

FINANCIAL POLICIES

Adopted by the Salinas City Council on December 10, 1991, Resolution Number 14343 (N.C.S.) and amended on June 21, 1994, Resolution Number 15193 (N.C.S.) and adopted each year with the adoption of the annual budget.

I. ACCOUNTING POLICIES

A. Accounting Standards

1. The City's accounting systems and procedures will comply with Generally Accepted Accounting Principles (GAAP) and standards promulgated by the Financial Accounting Standards Board (FASB) and the Governmental Accounting Standards Board (GASB) to the extent necessary to achieve an unqualified audit opinion and adequate internal controls.
2. The City will prepare regular monthly, a mid-year, and an annual financial report to present a summary of financial performance and position.
3. The City will provide full disclosure in the annual financial report and debt representations.
4. The City's budgetary system will be integrated and compatible with the accounting system and the City's budget will be prepared on a basis in conformance with Generally Accepted Accounting Principles (GAAP).
5. For the purposes of measuring the net pension liability and deferred outflows/inflows of resources related to pensions, and pension expense, information about the fiduciary net position of the City of Salinas' California Public employees' Retirement System (CalPERS) plans (Plans) and additions to/deductions from the Plan's fiduciary net position have been determined on the same basis as they are reported by CalPERS. For this purpose, benefit payments (including refunds of employee contributions) are recognized when due and payable in accordance with the benefits terms. Investments are reported at fair value.

II. RESERVE POLICIES

- A. Adequate reserves shall be maintained for all known liabilities, including payable employee pension costs, post-employment benefits, leave balances, workers' compensation, and self-insured retention limits.
- B. Adequate reserves shall be maintained for all lease purchases. For each lease purchase, the City will make a down payment equal to one annual payment from current revenues. The balance of the lease purchase obligation shall be fully reserved.
- C. The City will endeavor to maintain an operating reserve equal to eight percent of the General Fund, Measure V, and Measure G Operating Budget to cover cash flow requirements and normal variances in revenue and expenditure estimates.
- D. The City will endeavor to maintain a reserve equal to twenty-five percent of the future City financed Capital Projects scheduled in the four out-years of the Six-Year Capital Improvement Program to cover variances in project revenue and expenditures.
- E. The City will endeavor to maintain reserves in the Enterprise Funds equal to twenty-five percent of the budgets.
 1. The City will endeavor to maintain a reserve in the Sewer Enterprise Fund equal to the larger of twenty-five percent of debt service on the 1998 Sewer System Revenue Bonds or twenty-five percent of the sewer operating budget. This reserve will be in addition to the debt service reserve required in the bond documents.

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F. Airport Enterprise Fund Reserves

1. The Airport will endeavor to maintain an Operating Reserve equal to 25% of its operating expenditures.
 2. The Airport will endeavor to maintain a Capital Reserve equal to the proceeds from the sale of surplus airport property to a real estate developer, Cabot, Cabot & Forbes (CC&F). It is imperative that the Airport maintains this Working Capital Fund because FAA grants operate on a reimbursement basis. In addition, this fund should only be designated for unbudgeted, unplanned and unforeseen capital improvement related contingencies.
- G. The City will endeavor to maintain reserves in the Maintenance Districts equal to fifty percent of the budgets.
- H. The City will endeavor to make the recommended contributions to fund post-employment benefits and pension plans as established in the annual actuarial reports.
- I. Reserve requirements will be reviewed annually and may be increased or decreased, or adjusted by an amount necessary to meet future identified, one-time, and specific expenditures requiring the accumulation of funds over a given period.
- J. General Fund Year-end carryover balances shall be allocated to reserves in the following priority order until all desirable reserve levels are achieved. The Council may decide, on an exception basis, to use the carry over balances to offset revenue shortfalls that result from State and County budgetary actions.
1. Insurance reserves
 2. Operating Budget reserve
 3. Capital Improvement Program reserve
 4. Funding of Pension Obligations
 5. Funding of Post-employment benefit obligations

III. ADMINISTRATIVE FEES POLICIES

- A. An administrative fee for the provision of administration and/or policy direction shall be charged by the City to the following activities.
1. Successor Agency
 2. All enterprise operations
 3. All maintenance districts
 4. Community Development Block Grant Program
 5. The Six-Year Capital Improvement Program
 6. Billings for City Services
- B. The administrative fee charged by the City shall be based on the actual expenditures of the various activities and shall be recorded during June of each year or during the closeout of each completed Capital Improvement Project.
- C. The administrative fee charged to individual multi-year projects in the Capital Improvement Program shall not exceed \$50,000 annually.

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- D. The administrative fee shall be expressed as a percentage. The fee shall be reviewed and adjusted, as appropriate, on an annual basis during the budget approval process.

IV. REVENUE POLICIES

A. Maintenance of Revenues

1. The City will attempt to maintain a diversified and stable revenue base to shelter it from short-term fluctuations in any one revenue source.
2. The City will promote growth in its revenue base through economic development programs, which maintain and enhance a vigorous local economy.
3. The City will seek to supplement its revenue base, through the identification and application for State and Federal grant funds which will support identified needs.
4. One-time revenues shall be applied to one-time expenditures.

B. User Fees and Rates

1. The City will recover the costs of services providing a benefit to users through the imposition of user fees and charges.
2. The City will establish all user fees and charges at a level related to the direct and indirect costs of providing services and the degree of public versus private benefit.
3. The City will biennially recalculate the full costs of activities supported by user fees and rates to identify the impact of inflation and other cost increases.
4. The City will set user fees and rates for each enterprise fund (e.g. airport, golf courses, landfill, industrial waste), at a level which fully supports the total direct, indirect, and capital costs of the activity.

C. Revenue Collection

1. The City will take all cost-effective actions available to collect revenues.
2. The City will grant use fee waivers and/or debt forgiveness only under the following conditions:
 - a. All requests will be approved or disapproved by Council on a case-by-case basis.
 - b. Each request will be individually considered and Council action will be by resolution.
3. The City will not grant development and permit fee waivers.

D. Interest Earnings

1. The City will assign interest earnings to the General Fund unless specifically prohibited by State or Federal laws or by other regulations, covenants or agreements, with the exception that the City will assign interest earned by enterprise funds to those funds.
2. Investment policies shall be reviewed annually by the City Council.

V. OPERATING BUDGET POLICIES

A. Budget Format

1. The budget shall provide a complete financial plan of all City funds, agencies and activities for the ensuing fiscal year and shall be in such form as the City Manager deems desirable or that the Council may require.

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2. The budget shall begin with a clear general summary of its contents; shall show in detail all estimated revenues of all City funds; all carry-over fund balances and reserves; and all proposed expenditures, including debt service, for the ensuing fiscal year.
3. The total of proposed expenditures shall not exceed the total of estimated revenues plus the unappropriated fund balance, exclusive of reserves, for any fund.
4. The budget will be organized on a program/service level format.
5. The budget development process will include the identification and evaluation of policy options for increasing and decreasing service levels.
6. A two-year budget may be substituted for the required annual budget, in which case the budget shall be prepared and presented in two annual increments.

B. Estimated Revenues

1. The City will annually update its revenue forecast to enhance the budgetary decision-making process.
2. In its budget projections, the City will attempt to match current expense to current revenue. If it becomes apparent that revenue shortfalls will create a deficit, efforts will be made first to reduce the deficiency through budgetary reductions.
3. If appropriate reductions are insufficient, the Council may decide, on an exception basis, to use an appropriate existing reserve, which is in excess of minimum reserve requirements.

C. Appropriations

1. In evaluating the level of appropriations for program enhancements, or reductions, the City will apply the following principles in the priority order given:
 - a. Essential services, which provide for the health and safety of residents, including but not limited to police, fire, street maintenance, and sewer and storm drainage will be funded to maintain current dollar levels.
 - b. The budget will provide for adequate ongoing maintenance of facilities and equipment.
 - c. Appropriations for program enhancements or reductions will be evaluated on a case-by-case basis rather than across the board.
 - d. When reductions in personnel are necessary to reduce expenditures, they shall be consistent with the City Council's established service level priorities and, when possible, shall be accomplished through normal attrition.
 - e. Programs, which are self-supported by special revenues or fees, shall be separately evaluated.
2. Prior to the City Council making any supplemental appropriation, the City Manager or Finance Director shall certify that funds in excess of those estimated in the budget are available for appropriation. Any such supplemental appropriations shall be made for the fiscal year by Council action up to the amount of any excess.
3. Appropriations may be reduced any time during the fiscal year by the City Council upon recommendation of the City Manager. When appropriation reductions are recommended, the City Manager shall provide specific recommendations to the Council, indicating the estimated amount of the reduction, any remedial actions taken, and recommendations as to any other steps to be taken.
4. The City Manager may transfer appropriations between departments and Department Directors may transfer appropriations between programs and accounts within their individual departments and divisions, but only the Council by minute-order may appropriate funds from reserves or fund balances.

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5. Only the City Manager may authorize the use of departmental salary budget savings.
6. All appropriations, except for Capital Improvement Program appropriations, shall lapse at the end of the fiscal year to the extent that they have not been expended or encumbered. An appropriation in the Capital Improvement Program shall continue in force until expended, revised, or cancelled.
7. The City will endeavor to budget an appropriated contingency account in the Non-Departmental operating budget equal to one percent of the total General Fund Operating Budget to meet changing operational requirements during the fiscal year. City Manager can authorize transfers from contingency account subject to purchasing limits.

VI. PURCHASING LIMITS

A. Professional Service Agreements

1. Exempt from competitive bidding.
2. Does not require Council approval if: a) contract cost is budgeted; and b) agreement is routine in nature.
3. Requires Council approval if agreement is over \$50,000 and service is a new initiative (non-routine).
4. Administrative Memo 05-01 delegates authority to Directors to execute professional service agreements under \$50,000 (subject to #2 above).
5. City Manager can execute professional service agreements in any amount (subject to #2 & #3 above).
6. The RFP/RFQ process is recommended if value/qualifications cannot be determined informally.

B. Supplies/Equipment Construction

1. Directors can approve supplies and equipment purchases under \$20,000 and construction projects under \$50,000 if funds are included within the appropriate departmental budget.
2. Equipment purchases over \$20,000 subject to bidding.
3. Construction projects over \$50,000 subject to bidding.
4. Exceptions are emergency equipment purchases using cooperative purchasing with other governmental agencies (i.e. State Bid List).
5. Direct purchases: Council can waive bidding requirements on equipment purchases. Example: equipment is unique or equipment has been informally researched.

VII. CAPITAL IMPROVEMENT PROGRAM POLICIES

A. Capital Planning Period

1. The City will budget all capital improvements in accordance with an adopted Capital Improvement Program.
2. The City's long-range capital planning period shall be a minimum of six years or longer where appropriate.
3. The Six-Year Capital Improvement Program will be reviewed and approved every two years. It will include balanced budgets for the first two years and a listing of all projects for the last four years. Appropriations will be approved annually.

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4. The City's annual Capital Improvement Program will be reviewed and preliminarily approved by Council in advance of reviewing/approving the City's Operating Budget.
5. The City's Capital Improvement Program will be in conformance with and support the City's major planning documents: the General Plan, Project Specific Plans, and City-wide Master Plans for related infrastructure improvements.
6. Master plans for major infrastructure and utility improvements will be prepared with a 10 or 20 year planning horizon when appropriate.

B. Capital Project Priorities

1. The City will evaluate each proposed capital project against the following criteria:
 - a. Linkage with community needs as identified in the City's planning documents.
 - b. A cost/benefit analysis, identifying all economic or financial impacts of the project.
 - c. Identification of available, funding resources.
2. The City will develop its capital improvement program with funding priorities in the following order:
 - a. Projects which maintain and preserve, existing facilities.
 - b. Projects which replace existing facilities that can no longer be maintained.
 - c. Projects which provide new and expanded services to the community.

C. Capital Project Management

1. The City will fund and manage its capital projects in a phased approach. The project phases will become a framework for appropriate decision points and reporting. The phasing will consist of:
 - a. Conceptual/schematic proposal
 - b. Preliminary design and cost estimate
 - c. Engineering and final design
 - d. Bid administration
 - e. Acquisition/construction
 - f. Project closeout
2. Each CIP 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, periodically report project status and track project expenditures.

VIII. DEBT POLICIES

A. Use

1. Tax and revenue anticipation borrowing shall be consistent with state and federal laws and regulations.
2. The issuance of long-term debt will be only for:
 - a. The acquisition of land, capital improvements, improvements or equipment, when the useful life of the acquired asset will exceed the term of the debt.
 - b. The creation of contractually required reserves.

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- c. The payment of judicial awards or settlements or the establishment of actuarial reserves to pay such awards.
3. Debt financing will not be considered appropriate for current operating, maintenance expenses, or for any recurring purposes.

B. Conditions

1. The City may use long-term debt to finance major equipment acquisition, a capital project or reserve only if it is established through a cost/benefit analysis that the financial and community benefits of the financing exceed the financing costs. Benefits would include, but not be limited to, the following:
 - a. Present value benefit: The current cost plus the financing cost is less than the future cost of the project.
 - b. Maintenance value benefit: The financing cost is less than the maintenance cost of deferring the project.
 - c. Equity benefit: Financing provides a method of spreading the cost of a facility back to the users of the facility over time.
 - d. Community benefit: Debt financing of the project enables the City to meet an immediate community need.
2. Debt financing will be used only when project revenues or other identified revenue sources are sufficient to service the debt.
3. On all debt financed City projects, the City will make a down payment equal to one year's debt service from current revenues.
4. The City will periodically establish industry standard, bond debt ratios to assess maximum debt carrying capacity and will apply these ratios to each proposed debt issue.
5. When the City obtains debt financing on behalf of or benefiting a third party (as with assessment districts) such debt will be issued in conformance with existing City priorities and policies without contingent liability of the City and with all costs of issuance and administration fully reimbursed.

C. Methods

1. The City's preference is to issue fixed-rate, long-term debt with level debt service, but variable rate debt or other debt service structure may be considered if an economic advantage is identified for a particular project.
2. Bond proceeds, for debt service, will be held by an independent bank acting as trustee or paying agent.
3. The City's minimum bond rating objective for all debt issues is a Moody's and Standard & Poor's rating of A (upper medium grade). Credit enhancements will be used to achieve higher ratings when there is an economic benefit.
4. The City may retain the following contract advisors for the issuance of debt:
 - a. Financial Advisor - To be selected, when appropriate, by negotiation to provide financial analysis and advice related to the feasibility and structure of the proposed debt.
 - b. Bond Counsel - To be selected by negotiation for each debt issue.
 - c. Underwriters - To be selected by negotiation or competitive bid for each bond issue based upon the proposed structure for each issue.

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IX. ASSESSMENT AND MELLO-ROOS COMMUNITY FACILITIES DISTRICT FINANCING POLICIES

A. Formation

1. Assessment districts (AD's) or Mello-Roos Community Facilities districts (CFD's) financing may be made available by the City for those public improvements within a development or project area that either create extraordinary public benefit, and/or require public improvements that cannot be funded without substantial financial hardship to the property owner.
 - a. The City shall make the determination as to whether a proposed district shall proceed under the provisions of the Mello-Roos Community Facilities Act or other appropriate assessment district laws, and whether the district will be a construction or acquisition district.
2. New development projects must be consistent with the City's General Plan and have secured appropriate land use approvals from the City and all other agencies having jurisdiction to allow all proposed development of the project area.
3. Unless waived by the City Council, the City will require, for each new development project, a study conducted by an independent, recognized expert in real estate to appraise the property proposed to be included in the assessment district. The appraisal shall take into account the public improvements, which will be financed by the assessment district. The appraisal methodology shall be subject to the approval of the City. This study shall be paid for by the developer, but shall be commissioned by the City and shall be done for the City.
4. An absorption study of new development projects may be required for public financing. The absorption study shall be used as a basis for verification that sufficient revenues can be produced to service the debt and to determine whether public financing is appropriate given the timing of development.
5. Where the City provides AD or CFD financing for new development projects, and the City deems it appropriate, the City may enter into a development or similar agreement with the owners of the project.
6. The City Council shall select the assessment engineer, appraiser, bond counsel, underwriter, financial advisor, special tax consultant and other professionals and consultants as it deems appropriate. The City Council's policy is for the developer to pay all of the City's costs associated with the formation and administration of assessment districts.
 - a. An advance deposit is required, in those instances, where a proposed district is initiated by a party or parties other than the City.
7. Any development agreement associated with the use of public financing shall be approved by the City Council prior to the issuance of debt. Any modifications to the development agreement proposed subsequent to the issuance of debt will be considered only if the modification would benefit the City and not impair the outstanding debt obligations. Approval of any modifications requested by the developer shall be at the sole discretion of the City Council.
8. The City allows for the formation of acquisition districts. The City shall make the final determination as to which public improvements and to what extent such improvements are eligible for financing through acquisition. An acquisition agreement between the City and applicant/developer shall be required and approved by the City Council prior to the sale of bonds.

B. Financing

1. The amount of AD or CFD bonds issued for any project shall not be greater than one-third of the appraised value of the improved property as determined by the independent real estate valuation expert, except when credit enhancements are provided and/or when the improvements are of extraordinary public benefit.

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2. Unless specifically exempted by the City Council, residential projects using assessment district financing shall have the option to pay off the outstanding assessments as part of the first sale escrow of each completed (ready-for occupancy) residential property to the first purchaser of such property.
3. The resolution of intention to form an AD or CFD shall contain a statement that the City will not obligate itself to advance available funds from the City treasury to cure any deficiency which may occur in the bond redemption fund.
4. Each bond issue shall be structured to adequately protect bond-owners and to protect the bonding capacity and credit rating of the City. The structure shall include a foreclosure covenant that permits the City to foreclose any deficiency. The structure may also include some combination of credit enhancement, special reserve funds or deposits.
5. Unless waived by the City Council the term of the bonds shall not exceed thirty (30) years.
6. The AD or CFD lien shall be fully disclosed in compliance with applicable statutory requirements. The City, in its sole discretion, may require additional property owner notification if the City deems that such notification will help make subsequent property owners aware of future liens.
7. All statements and materials related to the sale of AD or CFD bonds shall emphasize and state that none of the faith, credit, and taxing power of the City is pledged to the repayment of the bonds. The City is not obligated to replenish the reserve fund from revenue sources other than annual assessments or special taxes, or proceeds from foreclosure proceedings.
8. A reserve fund will be required in each AD or CFD bond issue. The reserve fund shall be of a size sufficient to provide adequate security against default and in a size that is deemed vital to bond marketing and of such a size as not to violate applicable federal tax law requirements.
9. The calculation of assessment prepayments and reserve fund credits shall be as follows:
 - a. Each assessment prepayment will be computed and collected by the City of Salinas using part 11.1 of Division 10 (Sections 8766 and following) of the Streets and Highways Code. The computation will include principal outstanding, interest to date of bond call and costs including bond premium, legal, public noticing, administration and paying agent less a credit for the original reserve collected.
 - b. Prepayments must be received at least forty-five days prior to applicable bond call dates (July 2, September 2, January 2 or March 2) to be included in the bond call. The current fiscal year assessment, which has been posted to the property tax roll must be paid to the Monterey County Tax Collector.
 - c. Upon receipt of the pay off, the City will cancel future assessment levies and shall cause to be recorded under Section 8687 of the Streets and Highways Code an appropriate amendment or addendum to any recorded notice of Assessment as evidence of the pay off.
 - d. The calculation of prepayments and reserve fund credits for CFD bonds will be made in accordance with the Mello-Roos Community Facilities Act of 1982.
10. The CFD bonds will be structured with level debt service payments so the annual payment is fixed for the life of the bond.

C. Special Tax Formula

1. Where the district to be formed is a Mello-Roos district, the maximum special tax shall adhere the following:
 - a. The special tax shall include the annual administrative cost of the City to administer the district.

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- b. The City shall retain a special tax consultant to prepare a report, which recommends and evaluates a special tax, which adequately funds identified public improvements, administrative costs and other related expenditures.
 - c. The projected special assessment and/or special tax, when added to the ad valorem property tax and other direct and overlapping debt of the proposed district (including other projected benefit assessments, special taxes levied for authorized but un-issued debt, and any other anticipated special assessments, taxes or charges which may be included on a property owner's annual property tax bill), shall not exceed two percent (2.0%) of the projected assessed value of each improved parcel within the district. As it pertains to commercial, industrial, or other parcels within the district, the City reserves the right to exceed the two-percent (2.0%) limit if, in the City's sole discretion, it is fiscally prudent. A backup special tax shall be required to protect against changes in land use that may result in insufficient annual special tax revenues.
2. The special tax formula will be structured based on level debt service payments so the annual special tax payment is fixed for the life of the CFD. CFD taxes for maintenance and services may escalate annually based on an index approved by City Council.

D. Administration and Fees

1. The City's administrative costs, before, during, and after the debt is issued, shall be recovered. Costs chargeable to the district may be included in the debt issue. All City administrative costs not chargeable to the district shall be paid by the developer.
2. The City Council hereby affirms that the fees, established for AD's and CFD's are to recover the full cost of issuance and full cost of administering the AD or CFD District.
3. The City shall require a developer requesting AD or CFD financing to advance the costs for engineering work associated with the district improvements. The City retains the right of being the engineer of work for all improvements financed by AD's or CFD's.
4. The City Council will honor all existing agreements, for projects utilizing public financing that will continue in effect subsequent to the adoption of the policies contained herein. However, any modifications to these existing agreements subsequent to the adoption of these policies will be subject to review in accordance with the adopted policies.

E. Continuing Disclosure

1. The developer will comply with federal requirements concerning secondary market disclosure, as those requirements, are interpreted by the City and its counsel.

F. Refunding

1. AD or CFD bond refunding may be initiated by the City or at the request of property owners. Refunding Bonds shall be issued pursuant to California State law as deemed appropriate by the City.
2. All applicable provisions of these AD and CFD Policies shall apply to refunding except for the City's issuance fee which shall be one and one-half percent of the principal amount of the Refunding Bonds for issues that are exclusively refunding.

G. Additional CFD Local Goals and Policies

The following provisions set forth the local goals and policies of the City specifically pertaining to CFDs and shall be considered, together with other policies set forth in part IX of this Financing Policies, pursuant to Section 53312.7 of the California Government Code. The following goals and policies shall apply to all community facilities districts (each a "CFD") hereafter formed by the City. Any policy or goal stated herein may be supplemented or amended or deviated from upon a determination by the City Council that such supplement, amendment or deviation is necessary or desirable, and any policy or goal

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stated herein shall be deemed amended or supplemented in the event, and as of the date, if ever, that such amendment or supplement is required to ensure compliance with the Act or any other laws of the State of California or federal laws of the United States of America.

1. Priority that Various Kinds of Public Facilities Shall have for Financing Through the Use of the Act.

It is the policy of the City to give first priority to the financing, through use of the Act, of public infrastructure improvements directly benefiting the City, which improvements may include, but are not limited to, streets, roads, sewer, water, storm water, curbs, gutters, sidewalks, lighting, and project fees as applicable and allowed by law. It is secondarily the policy of the City to assist in the provision of other public facilities when to do so will, in the sole discretion of the City Council acting as the legislative body of the affected CFD, result in a savings to taxpayers residing within or owning property within the City boundaries. A joint agreement with the public agency that will own and operate any such facility must be entered into in accordance with applicable law.

2. Credit Quality to be Required of Bond Issues, Including Criteria to be Used in Evaluating the Credit Quality.

It is the policy of the City to refrain from the issuance of any CFD bonds unless at the time of issuance of any CFD bonds, (i) special tax revenues from that CFD are reasonably expected to provide at least 110% debt service coverage for each year of the term of such bonds; and (ii), in most cases, such CFD establishes special taxes, and covenants to cause special taxes to be levied, in an amount sufficient to maintain, for the term of such bonds (provided, however, that depletion may occur to pay debt service in the last 2 years of such term), a reserve fund securing such bonds in an amount equaling the lowest of (1) ten percent (10%) of the original proceeds of such bonds, or (2) the largest amount, for any bond year during the term of such bonds, of principal and interest payable on such bonds, or (3) one hundred twenty five percent (125%) of the average amount payable, for any bond year, of principal and interest on the outstanding bonds of such bond issue. A smaller reserve fund may be required by the City for bond issues in CFDs where over fifty percent of the buildable acreage has been developed, or where the bond issue is to refinance existing special tax liens.

It is the policy of the City to comply with all provisions of the Act including, but not limited to, Section 53345.8, as such Section may be amended from time to time. All CFD bond issues should have at least a three to one property value to public lien ratio after calculating the value of the financed public improvements to be installed, unless otherwise specifically approved by the City Council as provided in Section 53345.8(b) or (c) of the Act. Property value may be based on either an appraisal or on assessed values as indicated on the county assessor's tax roll. The appraiser shall be selected by or otherwise acceptable to the City, and the appraisal shall be based on standards promulgated by the State of California and otherwise determined applicable by City staff and consultants. The appraisal must be dated within nine months of the date the bonds are issued. The public lien amount shall include the bond issue currently being sold plus any public indebtedness secured by a lien on real property currently existing against the properties to be taxed. If the criteria set forth above are met, such bond issues need not be rated by nationally recognized rating agencies.

On a case by case basis, the City may require that a letter of credit or other credit enhancement be provided by any major developer/property owner for CFD Bonds or Assessment Bonds, in an amount equal to two years' maximum annual debt service on the portion of the debt service attributable to such major developer/property owner and its affiliates, on such terms and conditions as may be determined by the City in connection with such issuance.

3. Steps to be Taken to Ensure that Prospective Property Purchasers are Fully Informed About Their Taxpaying Obligations.

It is the goal of the City that all taxpayers owning property within, the boundaries of a CFD heretofore or hereafter established by the City will receive the form of notice required by Section 53341.5 of the Act, at the time set forth therein, as such Section may be amended from time to time. In order to

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comply with this goal, it is the policy of the City to provide Section 53340.2 notice of special tax to any individual requesting such notice or any owner of property subject to a special tax levied by the City within five working days of receiving a request for such notice.

4. Criteria for Evaluating the Equity of Tax Allocation Formulas, and Concerning Desirable and Maximum Amounts of Special Tax to be Levied Against Any Parcel.

It is the goal of the City that each taxpayer owning property within, the boundaries of any CFD hereafter established by the City pay special taxes which reflect, as nearly as practicable, such taxpayer's fair and reasonable share of their projected benefit from, and/or burden upon, the facilities to be financed by such CFD. It is the goal of the City that maximum CFD special taxes on improved property, when taken together with ad valorem taxes, any other special taxes levied pursuant to the Act and assessments applicable to such property, not exceed in any year two percent (2%) of the anticipated assessed value or appraised value of each improved parcel upon completion of the bond financed improvements and the reasonably anticipated private improvements, provided, special taxes on improved property may exceed in any year two percent (2%) of the greater of the assessed value or appraised value of such property if the City determines at the time of formation adoption of a CFD resolution of issuance for bonds, that over the term of the bonds, the maximum special taxes, ad valorem taxes and assessments are expected to average two percent (2%) or less per year of the greater of the assessed value or appraised value of such property. It is further the policy of the City to comply with the provisions of Section 53321 of the Act with respect to the escalation of maximum taxes.

Maximum Term of Bonds. If a single series of bonds is contemplated, the term of the bonds shall not exceed thirty (30) years. If multiple series of bond issue are contemplated, in no instance should an individual residential parcel be encumbered for debt service beyond a thirty-five (35) year period.

5. Definitions, Standards, and Assumptions to be Used in Appraisals Required by Section 53345.8.

The appraiser undertaking the appraisal of real property in connection with the issuance of bonds of a CFD formed by the City shall be designated an MAI, Member of the Appraisal Institute, at the time of appraisal. He/she shall be an independent appraiser contractor and represent himself/herself to be well qualified to perform the appraisal services required. Such appraiser shall certify that he/she is thoroughly familiar with the recognized and acceptable appraisal methods, techniques and Standards of Professional Practice and Code of Ethics as set forth by the Appraisal Institute and Uniform Standards of Professional Appraisal Practice of The Appraisal Foundation, as well as appraisal standards promulgated by the California Debt and Investment Advisory Commission for land secured financings, and has applied such standards, and has taken the proposed land secured financing into consideration, in determining the appraised value for CFD real property.

X. LANDSCAPE AND LIGHTING MAINTENANCE DISTRICT POLICIES

The City of Salinas seeks to enhance the quality of residential, commercial and business developments by requiring new developments to form Landscape and Lighting Districts ("Districts") to maintain landscaping improvements required as a condition of development.

A. Formation

1. New development project must install improvements consistent with the City's General Plan.
2. The City Council's policy is that new development pay all of the City's costs associated with the formation and administration of Districts.
 - a. An advance deposit is required, in those instances, where a proposed district is initiated by a party or parties other than the City.

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3. The initial maintenance costs and reserves will be funded by the developer based on the Engineer's Report in an amount sufficient to maintain the improvements until the first assessment apportionment is received from the County.
4. The City Council shall select the assessment engineer and other professionals and consultants as it deems appropriate.

B. Budget

1. Operating Budget – Ongoing annual operating expenses include, but are not limited to, the direct costs for landscape maintenance, water, electricity, street lighting, graffiti removal, open spaces, appurtenant facilities, tree trimming and pruning and street slurry sealing and overlay.
2. Administrative Expenses – Ongoing annual administrative expenses shall include charges for accounting, printing, publication of legal notices, consultant expense, city and county fees for collecting assessments, Public Works overhead and other City staff general and administrative expenses.
3. Reserves – Reserves may be collected for two primary purposes – cash flow and capital replacement.
 - a. Cash Flow Reserves shall be established at 25% of the annual budget as set forth in the initial engineer's report and adjusted each fiscal year thereafter. These reserves may be drawn down, as needed; during the first half of each fiscal year until the first installment of property tax assessment is collect to replenish the reserves.
 - b. Capital Replacement Reserves shall be established to protect against damage to landscaping and lighting improvements or provide funding for facilities that may not be conveniently raised in one year. Capital Replacement Reserves may be collected over an extended period of time, from five to thirty years. When the Capital Replacement Reserve is established, the City Council shall approve by resolution the improvements, estimated cost, and the number of years they will be collected.
4. Interest Earnings – Interest income for each District shall accrue at the City's interest rate and shall be shown in the budget.
5. Surpluses – Surplus funds within a District on June 30th shall be noted in the budget. Surplus funds are those funds above and beyond those required to cover annual expenses and reserves. Any surplus funds shall be applied as a reduction of future fiscal year's assessment.
6. Deficits – Deficits within a District on June 30th shall be noted in the budget. Deficits shall be considered funding shortfalls required to cover annual expenses. Any deficit balance will be recovered with assessment revenue from future levies.
7. General Fund or other appropriate fund contributions – Contributions from the General Fund or other appropriate fund will be made to cover the Costs determined as general public benefit in the engineer's report. Such contributions may include direct deposits to the District accounts or credits that effectively reduce the assessments.

C. Method of Apportionment

1. The formula used for calculating assessments will reflect the composition of the parcels, and the improvements and services provided, to fairly apportion the costs based on estimated benefit to each parcel.
2. Pursuant to the Constitution Article XIIID Section 4 a parcel's assessment may not exceed the reasonable cost of the proportional special benefit conferred on the parcel and only special benefits may be assessed.

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3. The method of apportionment will also include an assessment range formula and inflationary adjustments. The purpose of establishing an assessment range formula is to provide for reasonable increases and inflationary adjustment to annual assessments without requiring costly noticing and mailing procedures, which could add to the District costs and assessments.

XI. CAPITAL ASSET POLICIES

A. Overview – The Finance department will maintain a capital asset management system that will meet external financial reporting requirements and the needs of the departments in line with these policies. Governmental Accounting Standards Board Statement No. 34 (GASB 34) changed GAAP for capital assets reporting for governmental funds. Beginning in fiscal year ending June 30, 2003, pursuant to GASB 34, the General Fixed Asset Account Group will be eliminated and the City will report these assets by function and activity on the government-wide financial statements. Enterprise Funds capital assets will continue to be recorded within their own fund.

1. Capital assets are recorded as expenditures in governmental funds at the time the assets are received and the liability is incurred. These assets will be capitalized at cost on the government wide financial statements. Enterprise fixed assets are recorded as assets within the fund when purchased and a liability is incurred.
 - i. GASB 34 defines Capital Assets as land, improvements to land, easements, buildings, building improvements, vehicles, machinery, equipment, works of art and historical treasures, infrastructure, and all other tangible or intangible assets that are used in operations and that have initial useful lives extending beyond a single reporting period.
 - ii. GASB 34 defines Infrastructure Assets as long-lived capital assets that normally are stationary in nature and normally can be preserved for a significantly greater number of years than most capital assets. Examples include roads, bridges, tunnels, drainage systems, water and sewer systems, dams and lighting systems. Buildings that are an ancillary part of a network of infrastructure assets are included.

The City uses the most current edition of GOVERNMENTAL ACCOUNTING, AUDITING, AND FINANCIAL REPORTING (GAAFR) published by the Government Finance Officers Association (GFOA) as its authoritative guide in setting policy and establishing accounting procedures regarding capital assets.

B. Capitalization – Generally all capital assets with an original cost of \$5,000 or more will be capitalized (recorded as an asset on the balance sheet versus expensing the item). Infrastructure Assets with an original cost of \$150,000 or more will be capitalized. This capitalization policy addresses financial reporting, not control. The City follows the GFOA recommended practices for establishing capitalization thresholds. Specific capitalization requirements are described as follows:

1. The asset must cost \$5,000 or more.
2. The asset must have a useful life of two (2) or more years.
3. The capitalization threshold is applied to individual units of capital assets rather than groups. For example, ten desks purchased for \$1,000 each will not be capitalized even though the total (\$10,000) exceeds the threshold of \$5,000.
4. For purposes of capitalization, the threshold will generally not be applied to components of capital assets. For example, a keyboard, monitor and central processing unit purchased as components of a computer system will not be evaluated individually against the capitalization threshold. The entire computer system will be treated as a single asset. The capitalization threshold will be applied to a network if all component parts are required to make the asset functional.

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5. Repairs to existing capital assets will generally not be subject to capitalization unless the repair extends the useful life of the asset. In this case the repair represents an improvement and is subject to the requirements described number 6 below.
6. Improvements to existing capital assets will be presumed by definition to extend the useful life of the related capital asset and therefore will be subject to capitalization if the cost exceeds \$5,000.
7. Work of arts, animals (i.e. police dogs) and historical treasures are not capitalized, but will be recorded as tracked property.
8. Capital projects will be capitalized as "construction in progress" until completed.
9. The following infrastructure items will be capitalized as a network/system rather than individually:
 - Fire hydrants

As a result of the above capitalization policies the following infrastructure items will not be capitalized:

- Street trees
- Street signs

Additionally, the following capital equipment will also not be capitalized:

- Personal computers
- Handheld radios
- Weapons

C. Leased Assets

1. Operating leased assets are usually short term and cancelable at anytime. The recording of an operating lease as a fixed asset is not required because the item is not purchased.
2. Capital leases will be capitalized if one or more of the following criteria are met and the chance of cancellation is low:
 - a. Ownership is transferred by the end of the lease term
 - b. The lease contains a bargain purchase option
 - c. The lease term is greater than or equal to 75 percent of the asset's service life
 - d. The present value of the minimum lease payment is greater than or equal to ninety percent (90%) of the fair market value of the asset at the inception of the lease.

Capital lease items are capitalized at the beginning of the lease period, regardless of when the title transfers. Capital leases are recorded at net present value of lease payments.

- D. Capital Asset Recording - It is the responsibility of the Finance Department to record, monitor and inventory all fixed assets. Each department will assign appropriate staff members to respond to verification, inventories, and filling out the necessary forms for recording transfers, dispositions or retired fixed assets.
- E. Acquisition of Capital Assets - Fixed assets may be acquired through direct purchase, lease-purchase or capital lease, construction, eminent domain, tax foreclosures, donations, and gifts.

When a capital asset is acquired the funding source will be identified as either a governmental fund, proprietary fund or component unit. Additionally, the fund type will be identified as well as the specific fund.

If funds are provided by a specific funding source, a record will be made of that specific source such as:

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Bond Proceeds

Federal Grants

State Grants

Local Grants

- F. Measuring the Cost and/or Value - Capital assets are recorded at their “historical cost”, which is the original cost of the assets. Donations accepted by the City will be valued at the fair market value at the time of donation. Costs include purchase price (less discounts) and any other reasonable and necessary costs incurred to place the asset in its intended location and prepare it for service. Costs could include the following:

Sales Tax

Freight charges

Legal and title fees

Closing costs

Appraisal and negotiation fees

Surveying fees

Land-preparation costs

Demolition costs

Relocation costs

Architect and accounting fees

Insurance premiums and interest costs during construction

- G. Establishing Cost in the Absence of Historical Records - According to the GASB 34, an estimate of the original cost is allowable. Standard costing is one method of estimating historical cost using a known average installed cost for a like unit at the estimated date of acquisition. Another recognized method is normal costing wherein an estimate of historical cost is based on current cost of reproduction new indexed by a reciprocal factor of the price increase of a specific item or classification from the appraisal date to the estimated date acquired. When necessary the City will use whichever method gives the most reasonable amount based on available information.
- H. Recording Costs Incurred After Acquisition - Expenditures/expenses for replacing a component part of an asset are not capitalized. However, expenditures/expenses that either enhance a capital asset's functionality (effectiveness or efficiency), or that extend a capital asset's expected useful life are capitalized. For example, periodically slurry sealing a street would be treated as a repair (the cost would not be capitalized), while an overlay or reconstruction would be capitalized. Adding a new lane constitutes an addition and would therefore also be capitalized.
- I. Disposition or Retirement of Fixed Assets - It is the City's policy that departments wishing to dispose of surplus, damaged or inoperative equipment must notify the Finance Department.

The City will conduct public auctions, as necessary, for the purpose of disposing of surplus property. Auctions will be conducted by the Finance Department through its Purchasing Division. All proceeds from the sale of surplus property will be allocated to the City's General Fund unless the property was originally purchased with monies from a specific fund, in which case, the proceeds will be returned to that specific fund. The original cost less depreciation will then be removed from the City's capital asset management system.

Disposition of assets acquired using grant funds should follow the asset disposition guidelines established by the grantor.

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account for reserved or dedicated monies may make temporary loans to other funds. This policy addressed the approval, terms and accounting requirements for interfund loans.

- C. Definition - Interfund loans are amounts provide between funds with a requirement for repayment. Interfund loans will be reported according to GAAP, as interfund receivables in lender funds and interfund payables in borrower funds. If repayment is not expected within a reasonable time, the interfund balances should be reduced and the amount that is not expected to be repaid should be reported as a transfer from the fund that made the loan to the fund that received the loan.

D. Policy

1. Interfund loans-Types:

a. Internal loans that are necessary part of normal business operations:

- To maintain cash flow and provide working capital, in anticipation of future tax receipts or other revenue, the General Fund may require cash advances from other funds during the course of a fiscal year. Other funds eligible to make cash advances include: Measure V; Measure G, Special Revenue, Capital Projects, and Internal Services. Cash advances shall be treated as short-term loans. Interest shall be paid on these loans at a rate determined according to the procedure established in section B.2 of this policy.
- Cash advances to provide working capital to the General Fund or other funds must be approved by the City Manager. Such approval must be in writing, and should specify maximum allowable amounts.

b. Internal loans that provide for advance spending for a capital project prior to securing project financing. Such loans must be approved by the City Council with the adoption of the annual Capital Improvement Project budget or by separate action by the City Council. Approval is not required for advance spending from the \$2 million Capital Projects Revolving Fund established by prior City Council action.

2. Interfund Loans-Terms:

- a. Repayment of an interfund loan shall be with the same fiscal year. Exceptions to this rule require approval by the City Council.
- b. When required by the lending fund's restrictions or regulations, interest will be paid by the borrowing fund to the lending fund, during the time the loan is outstanding, at the State Local Agency Investment Fund (LAIF) rate. The LAIF rate is approximately what the City earns on its investments.
- c. Upon receipt of the anticipated revenue, the borrowing fund shall repay the lending fund with 30 calendar days.
- d. Interfund loans shall not hinder the accomplishment of any function or project for which the lending fund was established.

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