Municipal Finance & Budgeting 101 for Elected Officials

Presented by Jeff Hansen, Finance Director City of Golden 2024 ANNUAL CONFERENCE LOVELAND · COLORADO

CMI



Today's Objectives

➤Keep you awake

Make this interactiveAsk Questions!!!

Hopefully you learn somethingEither from me or each other

Polling Question – Who's here?

- ≻New to Council/Board
- ≻2-5 Years on Council/Board
- ≻5-10 Years on Council/Board
- ➤10+ Years on Council/Board
- ≻Staff
- ≻Other (???)

Polling Results

[Link to polling results goes here]



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Outline

➢Finance

Basics of Governmental Accounting

≻Budget

Budget Basics

Typical Budget Process

Budget Oversight

>Other types of Budget Processes

Basics of Governmental Accounting

➤Not-for-profit perspective

>Accountable to Council/Board, citizens, bondholders

Relationship between the charge for a service and the cost to provide it

Basics of Governmental Accounting

Rule Making/Oversight

- ➢GAAP (Generally Accepted Accounting Principles)
- ➢GASB (Government Accounting Standards Board)
- ➢GFOA (Government Finance Officers Association)
- State Statutes
- City Charter/Municipal Code

Basics of Governmental Accounting

Fund Accounting
 "Separate Checkbooks"
 Each Fund needs to balance



➤Fund Types

Governmental

> General, Special Revenue, Capital Projects, Permanent

➢ Proprietary

Enterprise, Internal Service

➢ Fiduciary

Trust, Agency, Pension

Fund - Defined

A fund is a grouping of related accounts that is used to maintain control over resources that have been segregated for specific activities or objectives. Some funds are required to be established by State law (i.e. Conservation Trust Fund) or bond covenants. However, the Council/Board may establish other funds to help control and manage spendable resources for particular purposes (i.e. Recreation Center Fund). All of the municipality's funds can be divided into three categories: governmental funds, proprietary funds, and fiduciary funds.

General Fund

- Primary Revenues
 - Sales & Use Tax, Property Tax
- Primary Functions
 - Public Safety/Police
 - Public Works (Streets)



- General Administration (Council, Manager, Clerk, Communications, Finance, HR, Court, Planning, Economic Development)
- Social/Environmental (Affordable Housing, Homelessness, Sustainability)







Special Revenue Funds Conservation Trust Fund Lottery Funds Fire Department Fund Dedicated Property Tax Lodging Excise Tax ➤ Marijuana Excise Tax GDGID Fund Dedicated Property Tax











Capital Projects Funds

Sales & Use Tax Fund

Dedicated Sales & Use Tax (1%)

- >Infrastructure, Facilities, Capital Equip
 - ➤Curb, Gutter, Sidewalks
 - Traffic Calming, Major Street Projects
 - Public Art Program
 - Community Center Equipment/Capital Improvements
- ➤Capital Related Debt Service



Capital Projects Funds (cont.)

➤Capital Programs Fund

State Highway Users Tax, Fund Transfers

Used for Street Improvements

➢Open Space Fund

County Open Space Tax

> Open Space Purchases, Trail Development





Enterprise Funds

➤Water Fund



- Environmental Quality, Treatment, Maintenance, Water Rights, Storage, Capital, Debt Service
- ➤Wastewater Fund
 - Environmental Quality, Maintenance, Treatment, Capital
- ➢Drainage Fund
 - ➤Maintenance, Capital



Enterprise Funds (cont.)
 Community Center Fund
 Splash Aquatic Park Fund
 Fossil Trace Golf Course Fund
 Cemetery Operations Fund
 Rooney Rd Sports Complex Fund
 Museums Fund







Internal Service Funds
 Fleet Management Fund

➢Information Technology Fund

➢Insurance Fund

Medical Benefit Fund

>Workers Comp & Unemployment Ins Fund

➢Fiduciary Funds

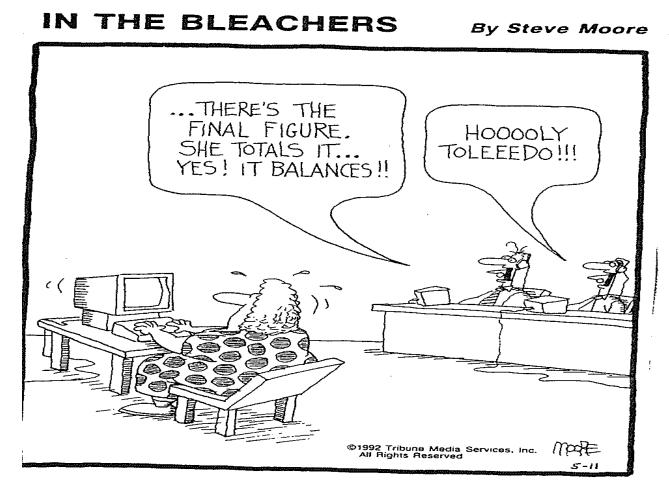
Volunteer FF Pension Alternative

➢Permanent Fund

Cemetery Perpetual Care Fund







Accounting play-by-play

Budget Basics

Balanced Budget:

Sources of Funds = Uses of Funds

Sources: Beginning Projected Reserves plus Budgeted Revenues

Uses: Budgeted Expenditures plus Ending Projected Reserves

Budget Basics

Reserve Philosophy

Policy on Ending Reserves

- ≻How much
- Course of action if over/under

► Varies by Entity and Fund/Fund Type

Polling Question – What is your entity's budgetary legal level of control?

- ➤Fund Level
- Department Level
- ≻Line Item Level
- ➢Not Sure
- ≻What does that mean?

Polling Results

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Budget Basics

Legal Level of Control

➢Fund, Department, or Line Item

>Most efficient is Fund level

Typical Budget Process

- Council Goals/Priorities
- ➢ Revenue Projections
- ➢Operating Budget
- Capital Planning & Budget
- ➤Council Review
- Public Input (throughout the process)
- Adoption

Council Goals/Priorities



Council Goals/Priorities

Best and most important time for Council involvement and input

General goals/direction

>Specific projects

➤Community needs

Revenue Projections

>Needs to be a separate, independent part of the process

- \succ Initial draft early in the process
- Adjust only if justified based on current year trends or proposed fee increase

DO NOT ARTIFICIALLY INCREASE REVENUE PROJECTIONS TO BALANCE THE BUDGET!!!!!!!!!

Revenue Projections

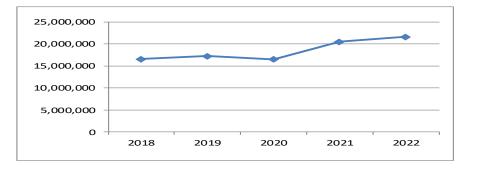
- Current Year Projections
- Budget Year Projections
 - ➤Trends
 - Assumptions
 - ➤Inflation
 - ➤Rate/Fee increases?
 - ➢One Time Revenues
- ➢ Revenue Manual

SALES TAX REVENUE

- **Distribution:** General Fund 66.7% Sales and Use Tax Capital Improvement (SUT) Fund 33.3%
- **Source**: Visitors, residents and employees in Golden.
- **Collection**: In 1979, the citizens of Golden voted to install a 2% sales and use tax. In 1991, the citizens voted to increase the sales and use tax rate to 3%, with the extra 1% to be earmarked for capital improvements. Sales tax is charged on certain services and all retail purchases including food.

As a home rule city, Golden collects and administers its own sales and use tax. Businesses remit tax to Golden on a monthly, quarterly or annual basis. Taxes collected are due to the City by the 20th of the month following collection. Taxpayers can remit payment at City Hall, through the City's lockbox, on-line through the City's website, or through a Colorado Department of Revenue portal. The City utilizes a number of enforcement procedures to collect from delinquent accounts including taxpayer education, delinquency notices, personal phone contact and visits, audits, summons to municipal court and seizures.

Five Year Trend:



	General	SUT	
Year	Fund	Fund	<u>Total</u>
2018	11,051,169	5,520,344	16,571,513
2019	11,466,870	5,747,109	17,213,979
2020	11,010,270	5,518,001	16,528,271
2021	13,656,202	6,842,112	20,498,314
2022	14,400,000	7,200,000	21,600,000

Other than 2020 due to Covid-19, sales tax revenues have shown strong, continued annual growth. In 2021, revenues rebounded nicely, aided by the increased remittances from on-line vendors. Projections for 2022 are 16.5% over budget, a reflection of inflation and increased volume for local businesses.

Forecast:	2023	\$22,680,000	2024	\$23,814,000					
Rationale:	Sales tax revenues are projected to see growth from increased inflation, small population increases, and continued increased remittances from on-line vendors. The forecast								
	anticipates a 5% growth in Sales Tax for both 2023 and 2024.								

Operating Budget

- Current Year Projected Spending
- Subsequent Year Requests
 - Additional Staff
 - ➢New/Different Programs
- ➤Justifications
- Council should stay out of the minutia unless/until the situation dictates they need to get into the minutia.

GENERAL FUND FINANCE & ADMINISTRATIVE SERVICES Original Actual Projected Proposed Actual Actual Budget Jan-Apr Actual Budget 2022 2023 Account Description 2024 2024 2024 2025 01-3031 SALARIES & BENEFITS 40100 Salaries, Full-Time \$ 789,376 \$ 863,093 \$ 900,135 \$ 251,630 40110 Overtime 2,000 1.760 1,722 169 40130 Salaries, Part-Time -18,104 28,350 8,368 40150 Employee Assistance 457 457 561 114 66,506 40170 Social Security - FICA 56,230 63,249 19,242 40180 Health Insurance 122,825 123,297 142,812 42,520 40190 Worker's Comp 767 1,363 2,794 932 45,007 40200 Retirement 39,730 43,084 12,493 40210 401(a) Match 21,609 23,730 6,472 22,657 40220 Life, AD&D, LTD 8,517 11,623 9,721 4,253 40240 Vantage Care 6,579 9,668 413 -940 40270 Employee Allowances 840 840 840 40290 Dental Insurance 3,886 4,065 5,408 1,350 40310 Unemployment Comp 3,836 4,498 4,647 1,548 Subtotal - Salaries & Benefits 1,056,412 1,167,720 1,232,511 350,444 -SUPPLIES & SERVICES 51900 Office Supplies 1,940 3,089 2,000 141 52555 Employee Engagement 256 1,350 1,607 1,300 53100 Cash Over/Short - Bad Debt -30 --60400 Professional Services 169,997 157,976 120,300 20,384 60401 UB Printing & Mailing Service 28,569 30,369 34,000 5,149 60403 Treasurer Fees 90,623 78,427 110,000 38,723 60406 Merchant Fees 230,564 200,000 183,121 68,652 4,372 9,900 60700 Training & Travel 7,739 1,450 62200 Dues & Subscriptions 2,435 16,189 2,500 75 63400 Postage 7,397 9,886 11,000 6,148 63700 Telecom/Data Services 749 -600 _ 64300 Rentals & Leases 5,772 5,387 5,800 962 64500 IT Lease 284,712 312,710 104,236 251,976 64600 Printing/Advertising 9,750 5,651 9,700 3,139 Subtotal - Supplies & Services 758,051 831,626 819,810 249,315 CAPITAL 90150 Office Furniture/Equipment 290 4,500 1,239 171 TOTAL \$1,814,753 \$2,000,585 \$2,056,821 \$ 599,930 \$ \$ --

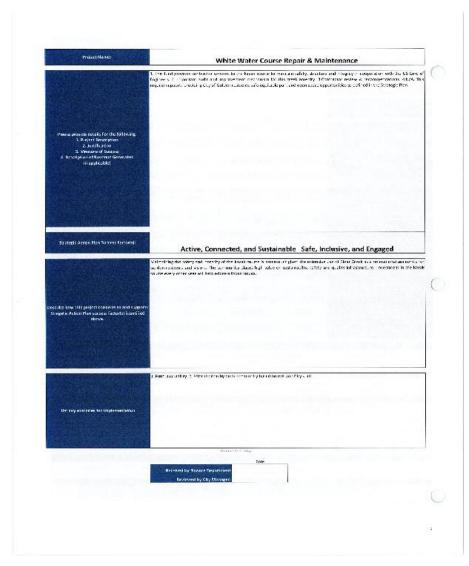
Capital Budget

Should have a 5-year Capital Improvement Plan (CIP) at minimum
Need for future fee increases or debt issuances?

Identify impact on operating expenses

CITY OF GOLDEN CONSERVATION TRUST SPECIAL REVENUE FUND CAPITAL PROGRAMS (LOTTERY) 5/23/2024 TEN YEAR CAPITAL IMPROVEMENT PLAN 2023-2032 AMENDED YTD TOTAL ACTUAL ACTUAL BUDGET ACTUAL ACTUAL BUDGET Projected 2024 DESCRIPTION 2020 2021 2022 2023 2023 10/31/2023 2023 2024 2025 2026 2027 2028 2029 2030 2031 2032 2033 TO 2033 **REVENUES:** Colorado State Lottery 211,272 251,418 257,398 260,500 260,500 197,990 280,000 285,000 290,000 292,900 295,829 298,787 301,775 304,793 307,841 310,919 314,028 3,001,873 Interest 5,679 4,574 12,707 7,500 7,500 16.149 20.000 20.000 16,000 12,000 10.000 8,000 6.000 6.000 6,000 6,000 6,000 96,000 TOTAL REVENUES 216.951 255.992 270.105 268.000 268.000 214.139 300.000 305.000 306.000 304.900 305.829 306.787 307.775 310.793 313.841 316.919 320.028 3.097.873 EXPENDITURES: Creek/White Water Course R&M 5,760 27.589 49.850 50,000 50,000 45,764 50,000 60,000 -60,000 60,000 -60,000 -60,000 -300,000 -60,000 Park Repair & Maintenance --60,000 60,000 -----------Lions Park Tennis Courts -----------------Peak-to-Plains Trail Collaboration 200.000 200.000 200.000 200.000 ------------20,000 20,000 20,000 20,000 25,000 25,000 25,000 25,000 25,000 25,000 25,000 25,000 25,000 25,000 Trees --250,000 29.050 30.000 30.000 30.000 195.000 195.000 Misc Recreation Improvements -----------30,699 5,666 84,803 130,000 130,000 130,000 130,000 130,000 130,000 130,000 130,000 130,000 130,000 Park Improvements 70,000 70,000 70,000 1,300,000 -Trails Repair & Maintenance 30,000 30.000 5.073 30,000 35,000 35,000 35,000 35,000 35,000 35,000 35,000 35,000 35,000 35,000 350,000 ---Trail Signage 20,000 20,000 20,000 20,000 --------------96,540 Splash Improvements ----------------P&R Master Plan 150,000 150,000 150,000 150,000 --------------TOTAL 34,810 33,255 231,193 630,000 630,000 301,536 460,000 615,000 190,000 250,000 190,000 250,000 190,000 250,000 190,000 250,000 190,000 2,565,000 (Use)/Accumulation of Surplus Funds 117,775 182,141 222,737 38,912 (362,000)(362,000)(87, 397)(160,000)(310,000)116,000 54,900 115,829 56,787 60,793 123,841 66,919 130,028 ENDING FUND BALANCE 589,641 812,378 851,290 222,378 489,290 763,893 691,290 381,290 497,290 552,190 668,019 724,806 842,581 903,374 1,027,215 1,094,134 1,224,163

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Council Review

Reviews at various stages in the process

Revenues, Rate & Fee increases, CIP, Operating Expenditures

Draft Budget should already be balanced

Staff's final recommendation

Discussions at Council Study Sessions

>Any changes at this point still need to balance

Public Input

Social Media Solicitation

Formal Public Hearings

Schedule at each major stage of the process

≻Informal

Boards and Commissions

>One on one with Councilors

>Don't expect much input

>Other than special interests

Budget Oversight

Annual Comprehensive Financial Report (ACFR)

Transmittal Letter, MD&A, Auditor's Opinion

➢Interim Reports

➤At least quarterly

Review revenues and expenditures

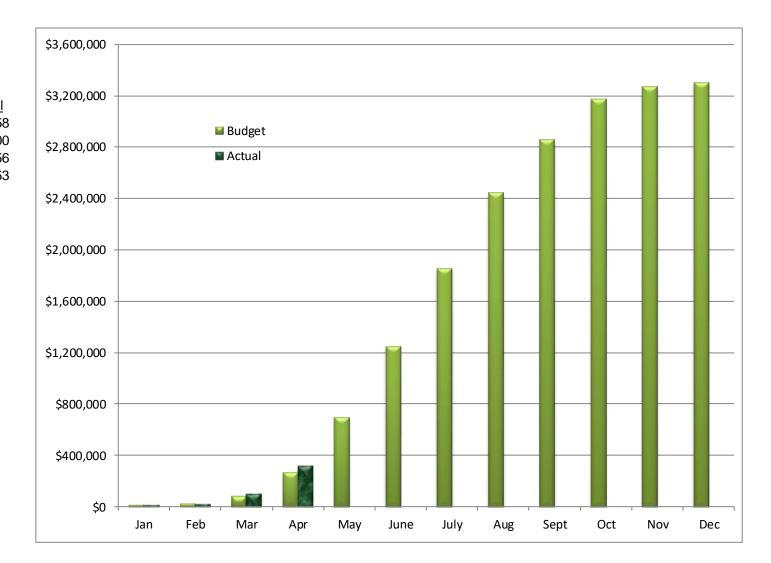
Compare to budget

➤Compare to prior year

		CITY OF	GOLDEN				
			d Expenditures				
		Budget to Actual					
		Cash Basis, Inte	erim & Unaudite	ed			
D ·			O I I I I		0/ f	Diff. Current	% Change
Prior Year	Prior YTD		Current Year		% of	to Prior	Current
<u>Budget</u>	Actual	Description	<u>Budget</u>	<u>Actual</u>	<u>Budget</u>	<u>Actual</u>	to Prior
		FOSSIL TRACE GOLF CLUB REVENUES:					
2,850,000	79,705	Greens Fees	3,300,000	100,356	3%	20,651	26%
825,000	26,594	Cart Fees	900,000	35,480	4%	8,886	33%
142,000	17,785	Driving Range	142,000	13,629	10%	(4,156)	-23%
775,000	43,854	Merchandise	900,000	35,389	4%	(8,465)	-19%
240,000	6,345	Lessons	260,000	7,630	3%	1,285	20%
215,000	1,595	Food & Beverage	225,000	0	0%	(1,595)	-100%
165,000	17,351	Miscellaneous Revenue	190,000	15,329	8%	(2,022)	-129
27,000	9,030	Interest	30,000	9,032	30%	2	0%
0	0	Gain/(Loss) on Sale of Equipment	160,000	0	0%	0	
5,239,000	202,259	Total Fossil Trace Revenues	6,107,000	216,845	4%	14,586	7%
		FOSSIL TRACE GOLF CLUB EXPENSES:					
		MAINTENANCE:					
949,030	184,477	Salaries/Benefits	929,711	209,342	23%	24,865	13%
522,680	68,979	Operating Supplies & Services	457,451	96,409	21%	27,430	40%
220,000	0	Capital	345,000	112,459	33%	112,459	
1,691,710	253,456	Total Maintenance	1,732,162	418,210	24%	164,754	65%
		PRO SHOP:					
1,141,211	147,699	Salaries/Benefits	1,311,787	117,619	9%	(30,080)	-20%
1,154,758	224,080	Operating Supplies & Services	1,313,562	193,499	15%	(30,581)	-14%
717,000	0	Capital	600,200	246,209	41%	246,209	
3,012,969	371,779	Total Pro Shop	3,225,549	557,327	17%	185,548	50%
		TRANSFERS:					
700,000	0	Transfers to Rec Campus Debt Service	700,000	0	0%	0	
5,404,679	625,235	Total Fossil Trace Expenses	5,657,711	975,537	17%	350,302	56%

CITY OF GOLDEN Budget to Actual Comparison (adjusted for seasonality) 2024 Green Fees

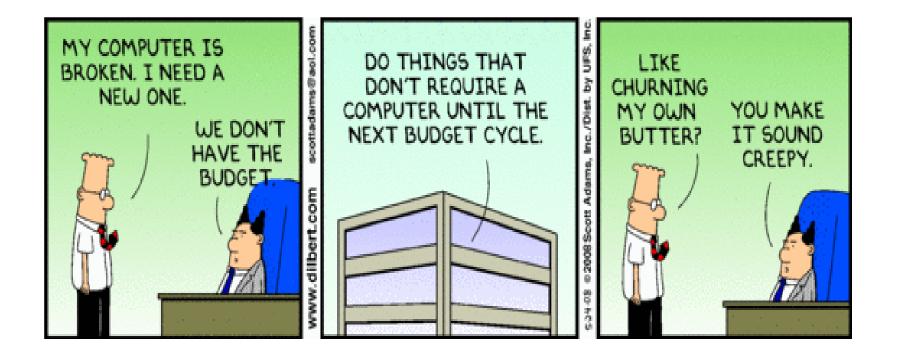
<u>Month</u>	YTD Budget	YTD Actual
Jan	\$14,796	\$11,858
Feb	22,551	17,800
Mar	78,648	100,356
Apr	266,553	313,553
May	692,590	
June	1,244,075	
July	1,853,790	
Aug	2,442,142	
Sept	2,854,704	
Oct	3,173,568	
Nov	3,272,734	
Dec	3,300,000	



Budget Oversight

- Budget Sub-Committees
 - ➤Councilors
 - ➢Citizen group
 - ➤Combination
- Budget Amendments
 - ≻Why?
 - ≻When?

Budget Amendments



Budget Amendments



Polling Question – What budgeting process does your entity use?

- ➤Zero Based
- ➢Incremental
- ➢ Priority Based
- ➢Outcome Based
- ➢Not Sure

Polling Results

[Link to polling results goes here]



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Types of Budget Processes

- ➤Annual vs Biennial
- ➤Zero Based
- ➢Incremental
- ➢ Priority Based
- ➢Outcome Based

Annual vs Biennial Budgets

>Annual – Entire process every year

Time consuming and labor intensive

Biennial – majority of process every other year

Adopt budget for both years

Likelihood of formal budget amendments in year 2

Adopt budget for current year only

Year 2 adjustments for significant changes

Zero Base Budgeting

- Start from scratch each year
 - "Justify your entire existence"
- Pros includes prepared alternative levels of service/funding
- ➢Cons labor intensive and time-consuming process, information overload, not amenable to fixed mandates, encourages dog & pony shows who wins/loses?

Incremental Budgeting

Start with prior year budget

>Allowance for \$ or % increases without justification

>Add new staff, capital and/or programs as funds allow

Incremental Budgeting

- Pros efficient use of time, not labor intensive, easy to calculate new budget, avoid conflict/competition between departments
- ➢Cons allocates budget where it may not be needed, takes budget away from other areas of need, doesn't always work well with changing Council goals/priorities, may promote use it or lose it mentality

Priority Based Budgeting

Focus on programs and services, not departments

Public Process
 Community priorities
 Competitive process

Priority Based Budgeting

Prioritize Services

<u>Police</u>

Patrol

Traffic Enforcement

School Resource

SWAT

Drug Task Force

Public Works

Snow Plowing

Street Sweeping

Traffic/Street Signs

Street Maintenance

Street Lights

Priority Based Budgeting

Pros – Effective in flat/declining revenues, true cost of doing business, transparency, accountability

Cons – Mandates may not be community priorities, subsequent years, changing priorities, uncertainty in workforce, support services

Outcome Based Budgeting

Desired Outcomes identified

Costs provided to achieve outcomes

- Pros allows for private sector to bid on certain outcomes, works well with sufficient revenues
- Cons line-item detail not provided, costs could be inflated

So, what's the best method of budgeting???



Thank you for attending!



Please don't forget to rate this session in the CML conference app.

In the app, navigate to this session and click on **SURVEY**.

We appreciate your feedback!



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- City of Golden
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