

# Solano County

## Popular Annual Financial Report

### Citizens' Report

Fiscal Year Ended June 30, 2024



**Office of the Auditor-Controller**  
Solano County, California  
(707) 784-6280 | @CountyOfSolano  
[SolanoCounty.com/Depts/Auditor](https://www.SolanoCounty.com/Depts/Auditor)

# Message from the Solano County Auditor-Controller's Office

**Sheila O. Turgo, Acting Auditor-Controller**



## TO THE CITIZENS OF SOLANO COUNTY:

It is my pleasure to present to you Solano County's Popular Annual Financial Report (PAFR) or the Citizens' Report for the year ended June 30, 2024. The report provides an overview of the County's financial condition for FY2023/24, and a brief analysis of where the County's revenues are derived and where those dollars are spent.

The Auditor-Controller's Office is dedicated to promoting transparency and fiscal accountability within local government. This Citizens' Report serves an important function in that mission by providing our taxpayers and stakeholders with access to County financial information. This report is intended to provide our citizens with an easy-to-read explanation of the County's finances, increase public awareness and understanding of the County's financial data.

A special thank you goes out to Jennifer Laron, Accountant-Auditor Analyst and Matthew Davis, Senior Management Analyst, for their assistance in preparing this PAFR. I must also thank my entire department and the dedicated County fiscal staff whose ongoing work throughout the year and assistance to the Auditor-Controller's Office helped us achieve another Certificate of Excellence in Financial Reporting for the County's Annual Comprehensive Financial Report.

The Government Finance Officers Association of the United States and Canada (GFOA) has given an Award for Outstanding Achievement in Popular Annual Financial Reporting to Solano County for our fourth PAFR for the fiscal year ended June 30, 2023. This prestigious national award recognizes conformance to the highest standards for the preparation of state and local government popular reports. We believe this PAFR continues to achieve the high standards of popular reporting.

I hope you enjoy reading the County's PAFR. If you have comments, questions, or suggestions please reach out to my office at AuditorController@solanocounty.com or (707) 784-6280.

A handwritten signature in blue ink that reads "Sheila O. Turgo".

Sheila O. Turgo

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Government Finance Officers Association

## Award for Outstanding Achievement in Popular Annual Financial Reporting

Presented to

**County of Solano  
California**

For its Annual Financial Report  
For the Fiscal Year Ended

June 30, 2023

*Christopher P. Morrell*

Executive Director/CEO





# The Purpose

## What is a Popular Annual Financial Report?

**THROUGHOUT** the year the County produces several documents which provide insight into the County's finances and operations. The County produces an Annual Budget document that provides a road map of how the County plans to fund operations, various programs, and services for an upcoming fiscal year. The County's Annual Comprehensive Financial Report (ACFR) provides the actual results of County operations for the fiscal year in lengthy and complex detail; and the County produces an Annual Report to its citizens of the services delivered to its citizens on a calendar year basis.

This PAFR focuses on the financial results of the County in an easy-to-read format. It reports on the actual revenues and expenses for the fiscal year. The source of the data is the ACFR for the fiscal year ended June 30, 2024.

The County's ACFR and the financial statement data in this Citizens' Report are prepared in conformance with Generally Accepted Accounting Principles (GAAP), applicable to governmental entities. The financial data in this Citizens' Report includes the governmental activities of the County but does not include the business-type activities or component units. Some statistics are taken from various sources and are not GAAP-based data. The ACFR is prepared by the Auditor-Controller's Office and audited by an independent accounting firm, Eide Bailly, LLP, receiving an unmodified (clean) opinion.

The Citizens' Report is intended to complement the ACFR, not to be a substitute for it. If you would like to read our ACFR, please visit [solanocounty.com/depts/auditor](http://solanocounty.com/depts/auditor) or scan the QR code.



## FINANCIAL HIGHLIGHTS

The County's **Net Position** for governmental activities at June 30, 2024, was \$775.0 million; a net **increase of \$67.3 million**, or 9.51%, over the prior year. Of this increase, \$82.2 million is restricted for specific purposes, primarily in health and social services programs, capital projects, public safety programs, and public facilities fees. The net increase of net position includes a decrease in unrestricted net position of \$19.6 million. The general and program revenues kept pace with the County's increases in operational cost of providing services.

The County received \$86.9 million under the **American Rescue Plan Act (ARPA) of 2021**. The Board fully allocated these funds to a wide variety of projects. During FY2023/24, the County spent \$26.5 million; the remaining balance of \$42.9 million is recorded as "unearned revenues" in the financial statements. A few projects completed in FY2023/24 were the Business Incubator Initiative Training, the Sandy Beach Community Water Improvements, and Revenue Replacement for Hospitals and Farm Support.

The County issued **\$30 million in Certificates of Participation (COPs)** in FY2021/22 to fund energy conservation and generation projects for the County campuses in Fairfield, Vacaville and Vallejo. During FY2023/24, the County spent over \$12.2 million on completed projects including the HVAC for the Juvenile Detention Facility & Beck Campus, the Countywide Energy Efficient Lighting Project, and the William J. Carroll and Juvenile Detention Facility Solar Photovoltaic System solar panels.

During FY2023/24, the construction of the Solano Residential Mental Health Diversion Facility and Solano Adult Board & Care Facility **projects were completed**.

# SOLANO COUNTY STATISTICS

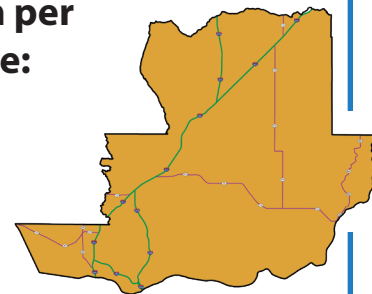
## AT A GLANCE

**SOLANO** County's strategic location, affordable housing, natural and human resources makes it an ideal place to live, learn, work and play.

**446,426** TOTAL POPULATION

Population per Square Mile:

**489**



MEDIAN AGE

0 38.8 100



**22.0%**

people under age 18



**61.5%**

people age 18 to 64



**16.5%**

people older than 65



**\$97,037**

Median Household Income



**86.6%**  
High School Graduate  
**38.7%**  
Bachelor's Degree or higher



Median Property Value

**\$585K**

## TOP INDUSTRIES

- 31%** Retail, Trade, Transportation & Utilities
- 21%** Healthcare and Social Assistance
- 17%** All Government, including US Military
- 14%** Leisure, hospitality and other
- 9%** Manufacturing
- 8%** Construction

## POPULAR CROPS



Tomatoes



Wheat



Grapes



Alfalfa - Hay



Cattle/Calves

### Top 5 Employers

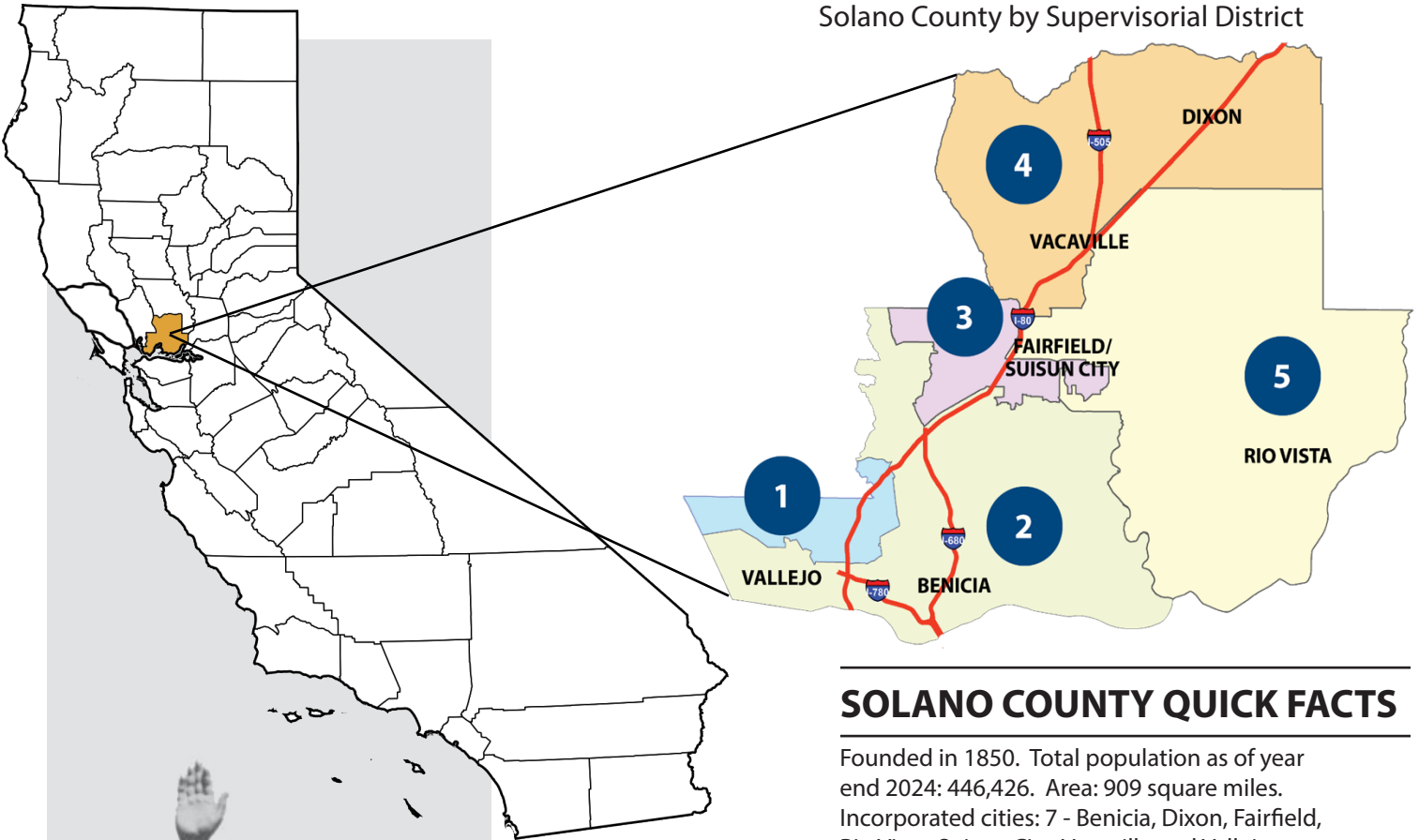
- Travis Air Force Base
- Kaiser Foundation Hospitals
- County of Solano
- Fairfield-Suisun Unified School District
- California Medical Facility





# SOLANO COUNTY PROFILE

Solano County by Supervisorial District



## SOLANO COUNTY QUICK FACTS

Founded in 1850. Total population as of year end 2024: 446,426. Area: 909 square miles. Incorporated cities: 7 - Benicia, Dixon, Fairfield, Rio Vista, Suisun City, Vacaville and Vallejo.

**SOLANO COUNTY** was incorporated in 1850 as one of the original 27 counties of California. The County derives its name indirectly from the Franciscan missionary, Father Francisco Solano, whose name Solano was given in baptism to Sam Yeto, chief of one of the Indian tribes of the region. General Mariano Guadalupe Vallejo requested the County be named for Chief Solano, who ruled over most of the land and tribes between Petaluma Creek and the Sacramento River.

Originally twelve townships were created in the County, but ultimately, seven cities were incorporated: **Benicia** (1850 and 1851), **Vallejo** (1868), **Suisun City** (1868), **Dixon** (1878), **Vacaville** (1892), **Rio Vista** (1893), and **Fairfield** (1903). Most of the citizens reside in the seven cities with only 4.0% residing in the unincorporated areas of the County.

### GEOGRAPHY

Solano County is spread over a total of 909 square miles, including 675 miles of rural and farm lands, 150 square miles of urban land, and 84 square miles of delta and waterfront. Located 45 miles northeast of **San Francisco** and 45 miles southwest of **Sacramento**, the County borders Napa, Yolo, Sacramento, and Contra Costa counties.



**Chief Solano**  
Credit: Vacaville Heritage Council

# GOVERNMENT PROFILE

**THE COUNTY** operates under a general law form of government, which means that the County’s policymaking and legislative authority is vested in the County Board of Supervisors (Board). The five-member Board is elected by district to four-year terms. The four-year term for Districts 1 and 2 end in 2024 and Districts 3, 4 and 5 end in 2026.

Some of the Board’s responsibilities include adopting the annual operating budget, adopting local ordinances, setting policies, setting the tax rates and County fee schedules, and assisting citizens in solving problems.

The Board appoints the County Administrator and County Counsel. The County Administrator assists the Board in managing, directing, and coordinating the operations of all County departments. County Counsel provides legal advice/counsel to County departments, boards, commissions and committees.

The County employed 3,257 full-time equivalent employees during FY2023/24 in order to provide a full range of services to its residents.



**ERIN HANNIGAN**  
District 1 Supervisor



**MONICA BROWN**  
District 2 Supervisor



**WANDA WILLIAMS**  
District 3 Supervisor



**JOHN M. VASQUEZ**  
District 4 Supervisor



**MITCH MASHBURN**  
District 5 Supervisor

**The County provides services to its citizens through the following departments, organized by function:**



**General Government**

- Assessor-Recorder\*
- Auditor-Controller\*
- Board of Supervisors\*
- County Administrator
- County Counsel
- General Services
- Human Resources
- Information Technology
- Treasurer-Tax Collector-County Clerk\*



**Public Protection**

- Agriculture - Weights/Measures
- Child Support Services
- District Attorney\*
- Probation
- Public Defender
- Alternate Public Defender
- Resource Management
- Sheriff-Coroner\*

\* represents elected officials



**Health and Public Assistance**

- Health and Social Services
- Veterans Services



**Public Ways and Facilities**

- Resource Management-
- Transportation



**Education & Recreation**

- Library
- Resource Mgmt - Parks
- UC Cooperative Extension





# STATEMENT OF NET POSITION

**THE STATEMENT OF NET POSITION** presents the County's financial position from a long-term perspective. It presents all of the County's assets (what the County owns), and deferred outflows of resources, liabilities (what the County owes), and deferred inflows of resources, with the difference reported as net position. Over time, increases or decreases in net position may serve as a useful indicator of whether the County's financial position is improving or deteriorating.

The information below presents **only** the County's **Governmental Activities** – which are those functions that are primarily supported by taxes and intergovernmental revenues, as compared to the County's only business-type activity, the Nut Tree Airport, which operates similar to a business and recovers its cost through user charges and fees.

## COMPONENTS OF THE COUNTY'S NET POSITION

**Net Investment in capital assets** – capital assets less accumulated depreciation less the debt associated with those assets.

**Restricted Funds** – funds subject to external regulations and other restrictions.

**Unrestricted Funds** – funds that can be used for any purpose.

At June 30	2024	2023	2022	2021	2020
Current and other assets	\$1,002,039,877	\$943,461,594	\$877,284,259	\$735,145,625	\$573,275,602
Capital assets	609,655,001	595,538,316	573,047,505	552,597,524	555,026,101
<b>Total assets</b>	<b>1,611,694,878</b>	<b>1,538,999,910</b>	<b>1,450,331,764</b>	<b>1,287,743,149</b>	<b>1,128,301,703</b>
Deferred loss on refunding	1,064,471	1,216,538	1,368,605	1,520,672	1,672,739
Deferred outflows related to pension	217,652,136	221,573,487	87,364,684	103,567,359	95,660,970
Deferred outflows related to OPEB	11,954,118	14,361,748	9,913,003	6,550,960	5,927,650
<b>Total deferred outflows of resources</b>	<b>230,670,725</b>	<b>237,151,773</b>	<b>98,646,292</b>	<b>111,638,991</b>	<b>103,261,359</b>
Other liabilities	181,414,053	201,448,612	221,519,010	180,402,463	95,586,887
Long-term lease & SBITA liabilities*	17,899,533	14,095,951	10,350,746	-	-
Long-term obligations	833,170,174	821,588,013	508,247,841	750,875,510	719,364,265
<b>Total liabilities</b>	<b>1,032,483,760</b>	<b>1,037,132,576</b>	<b>740,117,597</b>	<b>931,277,973</b>	<b>814,951,152</b>
Deferred inflows related to leases	13,227,251	13,417,973	6,431,691	-	-
Deferred inflows related to pension	7,659,850	13,036,038	183,655,530	4,160,789	16,606,569
Deferred inflows related to OPEB	14,032,029	4,908,040	12,949,240	2,701,965	4,005,607
<b>Total deferred inflows of resources</b>	<b>34,919,130</b>	<b>31,362,051</b>	<b>203,036,461</b>	<b>6,862,754</b>	<b>20,612,176</b>
Net investment in capital assets	518,208,107	513,421,939	494,457,001	484,977,193	481,312,570
Restricted net position	540,236,922	458,079,324	393,017,540	298,371,161	250,489,348
Unrestricted net position	(283,482,316)	(263,844,207)	(281,650,543)	(322,106,941)	(335,802,184)
<b>Total net position</b>	<b>\$774,962,713</b>	<b>\$707,657,056</b>	<b>\$605,823,998</b>	<b>\$461,241,413</b>	<b>\$395,999,734</b>

\* Accounting change implemented in 2023

### Analysis of Change in Net Position:

The County's Net Position of Governmental Activities **increased \$67.3 million**. The most significant changes in the County's net position are due to an increase of \$82.2 million in Restricted Net Position and an increase in the deficit Unrestricted Net Position of \$19.6 million. The County's restricted net position increased due to increases in restricted program funding for health services, capital projects, public safety, public facilities, library services, home loan programs, and transportation. These funds must be spent for the restricted purposes. The deficit unrestricted net position increased due to net increases in expenses. The County's net investment in capital assets increased \$4.8 million, or 0.9%, due to the Comprehensive Energy Conservation project and the Solano Residential Mental Health Diversion and Solano Adult Board & Care Facility projects.



# STATEMENT OF ACTIVITIES

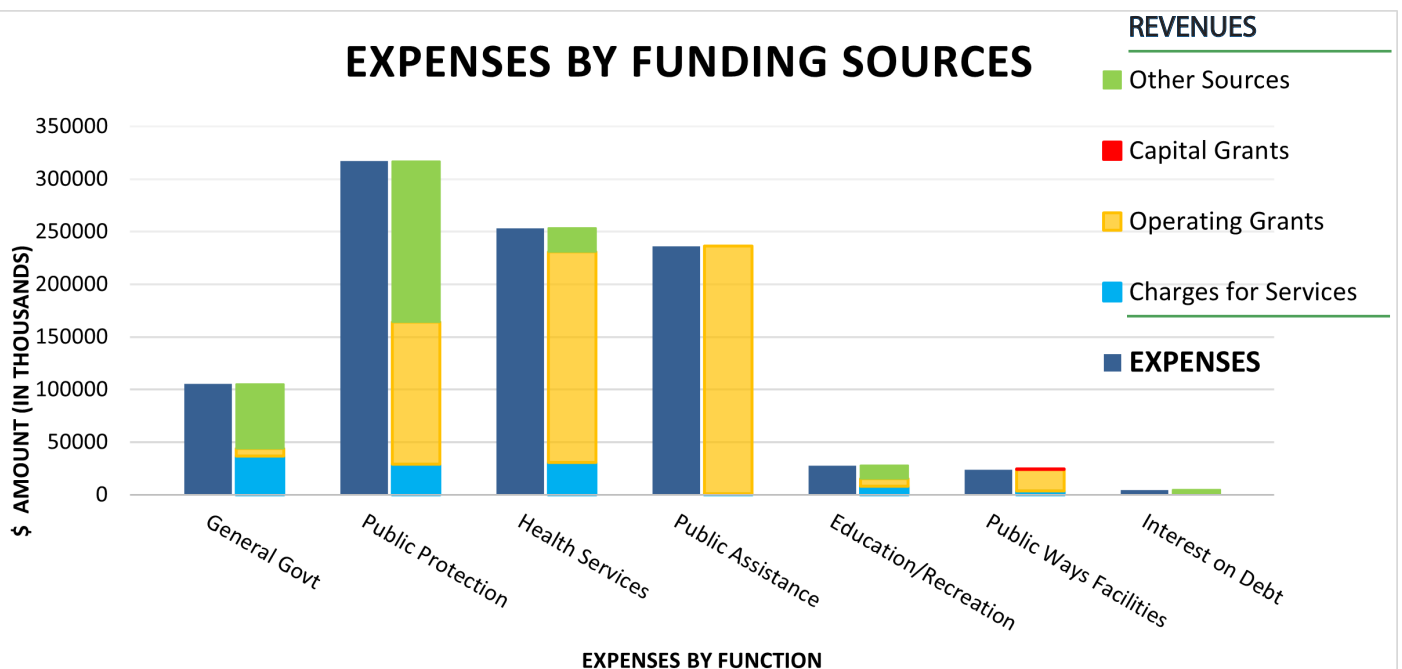
**WHAT DOES THE STATEMENT OF ACTIVITIES TELL ME?** The Statement of Activities reports the County's revenues and expenses during the fiscal year. Revenues are classified by source and expenses are classified by function. When revenues exceed expenses, the County's net position increases. If expenses exceed revenues, the County's net position decreases. In FY2023/24, the County's revenues exceeded expenses by \$67.3 million, thus increasing the County's Net Position.

The Statement of Activities below presents only the Governmental Activities of the County.

	FY 2023/24	FY 2022/23	FY 2021/22	FY 2020/21	FY 2019/20
<b>REVENUES</b>					
Program revenues	\$715,280,099	\$654,278,684	\$606,534,451	\$580,034,479	\$480,495,644
General revenues*	319,611,996	287,095,094	249,518,485	238,947,328	221,883,493
<b>Total Revenues</b>	<b>\$1,034,892,095</b>	<b>\$941,373,778</b>	<b>\$856,052,936</b>	<b>\$818,981,807</b>	<b>\$702,379,137</b>
<b>EXPENSES</b>					
General government	\$105,229,609	\$92,887,422	\$78,538,636	\$84,019,126	\$77,400,983
Public protection	317,047,013	277,097,523	234,404,054	251,384,379	256,573,399
Public ways and facilities	23,784,622	20,820,165	19,052,576	23,540,793	17,395,553
Health services	253,196,958	204,371,644	176,286,044	186,606,805	188,075,259
Public assistance	236,006,755	216,743,857	177,610,975	183,131,786	168,263,482
Education and recreation	27,776,882	24,578,091	20,517,502	21,394,961	21,746,756
Interest on long-term debt	\$4,544,599	4,375,537	5,060,564	3,901,678	4,331,445
<b>Total Expenses</b>	<b>\$967,586,438</b>	<b>\$840,874,239</b>	<b>\$711,470,351</b>	<b>\$753,979,528</b>	<b>\$733,786,877</b>
<b>Change in Net Position</b>	<b>\$67,305,657</b>	<b>\$100,499,539</b>	<b>\$144,582,585</b>	<b>\$65,002,279</b>	<b>(\$31,407,740)</b>

\* Includes Transfers

## Funding for County Services - FY2023/24







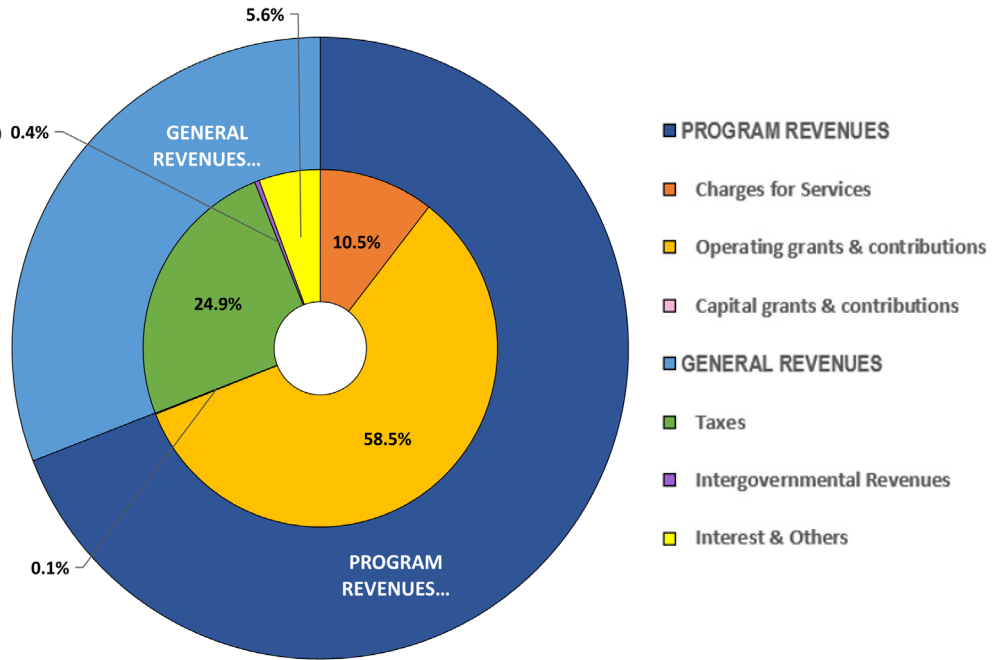
# WHERE THE MONEY COMES FROM

## OVERALL REVENUES

- Program Revenues = 69.1%
- General Revenues = 30.9%

**PROGRAM REVENUES:** Revenues derived directly from the program itself or from parties outside the County's taxpayers or citizenry; includes Operating Grants and Contributions, Charges for Services, and Capital Grants.

**GENERAL REVENUES:** Revenues not dedicated to a specific program, such as property taxes and related revenues, sales taxes, and unrestricted interest earnings.



## Governmental Activities: Changes in Revenues

**PROGRAM REVENUES** increased by a net \$61.0 million over the prior year due to increases in State and Federal funding and 2011 Realignment funding; Federal and State grants for public assistance and direct services for health programs; and general government reimbursement.

Significant changes are due to:  
**\$25.0 million** - net increase for health services (Federal, State, Realignment).  
**\$18.0 million** - net increase for public assistance programs from ARPA funding, CalWorks and Realignment revenues, and due to caseload increases.  
**\$17.6 million** - net increase for charges for services across all department due to the shift of revenues received from Intergovernmental Transfer (IGT) revenues.

**GENERAL REVENUES** increased by a net \$32.5 million primarily due to an increase in property tax revenues as property values increased, interest earnings due to market value changes in investments and higher interest yields, and savings from the CalPERS Unfunded Accrued Liability Prepayment.

WHERE THE MONEY COMES FROM	FY2023/24
Program revenues	69.1%
Charges for Services	10.5%
Operating grants & contributions	58.5%
Capital grants & contributions	0.1%
General revenues*	30.9%
Taxes	24.9%
Intergovernmental Revenues	0.4%
Interest & Others	5.6%

\* Includes Transfers

**TOTAL PROGRAM REVENUES**  
**\$715.3**  
 million  
  
 \$61.0 million

**TOTAL GENERAL REVENUES**  
**\$319.6**  
 million  
  
 \$32.5 million

**TOTAL REVENUE GOVT. ACTIVITIES**  
**\$1,034.9**  
 million  
  
 \$93.5 million

# WHERE THE MONEY GOES

**THE EXPENSES** of the County are classified by functional areas, based on the programs and services delivered to the County's citizenry.

The functional areas include **General Government, Public Protection, Public Ways and Facilities, Health Services, Public Assistance, Education and Recreation, and Debt Interest.** Some examples of programs within these functional areas include facilitating local elections, operating the County Jail and Juvenile Hall, providing animal control services, maintaining County parks and roads, health clinic operations, mental health services, social service programs, library operations, facilitating national and state elections, and supportive services to County departments. Program expenses include payroll and benefit costs of program staff, materials and supplies, computers, and direct client support.



32.7%  
of budget

### Public Protection

\$317,047,013 | 14.4% increase



24.4%  
of budget

### Public Assistance

\$236,006,755 | 8.9% increase



2.5%  
of budget

### Public Ways and Facilities

\$23,784,622 | 14.2% increase



2.9%  
of budget

### Education and Recreation

\$27,776,882 | 13.0% increase



10.9%  
of budget

### General Government

\$105,229,609 | 13.3% increase



26.2%  
of budget

### Health Services

\$253,196,958 | 23.9% increase



0.5%  
of budget

### Interest on Long-Term Debt

\$4,544,599 | 3.9% decrease

## \$967.6 million

### Governmental Activities - Expenses

**THE NET INCREASE of \$126.7 million** is primarily the result of \$30.6 million increase in pension expense based on the GASB 68 accounting valuation, \$34.9 million net increase in salaries and benefits, and \$2.9 million in the depreciation/amortization of capital assets. Other increases include \$20.4 million in services and supplies such as insurance, maintenance and service contracts. Other Charges increased \$37.8 million primarily due to contributions to non-County agencies for ARPA-funded programs, housing support and contracted direct services for clients, and professional and program support costs.

#### CHANGE IN EXPENSES

**\$126.7 million**



**SOME COSTS** are not considered expenses, but still require a significant outlay of County funds: the County spent over \$35.9 million to purchase or improve capital assets, including \$6.1 million of right-to-use lease and SBITA assets. The County reduced its debt by \$14.0 million by making principal payments on long-term debt and capital leases during the fiscal year.



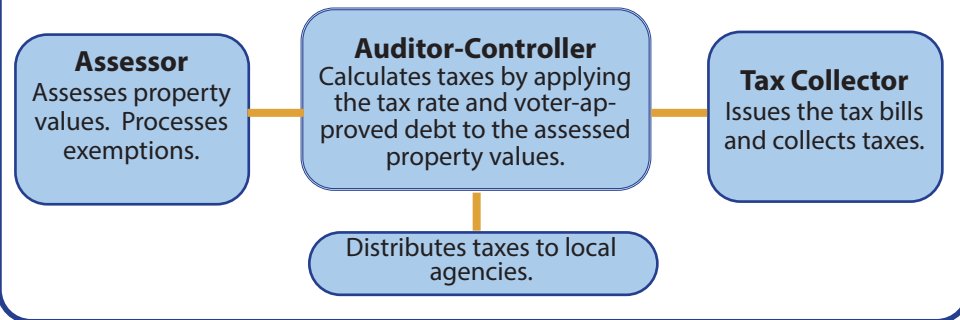


# YOUR PROPERTY TAX DOLLAR

**SOLANO COUNTY'S** total net assessment roll as of January 1, 2024, was valued at \$73.9 billion and increased by 5.1% over the prior year, a \$3.6 billion increase. The County's net assessment roll consists of all assessable property valued by the County Assessor, less those properties that are exempt from taxation. The net roll is separated into the "secured assessment roll" – generally land and improvements (such as structures) and the "unsecured assessment roll" – primarily business/personal property (such as machinery and equipment). The "secured assessment roll" generates most of the property tax revenues.

In FY2023/24, the County's assessment rolls generated over **\$802.9 million** in property taxes which were distributed to county government, cities, school districts (which includes ERAF\*), redevelopment trust funds, and special districts in Solano County.

**Separate elected departments ensure checks and balances** over your tax dollars. Three elected departments have specific roles over property taxes:



The County receives 26 cents per property tax dollar

Although Solano County only receives 26 cents per dollar, the County relies on property taxes as the main source of revenue to pay for countywide services (e.g. public safety, library services, parks, capital projects, etc.). These 26 cents or 26% of the tax dollar accounts for **\$184.4 million** in property taxes to the County.



32%  
Schools

19%  
ERAF\*

26%  
County

15%  
Cities

6% 2%  
Special District

## Property Tax Explained

Property Tax is a major source of revenue for local government in California and is determined by assessed values.

Under California law, property values cannot increase by more than 2% or the Consumer Price Index, whichever is less.

The property tax rate throughout the State of California is 1% of the assessed value.

Voter-approved debt is in addition to the 1% rate.



Redevelopment



\*ERAF, Educational Revenue Augmentation Fund – property taxes shifted from local agencies to schools to offset cuts in State revenues to the schools



# SOLANO COUNTY HIGHLIGHTS



Sheep at Lambtown Event



Cows in Shiloh Wind Farm Pasture



Walnuts



Dixon Sunflowers



Suisun Valley Grapes



Tomato Harvest



Almond Trees





# CONNECT WITH US

## FRAUD, WASTE AND ABUSE – Whistleblower Program

As part of our role in the stewardship and oversight of public funds, the Auditor-Controller's Internal Audit Division operates a Whistleblower Program. The program provides employees and citizens with an easy and anonymous way to participate in helping the County protect its financial resources, as well as identify potential fraud, waste and abuse. An incident can be reported 24-hours a day, 365 days a year, by phone at **1-866-384-TIPS** or by visiting our website: <https://www.solanocounty.com/depts/auditor/whistleblower/default.asp>.



Find us on the web at  
[SolanoCounty.com](http://SolanoCounty.com)



Call the Auditor-Controller's  
Office at (707) 784-6280



Email the Auditor-Controller at  
[AuditorController@SolanoCounty.com](mailto:AuditorController@SolanoCounty.com)



Find us on Facebook  
[@CountyOfSolano](https://www.facebook.com/CountyOfSolano)  
([Facebook.com/CountyOfSolano](https://www.facebook.com/CountyOfSolano))

## GLOSSARY

**Assets** – what the County owns.

**ARPA** – American Rescue Plan Act of 2021 (ARPA) established the Coronavirus State and Local Fiscal Recovery Funds to support state, local, and tribal governments in responding to the economic and public health impacts of COVID-19.

**Capital Assets** – Buildings, roads and bridges, plant and equipment, land and other long-lived assets that are used by the County in providing services to its citizens.

**Current Assets** – include cash and assets that can be quickly turned into cash to pay bills.

**Deferred Inflows of Resources** – An inflow (source) of resources into the government that is applicable to a future reporting period.

**Deferred Outflows of Resources** – An outflow (use) of resources consumed by the government that is applicable to a future reporting period.

**GASB** - Governmental Accounting Standards Board. The GASB establishes accounting and reporting standards for state and local governments.

**Liabilities** – what the County owes.

**Net Position** – The difference between (Assets plus Deferred Outflows of Resources) and (Liabilities plus Deferred Inflows of Resources).

**OPEB** – stands for Other Post Employment Benefits and represents health benefits received by retirees from the County.

**Realignment funding** – Refers to the realigning of the funding and responsibility for a wide range of programs and services from the State to local governments.

**Proposition 172 funding** – a ballot measure approved in 1993 that placed a one-half cent statewide sales tax that is to be used only for local public safety activities.

**Redevelopment** – a process that enabled local governments to revitalize deteriorated and blighted areas and was funded by property tax revenues. Redevelopment agencies (RDAs) were dissolved in February 2012 and the property tax revenues are now used to pay the required payment on existing obligations of these former RDAs.





**Office of the Auditor-Controller**

Sheila O. Turgo

Acting Auditor-Controller

Solano County, California

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