
Management & Budget Policies

On May 25, 2004, the City Council adopted the policies pertaining to the City's finances. Below is a summary of the policies that have been adopted by the City Council.

Financial Plan

A. Through the Financial Plan (the budget document), the City will link resources with results by:

1. Identifying community needs for essential services.
2. Organizing the programs required to provide these essential services.
3. Establishing program policies and goals that define the nature and level of program services required.
4. Identifying activities performed in delivering program services.
5. Proposing objectives for improving the delivery of program services.
6. Identifying and appropriating the resources required in performing program activities, and accomplishing program objectives.
7. Setting standards to measure and evaluate:
 - a. Output of program activities.
 - b. Accomplishment of program objectives.
 - c. Expenditure of program appropriations.

B. Operating Carryover:

Operating program appropriations not spent during the fiscal year will lapse at year-end, except for long-term projects in progress that are carried forward to the following year and reserved for encumbrances.

C. Mid-Year Budget Review:

Approximately six months after the beginning of the fiscal year, the City Council will formally review the City's fiscal condition and amend appropriations if necessary.

D. Balanced Budget:

Section 5.05 (f) of the Folsom City Charter prohibits over expenditures. The Charter requires that the total of proposed expenditures shall not exceed the total of estimated revenues plus carried forward fund balance, exclusive of reserves, for any fund.

Basis of Accounting and Budget

Basis of accounting and budget refers to the concept of recognizing the time a transaction has occurred for the purpose of recording that transaction.

A. Governmental Funds:

The governmental funds use a modified accrual basis of accounting. Revenues are recognized as soon as they are both measurable and available. Expenditures generally are recorded when a related liability is incurred, as under accrual accounting.

B. Proprietary Funds:

The proprietary funds use a full accrual basis of accounting, which recognizes revenues when earned, and expenses are recorded when a liability is incurred.

C. Fiduciary Funds:

The fiduciary funds are treated according to the nature of the fund. Agency funds are custodial in nature (assets equal liabilities) and do not measure results of operations. Fiduciary funds use a modified accrual basis.

D. Account Groups:

The account groups employed by the City are not funds and do not reflect available financial resources and related liabilities. They are accounting records of the general fixed assets and general long-term debt of the City and are not intended to measure or portray financial flows or net income.

Financial Reporting and Budget Administration

A. Annual Financial Reporting:

Annually, the City prepares a budget and a comprehensive annual financial report. These and all other financial reports are prepared with the informational needs of the public and the City Council in mind, as well as meeting the requirements of generally accepted accounting principles, audit standards and the reporting requirements of other governments.

- *Annual Budget*

The City's annual budget includes a budget message by the City Manager for the ensuing fiscal year. The budget message provides an explanation of the budget in fiscal terms and in terms of the City's work programs, major changes in financial policies, expenditures, revenues and debt position. The budget also contains proposed goals, objectives and appropriations for each fund by organization unit and program. The City's annual budget is prepared under the guidelines of the Government Finance Officer's Association of the United States and Canada (GFOA) Distinguished Budget Presentation Awards Program.

- *Comprehensive Annual Financial Report*

The City prepares a comprehensive annual financial report (CAFR) at the end of each fiscal year. The report contains the independent auditor's report and financial statements of the City, along with operating results, statistical and demographic information about the City. This report is prepared under the guidelines of the GFOA for Certificate of

Achievement for Excellence in Financial Reporting Program. The City has been awarded the Certificate of Achievement by the GFOA for the last fifteen consecutive years.

B. Interim Financial Reporting:

- *Quarterly Financial Report*

The City Manager and the Finance Director submit a Quarterly Financial Report to the City Council after the end of each quarter during the fiscal year. The report is required under the City Charter, and provides an analysis of budgeted versus actual revenues and appropriations, expenditures and encumbrances on a year-to-date basis.

- *Investment Report*

The City's Treasurer provides monthly investment reports to the City Council on a quarterly basis. These reports include the elements required under the California Government Code Section 53646.

C. Budget Administration:

As set forth in the City Charter, prior to the City Council making any supplemental appropriation, the City Manager shall certify that monies in excess of those estimated in the budget are available for appropriation. Any such supplemental appropriation may be made for the fiscal year by resolution up to the amount of any excess.

For emergency appropriations, the City Council, by four-fifths vote only, can make emergency appropriations to respond to a public emergency affecting life, health, public welfare, property or the public peace.

Appropriations may be reduced any time during the fiscal year by the City Council or City Manager if it appears probable that either the revenues or fund balances available will be insufficient to finance the expenditures for which appropriations have been authorized.

The City Manager may transfer monies between departments and divisions, programs and accounts within departments and divisions. All such transfers made by the City Manager are reported in writing quarterly to the City Council. Only the City Council, by resolution, may transfer monies between funds and from unappropriated balances or fund balances to any fund or appropriation account.

D. Cost Allocation:

The City of Folsom contracts with a consultant for the Cost Allocation Plan. The process is described below.

Through meetings with the staff of support departments, a list of services was developed. Time of support department staff was allocated to the sub pools within that department. These allocations were then reviewed numerous times until staff felt comfortable with the allocations. The time allocations were applied to the fully allocated hourly rates developed for each position to arrive at the costs for each sub pool.

Once the costs of each sub pool was defined, an equitable and easily reproducible means of spreading those costs was developed. Therefore, an allocation factor is developed for

each sub pool. The allocation factor varies for each sub pool, depending on what makes sense for the service being provided and also uses data that is, or can be, compiled without creating a major research project for staff. The sub pool costs are then allocated based on the allocation factors.

Since support departments collaborate to provide services to each other as well as end user departments, those costs must be allocated as well. The costs that are allocated to support departments must then be re-allocated. This process is repeated 20 times in order to allocate all of the costs to end user departments. The end result is the cost of the internal support provided to each end user department.

Appropriations Limit

A. Annual Resolution:

The City Council annually adopts a resolution establishing the City's appropriations limit calculated in accordance with Article XIII B of the Constitution of the State of California, Section 7900 of the State of California Government Code. A description of the City's appropriation limit for FY 2005-06 is presented in the Appendix of this budget document.

Investments

The City's Statement of Investment Policy is reviewed and adopted annually by the City Council as required under the California Government Code Section 53646. The major objectives of the City's investment policy are as follows:

A. Safety:

Investment transactions are made to minimize credit risk and ensure the preservation of capital in the portfolio. The City limits investments to the safest types of investment grade securities and diversifies them among a variety of securities and financial institutions offering independent returns.

B. Liquidity:

Sufficient liquidity in the investment portfolio is maintained to enable the City to meet all reasonably anticipated cash flow requirements. Liquidity is accomplished by investing operating funds in primarily shorter-term securities and structuring the portfolio so that investments mature concurrent to meet anticipated demands. Emphasis is placed on securities with low sensitivity to market risk.

C. Return on Investment:

Investment earnings are secondary to meeting the basic requirements of safety and liquidity. The investment portfolio is managed to attain a benchmark rate of return throughout budgetary and economic cycles. The benchmark rate of return against which the portfolio's performance is measured is the U.S. Treasury's one-year Treasury note as the weighted average maturity of the City's portfolio typically averages one year or less.

Capital Improvement Management

A. Capital Improvement Plan (CIP) Purpose:

The purpose of the CIP is to systematically plan, schedule, and finance capital projects to ensure cost-effectiveness as well as conformance with established policies. The CIP plan encompasses five or more years and is organized into comparable functional groupings used for the operating programs.

B. Project Manager:

Every CIP project has a project manager who prepares the project proposal, ensures that required phases are completed on schedule, authorizes all project expenditures, ensures that all regulations and laws are observed, and periodically reports project status.

C. CIP Appropriation:

The City's annual CIP appropriation is based on the projects listed in the first fiscal year covered by the Financial Plan, through adoption by resolution on or before the beginning of the first fiscal year.

Debt Management

The City's Debt Management Policies are discussed in the Debt Management section of this budget document.

