short-term view of the City's general government operations and the basic services it provides. Governmental fund information helps you determine whether there are more or fewer financial resources that can be spent in the near future on services provided to our residents. The relationship (or differences) between governmental activities (reported in the Statement of Net Assets and the Statement of Activities) and governmental funds is reconciled as part of the financial statements.

Proprietary Funds When the City charges customers for the services it provides, these services are generally reported in proprietary funds. Proprietary funds use the same basis of accounting as business-type activities; therefore, these statements will essentially match.

Fiduciary Funds Fiduciary Funds are used to account for resources held for the benefit of parties outside the City. Fiduciary funds are not reflected on the government-wide financial statements because the resources from these funds are not available to support the City's programs. These funds also use the accrual basis of accounting.

Using This Annual Report

This annual report consists of a series of financial statements and notes to those statements, prepared and organized so the reader can understand the City's financial position.

The Statement of Net Assets (Table 1) and the Statement of Changes in Net Assets (Table 2) provide information about the activities of the whole City. In these statements, the City is divided into two types of activities:

- Governmental Activities—Most of the City's programs and services are reported here. These services, listed in Table 3, are primarily funded by income taxes, property taxes and intergovernmental revenues.
- Business-Type Activities—These services are provided on a charge for service basis and are intended to recover all or most of the cost of the service provided. The City's sewer and water funds are reported here.

The financial statements proceed to provide a more detailed look at the City's financial condition.

City of Zanesville, Ohio
Management's Discussion and Analysis
For the Year Ended December 31, 2008
(Unaudited)

Government-Wide Financial Analysis

Table 1 provides a summary of the City's net assets for 2008 compared to 2007.

Table 1
Net Assets

	<u>Governmental Activities</u>		<u>Business Type Activities</u>		<u>Total</u>	
	<u>2008</u>	<u>2007</u>	<u>2008</u>	<u>2007</u>	<u>2008</u>	<u>2007</u>
Assets						
Current and Other Assets	\$14,608,781	\$14,293,287	\$9,412,512	\$8,503,309	\$24,021,293	\$22,796,596
Capital Assets	18,444,923	18,281,220	45,749,742	34,617,615	64,194,665	52,898,835
Total Assets	\$33,053,704	\$32,574,507	\$55,162,254	\$43,120,924	\$88,215,958	\$75,695,431
Liabilities						
Long-Term Liabilities	\$8,343,080	\$8,468,453	\$24,178,252	\$18,220,157	\$32,521,332	\$26,688,610
Current and Other Liabilities	4,836,916	4,099,526	1,257,630	1,044,588	6,094,546	5,144,114
Total Liabilities	\$13,179,996	\$12,567,979	\$25,435,882	\$19,264,745	\$38,615,878	\$31,832,724
Net Assets						
Invested in Capital Assets						
Net of Debt	\$11,444,464	\$11,413,607	\$21,938,612	\$16,776,002	\$33,383,076	\$28,189,609
Restricted	4,949,059	4,575,626	0	0	4,949,059	4,575,626
Unrestricted	3,480,185	4,017,295	7,787,760	7,080,177	11,267,945	11,097,472
Total Net Assets	\$19,873,708	\$20,006,528	\$29,726,372	\$23,856,179	\$49,600,080	\$43,862,707

Total capital assets increased \$11,295,830 due primarily to acquisition and construction of capital assets. See Note 8 for additional information regarding capital assets. Current and Other Assets increased in the business type activities due to an increase in accounts receivable, materials and supplies inventory, and in cash held by the City. Liabilities in the business-type activities increased \$6,171,137 due primarily to the addition of debt for capital asset construction. See Note 13 for additional information regarding long-term liabilities. Current and other liabilities for governmental activities increased due to the issuance of a \$1,100,000 note payable, which was partially offset by a decrease in accounts and claims payable from the prior year.

City of Zanesville, Ohio
Management's Discussion and Analysis
For the Year Ended December 31, 2008
(Unaudited)

Table 2 reflects the changes in net assets for the 2008 compared to 2007.

Table 2
Changes in Net Assets

	Governmental Activities 2008	Business Type Activities 2008	Governmental Activities 2007	Business Type Activities 2007
Revenues				
Program Revenues:				
Charges for Services	\$3,141,935	\$11,181,280	\$3,004,789	\$10,322,760
Operating Grants and Contributions	1,719,970	0	2,659,244	0
Capital Grants and Contributions	192,674	4,125,000	346,370	805,882
Total Program Revenues	5,054,579	15,306,280	6,010,403	11,128,642
General Revenues:				
Property Taxes	1,763,596	0	1,569,727	0
Municipal Income Tax	14,762,084	0	14,228,829	0
Grants and Entitlements	2,307,815	0	2,864,471	0
Others	948,638	65,650	777,853	47,853
Total General Revenues	19,782,133	65,650	19,440,880	47,853
Total Revenues	24,836,712	15,371,930	25,451,283	11,176,495
Program Expenses:				
General Government	4,273,200	0	4,102,066	0
Security of Persons and Property	13,366,558	0	13,383,737	0
Public Health Services	1,799,246	0	2,011,840	0
Leisure Time Activities	1,198,346	0	1,110,516	0
Community Environment	967,609	0	1,645,043	0
Transportation	3,129,671	0	2,240,446	0
Intergovernmental	0	0	200,606	0
Interest and Fiscal Charges	234,902	0	99,053	0
Sewer	0	4,760,659	0	4,587,626
Water	0	4,741,078	0	3,650,095
Total Expenses	24,969,532	9,501,737	24,793,307	8,237,721
Changes in Net Assets	(132,820)	5,870,193	657,976	2,938,774
Net Assets Beginning of Year	20,006,528	23,856,179	19,348,552	20,917,405
Net Assets End of Year	\$19,873,708	\$29,726,372	\$20,006,528	\$23,856,179

City of Zanesville, Ohio
Management's Discussion and Analysis
For the Year Ended December 31, 2008
(Unaudited)

Governmental Activities

Total revenues of governmental activities in 2008 were \$24,836,712.

The largest single source of revenue to fund the City's governmental activities is the 1.9% income tax collected within the City. The general 1% portion of the tax was established in 1959 by Ordinance No. 59-86; \$8,201,289 was collected in 2008. In 1980, City Council passed Ordinance No. 80-62 (subsequently approved by voters) establishing a .5% tax devoted to the operation of the Police Department; \$3,661,254 was collected in 2008. In 1991, Ordinance No. 91-14 was passed by City Council (and approved by voters), establishing a .2% tax earmarked for the construction and operation of the city jail; \$1,461,668 was collected in 2008. In 2006, Ordinance No. 06-152 was passed by City Council (and approved by voters), establishing a .2% tax earmarked for the operation of the City's three fire stations. \$1,437,873 was collected in 2008. Total income tax collections in 2008 were \$14,762,084.

The decrease to operating grants is due to the city receiving less intergovernmental revenue in the current year than in the prior year and the increase to capital grants is due to the city receiving the portion from the county for the sewer plant upgrade in the prior year.

The increase to municipal income tax is due to tax payers paying more in estimated taxes during the current year.

Community Environment expense decreased as a direct result of less grant money being received through community development programs. Transportation expenses increased due primarily to the City's portion of the 6th Street Bridge Enhancement Project in the amount of \$473,500. Intergovernmental expenses decreased due to a one time expense which occurred in 2007.

Also, the City has entered into three Joint Economic Development District agreements (JEDDs) that allow it to collect income taxes in special districts in return for City participation in infrastructure improvements in the districts.

Other major sources of funds include transportation-related taxes, local government funds and property taxes. In total these revenues showed no significant growth from the prior year; this lack of growth has been a multi-year trend.

Table 3 shows the total cost of services for governmental activities and the net cost of services. The net cost of services represents the cost of services supported by tax revenues and unrestricted intergovernmental revenues.

Table 3
Governmental Activities

	<u>Total Cost of Services 2008</u>	<u>Net Cost of Services 2008</u>	<u>Total Cost of Services 2007</u>	<u>Net Cost of Services 2007</u>
General Government	\$4,273,200	\$3,671,196	\$4,102,066	\$3,207,029
Security of Persons and Property	13,366,558	10,377,597	13,383,737	9,918,337
Public Health Services	1,799,246	1,447,128	2,011,840	1,517,836
Leisure Time Activities	1,198,346	1,014,096	1,110,516	936,819
Community Environment	967,609	791,695	1,645,043	1,286,965
Transportation	3,129,671	2,524,284	2,240,446	1,678,413
Intergovernmental	0	0	200,606	171,527
Interest and Fiscal Charges	234,902	88,957	99,053	65,978
Total Expenses	<u><u>\$24,969,532</u></u>	<u><u>\$19,914,953</u></u>	<u><u>\$24,793,307</u></u>	<u><u>\$18,782,904</u></u>

City of Zanesville, Ohio
Management's Discussion and Analysis
For the Year Ended December 31, 2008
(Unaudited)

Total expenses of governmental activities in 2008 were \$24,969,532.

At \$13,366,558, or 54% of the total, expenses related to Security of Persons and Property, primarily police and fire operations, accounted for the largest single share of total governmental activities. This was followed by General Government activities at \$4,273,200, or 18% of the total.

Business-Type Activities

On its financial statements, the City's enterprise funds are the sewer and water funds. The major source of revenue for these funds is charges for services.

The increase in net assets for these funds is due primarily to an increase in capital contributions received in the sewer fund. Operating costs for the sewer increased due to the wastewater treatment plant expansion. Water costs increased due to an increase in employee benefits, contractual services, materials and supplies, engineering fees, and capital outlay.

The City's Funds

The City's governmental funds are accounted for using the modified accrual basis of accounting. All governmental funds had total revenues of \$23,861,747 and expenditures of \$25,700,887.

The most significant change in fund balance was a decrease to the general fund in the amount of \$1,025,639. This was due in part to the additional transfers made to the Fire Operating Fund for its portion of the income tax, and increases in transportation and capital outlay expenditures. The Police and Fire Operating funds showed decreases in fund balance of \$245,971 and \$173,194.

During 2008, the Water Fund had operating revenues of \$4,931,067 and operating expenses of \$4,588,701. The Sewer Fund had operating revenues of \$6,250,213, which is an increase from the prior year due to an increase in accounts receivable based on billing cycles, and operating expenses of \$3,912,585.

Budgetary Highlights

The City prepares an annual budget of revenues and appropriations for all funds effective the first day of its fiscal year on January 1. This version of the budget contains estimates of the amounts carried over in each fund from the previous year. Prior to April 1, the budget is revised to reflect the actual amounts carried over. Periodically through the year the budget is revised to reflect actual activity or changes in priority. Though some minor budgetary changes can be made administratively, the initial budget and most amendments must be passed by City Council.

The most significant budgeted fund is the General Fund. This fund supports many major activities such as the Fire Division, Building Code Enforcement, Parks and Recreation, and the Municipal Court. Additionally, large transfers are made from the General Fund to support other activities such as the Police, Fire, Community Development, Cemetery, Sanitation and Vehicle Maintenance Divisions, this amount totaled \$7,863,255 for 2008. On a cash basis, in 2008 the General Fund had a beginning balance of \$796,329, received \$13,073,202 in revenue and expended \$7,647,167. There were no significant changes in final and actual revenues. The decrease in original municipal income tax revenue as compared to the final budgeted tax revenue anticipated keeping fire services within the general fund, however, the city elected to establish a separate fund. General government expenditures continued to decrease from the original budget to actual due to the city's cost cutting efforts.

City of Zanesville, Ohio
Management's Discussion and Analysis
For the Year Ended December 31, 2008
(Unaudited)

Capital Assets and Debt Administration

Capital Assets

The assets of the City are reported at historical cost, net of depreciation. Total capital assets net of depreciation at December 31, 2008 were \$18,444,923 for governmental activities and \$45,749,742 for business type activities. For additional information on capital assets, see Note 8 to the basic financial statements.

Debt

Total debt outstanding at December 31, 2008 for governmental activities was \$6,463,118, and for business type activities was \$23,811,130. For additional information on debt, see Note 13 to the basic financial statements.

Current Issues

Over the past 2 to 3 years the City has experienced low growth in revenues while costs, primarily employee-related, have increased. The national recession has had a local impact. Consequently, the City has relied more heavily than it would like on the strong fund balances built up from the good economic times of the mid- to late-1990s. Revenue from the City's JEDDs has also helped.

There is one project of note:

- The Sewer Plant Upgrade—Phase 1 of this project is estimated to be \$11,000,000 and is being funded by targeted sewer rate increases (two 7-percent increases have already been implemented) and by a \$4,000,000 commitment from Muskingum County (which utilizes the plant). This project began in 2005 and is still ongoing.

Request for Information

This financial report is designed to provide a general overview of the City's finances and to show the City's accountability for the money it receives, spends and invests. Questions concerning any of the information provided in this report or requests for additional information should be directed to the City Auditor, City of Zanesville, 401 Market Street, Zanesville, OH 43701; (740) 455-0673.

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City of Zanesville, Ohio
Statement of Net Assets
December 31, 2008

	Primary Government			Component Unit
	Governmental Activities	Business-Type Activities	Total	
Assets				
Equity in Pooled Cash and Cash Equivalents	\$6,885,505	\$6,189,036	\$13,074,541	\$126,810
Cash and Cash Equivalents in Segregated Accounts	44,898	238,580	283,478	0
Cash and Cash Equivalents with Escrow Agents	6,538	0	6,538	0
Accounts Receivable	1,465,397	1,719,714	3,185,111	68,757
Municipal Income Taxes Receivable	2,170,600	0	2,170,600	0
Accrued Interest Receivable	3,453	0	3,453	0
Intergovernmental Receivable	2,212,580	0	2,212,580	113,250
Materials and Supplies Inventory	199,570	944,920	1,144,490	36,692
Prepaid Items	112,451	40,603	153,054	9,565
Property and Other Local Taxes Receivable	1,188,826	0	1,188,826	0
Special Assessments Receivable	455	17,762	18,217	0
Loans Receivable	297,084	0	297,084	0
Internal Balances	21,424	(21,424)	0	0
Restricted Assets:				
Cash and Cash Equivalents - Customer Deposits	0	283,321	283,321	0
Non-Depreciable Capital Assets	3,141,068	16,282,147	19,423,215	334,255
Depreciable Capital Assets, Net	15,303,855	29,467,595	44,771,450	1,568,339
<i>Total Assets</i>	<u>33,053,704</u>	<u>55,162,254</u>	<u>88,215,958</u>	<u>2,257,668</u>
Liabilities				
Accounts Payable	221,376	206,582	427,958	244,070
Accrued Wages and Benefits Payable	462,568	104,935	567,503	28,641
Intergovernmental Payable	1,403,782	224,473	1,628,255	45,977
Accrued Interest Payable	3,851	3,626	7,477	0
Contracts Payable	140,000	196,113	336,113	0
Retainage Payable	6,538	238,580	245,118	0
Claims Payable	478,500	0	478,500	0
Customer Deposits Payable	0	283,321	283,321	0
Notes Payable	1,100,000	0	1,100,000	249,840
Deferred Revenue	1,020,301	0	1,020,301	0
Funds Held for Bus Purchase	0	0	0	40,000
Unredeemed Fares	0	0	0	9,760
Long-Term Liabilities:				
Due Within One Year	1,853,376	3,349,933	5,203,309	54,234
Due In More Than One Year	6,489,704	20,828,319	27,318,023	50,628
<i>Total Liabilities</i>	<u>13,179,996</u>	<u>25,435,882</u>	<u>38,615,878</u>	<u>723,150</u>
Net Assets				
Invested in Capital Assets, Net of Related Debt	11,444,464	21,938,612	33,383,076	1,902,594
Restricted for:				
Capital Projects	906,445	0	906,445	0
Debt Service	473,477	0	473,477	0
Restricted for Auto Gas Tax	504,078	0	504,078	0
Restricted for Community Development Projects	1,133,325	0	1,133,325	0
Restricted for Cemetery	900,796	0	900,796	0
Other Purposes	1,030,938	0	1,030,938	0
Unrestricted	3,480,185	7,787,760	11,267,945	(368,076)
<i>Total Net Assets</i>	<u>\$19,873,708</u>	<u>\$29,726,372</u>	<u>\$49,600,080</u>	<u>\$1,534,518</u>

See accompanying notes to the basic financial statements

City of Zanesville, Ohio
Statement of Activities
For the Year Ended December 31, 2008

	Program Revenues			
	Expenses	Charges for Services	Operating Grants and Contributions	
Governmental Activities				
General Government	\$4,273,200	\$598,667	\$3,337	\$0
Security of Persons and Property	13,366,558	1,749,436	1,239,525	0
Public Health Services	1,799,246	183,623	168,495	0
Leisure Time Activities	1,198,346	144,211	40,039	0
Community Environment	967,609	115,856	60,058	0
Transportation	3,129,671	313,423	156,817	135,147
Interest and Fiscal Charges	234,902	36,719	51,699	57,527
<i>Total Governmental Activities</i>	<u>24,969,532</u>	<u>3,141,935</u>	<u>1,719,970</u>	<u>192,674</u>
Business-Type Activities				
Sewer	4,760,659	6,250,213	0	4,125,000
Water	4,741,078	4,931,067	0	0
<i>Total Business-Type Activities</i>	<u>9,501,737</u>	<u>11,181,280</u>	<u>0</u>	<u>4,125,000</u>
<i>Total Primary Government</i>	<u>\$34,471,269</u>	<u>\$14,323,215</u>	<u>\$1,719,970</u>	<u>\$4,317,674</u>
Component Unit:				
Southeast Area Transit Authority	<u>\$2,846,122</u>	<u>\$615,864</u>	<u>\$1,706,041</u>	<u>\$197,655</u>

General Revenues

Property and Other Taxes Levied for General Purposes
Property and Other Taxes Levied for Courts and Public Safety
Property and Other Taxes Levied for Debt Service
Municipal Income Tax Levied for General Purposes
Municipal Income Tax Levied for Police
Municipal Income Tax Levied for Jail Operations
Municipal Income Tax Levied for Fire Operations
Grants and Entitlements not Restricted to Specific Programs
Gain on Sale of Capital Assets
Interest
Miscellaneous

Total General Revenues

Change in Net Assets

Net Assets Beginning of Year

Net Assets End of Year

See accompanying notes to the basic financial statements

Net (Expense) Revenue
and Changes in Net Assets

Governmental Activities	Business-Type Activities	Total	Component Unit
(\$3,671,196)	\$0	(\$3,671,196)	\$0
(10,377,597)	0	(10,377,597)	0
(1,447,128)	0	(1,447,128)	0
(1,014,096)	0	(1,014,096)	0
(791,695)	0	(791,695)	0
(2,524,284)	0	(2,524,284)	0
(88,957)	0	(88,957)	0
(19,914,953)	0	(19,914,953)	0
0	5,614,554	5,614,554	0
0	189,989	189,989	0
0	5,804,543	5,804,543	0
(19,914,953)	5,804,543	(14,110,410)	0
0	0	0	(326,562)
1,118,311	0	1,118,311	0
221,240	0	221,240	0
424,045	0	424,045	0
8,201,289	0	8,201,289	0
3,661,254	0	3,661,254	0
1,461,668	0	1,461,668	0
1,437,873	0	1,437,873	0
2,307,815	0	2,307,815	0
442,769	0	442,769	0
371,325	10,082	381,407	635
134,544	55,568	190,112	195,804
19,782,133	65,650	19,847,783	196,439
(132,820)	5,870,193	5,737,373	(130,123)
20,006,528	23,856,179	43,862,707	1,664,641
<u>\$19,873,708</u>	<u>\$29,726,372</u>	<u>\$49,600,080</u>	<u>\$1,534,518</u>

City of Zanesville, Ohio
Balance Sheet
Governmental Funds
December 31, 2008

	General	Police	Fire Operating	Other Governmental Funds	Total Governmental Funds
Assets					
Equity in Pooled Cash and Cash Equivalents	\$1,834,747	\$174,308	\$534,163	\$3,747,781	\$6,290,999
Cash and Cash Equivalents					
In Segregated Accounts	7,189	0	0	37,709	44,898
Cash and Cash Equivalents					
With Escrow Agents	0	0	0	6,538	6,538
Receivables:					
Property and Other Local Taxes	566,229	0	0	622,597	1,188,826
Municipal Income Tax	1,142,387	571,085	228,564	228,564	2,170,600
Accounts	1,066,638	5,074	5,465	327,845	1,405,022
Special Assessments	455	0	0	0	455
Loans	0	0	0	297,084	297,084
Interfund	3,983	0	0	223,630	227,613
Intergovernmental	1,020,366	0	0	1,192,214	2,212,580
Accrued Interest	0	0	0	3,453	3,453
Materials and Supplies Inventory	0	9,482	0	14,191	23,673
Prepaid Items	54,159	18,646	10,089	27,777	110,671
<i>Total Assets</i>	<u>\$5,696,153</u>	<u>\$778,595</u>	<u>\$778,281</u>	<u>\$6,729,383</u>	<u>\$13,982,412</u>
Liabilities and Fund Balances					
Liabilities					
Accounts Payable	\$64,672	\$5,920	\$7,456	\$128,575	\$206,623
Contracts Payable	0	0	140,000	0	140,000
Retainage Payable	0	0	0	6,538	6,538
Accrued Wages and Benefits Payable	85,209	145,901	121,433	95,382	447,925
Intergovernmental Payable	322,045	426,005	419,606	209,224	1,376,880
Interfund Payable	254,519	13,992	5,163	35,883	309,557
Deferred Revenue	2,465,124	146,485	58,627	1,825,213	4,495,449
Notes Payable	1,100,000	0	0	0	1,100,000
<i>Total Liabilities</i>	<u>4,291,569</u>	<u>738,303</u>	<u>752,285</u>	<u>2,300,815</u>	<u>8,082,972</u>
Fund Balances					
Reserved for Encumbrances	43,713	17,081	19,677	418,258	498,729
Reserved for Unclaimed Monies	15,108	0	0	0	15,108
Reserved for Interfund Loans	154,888	0	0	0	154,888
Reserved for Loans	0	0	0	297,084	297,084
Unreserved, Undesignated, Reported in:					
General Fund	1,190,875	0	0	0	1,190,875
Special Revenue Funds	0	23,211	6,319	2,763,732	2,793,262
Debt Service Funds	0	0	0	404,459	404,459
Capital Projects Funds	0	0	0	545,035	545,035
<i>Total Fund Balances</i>	<u>1,404,584</u>	<u>40,292</u>	<u>25,996</u>	<u>4,428,568</u>	<u>5,899,440</u>
<i>Total Liabilities and Fund Balances</i>	<u>\$5,696,153</u>	<u>\$778,595</u>	<u>\$778,281</u>	<u>\$6,729,383</u>	<u>\$13,982,412</u>

See accompanying notes to the basic financial statements

City of Zanesville, Ohio
*Reconciliation of Total Governmental Fund Balances to
 Net Assets of Governmental Activities
 December 31, 2008*

Total Governmental Fund Balances		\$5,899,440
 <i>Amounts reported for governmental activities in the statement of net assets are different because</i>		
Capital assets used in governmental activities are not financial resources and therefore are not reported in the funds (governmental internal service fund capital assets included).		18,444,923
Other long-term assets are not available to pay for current-period expenditures and therefore are deferred in the funds:		
Property and Other Taxes	725,290	
Deferred Assessments	1,144,183	
Intergovernmental	1,605,675	
Total	3,475,148	3,475,148
Internal service funds are used by management to charge the cost of insurance and vehicle maintenance to individual funds. The assets and liabilities of the internal service funds are included in governmental activities in the statement of net assets (excluding capital assets reported above and compensated absences reported below).		401,128
Some liabilities are not due and payable in the current period and therefore are not reported in the funds:		
General Obligation Bonds and ODOT Loans Payable	(6,463,118)	
Accrued Interest Payable	(3,851)	
Compensated Absences Payable	(1,879,962)	
Total	(8,346,931)	(8,346,931)
<i>Net Assets of Governmental Activities</i>		<u>\$19,873,708</u>

See accompanying notes to the basic financial statements

City of Zanesville, Ohio
Statement of Revenues, Expenditures and Changes in Fund Balances
 Governmental Funds
 For the Year Ended December 31, 2008

	General	Police	Fire Operating	Other Governmental Funds	Total Governmental Funds
Revenues					
Property and Other Taxes	\$575,272	\$0	\$0	\$1,180,955	\$1,756,227
Municipal Income Tax	8,093,277	3,624,558	1,423,187	1,481,588	14,622,610
Charges for Services	719,595	7,168	9,768	1,245,982	1,982,513
Licenses and Permits	121,998	0	0	323,457	445,455
Fines and Forfeitures	337,936	6,391	0	129,658	473,985
Intergovernmental	2,417,560	9,645	0	1,587,530	4,014,735
Interest	279,517	0	0	91,808	371,325
Rent	7,686	0	0	52,667	60,353
Other	18,821	24,653	19,056	72,014	134,544
<i>Total Revenues</i>	<u>12,571,662</u>	<u>3,672,415</u>	<u>1,452,011</u>	<u>6,165,659</u>	<u>23,861,747</u>
Expenditures					
Current:					
General Government	3,920,271	0	0	36,517	3,956,788
Security of Persons and Property	697,292	6,021,039	4,311,812	1,817,249	12,847,392
Public Health Services	59,930	0	0	1,789,274	1,849,204
Leisure Time Activities	670,897	0	0	408,354	1,079,251
Community Environment	349,133	0	0	601,175	950,308
Transportation	473,500	0	0	1,803,368	2,276,868
Capital Outlay	366,074	14,248	1,333,610	253,897	1,967,829
Debt Service:					
Principal Retirement	0	0	0	530,882	530,882
Interest and Fiscal Charges	16,500	0	0	225,865	242,365
<i>Total Expenditures</i>	<u>6,553,597</u>	<u>6,035,287</u>	<u>5,645,422</u>	<u>7,466,581</u>	<u>25,700,887</u>
<i>Excess of Revenues Over (Under) Expenditures</i>	<u>6,018,065</u>	<u>(2,362,872)</u>	<u>(4,193,411)</u>	<u>(1,300,922)</u>	<u>(1,839,140)</u>
Other Financing Sources (Uses)					
Proceeds from Sale of Capital Assets	819,551	896	0	951	821,398
Proceeds from Loans	0	0	0	116,735	116,735
Transfers In	0	2,116,005	4,020,217	1,575,577	7,711,799
Transfers Out	(7,863,255)	0	0	0	(7,863,255)
<i>Total Other Financing Sources (Uses)</i>	<u>(7,043,704)</u>	<u>2,116,901</u>	<u>4,020,217</u>	<u>1,693,263</u>	<u>786,677</u>
<i>Net Change in Fund Balances</i>	(1,025,639)	(245,971)	(173,194)	392,341	(1,052,463)
<i>Fund Balances Beginning of Year</i>	<u>2,430,223</u>	<u>286,263</u>	<u>199,190</u>	<u>4,036,227</u>	<u>6,951,903</u>
<i>Fund Balances End of Year</i>	<u>\$1,404,584</u>	<u>\$40,292</u>	<u>\$25,996</u>	<u>\$4,428,568</u>	<u>\$5,899,440</u>

See accompanying notes to the basic financial statements

City of Zanesville, Ohio
*Reconciliation of the Statement of Revenues, Expenditures and Changes
in Fund Balances of Governmental Funds to the Statement of Activities
For the Year Ended December 31, 2008*

Net Change in Fund Balance - Total Governmental Funds (\$1,052,463)

Amounts reported for governmental activities on the statement of activities are different because:

Governmental funds report capital outlays as expenditures. However, on the statement of activities, the cost of those assets is allocated over their estimated useful lives as depreciation expense. This is the amount by which capital outlays exceeded depreciation in the current year:

Capital Asset Additions	1,744,452	
Current Year Depreciation	(1,202,120)	
Total	542,332	542,332

Governmental funds only report the disposal of assets to the extent proceeds are received from the sale. In the statement of activities, a gain or loss is reported for each disposal. This is the amount of the proceeds and the gain on disposal of assets:

Gain on Disposal of Assets	442,769	
Proceeds from Sale of Assets	(821,398)	
Total	(378,629)	(378,629)

Revenues on the statement of activities that do not provide current financial resources are not reported as revenues in governmental funds:

Property and Municipal Taxes	146,843	
Charges for Services	179,629	
Intergovernmental	205,724	
Total	532,196	532,196

Repayments of general obligation bonds, JEDD bond, and capital leases are an expenditure in the governmental funds, but the repayments reduce long-term liabilities in the statement of net assets.

General Obligation Bonds	314,000	
ODOT SIB Loan	216,882	
Total	530,882	530,882

Proceeds from the issuance of loans in the statement of revenues, expenditures and changes in fund balances that are reported as other financing sources are not reported as revenues in the statement of activities. (116,735)

Interest is reported as an expenditure when due in the governmental funds, but is accrued on outstanding obligations on the statement of net assets. Premiums are reported as revenues when the debt is first issued; however, these amounts are deferred and amortized on the statement of activities. 1,548

Some expenses reported on the statement of activities do not require the use of current financial resources, therefore, are not reported as expenditures in governmental funds.

Accrued Interest Payable	5,915	
Compensated Absences Payable	(290,323)	
Total	(284,408)	(284,408)

The internal service funds used by management to charge the costs of insurance and vehicle maintenance to individual funds is not reported in the statement of activities. Governmental fund expenditures and the related internal service fund revenues are eliminated. The net expenses of the internal service funds are allocated among governmental activities. Change in net assets is net of depreciation expense and change in compensated absences, which are included above. 92,457

Change in Net Assets of Governmental Activities (\$132,820)

See accompanying notes to the basic financial statements

City of Zanesville, Ohio
*Statement of Revenues, Expenditures and Changes
in Fund Balance - Budget (Non-GAAP Basis) and Actual
General Fund
For the Year Ended December 31, 2008*

	Budgeted Amounts		Actual	Variance with Final Budget Positive (Negative)
	Original	Final		
Revenues				
Property and Other Taxes	\$582,123	\$521,428	\$575,272	\$53,844
Municipal Income Taxes	15,218,000	8,055,519	8,295,036	239,517
Charges for Services	549,800	723,474	721,519	(1,955)
Licenses and Permits	68,382	77,382	84,125	6,743
Fines and Forfeitures	380,000	388,981	339,025	(49,956)
Rent	500	7,016	7,686	670
Intergovernmental	2,295,635	2,552,107	2,715,926	163,819
Interest	610,000	445,824	314,303	(131,521)
Other	34,425	21,710	20,310	(1,400)
<i>Total Revenues</i>	<u>19,738,865</u>	<u>12,793,441</u>	<u>13,073,202</u>	<u>279,761</u>
Expenditures				
Current:				
General Government	4,355,473	4,419,699	3,852,794	566,905
Security of Persons and Property	1,391,070	723,586	710,931	12,655
Public Health Services	59,330	61,830	59,930	1,900
Leisure Time Activities	653,056	746,079	697,715	48,364
Community Environment	329,809	388,222	353,379	34,843
Transportation	0	473,500	473,500	0
Capital Outlay	1,593,168	1,034,108	382,418	651,690
Debt Service:				
Principal Retirements	0	1,100,000	1,100,000	0
Interest and Fiscal Charges	0	16,500	16,500	0
<i>Total Expenditures</i>	<u>8,381,906</u>	<u>8,963,524</u>	<u>7,647,167</u>	<u>1,316,357</u>
<i>Excess of Revenues Over Expenditures</i>	<u>11,356,959</u>	<u>3,829,917</u>	<u>5,426,035</u>	<u>1,596,118</u>
Other Financing Sources (Uses)				
Proceeds from Sale of Notes	1,100,000	2,200,000	2,200,000	0
Proceeds from Sale of Bonds	236,000	236,000	0	(236,000)
Advances In	0	163,209	223,630	60,421
Transfers In	8,086,766	5,000	0	(5,000)
Proceeds from Sale of Capital Assets	803,000	819,550	819,551	1
Transfers Out	(22,379,052)	(7,886,794)	(7,863,255)	23,539
<i>Total Other Financing Sources (Uses)</i>	<u>(12,153,286)</u>	<u>(4,463,035)</u>	<u>(4,620,074)</u>	<u>(157,039)</u>
<i>Net Change in Fund Balance</i>	(796,327)	(633,118)	805,961	1,439,079
<i>Fund Balance Beginning of Year</i>	796,329	796,329	796,329	0
Prior Year Encumbrances Appropriated	124,307	124,307	124,307	0
<i>Fund Balance End of Year</i>	<u>\$124,309</u>	<u>\$287,518</u>	<u>\$1,726,597</u>	<u>\$1,439,079</u>

See accompanying notes to the basic financial statements

City of Zanesville, Ohio
*Statement of Revenues, Expenditures and Changes
in Fund Balance - Budget (Non-GAAP Basis) and Actual
Police Fund
For the Year Ended December 31, 2008*

	Budgeted Amounts		Actual	Variance with Final Budget Positive (Negative)
	Original	Final		
Revenues				
Municipal Income Taxes	\$3,725,418	\$3,725,418	\$3,725,418	\$0
Charges for Services	14,000	14,000	16,288	2,288
Fines and Forfeitures	0	6,391	6,391	0
Intergovernmental	9,320	9,320	9,645	325
Contributions and Donations	5,188	7,995	7,995	0
Other	5,000	13,161	16,537	3,376
<i>Total Revenues</i>	3,758,926	3,776,285	3,782,274	5,989
Expenditures				
Current:				
Security of Persons and Property	5,993,040	6,150,652	6,016,925	133,727
Capital Outlay	19,953	16,200	14,248	1,952
<i>Total Expenditures</i>	6,012,993	6,166,852	6,031,173	135,679
<i>Excess of Revenues Under Expenditures</i>	(2,254,067)	(2,390,567)	(2,248,899)	141,668
Other Financing Sources				
Transfers In	1,985,281	2,121,781	2,116,005	(5,776)
Proceeds from Sale of Capital Assets	0	0	896	896
<i>Total Other Financing Sources</i>	1,985,281	2,121,781	2,116,901	(4,880)
<i>Net Change in Fund Balance</i>	(268,786)	(268,786)	(131,998)	136,788
<i>Fund Balance Beginning of Year</i>	268,785	268,785	268,785	0
Prior Year Encumbrances Appropriated	18,959	18,959	18,959	0
<i>Fund Balance End of Year</i>	<u>\$18,958</u>	<u>\$18,958</u>	<u>\$155,746</u>	<u>\$136,788</u>

See accompanying notes to the basic financial statements

City of Zanesville, Ohio
*Statement of Revenues, Expenditures and Changes
in Fund Balance - Budget (Non-GAAP Basis) and Actual
Fire Operating Fund
For the Year Ended December 31, 2008*

	<u>Budgeted Amounts</u>		<u>Actual</u>	<u>Variance with Final Budget Positive (Negative)</u>
	<u>Original</u>	<u>Final</u>		
Revenues				
Property and Other Taxes	\$1,463,554	\$1,463,554	\$1,463,554	\$0
Charges for Services	4,000	4,000	4,303	303
Other	500	8,000	19,056	11,056
<i>Total Revenues</i>	1,468,054	1,475,554	1,486,913	11,359
Expenditures				
Current:				
Security of Persons and Property	4,922,226	4,950,727	4,503,907	446,820
Capital Outlay	838,090	826,250	1,353,214	(526,964)
<i>Total Expenditures</i>	5,760,316	5,776,977	5,857,121	(80,144)
<i>Excess of Revenues Under Expenditures</i>	(4,292,262)	(4,301,423)	(4,370,208)	(68,785)
Other Financing Sources				
Transfers In	4,011,056	4,020,217	4,020,217	0
<i>Total Other Financing Sources</i>	4,011,056	4,020,217	4,020,217	0
<i>Net Change in Fund Balance</i>	(281,206)	(281,206)	(349,991)	(68,785)
<i>Fund Balance Beginning of Year</i>	281,206	281,206	281,206	0
Prior Year Encumbrances Appropriated	579,605	579,605	579,605	0
<i>Fund Balance End of Year</i>	<u>\$579,605</u>	<u>\$579,605</u>	<u>\$510,820</u>	<u>(\$68,785)</u>

See accompanying notes to the basic financial statements

City of Zanesville
Statement of Fund Net Assets
Proprietary Funds
December 31, 2008

	Business Type Activities - Enterprise Funds			Governmental Activities- Internal Service Funds
	Sewer	Water	Total	
Assets				
Current:				
Equity in Pooled Cash and Cash Equivalents	\$4,376,953	\$1,812,083	\$6,189,036	\$594,506
Receivables:				
Accounts	887,085	832,629	1,719,714	60,375
Special Assessments	17,762	0	17,762	0
Interfund	0	0	0	103,368
Materials and Supplies Inventory	296,405	648,515	944,920	175,897
Prepaid Items	19,143	21,460	40,603	1,780
Restricted Assets:				
Cash and Cash Equivalents - Customer Deposits	0	283,321	283,321	0
Cash and Cash Equivalents in Segregated Accounts	238,580	0	238,580	0
Total Current Assets	5,835,928	3,598,008	9,433,936	935,926
Noncurrent:				
Non-Depreciable Capital Assets	16,200,082	82,065	16,282,147	0
Depreciable Capital Assets, Net	24,837,756	4,629,839	29,467,595	5,221
Total Noncurrent Assets	41,037,838	4,711,904	45,749,742	5,221
Total Assets	46,873,766	8,309,912	55,183,678	941,147
Liabilities				
Current:				
Accounts Payable	49,449	157,133	206,582	14,753
Contracts Payable	196,113	0	196,113	0
Accrued Wages and Benefits Payable	48,214	56,721	104,935	14,643
Compensated Absences Payable	155,999	114,715	270,714	16,069
Intergovernmental Payable	109,568	114,905	224,473	26,902
Claims Payable	0	0	0	478,500
Interfund Payable	10,736	10,688	21,424	0
Accrued Interest Payable	919	2,707	3,626	0
OWDA Loans Payable	2,414,556	312,958	2,727,514	0
OPWC Loans Payable	0	34,205	34,205	0
General Obligation Bonds Payable	187,500	130,000	317,500	0
Total Current Liabilities	3,173,054	934,032	4,107,086	550,867
Current Liabilities Payable from Restricted Assets:				
Customer Deposits	0	283,321	283,321	0
Retainage Payable	238,580	0	238,580	0
Total Current Liabilities Payable from Restricted Assets	238,580	283,321	521,901	0
Long-Term (Net of Current Portion):				
Compensated Absences Payable	0	96,408	96,408	17,672
OWDA Loans Payable	18,471,321	1,448,972	19,920,293	0
OPWC Loans Payable	0	181,618	181,618	0
General Obligation Bonds Payable	0	630,000	630,000	0
Total Long-Term Liabilities	18,471,321	2,356,998	20,828,319	17,672
Total Liabilities	21,882,955	3,574,351	25,457,306	568,539
Net Assets				
Invested in Capital Assets, Net of Related Debt	19,964,461	1,974,151	21,938,612	5,221
Unrestricted	5,026,350	2,761,410	7,787,760	367,387
Total Net Assets	\$24,990,811	\$4,735,561	29,726,372	\$372,608

See accompanying notes to the basic financial statements

City of Zanesville
Statement of Revenues, Expenses
and Changes in Fund Net Assets
Proprietary Funds
For the Year Ended December 31, 2008

	Business Type Activities - Enterprise Funds			Governmental Activities- Internal Service Funds
	Sewer	Water	Total	
Operating Revenues				
Charges for Services	\$6,250,213	\$4,931,067	\$11,181,280	\$5,297,658
<i>Total Operating Revenues</i>	<u>6,250,213</u>	<u>4,931,067</u>	<u>11,181,280</u>	<u>5,297,658</u>
Operating Expenses				
Personal Services	2,125,765	2,114,457	4,240,222	448,528
Contractual Services	787,830	1,578,062	2,365,892	29,720
Materials and Supplies	253,780	601,214	854,994	926,195
Claims	0	0	0	3,955,709
Other	0	111,290	111,290	0
Depreciation	745,210	183,678	928,888	3,134
<i>Total Operating Expenses</i>	<u>3,912,585</u>	<u>4,588,701</u>	<u>8,501,286</u>	<u>5,363,286</u>
<i>Operating Income (Loss)</i>	2,337,628	342,366	2,679,994	(65,628)
Non-Operating Revenues (Expenses)				
Interest	4,264	5,818	10,082	0
Interest and Fiscal Charges	(848,074)	(152,377)	(1,000,451)	0
Other Non-Operating Revenues	46,116	9,452	55,568	0
<i>Total Non-Operating Revenues (Expenses)</i>	<u>(797,694)</u>	<u>(137,107)</u>	<u>(934,801)</u>	<u>0</u>
<i>Income (Loss) Before Transfers</i>	1,539,934	205,259	1,745,193	(65,628)
Transfers In	0	0	0	151,456
<i>Income (Loss) Before Capital Contributions</i>	1,539,934	205,259	1,745,193	85,828
Capital Contributions - Intergovernmental	4,125,000	0	4,125,000	0
<i>Change in Net Assets</i>	5,664,934	205,259	5,870,193	85,828
<i>Net Assets Beginning of Year</i>	<u>19,325,877</u>	<u>4,530,302</u>	<u>23,856,179</u>	<u>286,780</u>
<i>Net Assets End of Year</i>	<u>\$24,990,811</u>	<u>\$4,735,561</u>	<u>\$29,726,372</u>	<u>\$372,608</u>

See accompanying notes to the basic financial statements

City of Zanesville
Statement of Cash Flows
Proprietary Funds
For the Year Ended December 31, 2008

	<u>Business Type Activities - Enterprise Funds</u>			Governmental
	<u>Sewer</u>	<u>Water</u>	<u>Total</u>	Activities- Internal Service Funds
<i>Increase (Decrease) in Cash and Cash Equivalents</i>				
Cash Flows from Operating Activities:				
Cash Received from Customers	\$6,119,064	\$4,730,562	\$10,849,626	\$5,397,074
Cash Payments for Employee Services and Benefits	(2,181,508)	(2,108,572)	(4,290,080)	(447,189)
Cash Payments to Suppliers for Goods and Services	(881,208)	(2,446,951)	(3,328,159)	(1,004,183)
Cash Payments for Claims	0	0	0	(4,241,009)
<i>Net Cash Provided by (Used in) Operating Activities</i>	<u>3,056,348</u>	<u>175,039</u>	<u>3,231,387</u>	<u>(295,307)</u>
Cash Flows from Noncapital Financing Activities:				
Transfer In	0	0	0	151,456
<i>Net Cash Provided by (Used in) Noncapital Financing Activities</i>	<u>0</u>	<u>0</u>	<u>0</u>	<u>151,456</u>
Cash Flows from Capital and Related Financing Activities:				
Acquisition of Capital Assets	(11,769,791)	(291,224)	(12,061,015)	0
OWDA Loans Issued	7,784,045	0	7,784,045	0
Other Non-Operating Receipts	43,617	7,419	51,036	0
Principal Paid on Debt	(1,359,567)	(454,961)	(1,814,528)	0
Interest Paid on Debt	(848,074)	(152,376)	(1,000,450)	0
Capital Contributions	4,125,000	0	4,125,000	0
<i>Net Cash Provided by Capital and Related Financing Activities</i>	<u>(2,024,770)</u>	<u>(891,142)</u>	<u>(2,915,912)</u>	<u>0</u>
Cash Flows from Investing Activities:				
Interest on Investments	4,572	7,067	11,639	0
<i>Net Cash Provided by Investing Activities</i>	<u>4,572</u>	<u>7,067</u>	<u>11,639</u>	<u>0</u>
<i>Net Increase (Decrease) in Cash and Cash Equivalents</i>	1,036,150	(709,036)	327,114	(143,851)
<i>Cash and Cash Equivalents Beginning of Year</i>	<u>3,579,383</u>	<u>2,804,440</u>	<u>6,383,823</u>	<u>738,357</u>
<i>Cash and Cash Equivalents End of Year</i>	<u>\$4,615,533</u>	<u>\$2,095,404</u>	<u>\$6,710,937</u>	<u>\$594,506</u>

(Continued)

City of Zanesville, Ohio
Statement of Cash Flows
Proprietary Funds
For the Year Ended December 31, 2008
(Continued)

	Business Type Activities - Enterprise Funds			Governmental Activities- Internal Service Funds
	Sewer	Water	Total	
Reconciliation of Operating Income (Loss) to Net Cash Provided by Operating Activities:				
<i>Operating Income (Loss)</i>	\$2,337,628	\$342,366	\$2,679,994	(\$65,628)
Adjustments:				
Depreciation	745,210	183,678	928,888	3,134
Changes in Assets and Liabilities:				
(Increase) Decrease in Accounts Receivable	(131,319)	(200,535)	(331,854)	2,769
(Increase) Decrease in Interfund Receivable	0	0	0	96,647
(Increase) Decrease in Materials and Supplies Inventory	17,290	(235,373)	(218,083)	(14,509)
(Increase) Decrease in Prepaid Items	(717)	418	(299)	1,935
Increase (Decrease) in Accounts Payable	(54,471)	82,519	28,048	(36,087)
Increase (Decrease) in Contracts Payable	196,113	0	196,113	0
Increase (Decrease) in Accrued Wages and Benefits Payable	4,804	8,701	13,505	2,313
Increase (Decrease) in Intergovernmental Payable	(14,943)	(11,438)	(26,381)	(4,075)
Increase/(Decrease) in Claims Payable	0	0	0	(285,300)
Increase (Decrease) in Compensated Absences Payable	(24,600)	13,178	(11,422)	3,494
Increase (Decrease) in Interfund Payable	(18,817)	(8,505)	(27,322)	0
Increase/(Decrease) in Customer Deposits	170	30	200	0
<i>Net Cash Provided by (Used in) Operating Activities</i>	<u>\$3,056,348</u>	<u>\$175,039</u>	<u>\$3,231,387</u>	<u>(\$295,307)</u>

See accompanying notes to the basic financial statements

City of Zanesville
Statement of Fiduciary Net Assets
Fiduciary Funds
December 31, 2008

	Private Purpose Trust Funds	Agency Funds
Assets		
Equity in Pooled Cash and Cash Equivalents	\$10,935	\$56,282
Investments	12,000	0
<i>Total Assets</i>	<i>\$22,935</i>	<i>\$56,282</i>
Liabilities		
Undistributed Monies	0	56,282
<i>Total Liabilities</i>	<i>0</i>	<i>\$56,282</i>
Net Assets		
Held in Trust	22,935	
<i>Total Net Assets</i>	<i>\$22,935</i>	

See accompanying notes to the basic financial statements

City of Zanesville
Statement of Changes in Fiduciary Net Assets
Fiduciary Fund
For the Year Ended December 31, 2008

	Private Purpose Trust Funds
Additions	
Interest	\$1,406
Deletions	
Other	3,698
<i>Change in Net Assets</i>	(2,292)
<i>Net Assets Beginning of Year</i>	25,227
<i>Net Assets End of Year</i>	\$22,935

See accompanying notes to the basic financial statements

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 1 - REPORTING ENTITY AND BASIS OF PRESENTATION

The City of Zanesville (the "City") is a body politic, incorporated and established for the purpose of exercising the rights and privileges conveyed to it by the laws of the State of Ohio. The City is organized as a Mayor/Council form of government. Located in Muskingum County, the City was established in 1814. The City is located 55 miles east of Columbus, once served as the state capital, and currently serves as the county seat. The City employs approximately 340 people. The Mayor, Council, Auditor, Treasurer, and Law Director are elected officials. Department directors and public members of various boards and commissions are appointed by the Mayor.

A. Reporting Entity

The City utilizes the standards of Governmental Accounting Standards Board Statement 14 for determining the reporting entity.

The financial reporting entity consists of a) the primary government, b) component units, which are legally separate organizations which are fiscally dependent on the City or for which the City is financially accountable, and c) governmental organizations for which the primary government is not financially accountable, but for which the nature and significance of their financial relationship with the primary government are such that exclusion would cause the reporting entity's financial statements to be misleading or incomplete.

The City provides various services including police and fire protection, recreation (including parks), planning, zoning, street maintenance and repair, water and water pollution control, sanitation services, and general administrative services. The operation of each of these activities is directly controlled by the Council through the budgetary process. These City operations form the legal entity of the City and are included as part of the primary government.

The "Component Unit" column in the Government-wide Financial Statements identifies the financial data of the City's component unit, the South East Area Transit Authority, formerly known as Muskingum Authority of Public Transit. It is discretely reported to emphasize that it is legally separate from the City.

The South East Area Transit Authority is a legally separate entity, organized under the laws of the State of Ohio, which is governed by a nine member board of directors. The board consists of six members appointed by the City, two members appointed by Muskingum County, and one member appointed by the Village of South Zanesville. The Authority provides bus service within the City of Zanesville, the Village of South Zanesville, and portions of Muskingum County. The Authority derives its revenues from bus fares, Federal Transit Authority grants administered by the State of Ohio, local matching funds, and other miscellaneous revenue sources. The City currently provides approximately 73 percent of the Authority's local matching funds. The remaining 27 percent is provided by the County and Village. The Authority operates on a fiscal year ending December 31. The operating statement of the Authority is presented at operating and non-operating category levels. Separately issued financial statements can be obtained from the South East Area Transit Authority, Zanesville, Ohio.

The following have been excluded from the financial reporting entity:

Muskingum County Public Library
Zanesville City School District
Muskingum Community Action Group, Inc.
Muskingum College
Muskingum Area Technical College
Zanesville/Muskingum Convention and Visitors Bureau
Zanesville City Chamber of Commerce
East Muskingum Water Authority
East Muskingum Local School District

The City is involved with the following organizations which are defined as jointly governed organizations. Additional information concerning the jointly governed organizations is presented in Note 15.

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 1 - REPORTING ENTITY AND BASIS OF PRESENTATION (Continued)

Ohio Mid-Eastern Governments Association (OMEGA)
Zanesville/Muskingum County Port Authority
Zanesville/Muskingum Conventions Facility Authority
Zanesville Metropolitan Housing Authority
Muskingum County Center for Seniors

The City is involved with the following organizations which are defined as joint ventures. Additional information concerning the joint ventures is presented in Note 16.

Zanesville, South Zanesville and Springfield Joint Economic Development District (JEDD)
Zanesville-Washington Township Joint Economic Development District (JEDD)
Zanesville-Newton Township Joint Economic Development District (JEDD)

NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

The significant accounting policies followed in the preparation of these financial statements are summarized below. These policies conform to accounting principles generally accepted in the United States of America (GAAP) for local governmental units as prescribed in the statements issued by the Governmental Accounting Standards Board and other recognized authoritative sources. The City applies Financial and Accounting Standards Board Statements and Interpretations issued prior to November 30, 1989 to its business type activities and to its proprietary activities provided they do not conflict with Governmental Accounting Standards Board Statements and Interpretations. The City has elected not to follow FASB guidance issue after December 1, 1989. Information in the notes to the Basic Financial Statements relates in general to the primary government. Information related to the operation of the South East Area Transit Authority (component unit) is included in Note 20.

A. Basis of Presentation

The City's basic financial statements consist of government-wide statements, including a statement of net assets and a statement of activities, and fund financial statements, which provide a more detailed level of financial information.

Government-wide Financial Statements The statement of net assets and the statement of activities display information about the City as a whole. These statements include the financial activities of the primary government, except for fiduciary funds. The statements distinguish between those activities of the City that are governmental and those that are considered business-type activities.

The statement of net assets presents the financial condition of the governmental and business-type activities of the City at year end. The statement of activities presents a comparison between direct expenses and program revenues for each program or function of the City's governmental activities and for business-type activities of the City. Direct expenses are those that are specifically associated with a service, program, or department and therefore clearly identifiable to a particular function. Program revenues include charges paid by the recipient of the goods or services offered by the program, grants, and contributions that are restricted to meeting the operational or capital requirements of a particular program. Revenues which are not classified as program revenues are presented as general revenues of the City, with certain limited exceptions. The comparison of direct expenses with program revenues identifies the extent to which each governmental program or business activity is self-financing or draws from the general revenues of the City.

Fund Financial Statements During the year, the City segregates transactions related to certain City functions or activities in separate funds in order to aid financial management and to demonstrate legal compliance. Fund financial statements are designed to present financial information of the City at this more detailed level. The focus of governmental and proprietary fund financial statements is on major funds. Each major fund is presented in a separate column. Non-major funds are aggregated and presented in a single column. Fiduciary funds are reported by type.

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

B. Fund Accounting

The City uses funds to maintain its financial records during the year. A fund is defined as a fiscal and accounting entity with a self balancing set of accounts. There are three categories of funds: governmental, proprietary, and fiduciary.

Governmental Funds Governmental funds are those through which most governmental functions of the City are financed. Governmental fund reporting focuses on the sources, uses, and balances of current financial resources. Expendable assets are assigned to the various governmental funds according to the purposes for which they may or must be used. Current liabilities are assigned to the fund from which they will be paid. The difference between governmental fund assets and liabilities is reported as fund balance. The following are the City's major governmental funds:

General Fund The General Fund accounts for all financial resources except those required to be accounted for in another fund. The General Fund balance is available to the City for any purpose provided it is expended or transferred according to the general laws of Ohio.

Police Fund The Police Fund is used to account for that portion of income tax collections designated for security of persons and property within the City.

Fire Operating Fund The Fire Operating Fund is used to account for that portion of income tax collections designed for operating costs of the City's three fire stations.

The other governmental funds of the City account for grants and other resources whose use is restricted to a particular purpose.

Proprietary Funds Proprietary fund reporting focuses on the determination of operating income, changes in net assets, financial position, and cash flows. Proprietary funds are classified as either enterprise or internal service.

Enterprise Funds Enterprise funds may be used to account for any activity for which a fee is charged to external users for goods or services. The following is a description of the City's major enterprise funds:

Sewer Fund The Sewer Fund is used to account for the revenues generated from the charges for sanitary sewer services provided to the residential and commercial users of the City.

Water Fund The Water Fund is used to account for the revenues generated from the charges for distribution of water to the residential and commercial users of the City.

Internal Service Funds Internal Service funds account for the financing of services provided by one department or agency to other departments or agencies of the City on a cost reimbursement basis. One internal service fund of the City accounts for self-insurance for health care claims and the other internal service fund accounts for vehicle maintenance costs.

Fiduciary Funds Fiduciary fund reporting focuses on net assets and changes in net assets. There are four categories of fiduciary funds; pension trust funds, investment trust funds, private-purpose trust funds, and agency funds. Trust funds are used to account for assets held by the City under a trust agreement for individuals, private organizations, or other governments and are therefore not available to support the City's own programs. Agency funds are custodial in nature (assets equal liabilities) and do not involve measurement of results of operations. The City's agency funds account for grant money passed through for a scenic route project, payroll activity, and mayor's court collections that are distributed to various local governments. The City's private purpose trust fund is used to hold in trust monies that do not benefit the City.

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

C. Measurement Focus

Government-wide Financial Statements The government-wide financial statements are prepared using the economic resources measurement focus. All assets and all liabilities associated with the operation of the City are included on the statement of net assets. The statement of activities accounts for increases (i.e. revenues) and decreases (i.e. expenses) in total net assets.

Fund Financial Statements All governmental funds are accounted for using a flow of current financial resources measurement focus. With this measurement focus, only current assets and current liabilities generally are included on the balance sheet. The statement of revenues, expenditures, and changes in fund balances reports on the sources (i.e., revenues and other financing sources) and uses (i.e., expenditures and other financing uses) of current financial resources. This approach differs from the manner in which the governmental activities of the government-wide financial statements are prepared. Therefore, governmental fund financial statements include a reconciliation with brief explanations to better identify the relationship between the government-wide statements and the statements for governmental funds.

Like the government-wide statements, all proprietary funds are accounted for on a flow of economic resources measurement focus. All assets and all liabilities associated with the operation of these funds are included on the statement of fund net assets. The statement of changes in revenues, expenses, and changes in fund net assets presents increases (i.e., revenues) and decreases (i.e., expenses) in net total assets. The statement of cash flows provides information about how the City finances and meets the cash flow needs of its proprietary activities.

D. Basis of Accounting

Basis of accounting determines when transactions are recorded in the financial records and reported on the financial statements. Government-wide financial statements are prepared using the accrual basis of accounting; proprietary and fiduciary funds also use the accrual basis of accounting. Governmental funds use the modified accrual basis of accounting. Differences in the accrual and the modified accrual basis of accounting arise in the recognition of revenue, the recording of deferred revenues, and in the presentation of expenses versus expenditures.

Revenues - Exchange and Non-exchange Transactions Revenue resulting from exchange transactions, in which each party gives and receives essentially equal value, is recorded on the accrual basis when the exchange takes place. On a modified accrual basis, revenue is recorded in the year in which the resources are measurable and become available. Available means that the resources will be collected within the current year or are expected to be collected soon enough thereafter to be used to pay liabilities of the current year. For the City, available means expected to be received within sixty days of year end.

Non-exchange transactions, in which the City receives value without directly giving equal value in return, include income taxes, property taxes, grants, entitlements, and donations. On an accrual basis, revenue from income taxes is recognized in the period in which the income is earned. Revenue from property taxes is recognized in the year for which the taxes are levied (See Note 5). Revenue from grants, entitlements, and donations is recognized in the year in which all eligibility requirements have been satisfied. Eligibility requirements include timing requirements, which specify the year when the resources are required to be used or the year when use is first permitted; matching requirements, in which the City must provide local resources to be used for a specified purpose; and expenditure requirements, in which the resources are provided to the City on a reimbursement basis. On a modified accrual basis, revenue from a non-exchange transaction must also be available before it can be recognized.

Under the modified accrual basis, the following revenue sources are considered to be both measurable and available at year end: municipal income taxes, hotel taxes, charges for services, state-levied locally shared taxes (including gasoline tax and motor vehicle license fees), interest, loans, grants, fees, and rentals.

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

Deferred Revenue Deferred revenues arise when assets are recognized before revenue recognition criteria have been satisfied.

Property taxes for which there is an enforceable legal claim as of December 31, 2008, but which were levied to finance year 2009 operations, have been recorded as deferred revenue. Grants and entitlements received before the eligibility requirements were met also have been recorded as deferred revenue.

On governmental fund financial statements, receivables that will not be collected within the available period also have been reflected as deferred revenue.

Expenses/Expenditures On the accrual basis of accounting, expenses are recognized at the time they are incurred.

The measurement focus of governmental fund accounting is on decreases in net financial resources (expenditures) rather than expenses. Expenditures are generally recognized in the accounting period in which the related fund liability is incurred, if measurable. Allocations of cost, such as depreciation and amortization, are not recognized in governmental funds.

E. Budget Process

All funds, except agency funds, are legally required to be budgeted and appropriated. The major documents prepared are the tax budget, the certificate of estimated resources, and the appropriations resolution, all of which are prepared on the budgetary basis of accounting. The tax budget demonstrates a need for existing or increased tax rates. The certificate of estimated resources establishes a limit on the amount Council may appropriate. The appropriations resolution is Council's authorization to spend resources and sets annual limits on expenditures plus encumbrances at the level of control selected by Council. The legal level of control has been established by Council at the fund, department, and object level for all funds.

The certificate of estimated resources may be amended during the year if projected increases or decreases in revenue are identified by the City Auditor. The amounts reported as the original budgeted amounts on the budgetary statements reflect the amounts on the certificate of estimated resources when the original appropriations were adopted. The amounts reported as the final budgeted amounts on the budgetary statements reflect the amounts on the amended certificate of estimated resources in effect at the time final appropriations were adopted by Council.

The appropriation ordinance fixes spending authority at the fund, department, and object level. The appropriation ordinance may be amended during the year as new information becomes available, provided that total fund appropriations do not exceed current estimated resources, as certified. The allocation of appropriations among departments and objects within a fund may be modified during the year by an ordinance of Council. The amounts reported on the budgetary statement reflect the amounts on the amended official certificate of estimated resources in effect at the time final appropriations were adopted by Council. The amounts reported as the original budgeted amounts in the budgetary statements reflect the first appropriation resolution for that fund that covered the entire year, including amounts automatically carried forward from prior years. The amounts reported as the final budgeted amounts represent the final appropriation amounts passed by Council during the year.

F. Cash and Cash Equivalents

To improve cash management, cash received by the City treasurer is pooled in a central bank account. Monies for all funds are maintained in this account or temporarily used to purchase short term investments. Individual fund integrity is maintained through City records. Interest in the pool is presented as "equity in pooled cash and cash equivalents."

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

F. Cash and Cash Equivalents (Continued)

The City has segregated bank accounts for monies held separate from the City's central bank account. These depository accounts are presented as "Cash and Cash Equivalents in Segregated Accounts" since they are not required to be deposited into the City's treasury.

Cash related to the Component Unit is presented as "Cash and Cash Equivalents in Segregated Accounts".

Investments of the cash management pool and investments with an original maturity of three months or less are considered to be cash equivalents. Investments with an original maturity of more than three months are reported as investments.

Except for nonparticipating investment contracts, investments are reported at fair value which is based on quoted market prices. Nonparticipating investment contracts such as repurchase agreements and nonnegotiable certificates of deposit are reported at cost.

The City invested funds in the State Asset Reserve of Ohio (STAROhio), repurchase agreements, money market mutual funds and U.S. Treasury Notes during 2008. STAROhio is an investment pool managed by the State Treasurer's Office which allows governments within the State to pool their funds for investment purposes. STAROhio is not registered with the SEC as an investment company, but does operate in a manner consistent with Rule 2a7 of the Investment Company Act of 1940. Investments in STAROhio are valued at STAROhio's share price which is the price the investment could be sold for on December 31, 2008.

G. Inventory

On government-wide financial statements, inventories are presented at the lower of cost or market on a first-in, first-out basis and are expensed when used.

On fund financial statements, inventories of governmental funds are stated at cost while inventories of proprietary funds are stated at the lower of cost or market. For all funds, cost is determined on a first-in, first-out basis. The cost of inventory items is recorded as an expenditure in the governmental fund types when used. Inventories of the proprietary funds are expensed when used.

Inventory consists of expendable supplies held for consumption.

H. Prepaid Items

Payments made to vendors for services that will benefit periods beyond December 31, 2008, are recorded as prepaid items using the consumption method by recording a current asset for the prepaid amount and reflecting the expenditure/expense in the year in which services are consumed.

I. Restricted Assets

Assets are reported as restricted when limitations on their use change the nature or normal understanding of the availability of the asset. Such constraints are either externally imposed by creditors, contributors, grantors, or laws of other governments, or are imposed by law through constitutional provisions or enabling legislation. Restricted assets in the enterprise funds represent customer deposits and retainage payable. Restricted assets in the governmental funds represents funds restricted as part of the bond indenture for debt service.

CITY OF ZANESVILLE, OHIO
 NOTES TO THE BASIC FINANCIAL STATEMENTS
 FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

J. Capital Assets

General capital assets are capital assets which are associated with and generally arise from governmental activities. They generally result from expenditures in the governmental funds. General capital assets are reported in the governmental activities column of the government-wide statement of net assets but are not reported in the fund financial statements. Capital assets utilized by the proprietary funds are reported both in the business-type activities column of the government-wide statement of net assets and in the respective funds.

All capital assets are capitalized at cost (or estimated historical cost) and updated for additions and retirements during the year. Donated capital assets are recorded at their fair market value as of the date received. The City maintains a capitalization threshold of five thousand dollars. The City's infrastructure consists of U.S. and State roads, City streets, street signs, and water and sewer systems. Improvements are capitalized; the costs of normal maintenance and repairs that do not add to the value of the asset or materially extend an asset's life are not. Interest incurred during the construction phase of capital assets of business-type activities is included as part of the capitalized value of the assets constructed.

All capital assets are depreciated, except for land and construction in progress. Improvements are depreciated over the remaining useful lives of the related capital assets. Useful lives for infrastructure were estimated based on the City's historical records of necessary improvements and replacement. Depreciation is computed using the straight-line method over the following useful lives:

<u>Description</u>	<u>Governmental Activities Estimated Lives</u>	<u>Business-Type Activities Estimated Lives</u>
Buildings and Improvements	10 - 100 years	10 - 100 years
Machinery and Equipment	4 - 20 years	4 - 20 years
Vehicles	3 - 10 years	3 - 10 years
Infrastructure	8 - 10 years	8 - 10 years

K. Compensated Absences

Vacation benefits are accrued as a liability as the benefits are earned if the employees' rights to receive compensation are attributable to services already rendered and it is probable that the employer will compensate the employees for the benefits through paid time off or some other means. The liability for vacation benefits is recorded as "Compensated Absences Payable." The balances are to be used by employees following the year earned. Sick leave benefits are accrued as a liability using the vesting method. The liability includes the employees who are currently eligible to receive termination benefits and those that the City has identified as probable of receiving payment in the future. The amount is based on accumulated sick leave and employee wage rates at year end taking into consideration any limits specified in the City's termination policy. The City records a liability for accumulated unused sick leave for police and jail employees after five years of service; street, water, sewer and sanitation employees after seven years of service; fire department employees after one year of service; and all other City employees after nine years of service.

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

L. Accrued Liabilities and Long-Term Obligations

All payables, accrued liabilities, and long-term obligations are reported in the government-wide financial statements. All payables, accrued liabilities, and long-term obligations payable from proprietary funds are reported on the proprietary fund financial statements.

In general, governmental fund payables and accrued liabilities that, once incurred, are paid in a timely manner and in full from current financial resources are reported as obligations of the funds. However, claims and judgments, compensated absences and special termination benefits that will be paid from governmental funds are reported as a liability in the fund financial statements only to the extent that they are due for payment during the current year. Long-term loans are recognized as a liability on the governmental fund financial statements when due.

M. Unamortized Issuance Costs/Bond Premiums

Issuance costs and bond premiums are deferred and amortized over the term of the bonds using the bonds-outstanding method, which approximates the effective interest method. Issuance costs are recorded as deferred charges. Bond premiums are presented as an addition to the face amount of bonds payable.

N. Fund Balance Reserves

Fund balance reserves represent those portions of fund balance not appropriable for expenditure or legally segregated for a specific future use. Fund balances are reserved for encumbrances, loans receivables, the long-term portion of interfund loans and unclaimed monies. Under Ohio law, unclaimed funds are not available for appropriation until they have remained unclaimed for five years.

O. Net Assets

Net assets represent the difference between assets and liabilities. Net assets invested in capital assets, net of related debt, consists of capital assets, net of accumulated depreciation, reduced by the outstanding balances of any borrowing used for the acquisition, construction, or improvement of those assets. Net assets are reported as restricted when there are limitations imposed on their use either through constitutional provisions or enabling legislation or through external restrictions imposed by creditors, grantors, or laws or regulations of other governments.

Net assets restricted for other purposes include activities related to community health and improvement, court and public safety, law enforcement, jail operating, airport, cemetery, auditorium, and sanitation..

The City applies restricted resources when an expense is incurred for purposes for which both restricted and unrestricted net assets are available.

Of the City's \$4,949,059 restricted net assets, \$149,592 is restricted by enabling legislation.

P. Operating Revenues and Expenses

Operating revenues are those revenues that are generated directly from the primary activity of the proprietary funds. For the City, these revenues are charges for services for sewer and water utility services. Operating expenses are necessary costs that have been incurred in order to provide the good or service that is the primary activity of the fund. Revenues and expenses not meeting the definition are reported as non-operating.

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

Q. Contributions of Capital

Contributions of capital in the proprietary fund financial statements arise from outside contributions of capital assets, tap-in fees to the extent they exceed the cost of the connection to the system, or from grants or outside contributions of resources restricted to capital acquisition and construction.

R. Interfund Activity

Transfers between governmental and business-type activities on the government-wide statements are reported in the same manner as general revenues.

Exchange transactions between funds are reported as revenues in the seller funds and as expenditures/expenses in the purchaser funds. Flows of cash or goods from one fund to another without a requirement for repayment are reported as interfund transfers. Interfund transfers are reported as other financing sources/uses in governmental funds and after non-operating revenues/expenses in proprietary funds. Repayments from funds responsible for particular expenditures/expenses to the funds that initially paid for them are not presented on the financial statements. Transfers within governmental activities or within business-type activities are eliminated in the statement of activities.

S. Interfund Balances

On fund financial statements, outstanding interfund loans and unpaid amounts for interfund services are reported as "interfund receivables/payables." Interfund transactions which do not represent available expendable resources are offset by a fund balance reserve account. Interfund balance amounts are eliminated in the Statement of Net Assets, except for any residual amounts due between governmental and business-type activities, which are presented as internal balances.

T. Estimates

The preparation of the financial statements in conformity with generally accepted accounting principles requires management to make estimates and assumptions that affect the amounts reported in the financial statements and accompanying notes. Actual results may differ from those estimates.

NOTE 3 – BUDGETARY BASIS OF ACCOUNTING

While the City is reporting financial position, results of operations and changes in fund balance on the basis of generally accepted accounting principles (GAAP), the budgetary basis as provided by law is based upon accounting for certain transactions on a basis of cash receipts, disbursements and encumbrances. The Statement of Revenues, Expenditures and Changes in Fund Balances - Budget (Non-GAAP Basis) and Actual presented for the General Fund and each major special revenue fund is presented on the budgetary basis to provide a meaningful comparison of actual results with the budget. The major differences between the budget basis and GAAP basis are as follows:

1. Revenues are recorded when received in cash (budget) as opposed to when susceptible to accrual (GAAP).
2. Expenditures are recorded when paid in cash (budget) as opposed to when the liability is incurred (GAAP).
3. Encumbrances are treated as expenditures (budget) rather than as a reservation of fund balance (GAAP).

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 3 – BUDGETARY BASIS OF ACCOUNTING (Continued)

The following table summarizes the adjustments necessary to reconcile the GAAP basis statement to the budgetary basis statement for the General Fund, and the Police, and Fire Operating Special Revenue Funds.

Net Change in Fund Balance

	General	Police	Fire Operating
GAAP Basis	(\$1,025,639)	(\$245,971)	(\$173,194)
Revenue Accruals	2,925,170	109,859	34,902
Expenditure Accruals	(1,023,671)	22,675	(188,356)
Encumbrances	(69,899)	(18,561)	(23,343)
Budget Basis	\$805,961	(\$131,998)	(\$349,991)

NOTE 4 - DEPOSITS AND INVESTMENTS

State statutes classify monies held by the City into three categories.

Active deposits are public deposits necessary to meet current demands on the treasury. Such monies must be maintained either as cash in the City Treasury, in commercial accounts payable or withdrawable on demand, including negotiable order of withdrawal (NOW) accounts, or in money market deposit accounts.

Inactive deposits are public deposits that Council has identified as not required for use within the current five year period of designation of depositories. Inactive deposits must either be evidenced by certificates of deposit maturing not later than the end of the current period of designation of depositories, or by savings or deposit accounts including, but not limited to, passbook accounts.

Interim deposits are deposits of interim monies. Interim monies are those which are not needed for immediate use by which will be needed before the end of the current period of designation of depositories.

State statute permits interim monies to be deposited or invested in the following securities:

1. United States treasury notes, bills, bonds, or other obligations of or securities issued by the United States treasury or any other obligation guaranteed as to the payment of principal and interest by the United States;
2. Bonds, notes, debentures, or other obligations or securities issued by any federal government agency or instrumentality, including, but not limited to, the federal national mortgage association, federal home loan bank, federal farm credit bank, federal home loan mortgage corporation, government national mortgage association, and student loan marketing association. All federal agency securities shall be direct issuances of federal government agencies or instrumentalities;
3. Written repurchase agreements in the securities listed above, provided that the market value of the securities subject to the repurchase agreement must exceed the principal value of the agreement by at least two percent and be marked to market daily, and that the term of the agreement must not exceed thirty days;
4. Bonds and other obligations of the State of Ohio;

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 4 - DEPOSITS AND INVESTMENTS (Continued)

5. Interim deposits in the eligible institutions applying for interim money as provided in section 135.08 of the Revised Code;
6. No-load money market mutual funds consisting exclusively of obligations described in division (1) or (2) and repurchase agreements secured by such obligations, provided that investments in securities described in this division are made only through eligible institutions;
7. The State Treasurer's investment pool (STAR Ohio);
8. Certain bankers' acceptances for a period not to exceed one hundred eighty days and commercial paper notes for a period not to exceed one hundred eighty days in an amount not to exceed twenty-five percent of the interim moneys available for investment at any one time; and
9. Linked deposits as authorized by ordinance adopted pursuant to section 135.80 of the Revised Code.

Protection of the City's deposits is provided by the Federal Deposit Insurance Corporation (FDIC), by eligible securities pledged by the financial institution as security for repayment, by surety company bonds deposited with the Treasurer by the financial institution, or by a single collateral pool established by the financial institution to secure the repayment of all public money deposited with the institution.

Investments in stripped principal or interest obligations, reverse repurchase agreements and derivatives are prohibited. The issuance of taxable notes for the purpose of arbitrage, the use of leverage and short selling are also prohibited. Historically, the City has not purchased these types of investments or issued these types of notes. An investment must mature within five years from the date of purchase unless matched to a specific obligation or debt of the City, and must be purchased with the expectation that it will be held to maturity.

Investments may only be made through specified dealers and institutions. Payment for investments may be made only upon delivery of the securities representing the investments to the treasurer or qualified trustee or, if the securities are not represented by a certificate, upon receipt of confirmation of transfer from the custodian.

Deposits Custodial credit risk is the risk that, in the event of a bank failure, the City's deposits may not be returned. According to state law, public depositories must give security for all public funds on a deposit in excess of those funds that are insured by the federal deposit insurance corporation (FDIC) or by any other agency or instrumentality of the federal government. These institutions may either specifically collateralize individual accounts in lieu of amounts insured by the FDIC, or may pledge a pool of government securities value at least 105% of the total value of public monies on deposit at the institution. The City's policy is to deposit money with financial institutions that are able to abide by the laws governing insurance and collateral of public funds.

CITY OF ZANESVILLE, OHIO
 NOTES TO THE BASIC FINANCIAL STATEMENTS
 FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 4 - DEPOSITS AND INVESTMENTS (Continued)

The City's bank balance of \$1,185,628 is either covered by FDIC or collateralized by the financial institutions public entity deposit pools in the manner as described above.

Investments The City had the following investments at December 31, 2008:

	Fair Value	Weighted Average Maturity
U.S. Treasury Notes	\$50,000	<1 Year
Repurchase Agreements	7,589,188	<1 Year
STAR Ohio	5,025,000	<1 Year
Total	\$12,664,188	

Interest rate risk – Interest rate risk is the risk that changes in interest rates will adversely affect the fair value of an investment. The City has no policy specifically dealing with interest rate risk in accordance with the investment policy, the City manages its exposure to declines in fair values by limiting the weighted average maturity of its investment portfolio to five years or less.

Credit Risk – Credit risk is the risk that an issuer or other counterparty to an investment will not fulfill its obligations. The City's investment policy allows the City to invest in accordance with the Ohio Revised Code (Ohio Law). Investments in STAR Ohio were rated AAAM by Standard & Poor's.

Concentration of credit risk – Concentration of credit risk is the risk of loss attributed to the magnitude of a government's investment in a single issuer. The City places no limit on the amount the City may invest in any on issuer. The City has invested 39% in STAR Ohio and 60% in Repurchase Agreements.

Custodial credit risk is the risk that in the event of the failure of the counterparty, the City will not be able to recover the value of its investments or collateral securities that are in the possession of an outside party. All of the City's securities are either insured and registered in the name of the City or at least registered in the name of the City with the exception of the repurchase agreements.

NOTE 5 - PROPERTY TAXES

Property taxes include amounts levied against all real, public utility, and tangible personal property located in the City. Property tax revenue received during 2008 for real and public utility property taxes represents collections of the 2007 taxes. Property tax payments received during 2008 for tangible personal property (other than public utility property) are for 2008 taxes.

2008 real property taxes are levied after October 1, 2008, on the assessed value as of January 1, 2008, the lien date. Assessed values are established by State law at 35 percent of appraised market value. 2008 real property taxes are collected in and intended to finance 2009.

Public utility tangible personal property currently is assessed at varying percentages of true value; public utility real property is assessed at 35 percent of true value. 2007 public utility property taxes became a lien December 31, 2007, are levied after October 1, 2008, and are collected in 2009 with real property taxes.

2008 tangible personal property taxes are levied after October 1, 2007, on the value as of December 31, 2007. Collections are made in 2008. Tangible personal property assessments are 25 percent of true value for all property except inventory, which has a rate of 23 percent.

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 5 - PROPERTY TAXES (Continued)

The tangible personal property tax will phase out over a four-year period starting with tax year 2006 and ending in 2009. This phase-out applies to most business and includes furniture and fixtures, machinery and equipment and inventory. New manufacturing machinery and equipment first reported on the 2006 and subsequent year returns is not subject to the personal property tax.

The full tax rate for all City operations for the year ended December 31, 2008, was \$3.40 per \$1,000 of assessed value. The assessed values of real and tangible personal property upon which 2008 property tax receipts were based are as follows:

Real Property	\$284,095,540
Tangible Personal Property	28,960,844
	<u>\$313,056,384</u>

Real property taxes are payable annually or semi-annually. If paid annually, the payment is due December 31; if paid semi-annually, the first payment is due December 31 with the remainder payable by June 20. Under certain circumstances, State statute permits later payment dates to be established.

Tangible personal property taxes paid by multi-county taxpayers are due September 20. Single county taxpayers may pay annually or semi-annually. If paid annually, payment is due April 30; if paid semi-annually, the first payment is due April 30, with the remainder payable at September 20.

The County Treasurer collects property taxes on behalf of Muskingum County, including the City of Zanesville. The County Auditor periodically remits to the City its portion of the taxes collected. Property taxes receivable represents real and tangible personal property taxes, public utility taxes and outstanding delinquencies which are measurable as of December 31, 2008. In the governmental funds, the entire receivable has been offset by deferred revenue since the current taxes were not levied to finance 2008 operations and the collection of delinquent taxes during the available period is not subject to reasonable estimation. On a full accrual basis, delinquent property taxes have been recorded as revenue, while the remainder of the receivable has been deferred.

NOTE 6 - RECEIVABLES

Receivables at December 31, 2008, consisted of taxes, accounts (billings for user charged services including unbilled utility services), special assessments, loans, interest, and intergovernmental receivables arising from grants, entitlements, and shared revenues. All receivables are collectible in full. Delinquent accounts receivable are certified and collected as a special assessment, subject to foreclosure for nonpayment.

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 6 – RECEIVABLES (Continued)

A summary of intergovernmental receivables follows:

	<u>Amounts</u>
Governmental Activities	
Local Government	\$834,358
Estate Tax	179,067
Gasoline Tax	270,142
Excise and Sales Tax	136,729
Motor Vehicle License Tax	164,457
Rollback and Homestead	32,648
De-regulation (SB3) Tax	8,419
Court and Public Safety Grants	30,010
Community Development Grants	556,750
Total	<u><u>\$2,212,580</u></u>

NOTE 7 - INCOME TAX

The City levies a municipal income tax of one and seven tenths percent on substantially all earned income arising from employment, residency, or business activities within the City as well as income of residents earned outside of the City.

Employers within the City are required to withhold income tax on employee compensation and remit the tax to the City either monthly or quarterly, as required. Corporations and other individual taxpayers are required to pay their estimated tax quarterly and file a declaration annually. Income tax proceeds are distributed to funds in the following manner: 1% to General Fund, .5% to Police Expenditure Special Revenue Fund, .2% to Jail Operating Special Revenue Fund, and .2% to the Fire Operating Special Revenue Fund. Income tax revenue for 2008 as reported in the governmental funds was \$14,622,610.

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 8 – CAPITAL ASSETS

Capital asset activity for the year ended December 31, 2008, was as follows:

	<u>Balance</u> <u>12/31/2007</u>	<u>Additions</u>	<u>Reductions</u>	<u>Balance</u> <u>12/31/2008</u>
Governmental Activities:				
Non Depreciable Capital Assets:				
Land	\$1,188,231	\$0	\$0	\$1,188,231
Construction in Progress	1,841,476	111,361	0	1,952,837
Total Non Depreciable Capital Assets	<u>3,029,707</u>	<u>111,361</u>	<u>0</u>	<u>3,141,068</u>
Depreciable Capital Assets:				
Buildings and Improvements	17,342,979	667,323	(879,819)	17,130,483
Machinery and Equipment	1,955,137	186,040	0	2,141,177
Infrastructure	12,321,084	0	0	12,321,084
Vehicles	2,644,332	779,728	0	3,424,060
Total Depreciable Capital Assets	<u>34,263,532</u>	<u>1,633,091</u>	<u>(879,819)</u>	<u>35,016,804</u>
Accumulated Depreciation:				
Buildings and Improvements	(11,426,506)	(332,490)	501,190	(11,257,806)
Machinery and Equipment	(1,485,781)	(111,375)	0	(1,597,156)
Infrastructure	(3,755,396)	(666,087)	0	(4,421,483)
Vehicles	(2,344,336)	(92,168)	0	(2,436,504)
Total Accumulated Depreciation	<u>(19,012,019)</u>	<u>(1,202,120)</u>	<u>501,190</u>	<u>(19,712,949)</u>
Total Depreciable Capital Assets	<u>15,251,513</u>	<u>430,971</u>	<u>(378,629)</u>	<u>15,303,855</u>
Governmental Capital Assets, Net	<u>\$18,281,220</u>	<u>\$542,332</u>	<u>(\$378,629)</u>	<u>\$18,444,923</u>

Depreciation expense was charged to governmental activities as follows:

<u>Governmental Activities:</u>	
General Government	\$25,879
Security of Persons and Property	253,254
Public Health	51,662
Leisure Time Activities	116,284
Transportation	747,959
Community Environment	7,082
Total Depreciation Expense	<u>\$1,202,120</u>

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 8 – CAPITAL ASSETS (Continued)

	Balance 12/31/2007	Additions	Reductions	Balance 12/31/2008
<u>Business Type Activities:</u>				
Non Depreciable Capital Assets:				
Land	\$ 233,184	\$0	\$0	\$ 233,184
Construction in Progress	5,236,720	11,188,561	(376,318)	16,048,963
Total Non Depreciable Capital Assets	<u>5,469,904</u>	<u>11,188,561</u>	<u>(376,318)</u>	<u>16,282,147</u>
Depreciable Capital Assets:				
Buildings and Improvements	16,887,690	8,950	0	16,896,640
Machinery and Equipment	7,803,701	132,756	0	7,936,457
In frastructure	19,350,028	1,012,325	0	20,362,353
Vehicles	1,533,880	94,741	0	1,628,621
Total Depreciable Capital Assets	<u>45,575,299</u>	<u>1,248,772</u>	<u>0</u>	<u>46,824,071</u>
Accumulated Depreciation:				
Buildings and Improvements	(4,813,051)	(303,892)	0	(5,116,943)
Machinery and Equipment	(5,405,116)	(213,911)	0	(5,619,027)
In frastructure	(5,363,986)	(386,695)	0	(5,750,681)
Vehicles	(845,435)	(24,390)	0	(869,825)
Total Accumulated Depreciation	<u>(16,427,588)</u>	<u>(928,888)</u>	<u>0</u>	<u>(17,356,476)</u>
Total Depreciable Capital Assets, Net	<u>29,147,711</u>	<u>319,884</u>	<u>0</u>	<u>29,467,595</u>
Business Type Capital Assets, Net	<u>\$34,617,615</u>	<u>\$11,508,445</u>	<u>(\$376,318)</u>	<u>\$45,749,742</u>

NOTE 9 - RISK MANAGEMENT

A. Primary Government

The City is exposed to various risks of loss related to torts; theft of, damage to and destruction of assets; errors and omissions; injuries to employees and natural disasters. Effective June 1, 2008, the City contracted with US Specialty Insurance Company for general liability insurance including police professional liability, EMT and Ambulance Malpractice liability, fire legal liability, personal injury and advertising injury. Bodily injury and property damage are covered for \$1,000,000 each occurrence, \$3,000,000 aggregate. The City has a \$5,000 deductible per occurrence for general liability insurance. Personal injury and advertising injury are covered up to \$1,000,000 for each occurrence, premises medical payments limit is \$10,000 per person and fire legal liability is covered \$500,000 per occurrence. Ohio Stop Gap insurance of \$1,000,000 per occurrence and \$3,000,000 aggregate employee benefit liability is also maintained with a \$1,000 deductible, cemetery professional and fire division liability insurance are covered up to \$1,000,000 per occurrence. Property and contents coverage is maintained per summary of values and cost of reproduction new, less exclusions, plus leased and rented items, with a \$1,000 deductible per occurrence. Earthquake coverage is maintained with a \$5,000,000 occurrence limit, \$5,000,000 policy year limit, with a \$100,000 deductible each occurrence. Police professional liability coverage is maintained with a \$1,000,000 each occurrence, \$1,000,000 aggregate limit with a \$10,000 deductible per claim, including loss adjustment expense. Inland Marine is maintained per schedule with a \$1,000 deductible.

CITY OF ZANESVILLE, OHIO
 NOTES TO THE BASIC FINANCIAL STATEMENTS
 FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 9 - RISK MANAGEMENT (Continued)

US Specialty Insurance Company provides public official liability (claims made policy) with prior acts retroactive to June 1, 1986 which is maintained in the amount of \$1,000,000 per claim, \$1,000,000 aggregate, with a \$10,000 deductible, including loss adjustment expense.

US Specialty Insurance Company provides vehicle fleet insurance which is maintained in the amount of \$1,000,000 CSL covering bodily injury and property damage. Uninsured motorist is covered up to \$1,000,000 CSL. A \$1,000 deductible is effective for collision and comprehensive on certain vehicles. Non-owned and hired vehicles are covered for bodily injury and property damage in the amount of \$1,000,000 CSL.

Boiler and machinery insurance is contracted with US Specialty Insurance Company with a limit of \$25,000,000 and a \$1,000 deductible.

US Specialty Insurance Company provides excess liability insurance over general liability, EMT, ambulance malpractice, fire division liability, public official liability, police professional liability, and auto liability which is maintained in an aggregate amount of \$6,000,000. Excess liability insurance excludes uninsured/underinsured motorist coverage and is subject to a \$10,000 self insured retention.

The Cincinnati Insurance Company provides crime insurance coverage for robbery and safe burglary with a \$25,000 per occurrence limit and a \$500 deductible.

XL Specialty Insurance Company provides airport liability coverage with a limit of \$2,000,000 per occurrence and aggregate.

Settlements have not exceeded coverage in any of the last three years. There have been no significant reductions in insurance coverage from last year.

The City maintains a limited risk health insurance program for employees. Premiums are paid to a third party administrator, Medical Benefits Administrators, Inc. All claims are processed and monitored by the third party administrator. An internal service fund is presented in the financial statements and reflects premiums paid into the Health Self-Insurance internal service fund by other funds which are available to pay claims and administrative costs, and establish claim reserves. An excess coverage insurance policy covers aggregate annual claims at 125% of estimated claims. Excess coverage is maintained for individual claims over \$150,000.

The claims liability of the Health Self-Insurance internal service fund of \$478,500 reported at December 31, 2008, is based on the requirements of Governmental Accounting Standards Board Statement No. 10 which requires that a liability for unpaid claims costs, including estimates of costs relating to incurred but not reported claims, be reported. Changes in the fund's claims liability for 2007 and 2008 were:

<u>Year</u>	<u>Beginning Balance</u>	<u>Current Year Claims</u>	<u>Claims Payments</u>	<u>Ending Balance</u>
2007	286,437	4,129,311	3,651,948	763,800
2008	763,800	3,955,709	4,241,009	478,500

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 10 - DEFINED BENEFIT PENSION PLANS

Ohio Public Employees Retirement System

- A. The Ohio Public Employees Retirement System (OPERS) administers three separate pension plans as described below:
- 1) The Traditional Pension Plan (TP) – a cost-sharing multiple-employer defined benefit pension plan.
 - 2) The Member-Directed Plan (MD) – a defined contribution plan in which the member invests both member and employer contributions (employer contributions vest over five years at 20% per year). Under the Member-Directed Plan members accumulate retirement assets equal to the value of member and (vested) employer contributions plus any investment earnings.
 - 3) The Combined Plan (CO) – a cost-sharing multiple-employer defined benefit pension plan. Under the Combined Plan, OPERS invests employer contributions to provide a formula retirement benefit similar in nature to the Traditional Pension Plan benefit. Member contributions, the investment of which is self-directed by the members, accumulate retirement assets in a manner similar to the Member-Directed Plan.
- B. OPERS provides retirement, disability, and survivor and death benefits and annual cost-of-living adjustments to qualifying members of the Traditional Pension and Combined Plans. Members of the Member-Directed Plan do not qualify for ancillary benefits.
- C. Authority to establish and amend benefits is provided in Chapter 145 of the Ohio Revised Code.
- D. OPERS issues a stand-alone financial report. Interested parties may obtain a copy by writing to OPERS, Attention: Finance Director, 277 East Town Street, Columbus, Ohio 43215-4642 or by calling (614) 222-5601 or 1-800-222-7377.
- E. The Ohio Revised Code provides statutory authority for member and employer contributions. For 2008, member and employer contribution rates were consistent across all three plans.

The member contribution rates were 10.0%, 9.5% and 9.0% for 2008, 2007, and 2006, respectively, for the City.

The employer contribution rates were 14.0%, 13.85%, and 13.70% of covered payroll for 2008, 2007, and 2006, respectively, for the City.

The City's contributions to the PERS of Ohio for the years ending December 31, 2008, 2007, and 2006 were \$1,325,556, \$1,054,518, and \$984,818. These contributions were equal to the required contributions for each of the years.

Ohio Police and Fire Pension Fund

The City contributes to the Ohio Police and Fire Pension Fund (OP&F), a cost-sharing multiple-employer defined pension plan. OP&F provides retirement and disability pension benefits, annual cost-of-living adjustments, and death benefits to plan members and beneficiaries. Benefit provisions are established by the Ohio State Legislature and are codified in Chapter 742 of the Ohio Revised Code. OP&F issues a publicly available financial report that includes financial information and required supplementary information for the plan. That report may be obtained by writing to OP&F, 140 East Town Street, Columbus, Ohio 43215-5164.

Plan members are required to contribute 10% of their annual covered salary, while employers are required to contribute 19.5% and 24% respectively for police officers and firefighters. The City's contributions to OP&F for the years ended December 31, 2008, 2007, and 2006 were \$562,428, \$543,556, and \$532,186, for policemen and \$617,442, \$571,581, and \$510,397, for firefighters, respectively; or 100% of the required contributions for each year.

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 11 - POSTEMPLOYMENT BENEFITS

Ohio Public Employees Retirement System

- A. Ohio Public Employees Retirement System (OPERS) administers three separate pension plans: The Traditional Pension Plan (TP) – a cost-sharing multiple-employer defined benefit pension plan; the Member-Directed Plan (MD) – a defined contribution plan; and the Combined Plan (CO) – a cost-sharing multiple-employer defined benefit pension plan that has elements of both a defined benefit and defined contribution plan.

OPERS maintains a cost-sharing multiple employer defined benefit post-employment healthcare plan, which includes a medical plan, prescription drug program, and Medicare Part B premium reimbursement, to qualifying members of both the TP and the CO Plans. Members of the Member-Directed Plan do not qualify for ancillary benefits, including post-employment health care coverage.

In order to qualify for post-employment health care coverage, age and service retirees under the Traditional Pension and Combined Plans must have 10 or more years of qualifying Ohio service credit. Health care coverage for disability benefit recipients and qualified survivor benefit recipients is available. The health care coverage provided by OPERS meets the definition of an Other Post-Employment Benefit (OPEB) as described in GASB Statement No. 45.

The Ohio Revised Code permits, but does not mandate, OPERS to provide OPEB benefits to its eligible members and beneficiaries. Authority to establish and amend benefits is provided in Chapter 145 of the Ohio Revised Code.

OPERS issues a stand-alone financial report. Interest parties may obtain a copy by writing OPERS, Attention: Finance Director, 277 East Town Street, Columbus, Ohio 43215-4642, or by calling 614-222-5601 or 800-222-7377.

- B. The Ohio Revised Code provides the statutory authority requiring public employers to fund post-retirement health care through their contributions to OPERS. A portion of each employer's contribution to OPERS is set aside for the funding of post retirement health care benefits.

Employer's contributions are expressed as a percentage of the covered payroll of active members. In 2008, the County contributed at 14.0% of covered payroll. The Ohio Revised Code currently limits the employer contribution rate not to exceed 14.0% of covered payroll. Active members do not make contributions to the OPEB Plan.

OPERS' Post Employment Health Care plan was established under, and is administrated in accordance with, Internal Revenue Code 401(h). Each year, the OPERS Retirement Board determines the portion of the employer contribution rate that will be set aside for funding of post employment health care benefits. For 2008, the employer contributions allocated to the health care plan was 7.0% of covered payroll. For 2007, these percentages were 5.0% for January through June 2007 and 6.0% for July through December 2007. For 2006, this percentage was 4.5%. The OPERS Retirement Board is also authorized to establish rules for the payment of a portion of the health care benefits provided, by the retiree or their surviving beneficiaries. Payment amounts vary depending on the number of covered dependents and the coverage selected.

- C. The employer contributions that were used to fund post-employment benefits were \$598,025 for 2008, \$418,749 for 2007, and \$290,718 for 2006.
- D. The Health Care Preservation Plan (HCPP) adopted by the OPERS Retirement Board on September 9, 2004, was effective January 1, 2007. Member and employer contribution rates increased as of January 1, 2006, January 1, 2007, and January 1, 2008, which allowed additional funds to be allocated to the health care plan.

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 11 - POSTEMPLOYMENT BENEFITS (Continued)

Ohio Police and Fire Pension Fund

The City contributes to the Ohio Police and Fire Pension Fund (OP&F) sponsored healthcare program, a cost-sharing multiple-employer defined postemployment healthcare plan administered by OP&F. OP&F provides healthcare benefits including coverage for medical, prescription drugs, dental, vision, Medicare Part B Premium and long term care to retirees, qualifying benefit recipients and their eligible dependents.

OP&F provides access to post-retirement health care coverage for any person who receives or is eligible to receive a monthly service, disability or survivor benefit check or is a spouse or eligible dependent child of such person. The health care coverage provided by OP&F meets the definition of an Other Post Employment Benefit (OPEB) as described in GASB Statement 45.

The Ohio Revised Code allows, but does not mandate OP&F to provide OPEB benefits. Authority for the OP&F Board of Trustees to provide healthcare coverage to eligible participants and to establish and amend benefits is codified in Chapter 742 of the Ohio Revised Code.

OP&F issues a publicly available financial report that includes financial information and required supplementary information for the Plan. That report may be obtained by writing to OP&F, 140 East Town Street, Columbus, Ohio 43215-5164.

The Ohio Revised Code provides for contribution requirements of the participating employers and of plan members to the OP&F (defined benefit pension plan). Participating employers are required to contribute to the pension plan at rates expressed as percentages of the payroll of active pension plan members, currently, 19.50% and 24.00%, of covered payroll for police and fire employers, for 2008, 2007, and 2006, respectively. The Ohio Revised Code states that the employer contribution may not exceed 19.50% of covered payroll for police employer units and 24.00% of covered payroll for fire employer units. Active members do not make contributions to the OPEB Plan.

OP&F maintains funds for health care in two separate accounts. One for health care benefits under an IRS Code Section 115 trust and one for Medicare Part B reimbursements administrated as an Internal Revenue code 401(h) account, both of which are within the defined benefit pension plan, under the authority granted by the Ohio Revised Code to the OP&F Board of Trustees.

The Board of Trustees is authorized to allocate a portion of the total employer contributions made into the pension plan to the Section 115 trust and the Section 401(h) account as the employer contribution for retiree healthcare benefits. For the year ended December 31, 2008, the employer contribution allocated to the healthcare plan was 6.75% of covered payroll. The amount of employer contributions allocated to the healthcare plan each year is subject to the trustees' primary responsibility to ensure that pension benefits are adequately funded and is limited by the provisions of Sections 115 and 401(h).

The OP&F board of trustees also is authorized to establish requirements for contributions to the healthcare plan by retirees and their eligible dependents, or their surviving beneficiaries. Payment amounts vary depending on the number of covered dependents and the coverage selected.

The number of participants eligible to receive health care benefits as of December 31, 2007, (the latest information available) was 14,295 for Police and 10,583 for Firefighters. The City's actual contributions for 2008, 2007, and 2006 that were used to fund postemployment benefits were \$194,600, \$188,070, and \$211,278, respectively, for Police, and \$173,501, \$160,614, and \$164,858, respectively, for Firefighters. The Fund's total health care expenses for the year ended December 31, 2007 (the latest information available) were \$93,205,319, which was net of member contributions of \$56,031,875.

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 12 - OTHER EMPLOYEE BENEFITS

A. Other Insurance Benefits

All employees are covered under a \$20,000 life insurance policy through Fort Dearborn Life Insurance except corrections officers whose life insurance policy is \$10,000. Additionally, for non-union employees and elected officials, the City provides coverage under an Accidental Death and Dismemberment policy. To be eligible, employees must work a minimum of twenty hours per week.

The City provides a self-funded comprehensive health insurance plan administered by MedBen. Deductibles vary according to employee group: non-union - \$300 family, \$150 single; and 911 unions -\$350 family, \$150 single. Employees with family coverage are responsible for a \$25.00 payroll deduction, and employees with single coverage are responsible for a \$10.00 payroll deduction, per pay for the cost of health insurance.

B. Compensated Absences

The criteria for determining vested vacation and sick leave components are derived from negotiated agreements and State laws. Upon retirement, AFSCME union employees and policemen are paid 33 percent of their sick leave up to a maximum of 385 hours. Assistant Fire Chiefs whose work week consists of 56 hours when averaged over a three-week period shall receive, upon retirement, 33 percent of accrued sick leave up to a maximum of 650 hours. Upon retirement, 33 percent of balance with a maximum payment of 540 hours shall be made to firefighters. Police sergeants and lieutenants shall receive, upon retirement, 33 percent of sick leave balances with a maximum of 500 hours. All other uniformed police shall receive, upon retirement, 33 percent of their balance with a maximum of 500 hours. Corrections officers shall receive, upon retirement, 25 percent of their balance with a maximum of 240 hours of sick leave. Unaffiliated employees shall receive 33 percent of balance with a maximum of 500 hours. All employees are required to have ten or more years of service before any compensation for accumulated sick leave is paid upon retirement. Upon voluntary termination, death, or retirement, with the exception of AFSCME employees who have not been employed with the City for a full year, all other employees will receive 100% of vacation earned and not previously taken.

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 13 - LONG-TERM LIABILITIES

Changes in the City's long-term liabilities during 2008 consist of the following:

	Outstanding 12/31/2007	Additions	Reductions	Outstanding 12/31/2008	Amounts Due Within One Year
<u>Governmental Activities</u>					
<u>General Obligation Bonds</u>					
<i>Ohio Government Building - 1986 \$950,000</i>					
Serial/Term @ 7.375%	\$200,000	\$0	\$40,000	\$160,000	\$40,000
<i>Capital Facilities Refunding - 2003 \$5,490,000</i>					
<i>Jail Construction Refunding - \$2,362,500</i>					
Serial/Term @ 1.2%-4.00%	1,781,500	0	154,000	1,627,500	157,500
Premium Amortization	9,906	0	901	9,005	901
<i>Capital Improvement Refunding - \$680,000</i>					
Serial/Term @ 2.75%-5.20%	245,000	0	120,000	125,000	125,000
Premium Amortization	1,295	0	648	647	647
Total General Obligation Bonds	2,237,701	0	315,549	1,922,152	324,048
<i>ODOT Loans</i>	4,641,113	116,735	216,882	4,540,966	223,438
<i>Compensated Absences</i>	1,589,639	1,879,962	1,589,639	1,879,962	1,305,890
Total Governmental Activities	\$8,468,453	\$1,996,697	\$2,122,070	\$8,343,080	\$1,853,376
	Outstanding 12/31/2007	Additions	Reductions	Outstanding 12/31/2008	Amounts Due Within One Year
<u>Business Type Activities</u>					
<u>General Obligation Bonds</u>					
<i>Capital Facilities Refunding, 2003 \$5,490,000</i>					
<i>Water - \$1,371,250</i>					
Serial/Term @ 1.2%-4.0%	\$887,250	\$0	\$127,250	\$760,000	\$130,000
<i>Sewer - \$387,450</i>					
Serial/Term @ 1.2%-4.0%	133,650	0	66,150	67,500	67,500
<i>Storm Sewer - \$688,800</i>					
Serial/Term @ 1.2%-4.0%	237,600	0	117,600	120,000	120,000
Total General Obligation Bonds	1,258,500	0	311,000	947,500	317,500
<i>OWDA Loans</i>					
Water - 1988,1989 \$3,293,470 @ 7.36% to 8.40%	2,056,110	0	294,180	1,761,930	312,958
Sewer - 1984-1986 \$16,633,305 @ 2.0% to 10.02%	14,277,649	7,784,045	1,175,817	20,885,877	2,414,556
Total OWDA Loans	16,333,759	7,784,045	1,469,997	22,647,807	2,727,514
<i>OPWC Loans</i>	249,354	0	33,531	215,823	34,205
<i>Compensated Absences</i>	378,544	367,122	378,544	367,122	270,714
Total Business Type Activities	\$18,220,157	\$8,151,167	\$2,193,072	\$24,178,252	\$3,349,933

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 13 - LONG-TERM LIABILITIES (Continued)

1986 Ohio Government Building Bonds – On August 13, 1986 the City of Zanesville issued \$950,000 of general obligation bonds. The bonds are serial bonds. These bonds were issued for governmental activities to construct a building to house government offices. These bonds are not subject to redemption prior to maturity. The bonds are being repaid through the debt service fund from tax revenues. Principal and interest requirements to retire these bonds are as follows:

Year Ending December 31	Governmental Activities	
	Principal	Interest
2009	\$40,000	\$11,800
2010	40,000	8,850
2011	40,000	5,900
2012	40,000	2,950
Totals	\$160,000	\$29,500

2003 Capital Facilities Refunding Bonds – On December 1, 2003, the City of Zanesville issued \$5,490,000 of general obligation bonds and included serial and term bonds in the amount of \$4,245,000 and \$1,245,000 respectively. These capital facilities refunding bonds were issued for governmental and business type activities \$3,042,500 and \$2,447,500, respectively. The refunding bonds were issued with a premium of \$17,397 for governmental and \$13,993 for business type activities, which was reported as an increase to bonds payable. These amounts are being amortized to interest expense over the life of the bonds using the straight-line method. The issuance costs, \$60,883 for governmental and \$48,975 for business type activities, are reported as deferred charges and are being amortized over the life of the bonds using the straight-line method. The refunding, called and paid in February of 2004, resulted in a difference between the net carrying amount of the debt and the acquisition price, \$23,380 for governmental and \$10,020 for business type activities. These differences, were being reported as a decrease to bonds payable, and are being amortized to interest expense over the life of the bonds using the straight-line method. These bonds are being repaid through a tax levy, and to the extent available, water and sewer revenues.

The bonds maturing on or after December 1, 2014 are subject to prior redemption on or any date after December 1, 2013, by and at the sole option of the City, either in whole or in part (as selected by the City) and in integral multiples of \$5,000, at par, plus accrued interest to the redemption date.

Principal and interest requirements to retire the 2004 Capital Facilities Refunding Bonds outstanding at December 31, 2008 are as follows:

Year Ending December 31	Governmental Activities		Business Type Activities	
	Principal	Interest	Principal	Interest
2009	\$282,500	\$62,126	\$317,500	\$32,518
2010	143,500	53,651	61,500	22,993
2011	147,000	49,166	63,000	21,071
2012	154,000	44,205	66,000	18,945
2013	154,000	38,816	66,000	16,636
2014-2018	871,500	104,085	373,500	44,608
Totals	\$1,752,500	\$352,049	\$947,500	\$156,771

CITY OF ZANESVILLE, OHIO
 NOTES TO THE BASIC FINANCIAL STATEMENTS
 FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 13 - LONG-TERM LIABILITIES (Continued)

OWDA Loans – The County has issued numerous OWDA Loans for various water and sewer projects. Three of the outstanding loans are not yet completed, and therefore the repayments schedules have not yet been issued, they are reflected as not yet scheduled payments in the table below. In connection with the loan funds received from the Ohio Water Development Authority, the City has pledged future customer revenues of the Water and Sewer Funds, net of specified operating expenses and net of debt service requirements on the general obligation bonds (which have first priority and a lien on net income available for debt service), to repay these loans. The loans will be repaid through charges for services revenue in the enterprise funds. For 2008, the net revenue available for these loans was \$3,608,882 and principal and interest paid was \$2,470,448. The coverage ratio for these loan funds was 1,460.9 for the year ended December 31, 2008. On May 29, 2003, the OWDA Board authorized an interest rate subsidy program that became effective with the January 2004 payment. A summary of the principal and interest requirements to retire these loans are as follows:

Year Ending December 31	Principal	Interest
2009	\$1,385,666	\$466,659
2010	1,460,989	395,148
2011	1,479,019	299,386
2012	1,533,048	242,191
2013	980,926	160,702
2014-2018	2,792,983	260,106
2019-2023	385,016	29,376
Subtotal	10,017,647	\$1,853,568
Not Yet Scheduled	12,630,160	
Total	\$22,647,807	

ODOT Loan- During 2005, the City entered into a loan agreement with the Ohio Department of Transportation. These proceeds are being used to complete a connector road project. The loan was issued at 3% and will mature in 2015. A summary of the principal and interest requirements to retire this loan is as follows:

Year Ending December 31	Principal	Interest
2009	\$223,438	\$305,910
2010	230,191	142,924
2011	237,149	135,965
2012	244,317	128,798
2013	251,701	121,413
2014-2015	3,354,170	219,775
Totals	\$4,540,966	\$1,054,785

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 13 - LONG-TERM LIABILITIES (Continued)

OPWC Loan- During 2005, the City issued an OPWC loan in the amount of \$346,035. The loan was issued for the Blandy Water Tank Replacement Project. The loan was issued at .02% and will mature in 2015. A summary of the principal and interest requirements to retire this loan is as follows:

Year Ending December 31	Principal	Interest
2009	\$34,205	\$4,146
2010	34,893	3,459
2011	35,594	2,757
2012	36,309	2,042
2013	37,039	1,312
2014-2015	37,783	568
Totals	\$215,823	\$14,284

Compensated Absences – The County will pay compensated absences from the General fund, Miscellaneous Special Revenue, Court and Public Safety, Police, Jail Operating, Community Development, Airport, Cemetery, Auditorium, and Sanitation Special Revenue funds, Vehicle Maintenance fund, and the Sewer and Water Enterprise funds.

Debt Margin:

The City's overall legal debt margin was \$26,262,575 at December 31, 2008.

NOTE 14 – INTERFUND TRANSACTIONS

Interfund balances at December 31, 2008 consist of the following individual interfund receivables and payables:

<u>Interfund Payable</u>	Interfund Receivable				
	Major Fund	Other Nonmajor	Internal Service Funds		Total
	General	Governmental	Vehicle Maintenance	Self Insurance	
Major Funds:					
General Fund	\$0	\$223,630	\$2,310	\$28,579	\$254,519
Police	0	0	8,854	5,138	13,992
Fire Operating	0	0	3,163	2,000	5,163
Sewer	0	0	5,781	4,955	10,736
Water	2,913	0	6,460	1,315	10,688
Other Nonmajor					
Governmental	1,070	0	8,095	26,718	35,883
Total All Funds	\$3,983	\$223,630	\$34,663	\$68,705	\$330,981

CITY OF ZANESVILLE, OHIO
 NOTES TO THE BASIC FINANCIAL STATEMENTS
 FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 14 – INTERFUND TRANSACTIONS (Continued)

The interfund payable in the Other Nonmajor Governmental Funds is a result of monies from the General Fund that were used to fund capital projects of the City. The interfund receivable in the Self Insurance and Vehicle Maintenance Funds is a result of the liability from County Funds to those funds for services that were provided to the corresponding funds. These balances between funds are all considered to be current receivables/payables resulting from interfund activity and primarily represent reciprocal transactions between funds, for interfund services provide and used during the current year, for which billings and payments between funds did not occur until after year-end.

Certain interfund receivable/payables of a longer term repayment schedule also exist. The Cemetery Fund has provided an interfund loan to the General Fund in the amount of \$223,260 for the purchase of police cruisers. The General Fund will make repayments on the loan from portions of their revenue.

Interfund transfers for the year ended December 31, 2008 consisted of the following:

<u>Transfer from</u>	Transfer to			Internal	
	Major Fund		Other Nonmajor Governmental	Service Fund	
	Police	Fire Operating		Vehicle Maintenance	Totals
Major Funds:					
General Fund	\$2,116,005	\$4,020,217	\$1,575,577	\$151,456	\$7,863,255

The above mentioned Transfers From/To were used to move revenues from the fund that statute or budget requires to collect them to the fund that statute or budget requires to expend them; to move receipts restricted to debt service from the funds collecting the receipts to the debt service fund as debt service payments come due, and use unrestricted revenues collected in the General Fund to finance various programs accounted for in other funds in accordance with budgetary authorizations.

NOTE 15 - JOINTLY GOVERNED ORGANIZATIONS

A. The Ohio Mid-Eastern Governments Association (OMEGA) is a ten-county regional council of governments comprised of Belmont, Carroll, Coshocton, Columbiana, Guernsey, Harrison, Holmes, Jefferson, Muskingum, and Tuscarawas Counties. OMEGA was formed to aid and assist the participating counties in the application for Appalachian Regional Commission and Economic Development grant monies. OMEGA is governed by a sixteen member executive board comprised of members appointed from each participating county and cities within each county. City membership is voluntary. The mayor of the City of Zanesville serves as the City's representative on the board. The board has total control over budgeting, personnel, and financial matters. Each member currently pays a thirteen cent per capita membership fee based upon the most recent U.S. census. During 2008, OMEGA received \$3,838 from the City of Zanesville. The continued existence of OMEGA is not dependent on the City's continued participation and no equity interest exists. OMEGA has no outstanding debt. Financial information can be obtained from the Ohio Mid-Eastern Governments Association, Cambridge.

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 15 - JOINTLY GOVERNED ORGANIZATIONS (Continued)

- B. The Zanesville/Muskingum County Port Authority is a separate legal entity. The Authority is governed by a five member board and was created by a resolution of the City of Zanesville and Muskingum County. The Authority is incorporated as a non-profit corporation under the laws of the State of Ohio. The City appoints two members to the Authority board and Muskingum County appoints two members. The fifth member is appointed jointly by the City and the County. The Authority board adopts its own budget, is its own contracting authority, hires and fires its own staff, authorizes all expenditures and does not rely on the City or the County to finance deficits. The Authority derives its revenues from lease/rental income, interest income, contributions from the City and County, and other miscellaneous revenue sources. The City and County currently lease the Anchor Glass Facilities from the Authority, and sublet the facilities to the Anchor Glass Corporation. The lease is a twenty year lease which is in effect until 2008, wherein the lease was paid in full. The City and the County, by the terms of the lease agreement, make lease payments directly to National City Bank in conjunction with Anchor Glass which is used for the payment of Authority debt. The City and the County also provide operating subsidies to the Authority. During 2008, the City provided \$108,332 in operating subsidies to the Authority. Financial information is available from the Zanesville/Muskingum County Port Authority, Zanesville, Ohio.
- C. The Zanesville/Muskingum Conventions Facility Authority was created pursuant to State Statutes for the purpose of acquiring, constructing, equipping, and operating a convention facility in Muskingum County. The Authority operates under the direction of an eleven member appointed board of directors. The board consists of three members appointed by the Mayor of the City of Zanesville, six members appointed by Muskingum County, and two members appointed by remaining municipal corporations located in the County. The board exercises total control over the operation of the Authority including budgeting, appropriating, contracting, and designating management. The Authority receives funding in the form of a four percent hotel and motel excise tax for each transaction occurring in the boundaries of Muskingum County. The tax is levied and collected by the Authority directly. The City is prohibited from contributing to the operations of the Authority by State Law. During 2008 the Authority received \$392,050 from excise taxes and rental income. The Authority has no outstanding debt. Complete financial information can be obtained from the Zanesville/Muskingum Conventions Facility Authority, Zanesville, Ohio.
- D. The Zanesville Metropolitan Housing Authority was created in 1938, and currently operates pursuant to Revised Code Section 3735.27. The Authority is operated by a five member board. The City appoints two members and the County appoints three members. The board adopts their own appropriations, is their own contracting authority, hires and fires their own staff, authorizes all expenditures, and does not rely on the City or the County to finance deficits. The Authority receives funding from the federal government in the form of grants. All monies are received directly by the Authority in the Authority's name. Although the City appoints members to the board, the City is not financially accountable for the Authority, nor is the Authority fiscally dependent on the City. The Authority has no outstanding debt. Complete financial information can be obtained from the Zanesville Metropolitan Housing Authority, Zanesville, Ohio.
- E. The Muskingum County Center for Seniors (Center) is a jointly governed organization which operates as a not-for-profit organization created under 501(c)(3) of the Internal Revenue Code. The Center provides various services to seniors, including transportation services, nutritional and physical fitness information and instruction, meals, and legal counseling. The Center is governed by a seven member board consisting of three members appointed by the Muskingum County Board of County Commissioners, three members appointed by the Mayor of the City of Zanesville, and one member appointed by the above appointed six members. The Center was the recipient of support from the Muskingum County Senior Services Levy. Additional revenue is provided through contracts with the Area Agency on Aging. Continued existence of the Center is not dependent upon the City's continued participation, no equity interest exists, and no debt is outstanding.

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 16 - JOINT VENTURES

- A. Zanesville, South Zanesville and Springfield Joint Economic Development District (JEDD) was created by contract during 2000 pursuant to Revised Code Section 715.77. The JEDD was created to facilitate economic development to create or preserve jobs and employment opportunities and to improve the economic welfare of the people in the State, the County, the City, the Village Township and the JEDD. The JEDD is operated by a three member board.

The City and the Village of South Zanesville appoint one member jointly, Springfield Township appoints one member, and these two JEDD members jointly appoint the third member of the JEDD. The JEDD's board exercises total control over the budgeting, appropriation, contacting, and management. The JEDD's board, pursuant to Revised Code Section 715.74 has implemented a 1.7 percent income tax that will be used for the purposes of the JEDD. The continued existence of the JEDD is dependent upon the continued participation by the City, Village and Township; however, the City, Village or Township do not have an equity interest in the JEDD. The JEDD is not accumulating significant financial resources and is not experiencing fiscal distress that may cause an additional financial burden on the City. The financial activity of the JEDD is presented as an agency fund due to the City serving as fiscal agent. Complete financial information can be obtained from the Zanesville, South Zanesville, Springfield Joint Economic Development District, Zanesville, Ohio.

- B. Zanesville-Washington Township Joint Economic Development District (JEDD) was created by contract during 2000 pursuant to Revised Code Section 715.77. The JEDD was created to facilitate economic development to create or preserve jobs and employment opportunities and to improve the economic welfare of the people in the State, the County, the City, the Village Township and the JEDD. The JEDD is operated by a three member board. The City and Washington Township each appoint one member and these two JEDD members jointly appoint the third member of the JEDD. The JEDD's board exercises total control the budgeting, appropriation, contacting, and management. The JEDD's board, pursuant to Revised Code Section 715.74 has implemented a 1.7 percent income tax that will be used for the purposes of the JEDD. The continued existence of the JEDD is dependent upon the continued participation by the City and Township; however, the City or Township does not have an equity interest in the JEDD. The JEDD is not accumulating significant financial resources and is not experiencing fiscal distress that may cause an additional financial burden on the City. The financial activity of the JEDD is presented as an agency fund due to the City serving as fiscal agent. Complete financial information can be obtained from the Zanesville, South Zanesville-Washington Joint Economic Development District, Zanesville, Ohio.

- C. Zanesville-Newton Township Joint Economic Development District (JEDD) was created by contract during 2002 pursuant to Revised Code Section 715.77. The JEDD was created to facilitate economic development to create or preserve jobs and employment opportunities and to improve the economic welfare of the people in the State, the County, the City, the Township and the JEDD. The JEDD is operated by a three member board. The City and Newton Township each appoint one member and these two JEDD members jointly appoint the third member of the JEDD. The JEDD's board exercises total control the budgeting, appropriation, contacting, and management. The JEDD's board, pursuant to Revised Code Section 715.74 has implemented a 1.7 percent income tax that will be used for the purposes of the JEDD. The continued existence of the JEDD is dependent upon the continued participation by the City and Township; however, the City or Township does not have an equity interest in the JEDD. The JEDD is not accumulating significant financial resources and is not experiencing fiscal distress that may cause an additional financial burden on the City. The financial activity of the JEDD is presented as an agency fund due the City serving as fiscal agent. Complete financial information can be obtained from the Zanesville-Newton Township Joint Economic Development District, Zanesville, Ohio.

NOTE 17 - INSURANCE PURCHASING POOL

Ohio Rural Water Association Workers' Compensation Group Rating Plan - The City participates in the Ohio Rural Water Association Workers' Compensation Group Rating Program (GRP), an insurance purchasing pool. The GRP's business and affairs are conducted by an eleven member Board of directors. The board is a self-appointing board that coordinates the program. Each year, the participating members pay an enrollment fee to the GRP to cover the costs of administering the program.

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 18 - RELATED PARTY TRANSACTIONS

The South East Area Transit Authority, a discretely presented component unit of the City of Zanesville, received contributions from the City for facilities, certain equipment, transportation and salaries for administrative implementation and supervision of its programs. These contributions are normally reflected as "Contributions from Local Governments" and "Operating Expenses" in the basic financial statements. In 2008, \$222,500 was the amount contributed by the City of Zanesville, Muskingum County, City of Cambridge, Guernsey County, and the Village of South Zanesville.

NOTE 19 - CONTINGENCIES

A. Grants

The City received financial assistance from federal and state agencies in the form of grants. The disbursement of funds received under these programs generally requires compliance with terms and conditions specified in the grant agreements and is subject to audit by the grantor agencies. Any disallowed claims resulting from such audits could become a liability of the general fund or other applicable funds. However, in the opinion of management, any such disallowed claims will not have a material adverse effect on the overall financial position of the City at December 31, 2008.

B. Litigation

Claims and lawsuits are pending against the City of Zanesville. Based upon information provided by the County's legal counsel, any potential liability and effect on the basic financial statements, if any, is not determinable at this time.

NOTE 20 – COMPONENT UNIT NOTES

NOTE 1 - DESCRIPTION OF THE AUTHORITY AND REPORTING ENTITY

Description of the Authority

The South East Area Transit Authority (hereinafter referred to as the "Authority") was created pursuant to Sections 306.30 through 306.54 of the Ohio Revised Code for the purpose of providing public transportation in the City of Zanesville, Muskingum County, City of Cambridge and Guernsey County, as well as the south east Ohio area. The Authority is an independent political subdivision of the State of Ohio and thus is not subject to federal or state income taxes.

At December 31, 2008, the Authority had 35 full-time equivalent employees and 1 part-time employee. Approximately 72% of the Authority's employees at December 31, 2008 are subject to a collective bargaining agreement expiring on May 31, 2009.

Description of the Reporting Entity

The accompanying financial statements comply with the provisions of the Governmental Accounting Standards Board (GASB) Statement No. 14, *The Financial Reporting Entity*. This statement requires that financial statements of the reporting entity include all of the organizations, activities, functions and component units for which the reporting entity is financially accountable. Financial accountability is defined as the appointment of a voting majority of the component unit's board and either, the reporting entity's ability to impose its will over the component unit will provide a financial benefit to, or impose a financial burden on the reporting entity. The Authority does not have financial accountability over any entities.

Under the provisions of GASB Statement No. 14, the Authority is considered to be a component unit of the City of Zanesville. The Authority is managed by a ten member Board of Trustees, who establishes policies and sets direction for the management of the Authority. Six of the members are appointed by the Mayor of Zanesville with the consent of City Council, two members are appointed by the Muskingum County Commissioners, and the remaining two members are appointed by the Guernsey County Commissioners and the Mayor of South Zanesville. Board members serve overlapping three-year terms.

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 20 – COMPONENT UNIT NOTES (Continued)

NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

The financial statements of the Authority are prepared in accordance with generally accepted accounting principles (GAAP). The Authority applies all relevant Governmental Accounting Standards Board (GASB) pronouncements, as well as all Financial Accounting Standards Board (FASB) Statements and Interpretations issued on or before November 30, 1989, to its business-type activities and enterprise funds, unless those pronouncements conflict with or contradict GASB pronouncements, in which case GASB prevails. The Authority has elected not to apply FASB statements and interpretations issued on or before November 30, 1989, to its business-type activities and enterprise funds. The most significant of the Authority's accounting policies are described below.

Basis of Accounting

The accompanying financial statements have been prepared on the accrual basis of accounting, whereby revenues and expenses are recognized in the period earned or incurred. The measurement focus is on determination of net income, financial position and cash flows. All transactions are accounted for in a single enterprise fund.

Pursuant to GASB Statement No. 20, *Accounting and Financial Reporting for Proprietary Funds and Other Governmental Entities that Use Proprietary Fund Accounting*, the Authority follows GASB guidance as applicable to proprietary funds and Financial Accounting Standards Board Statements and Interpretations, Accounting Principles Board Opinions and Accounting Research Bulletins issued on or before November 30, 1989, that do not conflict with or contradict GASB pronouncements.

Budgetary Accounting and Control

The Authority's annual budget is prepared on the accrual basis of accounting as permitted by law. The Authority maintains budgetary control by not permitting total expenditures to exceed total appropriations without approval of the Board of Trustees.

Cash and Cash Equivalents

Cash and cash equivalents consist of funds deposited in checking accounts and are stated at cost, which approximates market value. Cash and cash equivalents represent the funds that are used for the general operations. For purposes of the statement of cash flows, the Authority considers all highly liquid instruments with a maturity of three months or less at the time they are purchased to be cash and cash equivalents.

Recognition of Receivables and Revenue

Passenger fares are recorded as revenue at the time services are provided and revenues pass through the fare box.

Grants and assistance revenues are received from reimbursable, nonreimbursable, and entitlement type grant programs. These grant programs involve transactions that are categorized as either government-mandated or voluntary nonexchange transactions. Grants and assistance revenues from government-mandated and voluntary nonexchange transactions are recorded as a receivable and nonoperating revenue when all eligibility requirements are met. Grants and assistance revenues received before the eligibility requirements are met are deferred.

Inventory of Materials and Supplies

Inventory items are stated at the lower of the cost or market. Inventory generally consists of maintenance parts and supplies for rolling stock and other transportation equipment.

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 20 – COMPONENT UNIT NOTES (Continued)

NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

Property and Depreciation

Property, facilities and equipment are stated at historical cost. The cost of normal maintenance and repairs are charged to operations as incurred. Improvements and interest are capitalized and depreciated over the remaining useful lives of the related properties, with the exception of land which is nondepreciable. Depreciation is computed using the straight-line method over the estimated useful lives of the respective assets as follows:

<u>Description</u>	<u>Years</u>
Buildings	20
Transportation Vehicles	5-12
Furniture and Fixtures	3 - 15
Other Equipment	5 - 15

Depreciation and losses on the disposal of fixed assets acquired or constructed through grants externally restricted for capital acquisition are closed to the appropriate contributed capital account. Net income (loss) adjusted by the amount of depreciation (and losses) on fixed assets acquired in this manner is closed to net assets.

Restricted Assets

Restricted assets consist of monies and other resources, the use of which is legally restricted for capital acquisition and construction.

Net Assets

Equity displayed in three components as follows:

Invested in Capital Assets, Net of Related Debt - This consists of capital assets, net of accumulated depreciation, less the outstanding balances of any bonds, notes, or other borrowings that are attributable to the acquisition, construction, or improvements of those assets.

Restricted - This consists of net assets that are legally restricted by outside parties or by law through constitutional provisions or enabling legislation. When both restricted and unrestricted resources are available for use, generally it is the Authority's policy to use restricted resources first, then unrestricted resources when they are needed.

Unrestricted - This consists of net assets that do not meet the definition of "restricted" or "invested in capital assets, net of related debt."

Compensated Absences

The Authority accrues vacation benefits as earned by its employees. Unused vacation benefits are paid to the employee upon separation from the Authority. Vacation days are limited to a maximum of twenty days. Unused sick leave benefits lapse upon an employee's separation from the Authority.

Estimates

The preparation of financial statements in conformity with generally accepted accounting principles requires management to make estimates and assumptions that affect the amounts reported in the financial statements and accompanying notes. Actual results may differ from those estimates.

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 20 – COMPONENT UNIT NOTES (Continued)

NOTE 3 - CASH AND INVESTMENTS

The investments and deposits of the Authority are governed by the provisions of the Ohio Revised Code. In accordance with these statutes, only financial institutions located in Ohio are eligible to hold public deposits. The statutes also permit the Authority to invest in monies in certificates of deposits, saving accounts, money market accounts, the State Treasurer's investment pool (STAROhio) and obligations of the United States government or certain agencies thereof. The Authority may also enter into repurchase agreements with any eligible depository for a period not exceeding 30 days.

Public depositories must give security for all public funds on deposit. These institutions may either specifically collateralize individual accounts in lieu of amounts insured by the Federal Deposit Insurance Corporation (FDIC), or may pledge a pool of government securities with a market value equal to 105% of public monies on deposit at the institution. Repurchase agreements must be secured by the specific government securities upon which the repurchase agreements are based. These securities must be obligations of or guaranteed by the United States and mature or be redeemable within five years of the date of the related repurchase agreement. The market value of the securities subject to a repurchase agreement must exceed the value of the principal by 2% and be marked to market daily. State law does not require that security maintained for public deposits and investments be held in the Authority's name.

The Authority is prohibited from investing in any financial instrument contract, or obligation whose value or return is based upon or linked to another asset or index, or both, separate from the financial instrument, contract, or obligation itself (commonly known as a "derivative"). The Authority is also prohibited from investing in reverse repurchase agreements.

Deposits

Custodial credit risk is the risk that, in the event of a bank failure, the Authority's deposits may not be returned. All deposits are collateralized with eligible securities in amounts equal to at least 105% of the carrying value of the deposits. Such collateral, as permitted by the Ohio Revised Code, is held in single financial institution collateral pools at Federal Reserve Banks, or at member banks of the federal reserve system, in the name of the respective depository bank and pledged as a pool of collateral against all of the public deposits it holds or as specific collateral held at the Federal Reserve Bank in the name of the Authority.

The carrying amount of the Authority's deposits was \$126,810 at December 31, 2008. Based on the criteria described in GASB Statement 40, "Deposit and Investment Risk Disclosures", as of December 31, 2008, none of the Authority's bank balance of \$100,423 was exposed to custodial risk.

Investments

The Authority held no investments at December 31, 2008.

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 20 – COMPONENT UNIT NOTES (Continued)

NOTE 4 - ACCOUNTS RECEIVABLE

Receivables at December 31, 2008 consisted of accounts (billings for user charges services) and intergovernmental grants. All receivables are considered collectible in full therefore, an allowance for uncollectible accounts receivable is not considered necessary.

A summary of the principal items of intergovernmental receivables at December 31, 2008 consisted of the following amounts:

Federal Operating Assistance Receivable	\$100,667
State Operating Assistance Receivable	12,583
	\$113,250
	\$113,250

NOTE 5 – NOTES PAYABLE

In 2008, the Authority renewed a line of credit from a local bank in the amount of \$250,000, to be used as a source of short-term operating funds. The loan matures on December 7, 2009. The balance at December 31, 2008 is \$249,840. The loan is secured by the assets of the Authority. The current interest rate is 4.0%. A member of the Board of Trustees is an officer of the bank.

NOTE 6 - CAPITAL ASSETS

A summary of capital asset activity during the 2008 fiscal year follows:

<i>Asset Type:</i>	Balance at 12/31/2007	Additions	Deletions	Balance at 12/31/2008
Land	\$334,255	\$0	\$0	\$334,255
Buildings	1,635,698	0	0	1,635,698
Buses and Other Vehicles	2,301,558	219,617	(81,274)	2,301,558
Furniture, Fixtures and Equipment	483,510	0	0	483,510
Total Capital Assets	4,755,021	219,617	(81,274)	4,755,021
 <i>Accumulated Depreciation:</i>				
Buildings	(840,057)	(82,112)	0	(922,169)
Buses and Other Vehicles	(1,403,942)	(225,883)	81,274	(1,548,551)
Furniture, Fixtures and Equipment	(509,218)	(10,832)	0	(520,050)
Accumulated Depreciation	(2,753,217)	(318,827)	81,274	(2,990,770)
Capital Assets, Net of Accumulated Depreciation	\$2,001,804	(\$99,210)	\$0	\$1,902,594

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 20 – COMPONENT UNIT NOTES (Continued)

NOTE 7 - DEFINED BENEFIT PENSION PLANS

The Authority contributes to the Ohio Public Employees Retirement System (OPERS), a cost-sharing multiple-employer defined benefit pension plan administered by the State. OPERS administers three separate pension plans. The traditional plan is a cost-sharing, multiple-employer defined benefit pension plan. The member-directed plan is a defined contribution plan in which the member invests both member and employer contributions (employer contributions vest over five years at 20% per year). Under the member directed plan, members accumulate retirement assets equal to the value of the member and vested employer contributions plus any investment earnings. The combined plan is a cost sharing, multiple-employer defined benefit pension plan, employer contributions are invested by the retirement system to provide a formula retirement benefit similar to the traditional plan benefit. Member contributions, whose investment is self-directed by the member, accumulate retirement assets in a manner similar to the member directed plan.

OPERS provides retirement and disability benefits, annual cost-of-living adjustments, and death benefits to plan members and beneficiaries. Benefits are established and amended by state statute and are contained in Chapter 145 of the Ohio Revised Code. The OPERS issues a stand-alone, publicly available annual financial report that includes financial statements and required supplementary information. This report may be obtained by writing to Ohio Public Employees Retirement System, 277 East Town Street, Columbus, Ohio 43215-4642 or by calling (614) 466-2085 or 1-800- 222-PERS (7377).

The Ohio Revised Code provides statutory authority for employee and employer contribution rates. The employee contribution rates are 10.0% for employees other than law enforcement and for 2008, the Authority is required to contribute 14.0%. The Authority's required contributions to OPERS for the years ending December 31, 2008, 2007 and 2006 were \$153,843, \$145,857, and \$164,405, respectively. All required payments for 2008, 2007, and 2006 have been paid.

NOTE 8 - POSTEMPLOYMENT BENEFITS

The Ohio Public Employees Retirement System (OPERS) provides postretirement health care coverage to age and service retirees with ten or more years of qualifying Ohio service credit with either the traditional or combined plans. Health care coverage for disability benefit recipients and qualified survivor benefit recipients is available. Members of the member-directed plan do not qualify for postretirement health care coverage. The health care coverage provided by the retirement system is considered an Other Postemployment Benefit as described in GASB Statement No. 12. A portion of each employer's contribution to the traditional or combined plans is set aside for the funding of postretirement health care based on authority granted by State statute. The 2008 local government employer contribution rate was 14.0 percent of covered payroll; 7 percent of covered payroll was the portion that was used to fund health care.

Benefits are advance-funded using the entry age normal actuarial cost method. Significant actuarial assumptions, based on OPERS's latest actuarial review performed as of December 31, 2007, include a rate of return on investments of 6.5 percent, an annual increase in active employee total payroll of 4 percent compounded annually (assuming no change in the number of active employees) and an additional increase in total payroll of between 0.50 percent and 6.3 percent based on additional annual pay increases. Health care premiums were assumed to increase at the projected wage inflation rate plus an additional factor ranging from .5 to 4 percent annually for the next seven years and 4 percent annually after seven years.

All investments are carried at market. For actuarial valuation purposes, a smoothed market approach is used. Assets are adjusted to reflect 25 percent of unrealized market appreciation or depreciation on investment assets annually.

The number of active contributing participants in the traditional and combined plans was 363,503. The actual contribution and the actuarially required contribution amounts are the same. The actuarial value of OPERS's net assets available for payment of benefits at December 31, 2007, (the latest information available) was \$12.8 billion.

CITY OF ZANESVILLE, OHIO
 NOTES TO THE BASIC FINANCIAL STATEMENTS
 FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 20 – COMPONENT UNIT NOTES (Continued)

NOTE 8 - POSTEMPLOYMENT BENEFITS (Continued)

The actuarially accrued liability and the unfunded actuarial accrued liability were \$29.8 billion and \$17.0 billion, respectively.

The Health Care Preservation Plan (HCPP) adopted by the OPERS Retirement Board on September 9, 2004, was effective January 1, 2007. Member and employer contribution rates increased as of January 1, 2006, January 1, 2007, and January 1, 2008 which allowed additional funds to be allocated to the health care plan.

NOTE 9 - GRANTS, REIMBURSEMENTS AND SPECIAL FARE ASSISTANCE

Grants, reimbursements and special fare assistance in the statement of revenues, expenses and changes in equity for the year ended December 31, 2008 consist of the following:

Federal

FTA Capital Assistance	\$175,693
FTA Operating Assistance	1,165,313
Total	\$1,341,006

State

ODOT Operating Assistance	\$311,525
ODOT Capital Assistance	21,962
ODOT Elderly Fare Assistance	6,703
Total	\$340,190

Local

City of Zanesville	\$160,000
Village of South Zanesville	2,500
City of Cambridge	5,000
Muskingum County	45,000
Guernsey County	10,000
Total	\$222,500

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 20 – COMPONENT UNIT NOTES (Continued)

NOTE 10 - RISK MANAGEMENT

The Authority is exposed to various risks of loss related to torts, theft of, damage to and destruction of assets, flood and earthquake, errors and omission, employment related matters, injuries to employees and employee theft and fraud. The Authority joined together with certain other transit authorities in the State to form the Ohio Transit Insurance Pool Association, Inc. (OTIP). OTIP is a joint self-insurance pool pursuant to Section 2744.081 of the Ohio Revised Code, currently operating as a common risk management and insurance program for ten member transit agencies. The Authority pays an annual premium to OTIP for its general insurance coverage and makes quarterly payments into a loss and administration fund pursuant to OTIP's bylaws. The Agreement of Formation of the OTIP provides that OTIP will be self-sustaining through member premiums. Per occurrence, catastrophic loss coverage is maintained by OTIP equal to \$200,000,000 for qualified property losses (including auto physical damage) and \$10,000,000 for automobile liability.

The Authority continues to carry commercial insurance for all other risks of loss, including workers' compensation and employee health and accident insurance. Settled claims resulting from these risks have not exceeded commercial insurance coverage in any of the past three fiscal years.

NOTE 11 – CONTINGENCIES

The Authority receives a substantial amount of support from federal, state, and local governments. A significant reduction in the level of this support, if such were to occur, would have a material effect on the Authority's programs and activities.

NOTE 12 – FUNDS HELD FOR BUS PURCHASE

In 2006, one of the Authority's buses was totaled in an accident. The insurance proceeds of \$40,000 are restricted by the terms of a capital grant received from the Ohio Department of Transportation (ODOT) that the Authority used towards the original purchase of the bus. The \$40,000 is included on the balance sheet as Cash and Cash equivalents and Funds Held for Bus Purchase. Management plans to use these funds towards the purchase of a replacement bus sometime in the future.

NOTE 13 – SUBSEQUENT EVENT

South East Area Transit, lessor, leased space for a restaurant at its downtown Zanesville Greyhound bus terminal location. Lease income was \$1,250, per month plus utilities. The restaurant closed for business on June 13, 2008. At December 31, 2008, the restaurant owner/lessee owed/lessee owed the Authority \$17,805 for delinquent rents and utilities, which is included on the balance sheet as accounts receivable. The estimated allowance for bad debts at December 31, 2008 includes an allowance for this account.

In 2009, the Authority agreed to accept certain restaurant furniture and equipment from the debtor as payment in full. Currently, the Authority has not established a fair value for the assets received.

NOTE 21 – CHANGE IN ACCOUNTING PRINCIPLES

For 2008, the City implemented GASB Statement No. 50, "Pension Disclosures—an amendment of GASB Statements No. 25 and No. 27," and GASB Statement No. 45, "Accounting and Financial Reporting by Employers for Postemployment Benefits Other Than Pensions." GASB Statement No. 50 more closely aligns the financial reporting requirements for pensions with those for other postemployment benefits (OPEB) and, in doing so, enhances information disclosed in the notes to the financial statements or presented as required supplementary information (RSI) by pension plans and by employers that provide pension benefits. GASB Statement No. 45 establishes standards for the measurement, recognition, and display of OPEB expenses/expenditures and related liabilities (assets), note disclosures, and, if applicable, required supplementary information (RSI) in the financial reports of state and local governmental employers. The application of these new standards had no effect on the financial statements, nor did their implementation require a restatement of prior year balances.

CITY OF ZANESVILLE, OHIO
NOTES TO THE BASIC FINANCIAL STATEMENTS
FOR THE YEAR ENDED DECEMBER 31, 2008

NOTE 22 – SHORT-TERM NOTES

The City issued general obligation notes to for the purpose of street improvements. These notes are accounted for in the General Fund of the City. The Street improvement notes were issued in the amount of \$1,100,000 on November 18, 2008 and mature on August, 18, 2009. The notes were issued at an interest rate of 3.43%.

**WOLFE, WILSON, & PHILLIPS, INC.
37 SOUTH SEVENTH STREET
ZANESVILLE, OHIO 43701**

**INDEPENDENT AUDITORS' REPORT ON INTERNAL CONTROL OVER
FINANCIAL REPORTING AND ON COMPLIANCE AND OTHER MATTERS
REQUIRED BY GOVERNMENT AUDITING STANDARDS**

City of Zanesville
Muskingum County
401 Market Street
Zanesville, Ohio 43701

We have audited the financial statements of the governmental activities, business-type activities, each major fund, and the aggregate remaining fund information of the City of Zanesville, Muskingum County as of and for the year ended December 31, 2008, which collectively comprise the City's basic financial statements and have issued our report thereon dated June 24, 2009. We did not audit the financial statements of South East Area Transit Authority, which is included as a discretely presented component unit in the City of Zanesville's financial statements. Those financial statements were audited by other auditors, following *Government Auditing Standards*, and their report thereon has been furnished to us. Our opinion, insofar as it relates to the component unit, is based solely on the report of other auditors. We conducted our audit in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States.

Internal Control Over Financial Reporting

In planning and performing our audit, we considered the City of Zanesville's internal control over financial reporting as a basis for designing our audit procedures for expressing our opinion on the financial statements, but not to opine on the effectiveness of the City's internal control over financial reporting. Accordingly, we have not opined on the effectiveness of the City's internal control over financial reporting.

A control deficiency exists when the design or operation of a control does not allow management or employees, in performing their assigned functions, to prevent or detect misstatements on a timely basis. A significant deficiency is a control deficiency, or combination of control deficiencies, that adversely affects the City's ability to initiate, authorize, record, process, or report financial data reliably in accordance with its applicable accounting basis, such that there is more than a remote likelihood that the City's internal control will not prevent or detect a more-than-inconsequential financial statement misstatement.

A material weakness is a significant deficiency, or combination of significant deficiencies resulting in more than a remote likelihood that the City's internal control will not prevent or detect a material financial statement misstatement.

Our consideration of internal control over financial reporting was for the limited purposes described in the first paragraph of this section and would not necessarily identify all internal control deficiencies that might be significant deficiencies or material weaknesses. We did not identify any deficiencies in internal control over financial reporting that we consider material weaknesses, as defined above.

Compliance and Other Matters

As part of obtaining reasonable assurance about whether City of Zanesville's financial statements are free of material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts and grant agreements, noncompliance with which could have a direct and material effect on the determination of financial statement amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit and, accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance or other matters that we must report under *Government Auditing Standard*. However, we noted certain immaterial instances of noncompliance that we have reported to management in a separate letter dated June 24, 2009.

This report is intended for the information of the Mayor, City Council, management, Auditor of State, federal award agencies, and pass-through entities, and is not intended to be and should not be used by anyone other than these specified parties.

Wolfe, Wilson, & Phillips, Inc.
Zanesville, Ohio
June 24, 2009

**WOLFE, WILSON, & PHILLIPS, INC.
37 SOUTH SEVENTH STREET
ZANESVILLE, OHIO 43701**

**REPORT ON COMPLIANCE WITH REQUIREMENTS
APPLICABLE TO EACH MAJOR PROGRAM AND INTERNAL
CONTROL OVER COMPLIANCE IN
ACCORDANCE WITH *OMB CIRCULAR A-133***

City of Zanesville
Muskingum County
401 Market Street
Zanesville, Ohio 43701

Compliance

We have audited the compliance of City of Zanesville with the types of compliance requirements described in the *U.S. Office of Management and Budget (OMB) Circular A-133 Compliance Supplement* that are applicable to its major federal program for the year ended December 31, 2008. City of Zanesville's major federal programs are identified in the summary of auditor's results section of the accompanying schedule of findings and questioned costs. Compliance with the requirements of laws, regulations, contracts and grants applicable to each of its major federal programs is the responsibility of City of Zanesville management. Our responsibility is to express an opinion on City of Zanesville's compliance based on our audit.

We conducted our audit of compliance in accordance with auditing standards generally accepted in the United States of America; the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States; and OMB Circular A-133, *Audits of States, Local Governments, and Non-Profit Organizations*. Those standards and OMB Circular A-133 require that we plan and perform the audit to obtain reasonable assurance about whether noncompliance with the types of compliance requirements referred to above that could have a direct and material effect on a major federal program occurred. An audit includes examining, on a test basis, evidence about City of Zanesville's compliance with those requirements and performing such other procedures as we considered necessary in the circumstances. We believe that our audit provides a reasonable basis for our opinion. Our audit does not provide a legal determination on City of Zanesville's compliance with those requirements.

In our opinion, the City of Zanesville complied, in all material respects, with the requirements referred to above that are applicable to its major federal program for the year ended December 31, 2008.

Internal Control Over Compliance

The management of City of Zanesville is responsible for establishing and maintaining effective internal control over compliance with requirements of laws, regulations, contracts and grant agreements applicable to federal programs. In planning and performing our audit, we considered City of Zanesville's internal control over compliance with requirements that could have a direct and material effect on a major federal program in order to determine our auditing procedures for the purpose of expressing our opinion on compliance, but not for the purpose of expressing an opinion on the effectiveness of internal control over compliance. Accordingly, we do not express an opinion on the effectiveness of the City of Zanesville's internal control over compliance.

Internal Control Over Compliance

A control deficiency in an entity's internal control over compliance exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent or detect noncompliance with a type of noncompliance requirement of a federal program on a timely basis. A significant deficiency is a control deficiency, or combination of control deficiencies, that adversely affects the City's ability to administer a federal program such that there is more than a remote likelihood that noncompliance with a type of compliance requirement of a federal program that is more than inconsequential will not be prevented or detected by the City's internal control.

A material weakness is a significant deficiency, or combination of significant deficiencies, that results in more than a remote likelihood that material noncompliance with a type of compliance requirement of a federal program will not be prevented or detected by the City's internal control.

Our consideration of the internal control over compliance was for the limited purpose described in the first paragraph of this section and would not necessarily identify all deficiencies in internal control that might be significant deficiencies or material weaknesses. We did not identify any deficiencies in internal control over compliance that we consider to be material weaknesses, as defined above.

This report is intended for the information of the Mayor, City Council, management, the Auditor of State, federal award agencies, and pass-through entities, and is not intended to be and should not be used by anyone other than these specified parties.

Wolfe, Wilson, & Phillips, Inc.
Zanesville, Ohio
June 24, 2009

**CITY OF ZANESVILLE
MUSKINGUM COUNTY
SCHEDULE OF FINDINGS AND QUESTIONED COSTS
OMB CIRCULAR A-133 SECTION 505**

1. Summary of Auditor's Results

(d)(1)(I)	Type of Financial Statement Opinion	Unqualified
(d)(1)(ii)	Were there any material control weakness conditions reported at the financial statement level (GAGAS)?	NO
(d)(1)(ii)	Were there any other significant deficiencies In internal control reported at the financial statement level (GAGAS)?	NO
(d)(1)(iii)	Was there any reported non-compliance at the financial statement level (GAGAS)?	No
(d)(1)(iv)	Were there any material internal control weakness conditions reported for major federal programs?	NO
(d)(1)(iv)	Were there any other significant deficiencies In internal control reported for major federal programs?	NO
(d)(1)(v)	Type of Major Programs' Compliance Opinion	Unqualified
(d)(1)(vi)	Are there any reportable findings under section. 510?	NO
(d)(1)(vii)	Major Programs:	CDBG Grant; CFDA #14.228
(d)(1)(viii)	Dollar Threshold: Type A/B Programs:	Type A: >\$300,000; Type B: All Others
(d)(1)(ix)	Low Risk Auditee?	Yes

2. Findings Related to the Financial Statements Required to be Reported in Accordance with GAGAS

NONE

3. Findings and Questioned Costs for Federal Awards

NONE

**CITY OF ZANESVILLE
MUSKINGUM COUNTY
SCHEDULE OF FEDERAL AWARDS EXPENDITURES
FOR THE YEAR ENDED DECEMBER 31, 2008**

Federal Grantor/ Sub-Grantor Program Title	Pass Through Entity Number	Federal CFDA Number	Receipts	Disbursements
<u>U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT:</u>				
(pass through Ohio Department of Development)				
Community Development Block Grant	A-F-07-204-1	14.228	132,805	131,812
	A-F-08-204-1		6,875	6,875
	A-N-07-204-1		14,370	12,339
	A-C-08-204-1		2,500	2,500
	A-F-06-204-1		6,958	6,959
	A-C-06-204-1		52,538	52,539
	Program income		83,540	77,641
			<u>299,586</u>	<u>290,665</u>
HOME Investment Partnership Program	A-C-06-204-2	14.239	88,131	88,132
	A-C-08-204-2		2,500	2,500
			<u>90,631</u>	<u>90,632</u>
Total U.S. Department of Housing and Urban Development			390,217	381,297
<u>U.S. DEPARTMENT OF TRANSPORTATION:</u>				
Direct Award				
Airport Improvement Program	3-39-0097-0705	20.106	57,038	45,820
Total U.S. Department of Transportation			<u>57,038</u>	<u>45,820</u>
<u>U.S. DEPARTMENT OF JUSTICE:</u>				
Pass through Ohio Department of Justice				
Public Safety Grant	n/a	16.710	59,577	59,577
Total U.S. Department of Justice			59,577	59,577
<u>U.S. DEPARTMENT OF AGRICULTURE:</u>				
Pass through Ohio Department of Education				
Summer Food Program	n/a	10.559	52,336	52,336
Total U.S. Department of Health and Human Services			52,336	52,336
<u>APPALCAHIAN REGIONAL COMMISSION</u>				
Pass through Ohio Office of Housing and Community Partnerships				
ARC Grant	A-06-204-1	23.001	125,000	125,000
Total U.S. Department of Homeland Security			<u>125,000</u>	<u>125,000</u>
Total Federal Awards Expenditures			<u>684,168</u>	<u>664,030</u>

See notes to Schedule of Federal Awards Expenditures.

**CITY OF ZANESVILLE
NOTES TO SCHEDULE OF FEDERAL AWARDS EXPENDITURES**

NOTES A – SIGNIFICANT ACCOUNTING POLICIES

The accompanying schedule of federal awards expenditures is a summary of the activity of the City’s federal award programs. The schedule has been prepared on the cash basis of accounting.

NOTE B - MATCHING REQUIREMENTS

Certain Federal programs require the City contribute non-Federal funds (matching funds) to support the Federally-funded programs. The City has complied with the matching requirements. The expenditure of non-Federal matching funds is not included on the Schedule.

NOTE C - LOANS OUTSTANDING

The City has established a revolving loan program to provide low-interest loans to businesses to create jobs for persons from low to moderate income households. The U.S. Department of Housing and Urban Development (HUD) grants the money for these loans to the City, passed through the State Department of Development. The initial loan of this money is recorded as a disbursement on the schedule. Loans repaid, including interest, are used to make additional loans. Such subsequent loans are subject to certain compliance requirements imposed by HUD. Significant delinquencies existing at December 31, 2008 were \$22,937 in principal and related interest for outstanding Housing Program loans.

The City had the following loan balances outstanding at December 31, 2008:

<u>Program Title</u>	<u>CFDA Number</u>	<u>Amount Outstanding</u>
CDBG Economic Development Revolving Loan Fund Program	14.228	\$ 231,370
CDBG Housing Program	14.228	62,302
Total		<u>\$ 297,084</u>



Mary Taylor, CPA
Auditor of State

CITY OF ZANESVILLE

MUSKINGUM COUNTY

CLERK'S CERTIFICATION

This is a true and correct copy of the report which is required to be filed in the Office of the Auditor of State pursuant to Section 117.26, Revised Code, and which is filed in Columbus, Ohio.

Susan Babbitt

CLERK OF THE BUREAU

**CERTIFIED
NOVEMBER 17, 2009**