
Management & Budget Policies

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

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. Multi Year Financial Planning:

In order to determine the effect of current year decisions on the City's future, a five year financial forecast, projecting revenues and expenditures for all operating funds, shall be developed as a part of each year's budget process and shall be updated during the mid year budget review. This tool shall be used as a planning document for developing the budget guidelines and for evaluating the future impact of current year decisions.

C. Planning for Long Term Liabilities:

To avoid future financial burdens that could affect financial stability, the City shall proactively plan for potential liabilities, such as leave payouts, pension plans, retiree health costs, state and/or federal unfunded mandates.

D. 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.

E. 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.

The Annual Budget shall comply with the provisions of Section 5.05 (Budget and Accounting) of the Folsom City Charter and Chapter 3.02 (Budgeting, Accounting and Fiscal Procedures) of the Folsom Municipal Code. The Annual Budget shall meet the following criteria:

A. Balanced Budget:

The City shall maintain a balanced budget. The total of proposed expenditures shall not exceed the total of estimated revenues plus carried forward fund balance, exclusive of reserves, for any fund.

B. Structural Balance:

The Annual Budget shall clearly identify anticipated revenue for all funds for the upcoming fiscal year. Current revenue shall be sufficient to support current expenditures (defined as “structural balance”). Estimates of current revenue shall not include beginning fund balances (whether General Fund, Revenue Funds, or other Specially Designated Funds). Any unreserved fund balance available at the commencement of a fiscal year shall generally be used only to fund capital items in the operating budget or in the capital improvement plan. If projected revenue is insufficient to support projected funding requirements, the City Manager and Chief Financial Officer may recommend

allocation of all or a portion of an unreserved fund balance if it appears that (1) the revenue source leading to the development of the available revenues is likely to remain stable in future years, (2) the expenditure requiring the appropriation of additional revenues is not likely to be recurring, or (3) the City Manager and Chief Financial Officer can otherwise establish an appropriate match of revenue/expenditures that will not lead to structural imbalance in future years.

C. Appropriations Limit:

Appropriations in the Annual Budget shall comply with the annual determination of the City's appropriations limit, calculated in accordance with Article XIII B of the Constitution of the State of California and Government Code section 7900.

D. Operating Carryover:

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

E. One-Time Revenues:

One-time revenues shall only be used for one-time expenditures. Prior to allocating any one time revenues, the Chief Financial Officer shall determine that such revenues are not being used to subsidize an imbalance between operating revenues and expenditures. If the Chief Financial Officer determines that one time revenues are needed to correct a structural imbalance, the Chief Financial Officer shall present the City Manager and City Council with a financial forecast demonstrating that the operating deficit will not continue.

F. Internal Service Funds:

The City may establish and operate one or more Internal Service Funds. Internal Service Funds shall be created to report any services that are provided to other City departments and the Cost Allocation Plan does not recoup that cost. At the same time that it adopts the budget ordinance, the City Council must approve a balanced financial plan for each Internal Service Fund. A financial plan is balanced when estimated expenditures do not exceed estimated revenue.

G. Maintenance Accounts:

Equipment and buildings shall be maintained at reasonable levels to avoid service disruptions, and to achieve maximum useful life, and to ensure safety of employees and the public. Maintenance and replacement funding shall be allocated each year consistent with this policy.

H. Level of Contingency Appropriations:

A General Fund Contingency of 1% of total budgeted departmental expenditures shall be budgeted annually. The Contingency Appropriation may be used to provide for unanticipated or unforeseen needs that arise during the year. Funds shall be allocated from the Contingency Fund only after an analysis has been prepared and presented by the Chief Financial Officer and City Manager to the City Council outlining the initial and recurring costs associated with the proposed expenditure. The Contingency Fund will be exhausted prior to any utilization of Undesignated Fund Balance.

I. Strategic Plan Objectives:

The Annual Budget shall establish measurable program objectives consistent with the City's Strategic Plan. The status of major program objectives identified in the Annual Budget and the Strategic Plan shall be formally reported as part of the Quarterly Financial Report.

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.

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 XIIB 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.

