

# **EXPLANATION OF BUDGETARY POLICIES AND BASIS**

---

## **INTRODUCTION**

The City of Fort Lauderdale is a municipality chartered under the laws of the State of Florida in 1911, with the Charter being replaced by a special act of the Florida Legislature in 1957 and substantially revised in 1984.

The Annual Operating Budget is the result of efforts by the Mayor and four City Commissioners as well as City staff to allocate limited resources to best serve the needs of the City of Fort Lauderdale. The Budget therefore reflects the policies adopted by the Commission in response to the needs and concerns communicated to them by the residents of Fort Lauderdale. A vision statement has been adopted by the Commission (page 36) which summarizes the City's long-term aspirations. The City Commission has appointed a Budget Advisory Board of residents who provide recommendations to the Commission prior to adoption of the Annual Operating Budget.

## **FINANCIAL STRUCTURE**

The Budget is designed to coordinate with the City's accounting system in order to facilitate an orderly and expeditious transition from budget adoption to financial control. A brief explanation of the types and purposes of budgeted funds is presented below.

### **Governmental Fund Types**

Governmental funds are those through which most governmental functions of the City are financed. The acquisition, use, and balances of the City's expendable financial resources and the related liabilities (except those accounted for in proprietary funds) are accounted for through governmental funds. The measurement focus is on determination of changes in financial position, rather than net income.

The following are the City's governmental fund types:

*General Fund* - The General Fund is the general operating fund of the City. All general tax revenues and other receipts that are not allocated by law or contractual agreement to another fund are accounted for in this fund. The general operating expenditures, fixed charges, and capital improvement costs that are not paid through other funds are paid from the General Fund.

*Special Revenue Funds* - Special revenue funds are used to account for the proceeds of specific revenue sources (other than major capital projects) requiring separate accounting because of legal or regulatory provisions or administrative action. Funds of this type in the Annual Operating Budget are the Fort Lauderdale Community Redevelopment Agency and Sunrise Key Safe Neighborhood District.

*Debt Service Funds* - Debt service funds are used to account for the annual payment of principal, interest, and other expenditures on general long-term debt, other than bonds payable from the operations of the enterprise funds. Funds of this type in the Annual Operating Budget are General Obligation Bonds, Excise Tax Bonds, Sunshine State Governmental Financing Commission, and Tax Increment Revenue Bonds.

## EXPLANATION OF BUDGETARY POLICIES AND BASIS

---

Capital Projects Funds - Capital projects funds are used to account for financial resources segregated for the acquisition or construction of major capital facilities other than those financed by enterprise operations. While the Annual Operating Budget includes the contribution to these funds from operating sources, the specific appropriations for these funds are only summarized in this document and are included in detail in a separate Capital Improvement Plan which is separately adopted by the City Commission.

### Proprietary Fund Types

Proprietary funds are used to account for the City's ongoing organizations and activities which are similar to those often found in the private sector. The measurement focus is on determination of net income. The following are the City's proprietary fund types:

Enterprise Funds - Enterprise funds are used to account for operations that provide a service to citizens, financed primarily by a user charge, and where the periodic measurement of net income is deemed appropriate for capital maintenance, public policy, management control, accountability or other purposes. Funds of this type in the Annual Operating Budget include Sanitation, Water and Sewer, Central Regional Wastewater System, Parking System, Executive Airport, and Stormwater Management.

Internal Service Funds - Internal service funds are used to account for the financing of goods or services provided by one department to other departments of the City or to other governmental units. Funds of this type in the Annual Operating Budget are Insurance (Risk Management), Central Services (Print Shop, Radio and Telecommunications, and Central Stores), and Vehicle Rental (Fleet Management).

### Other Fund Types

In the City's accounting system, there are other fund types which are not included in the Annual Operating Budget. These funds are fiduciary funds and account groups.

Fiduciary Funds - Fiduciary funds are used to account for assets held by the City in a trustee capacity for individuals, private organizations, other governmental units, and/or other funds. Funds of this type include the Cemeteries General Reserve Endowment and Perpetual Care Funds, General Employees' and Police/Fire Pension Funds, the Arts and Science District Garage, and Deferred Compensation. The Annual Operating Budget reflects the operating budget contributions to the pension plans and deferred compensation. The City contributes no money to the cemeteries funds because the function has been privatized and the Arts and Science District Garage, while managed by the Parking staff in Administrative Services, is handled as a separate function on behalf of the Performing Arts Center Authority and the Downtown Development Authority.

Account Groups - Account groups are used to establish accounting controls and accountability for the City's general fixed assets and its general long-term debt. The City's account groups are General Fixed Assets and General Long-Term Debt. The Annual Operating Budget provides for the initial purchase and on-going maintenance of fixed assets. The Annual Operating Budget does not include compensated absences but does reflect the annual principal and interest amounts (debt service) on bonded debt.

## **EXPLANATION OF BUDGETARY POLICIES AND BASIS**

---

### **BASIS OF BUDGETING**

The budget is adopted on a basis consistent with generally accepted accounting principles (GAAP) with the following exceptions:

- Advances from other funds are presented as revenues.
- Encumbrances, advances to other funds, and principal on long-term debt of the proprietary funds are presented as expenditures or expenses.
- Depreciation and compensated absences are not budgeted.

The GAAP basis of accounting for governmental funds is modified accrual. Under the modified accrual basis, revenues are recognized when they become susceptible to accrual, i.e., measurable and available to finance the City's operations. Available means collectible within the current period or soon enough thereafter to be used to pay liabilities of the current period. Expenditures (decreases in net financial resources) are recognized in the accounting period in which the related fund liabilities are incurred as long as it is measurable. An exception to this is long-term debt and the long-term portion of accumulated compensated absences and longevity pay, which are recognized when due.

In applying the susceptible to accrual concept to intergovernmental revenues, the legal and contractual requirements of the numerous individual programs are used as a guide. There are, however, essentially two types of these revenues. In one, monies must be expended on the specific purpose or project before any amounts will be paid to the City; therefore, revenues are recognized based upon the expenditures recorded. In the other, monies are virtually unrestricted as to purpose of expenditure and are usually revocable only for failure to comply with prescribed compliance requirements. The resources are reflected as revenues at the time of receipt or earlier if susceptible to accrual.

The major utility and franchise taxes are recorded as revenues when earned. Licenses and permits, fines and forfeitures, charges for services, and other revenues (except investment earnings) are recorded as revenues when received in cash because they are generally not measurable until actually received. Property taxes are recorded as revenues in the fiscal year levied, provided they are collected in the current period or within sixty days thereafter. Those remaining uncollected are recorded as deferred revenues. Investment income is recorded as revenue when earned. Special assessments are recorded as revenues only to the extent that individual installments are considered available.

The accrual basis of accounting is utilized by proprietary funds and pension and nonexpendable trust funds. Under the accrual basis, revenues are recognized in the accounting period in which they are earned, if objectively measurable, whether collected sooner or later. Expenses, not expenditures, are recognized when the benefits of costs incurred are deemed to have been consumed or expired. Long-term liabilities are accounted for through those funds. Depreciation of fixed assets are recorded in the accounts of these funds as well.

### **DEVELOPMENT PROCESS**

The budget process is guided by direction from the City Commission as it strives to meet the needs of the community at a reasonable price. Every Commission meeting involves deliberation about what services the City should provide, at what level, and at what price. The decisions made by the Commission throughout the year provide a general path for the budget deliberations to follow. City employees provide the

## **EXPLANATION OF BUDGETARY POLICIES AND BASIS**

---

perspective of professionals as to the most efficient and effective way to implement Commission policy. Residents have the opportunity to express their preferences for City services and funding mechanisms through formal budget public hearings as well as individual agenda items during the year. In addition, a Budget Advisory Board, comprised of residents and appointed by the Commission, meets regularly to develop recommendations for the budget.

The budget process is comprised of five stages: forecast, request, review, adoption, and monitoring. These steps often overlap one another because we are always operating in one fiscal year while working on the next and there are many participants involved in the process.

The forecast stage is the beginning step in the development of the next year's budget. In December, budget staff outline the options for the upcoming budget process using the City's Vision Statement (page 36) as an overall guide of the City's general direction. After review by the Assistant City Managers, a forecast of the General Fund for the next fiscal year is prepared. That forecast is typically presented to department heads and the City Manager in February. Based upon their review, the forecast is refined and the budget process is finalized with input from departmental budget coordinators. The forecast is presented to the City Commission traditionally in April or May at the same time that the Commission provides their priorities for budget development.

The request stage involves many participants. The Commission has delegated responsibility for recommendations related to community groups to the Community Services Board and the Economic Development Advisory Board. Budget staff meets with these advisory bodies in January to outline the options for the request process and establish a timetable. In February for social /cultural requests, and in March for promotional projects, the boards solicit requests from community groups. In February, departments are asked to submit proposals for reorganizing or utilizing temporary and part-time help. In March, budget staff provide training to approximately one hundred employees who will be involved in preparing their own department's budget requests. In April, all departments prepare their proposals using on-line budget preparation software and completing justifications on electronic forms. The information assembled also includes revenue projections for each department's area of responsibility.

The review stage provides for the evaluation of budget requests that have been submitted. Budget staff review the reorganization and position change proposals in March and load any changes into the automated payroll projection system. At this same time, the advisory boards are reviewing the community group proposals. In May, the City Manager conducts formal budget reviews with each department to better understand their priorities and requests. In June, the management team (City Manager, Assistant City Managers, and department heads) meet, sometimes frequently, to hammer out the decisions necessary to prepare a proposed, balanced budget. Final decisions are made in July so that the City Manager can present his Budget Message to the Commission per City Charter requirements. The Budget Advisory Board, appointed by the Commission, reviews the City Manager's budget and applies the results of their year-long research in making their recommendations to the Commission in August. In September, the Commission may hold a special budget workshop or discuss budget options at their first public hearing.

The adoption stage is the final step in the development of the budget. It begins with the recommendation of the advisory boards for funding community groups. These generally are transmitted in May or June. The City Manager presents a comprehensive proposal for the coming fiscal year. In July, the Commission accepts the City Manager's proposal and directs that a preliminary millage rate be calculated and forwarded to Broward County for inclusion in the State-required "Truth in Millage" (TRIM) notice sent to all property owners. The TRIM notice is sent in August and provides the taxpayer with the taxable value

## **EXPLANATION OF BUDGETARY POLICIES AND BASIS**

---

of their property, the proposed millage rates for all taxing jurisdictions, and the date, time, and location for the first public hearings. The City Commission holds the first hearing and tentatively adopts the millage rates and the budget. A TRIM advertisement is placed in the City's newspaper of record before the final public hearing. That advertisement provides a budget summary, information about the final public hearing, and a notice of tax increase if applicable. The Commission holds the final public hearing and then adopts the final millage rates and the budget.

The monitoring stage really occurs year round. In October, staff load the adopted budget amounts into the automated financial system for implementation of the budget. In addition, authorized positions are rolled into the payroll/personnel system to provide the guideposts for hiring. The budget document is prepared to reflect the plans approved by the Commission. The adopted millage rate is transmitted to Broward County for preparation of billing and collection. The City Manager's Office in conjunction with budget staff determine the appropriate monitoring procedures for the fiscal year (i.e. approval process for budgeted purchases, review of budget shifts within a single department's budget). All during the fiscal year, departmental and Finance Department staff review purchase and personnel requisitions, have access to financial information on-line real-time, and monitor Commission agendas for financial impacts. During this past fiscal year, staff prepared periodic budget status reports which highlighted revenue, expenditure, and performance measure status to date. Toward the end of the fiscal year, the Commission considers budget amendments to reflect adjustments in appropriations necessary based upon actual expenditures during the year.

Refer to pages 37 and 38 for a summary of the budget process and calendar.

### **AMENDMENT PROCESS**

After the budget has been adopted in September, there are two ways that it can be modified during the fiscal year.

For changes within a department's appropriation within the same fund, the City Manager has the authority to authorize changes. The Assistant City Managers review all purchases which require an adjustment of \$1,000 or more. A formal process has been utilized for many years for capital outlay in particular. An administrative adjustment process is being implemented which will require similar review of all expenditures. As the budget process gets underway, departments prepare estimates for current year expenditures. As they are submitted to the budget office, they become the guidepost for all subsequent purchases regardless of the original appropriation. Such estimates are prepared initially in April and revised in June and August.

For modifications which cross departmental and/or fund lines, only the City Commission can approve such changes. This process includes allocation of budgeted General Fund contingencies. The request is placed on a regular consent agenda and requires a majority vote of the Commission.

### **CAPITAL IMPROVEMENT PLAN**

Expenditures for capital improvements are not included directly in the operating budget. The Annual Operating Budget includes and identifies amounts to be transferred to capital project funds from operating sources. The appropriations for capital improvements are budgeted as part of the Capital Improvement

## **EXPLANATION OF BUDGETARY POLICIES AND BASIS**

---

Plan (CIP) and prepared and approved separately. A Capital Improvement Program Committee, consisting of department heads and the Assistant City Managers, meets on a regular basis to oversee a five-year CIP, which is updated and presented yearly to the City Commission for approval. A separate CIP document is available which details each project, its purpose, funding sources, timetable, and its effect on future operating budgets. The first year of the CIP is referred to as the capital budget. The CIP and Annual Operating Budget are closely linked as the budget assumes the cost of maintaining and operating new facilities as they are constructed within the CIP. The department representative on the CIP Committee is responsible for incorporating any needed funding for completed projects into the operating budget. Capital projects are budgeted and accounted for in a number of funds. A summary of the CIP is provided beginning on page 157.

There are many differences between the operating budget and the capital budget. The operating budget includes expenses that are generally of a recurring nature and are appropriated for one year only. It provides for the provision of all City services, but does not result in the addition of major, physical assets for the community. The capital budget includes one-time costs for projects that may last several years and result in major physical assets being added in the community.

### **DEBT POLICY AND ADMINISTRATION**

There is no statutory or charter debt limitation. The City has established its own policies regarding the utilization of debt instruments. Debt is used for a variety of purposes and in a variety of ways. The principal use of debt by the City has been for making capital expenditures. Because the use of public capital stretches over many years, it is appropriate that those who enjoy the benefits should also pay the costs. This general principle of intergenerational equity, however, must be applied cautiously. The public capital of one generation may be regarded as a dubious asset by the next. Why should those who did not choose to make the expenditures pay for them? Any capital expenditures, the continuing merit of which is in doubt, might more appropriately be paid for by those who chose to make the expenditure. Moreover, this reservation accords with financial conservatism as a public debt based on unwanted capital expenditures is not of very good quality. Another more pragmatic qualification to this general principle is that short-lived capital expenditures may be more easily and appropriately fitted into current budgets than paid for by borrowing.

The solid financial position of the City along with application of the most current financial management practices has permitted the City to obtain very favorable bond ratings and, consequently, lower interest rates. The City has adopted the following policy statements as guidelines for the use of debt:

1. No borrowing of short-term debt for support of routine operations is to be used unless borrowing can be obtained at a lower rate of interest than invested funds and funds are not available for the routine operations.
2. Debt payment shall not exceed the anticipated useful life of an improvement and in no case exceed 30 years.
3. Bond issues shall be scheduled to level annual debt service requirements so that borrowing costs are minimized. This may be modified based on the express purpose of spreading improvement costs equally over a long period of time so that future citizens become responsible for portions of the cost.
4. Efforts shall be made to maintain or improve the City's bond rating.

## EXPLANATION OF BUDGETARY POLICIES AND BASIS

5. With each bond offering and at least annually, the City shall fully disclose its financial position and fiscal management practices.

The following policy statements have been adopted by the City as operating guidelines for the level of debt for all direct non-self-supported debt:

1. Direct, non-self-supported debt shall not exceed 3% of assessed valuation.
2. Direct, non-self-supported debt shall not exceed \$750 per capita.
3. Direct, non-self-supported and overlapping debt shall not exceed 5% of assessed valuation.
4. Annual debt service requirements shall not exceed 10% of the annual budget.
5. Average annual bond maturities shall not exceed 15 years.
6. Where required, debt services equal to the highest scheduled principal and interest payment shall be maintained (except assessment debt) or debt service reserve insurance will be obtained.

A summary of the City's outstanding long term debt related to capital improvement (except assessment debt) as of October 1, 1998 is as follows :

	Bonds <u>Outstanding</u>	Interest Rate <u>Range</u>	Final <u>Maturity</u>	<u>BOND RATING</u>	
				<u>Standard &amp; Poor's</u>	<u>Moody's</u>
General Obligation	\$ 62,900,000	4.00 - 7.00	2017	AA	Aa3
Excise Tax	30,575,000	2.50 - 6.60	2007	A+	A1
Water and Sewer	21,630,000	7.60 - 8.70	2001	AA-	Aa2
Tax Increment	5,950,000	4.70 - 6.20	2012	AAA	Aaa
Sunshine State Loan	<u>16,710,000</u>	Variable	2018	N/A	N/A
TOTAL	\$137,405,000				

General Obligation Bonds are secured by the full faith and credit of the City. The outstanding General Obligation Bonds will be repaid from ad valorem taxes or by the Water and Sewer Fund since a portion of the bonds in this latter category were issued to finance a portion of the City sewer system. The Excise Tax Bonds are secured by a pledge of certain utility service, cigarette, and franchise taxes. Water and Sewer Bonds are secured by a pledge of net revenues of the City's Water and Sewer System. Tax increment bonds are secured by property taxes and a secondary pledge of Parking revenue. Their bond rating is insured.

### FUND BALANCE POLICY

The City of Fort Lauderdale has established a practice of maintaining and ensuring minimum levels of fund balance. In the General Fund, the City budgets \$1.5 million as working capital in addition to a base level of \$1.5 million for contingencies. The amount of the budgeted fund balance is set by the Commission considering the need for unreserved, undesignated amounts against the political consideration of a reasonable property tax levy. In the enterprise funds, provision is made for operating working capital on top of amounts for debt service and replacement reserves.

---

# VISION STATEMENT

## CITY OF FORT LAUDERDALE

---

*In 1995, Fort Lauderdale citizens met as an American Assembly to take part in the process to develop the strategic guide for the City into the 21<sup>st</sup> century. The Assembly's objectives, to continue the forward momentum gained by the City's 1994 mission and to address current and future challenges, resulted in this vision:*

Fort Lauderdale, the "Venice of America", is a tropical paradise. Its beauty makes it truly distinctive, and the City offers residents and visitors a lasting warm and congenial lifestyle. Fort Lauderdale has become a model for other communities, which emulate not only its citizen involvement, but also its commitment to communication and participation in community planning.

Working relationships with other municipalities and agencies are strong, as we share information and resources for our mutual benefit, coordinate key services, and resolve current and future social service issues. Fort Lauderdale is a model of intergovernmental cooperation.

As the region's natural leader, Fort Lauderdale's prosperous commerce center is considered the hub of South Florida. The City is the governmental, financial and cultural center of the region. Its environment attracts and retains desired business and industry through well-trained, educated workers, available facilities, and other enhancements that encourage desirable development. Our downtown, with corporate headquarters, cultural aspects and amenities along the New River, uptown's dynamic business center, executive airport, an industrial commerce center, as well as our world renowned beach, provide a desirable setting for families to live, work and play.

Partnerships make it possible for Fort Lauderdale to achieve its successes. The high level of cooperation among residents, businesses, schools, religious organizations and the City allow the planning and implementation of programs that enhance the quality of life. Innovative projects have provided solutions to social and safety issues, such as homelessness and community policing. Quality of life, growth management and resource identification and allocation strategies have also been developed. Neighborhood organizations provide a voice for every household throughout the City. The network of neighborhood associations is a family that shared resources, collaborates with other organizations, and provides leadership to empower our entire City. Revitalization of the northwest and other areas of the City has transformed neighborhoods at risk into vibrant centers of economic and cultural richness.

Fort Lauderdale has attracted a diverse population and maintained a hometown feeling even as it provides improved access into and through the City. Neighborhoods are preserved and connected through improved streets and a network of pedestrian and bike paths. Our streetscape and natural habitat are sustained through our urban tree canopy, a source of great pride to the City. Public parks and recreation open space needs are met as we continue our focus on environmental awareness and responsibility. With unsurpassed natural beauty, our waterways provide commerce, employment and recreational activities. Water quality standards are among the highest in the country.

The unique needs of Fort Lauderdale's neighborhoods are met by a highly competitive urban school system, with facilities and resources which reflect the community's total commitment to excellence in education. Standards of excellence ensure students are prepared for life outside the classroom; parents and administrators are accountable for success. The City and the community, through commitments and bonds with educational institutions at all levels, have ensured a quality education is available to everyone.

The City is using rapidly changing technology to provide instant access to information and increased citizen awareness on many levels. We are recognized as one of the safest and cleanest cities in the United States, with residents and businesses creating a clean, safe environment in partnership with the City. Fort Lauderdale is truly a model City for the 21st century.



## Budget Process

<u>Month</u>	<u>Forecast Stage</u>	<u>Request Stage</u>	<u>Review Stage</u>	<u>Adoption Stage</u>	<u>Monitoring Stage</u>
OCT					Load Budget/FAMIS Roll Positions Prepare Budget Document Transmit Millage Monitoring Procedures Budget Adv. Board Mtgs
NOV					On-Line Review Review Requisitions Commission Agendas Publish Budget Document Budget Adv. Board Mtgs
DEC	Outline Process				On-Line Review Review Requisitions Commission Agendas Budget Adv. Board Mtgs
JAN	Prepare Forecast	Staff Meets with Advisory Boards for Community Group Funding Procedures			Budget Adv. Board Mtgs Budget Coordinators Mtg Review Requisitions Commission Agendas
FEB	Present Forecast to Department Heads	Reorganizations Position Changes Community Group Proposals			On-Line Review Review Requisitions Commission Agendas Budget Adv. Board Mtgs
MAR	Firm up Process Refine Forecast	Train Staff Load Reorganizations	Review Reorgs Community Group Presentations		On-Line Review Review Requisitions Budget Adv. Board Mtgs
APR	Prepare for Commission Workshop	Department Requests		Advisory Boards Recommendations	On-Line Review Review Requisitions Budget Adv. Board Mtgs
MAY	Commission Workshop		City Mgr Reviews Adjust for Commission Priorities	Commission Hears Advisory Boards Recommendations	On-Line Review Review Requisitions Budget Adv. Board Mtgs
JUN			Management Team Meetings		Revised Dept Projections Budget Adv. Board Mtgs
JUL			Balance the Budget	City Mgr Message Tentative Adoption	Budget Adv. Board Mtgs
AUG			Budget Adv. Board Recommendations	TRIM Notice	Revised Departmental Projections
SEP			Commission Workshop	Public Hearings TRIM Ad Final Adoption	Budget Amendments

**BUDGET PREPARATION AND IMPLEMENTATION CALENDAR  
FY 1998/99 OPERATING BUDGET**

<u>Date: 1997</u>	<u>Activity</u>
December 4	Departmental Budget Coordinators meeting to outline FY 1998/99 process.
<u>Date: 1998</u>	
January 12	Community Services Board discusses upcoming social/cultural funding process.
January 26	Economic Development Advisory Board discusses upcoming promotional process.
February 2-23	Departments meet with City Manager and Assistant City Managers.
February 12	Departments begin preparation of reorganizations, position changes, and temporary/part-time requests for FY 1998/99.
February 10	Budget Office presents preliminary budget forecast to department heads.
March	Training takes place for budget preparers.
April	Departments prepare budget requests.
April 13	Community Services Board adopts recommendations for social/cultural funding.
May	City Manager conducts budget reviews with each department.
June 23	Economic Development Advisory Board adopts recommendations for promotional funding.
June 9	City Commission Budget Workshop at Holiday Park.
July 1	Broward County Property Appraiser certifies the property tax roll.
July 21	City Manager presents his proposed budget.
August	Broward County distributes Truth in Millage (TRIM) notices to all property owners.
September 9	City Commission holds first public hearing and tentatively adopts millage rate and budget.
September 19	City advertises budget in newspaper of record to meet TRIM requirements.
September 23	City Commission holds second public hearing and adopts final millage rate and budget.
October 1	Beginning of the FY 1998/99 fiscal year.