

City of Modesto Financial Policies

1. Budget Adoption Level: The city wide, legally adopted level for the budget of any program is by department at the Fund level.
2. General Fund Reserve: The Council has established the unappropriated reserve's minimum level to be 8% of the current appropriations for operating expenditures and operating transfers-out.
3. Forecasting Model: For the General, Enterprise, Internal Service and Capital Project and other major funds the Finance Department will maintain either a 5 or 10-year financial forecasting model to assess the city's ability to respond to changes in anticipated revenue levels, capital improvement program needs and changes proposed in operating costs. (the use of a 5 or 10-year model will depend on the conditions that apply to each fund)
4. Enterprise Funds and other Non-General Fund Operations: These activities should be self-supporting and should maintain reserve levels that are adequate to protect against fluctuations in revenue and expenditure levels. Activities that deviate from this requirement shall be identified for the City Council annually at the time of budget adoption. Exempt from this requirement are those funds that account solely for grant funds.
5. Inter-fund Loans and Loans to Component Units: Loans between funds and loans to the RDA and other component units of the city should be considered in light of a multi-year business plan that demonstrates a reasonable ability to repay the loan. All inter-fund loans and loans to component units, either existing or proposed, shall be identified for the City Council at the time of budget adoption. Generally, inter-fund loans and loans to component units shall be established with a repayment deadline that reflects the earliest feasible opportunity for repayment of the loan. Interest rates charged on the loan shall be based on the actual rate of return earned by the city's investment portfolio during the 12-month period immediately preceding a payment date.
 - a. Note that the terms and conditions for existing loans between the City and the Redevelopment Agency are governed by one or more separate resolutions adopted at the time the loans were approved.
6. Interest Allocation: Interest shall be allocated quarterly to all funds based on their average monthly balances during each quarter.
7. Direct Charges between Funds: Costs charged between funds such as force-account labor and other direct costs shall be charged on the basis of actual cost and not on the budgeted amount, unless a separate contract exists between the managers of the two programs allowing the use of the budgeted amount as the basis for the charge.
8. Inter-fund Transfers: Unless direction is given at the time an inter-fund transfer is approved that the amount to be transferred between funds is not subject to adjustment based on a share of cost formula, all inter-fund transfers shall be based upon the sending fund's pro rata share of any project costs or other

obligation that is the basis for the transfer. Therefore, a reconciliation of the share of costs allocable to the fund(s) from which resources are to be transferred shall be performed prior to the year-end closing of the city's financial records and shall become the basis for determining the actual amount of any resources to be transferred. It is the intent of this policy that any transfers designed to provide a subsidy to the operations of another fund shall not exceed the amount needed to provide sufficient resources to make revenues equal expenditures unless other direction is provided by the City Council.

All inter-fund transfers and their purpose shall be identified to the Council annually, at the time of the budget adoption.

9. Multi-year appropriations: Appropriations for certain grants and on-going Capital Improvement Program projects that were authorized in previous years and that are not fully expended shall be deemed valid until revoked. Appropriations related to certain developer-funded expenditures may also be treated as multi-year appropriations.
10. Fund Replacement Reserves: In order to provide future resources for the replacement or repair of depreciable assets, each fund shall establish a list of depreciable assets, including useful lives and replacement costs, that will determine the amount to be set-aside annually to allow the timely replacement or repair of these assets. Each program manager shall also establish a plan for funding the reserve and shall disclose the adequacy of the reserve level annually to the City Council as part of the annual budget adoption process.
11. Budget Adjustment Authority: The following budgetary adjustment actions are delegated to the parties shown below.

a. City Council

- i. Appropriation of undesignated reserves
- ii. Appropriation of new revenues
 1. Does not include Developer Payments
- iii. Budgeting inter-fund transfers
 1. Does not include adjustments to budgeted transfers where the intent is to subsidize an enterprise operation as shown in item (x) under the City Manager's budget adjustment authority shown on page 3.
- iv. Creation of inter-fund loans
- v. Creation of, or increase in, any multi-year appropriation
- vi. Addition of permanent staff positions
- vii. Appropriation of payments for new indebtedness including operating leases
- viii. All other budgetary actions not delegated to another official

City Manager

- i. Transfer appropriations between departments within a fund
- ii. Changing any capital equipment appropriation
- iii. Changing appropriations for temporary agency labor
- iv. Transfer appropriations to or from salary line items

- v. Appropriate reserves for litigation on a case-by-case basis
 - vi. Revoke multi-year appropriations
 - vii. Transfer appropriations from a primary capital project to create or modify the budget of a related secondary capital project without increasing the total appropriations
 - viii. Transfer appropriations between two or more related secondary capital projects without increasing the total appropriations
 - ix. Close Capital Improvement Program projects
 - x. Adjustments to Inter-fund transfers intended to balance enterprise fund operations where the cumulative total of any adjustment does not increase the original City Council approved appropriation by more than \$50,000.00
 - xi. Appropriate Developer Payments not previously budgeted
 - 1. Annexation Deposits
 - 2. Special District Formation Deposits
 - 3. Developer Deposits to be recognized as revenue
- b. Finance Director's Authority
- i. Appropriate unbudgeted grant interest
 - ii. Revise the allocation of Internal Service Fund charges between departments, provided that the total allocated amount does not increase (any such changes to the allocation shall not result in an increase or decrease to the total amount of discretionary appropriations provided to the affected department(s))
 - iii. Make technical budget corrections to implement the intent of Council-approved actions and resolutions
 - iv. Transfer appropriations between sub-funds of a single fund (except where this changes appropriation amounts for temporary agency labor and/or capital equipment purchases)
- c. Department Director's Authority
- i. Transfer appropriations between non-salary line items within a department, within a single fund (excludes appropriations related to capital equipment, capital improvement program projects and temporary agency labor)

Capital Projects

12. Capital Improvement Program Budget: The 10-year Capital Improvement Program budget shall reflect the goals and policies established by the General Plan and adopted Specific Plans. Emphasis shall also be given to the need for identification of opportunities to mitigate inadequate and deteriorating infrastructure. Care shall be given to utilize available resources and grants in a manner that legitimately maximizes the city's capacity to complete the capital improvements described above.

CIP Purpose

The purpose of the Capital Improvement Program (CIP) Budget Process is to allow the city to systematically plan, schedule, manage, monitor and finance capital projects to ensure cost-effectiveness and conformity with established policies. The CIP is a ten-year plan organized into the same functional groupings used for the operating programs. The CIP reflects a balance between capital replacement projects that repair, replace or enhance existing facilities, equipment or infrastructure and capital facility projects that significantly expand or add to the City's existing fixed assets.

Requirements to Qualify for the CIP:

1. Cost should be \$100,000 or more for the life of the project
2. May take more than a single year to complete
3. Project revenues and expenditures must be clearly identified and balanced
4. Projects must have an identifiable timeline that includes periodic milestones
5. Maintenance costs to increase the life of the City's infrastructure, replacement costs for infrastructure and the budgeting of amounts to be set-aside in a reserves to create future funding for a project not defined as a Capital Project, but are included in the Capital Improvement Project (CIP) budget document.
Examples of these include:

- Pavement maintenance
- Water System Downstream Improvements

6. Certain purchases and installation of fixed assets may also be included in the CIP budget plan
7. Every capital project will have a project manager who will prepare the project proposal, ensure that required phases are completed on schedule, authorize all project expenditures, ensure that all regulations and laws are observed, and periodically report project status to the City Council. The project manager ensures that projects comply with the requirements imposed by the guidelines controlling the various revenue sources that are used to finance capital project costs. The project manager shall also coordinate project accounting with the Finance Department.

Primary-Secondary Project Relationships

The CIP frequently contains several projects that are similar in nature. For example, Public Works proposes projects to replace or upgrade traffic signals at different intersections throughout the City. The construction at each intersection is considered a separate project.

The City Council previously approved grouping similar projects together in a “primary-secondary” relationship. Using the traffic signal example, “Traffic Signals” is the “primary” project, with individual “secondary” projects identified when either construction or construction design on each specific intersection will begin. Note that the primary project description must include a description of each of the secondary projects related to it.

To summarize, the primary project serves as the budgetary control device for both the primary and secondary components. The City Manager has the authority to move funding from one secondary project to another secondary project, as long as the overall project appropriation level does not change. This approach allows for greater flexibility and efficiency when programming multiple projects of the same type.

The Capital Improvement Program Budgeting Process - Generally

Section 65401 of the Government Code and Section 10-1.102 of the Modesto Municipal Code, requires the Planning Commission to review all new capital projects to determine if they conform with the City’s adopted *Modesto Urban Area General Plan*.

Existing projects are reviewed annually by the Finance Department. This review uses financial information to identify project progress and completion timelines. This will be integrated into the budget proforma review process.

The Finance Department will work with the capital project managers to develop CIP revenue forecasts for the budget year. This analysis will be compiled and distributed by the Finance Department to the appropriate project managers.

The Senior Executive Team will review and prioritize all existing capital projects to assure consistency with the City’s General Plan and the City’s vision statement.

The City Council will review new projects and approve the re-appropriation of funds for existing projects as part of the annual Capital Improvement Project budget cycle.

Projects to be closed will be identified by the project managers and submitted by the appropriate Department Director through the Finance Director to the City Manager for closure. The City Manager has the final authority to close the projects using the CIP Closure Form. The reasons for closing a project may include:

- Project Completion
- Delays due to unanticipated costs or events
- Change in Council direction

Capital Improvement Program (CIP)– Budgeting Policies

1. Project costs are appropriated only when the required revenues are available.
 - a. For projects financed with grant monies, the grant award must be accepted by the City Council. Note that a copy of the final grant award must be provided to the Finance Department.
 - b. For projects financed with debt, the financing must be completed before the project can be considered for the CIP, unless a reimbursement resolution has been adopted by the City Council.

2. Budget actions involving any Federal, State or grant funded CIP are restrained by the conditions of the funding award.
3. Project costs will be included in the CIP in phases, i.e. projects that are not bid-ready will reflect appropriations only through the design phase.
4. Appropriations needed for the construction phase are based on the bid awarded at the time the appropriation(s) for construction, contingency and construction management costs are requested.
5. If project costs at the time of bid award are greater than the funding available at that time, four options are typically available:
 - a. Eliminate the project.
 - b. Defer the project for consideration to the next budget cycle.
 - c. Re-scope or change the phasing of the project to meet the existing budget.
 - d. Request to close one or more other projects that are not time-sensitive, where doing so will not create a hardship. This will allow a new appropriation to be created from the funding restored in the fund balance.
6. Projects that are not included in the annual CIP adoption process may be added later in the year but must meet the policy requirements identified above and must be previously approved by the Planning Commission.

Capital Project Reporting and City Council Updates

Project Status Reports

Project milestones will be listed as objectives in the CIP program narratives to facilitate project tracking. Status reports for all CIP appropriations shall be filed with the City Council every October and May. Recurring status reports shall include:

1. The name of the project manager
2. Actual costs incurred compared to the budget, by phase.
3. Original timeline compared to the current timeline with an explanation for variances that push the deadline more than 30 days beyond the original date
4. The amount of funding received, if any, from outside sources or via transfers
5. The status of any required compliance reporting.