

## OVERVIEW OF BUDGET GUIDELINES AND CONTROL

**THE BUDGET GUIDELINES AND CONTROL SECTION DESCRIBES OKLAHOMA CITY'S FINANCIAL PLANNING AND BUDGETING PRACTICES, INCLUDING STATE LAWS THAT AFFECT BUDGETING, HOW THE BUDGET MAY CHANGE DURING THE FISCAL YEAR, AND THE MAJOR FINANCIAL POLICIES AND PRACTICES OF THE CITY.**



# LEGISLATIVE REQUIREMENTS

## **OKLAHOMA STATE LAW ALLOWS FOR TWO METHODS OF BUDGETING. THE CITY OF OKLAHOMA CITY HAS CHOSEN THE FUND AND DEPARTMENT METHOD AND THESE ARE THE REQUIREMENTS:**

1. A budget that discloses the complete financial position and condition of the City must be prepared and submitted to the Mayor and City Council at least thirty days prior to the beginning of the fiscal year.
2. The budget must contain a summary, a message from the City Manager and a description of important budget features. Actual revenues and expenditures for the immediate prior fiscal year must be included along with the budgeted revenues and expenditures for the current year and estimated revenues and expenditures for the upcoming fiscal year.
3. The estimate of revenues and expenditures must be accounted for by fund and account. The budget of expenditures for each fund may not exceed the estimated revenues. No more than 10 percent of the total budget for any fund may be budgeted for miscellaneous purposes (e.g., contingencies and reserves).
4. No later than fifteen days prior to the beginning of the budget year, the Council must hold a public hearing on the proposed budget. The date, time and place of the hearing, along with a summary of the budget, must be published in a newspaper of general circulation no less than five days before the hearing. The proposed budget is available to the public at this time.
5. After the hearing and at least seven days prior to the beginning of the budget year, Council must adopt the budget.
6. The adopted budget must be filed with the State Auditor and Inspector and the City Clerk. The adopted budget becomes effective on the first day of the fiscal year.
7. No expenditures or encumbrances may exceed 90 percent of the appropriation for any fund until revenues, including the prior fiscal year's fund balance, in an amount equal to at least 90 percent of the appropriation for the fund are collected.
8. General obligation operating debt and deficit spending are prohibited. Oklahoma City's debt service requirements are, therefore, budgeted in a Debt Service Fund. Revenue bonds may be issued by Trusts and Authorities, while voter approved general obligation bond issues may be used to finance specific capital projects.
9. The Municipal Budget Act also allows cities to transfer funds between departments and/or between expenditure categories (i.e., Capital Outlay to Personal Services, Supplies to Capital Outlay, etc.). Since these transfers represent a deviation from the adopted budget, the City Manager reports these transfers to the City Council as an informational item. This practice keeps the governing body informed of necessary operational changes as the adopted budget is implemented.
10. Trusts that have been created to benefit the City are required to submit budgets, financial reports and related materials to the Mayor and City Council.

# LEVELS OF BUDGETARY CONTROL

**THE BUDGET IS ADOPTED BY THE MAYOR AND CITY COUNCIL BY FUND, DEPARTMENT AND EXPENDITURE CLASSIFICATION.**

**The following are the definitions for each classification:**

**Personal Services** are the costs of personnel, such as compensating City employees for salaries, wages, and employee benefits (social security, retirement, and insurance), the cost of health insurance for retired employees, and other personnel related costs such as uniform allowance.

**Other Services and Charges** are for expenditures for services (e.g., advertising, repairs, postage), contractual arrangements, and any other expenditures that are not applicable to the other classifications.

**Supplies and Materials** are items used to provide City services such as fuel, parts, and office supplies.

**Capital Outlay** is the purchase, construction or improvement of machinery and equipment, furniture, land, buildings, and similar assets. Capital outlay items have a useful life of over one year and a cost of \$7,500 or more. Definitions differ for grant and certain special revenue funds.

**Transfers** are payments to other funds or trusts related to the City. Some transfers are general fund subsidies to other City funds.

**Debt Service** is the payment of principal and interest on bonds that financed the purchase or construction of City facilities such as roads, buildings, and water supply systems.

Actual expenditures are charged to more detailed accounts. For example, the supplies and materials classification contains distinct object accounts for fuel, office supplies, computer supplies and other commodities.

Departments have the flexibility to shift funds between accounts within the same classification (e.g., from the fuel account to the office supplies account) or between organizational divisions in the same classification (e.g., from the Fire Department/ Administration Division's personal service classification to the Fire Department / Fire Suppression Division's personal service classification).

A department cannot exceed the adopted budget for any classification without either a budget amendment or an appropriately approved budget transfer.

## **Budget Transfers**

Transfers are more common than budget amendments and must be approved by the department (or, if funds are transferred from one department to another, by both departments), the Office of Management and Budget, the Finance Director, and in some cases, the City Manager. Transfers are reported quarterly to the Mayor and City Council for informational purposes.

## **Budget Amendments**

The Oklahoma Municipal Budget Act permits the City Council to amend the City's annual adopted budget. The budget may be amended for supplemental appropriations up to the amount of any additional revenues that are available due to:

1. Revenues received from unanticipated sources;
2. Revenues from anticipated sources in excess of unbudgeted estimates; or
3. Unanticipated, unencumbered cash balances on hand at the end of the previous fiscal year in excess of budgeted estimates.

The Oklahoma Municipal Budget Act also allows the City Council to take action, as it deems necessary, to amend the budget if it appears that projected revenues will be insufficient to meet appropriations.

The budget amendment must be adopted at a City Council meeting and filed with the City Clerk and the State Auditor and Inspector. In the event of a budget amendment, Oklahoma City incorporates the same public notice and public hearing practices used in the adoption of the original budget.

# ACCOUNTING BASIS

## **THE CITY OF OKLAHOMA CITY'S BUDGET IS BEST CHARACTERIZED AS BEING DEVELOPED ON A MODIFIED CASH AND EXPENDITURES/ENCUMBRANCES BASIS.**

The operating budget is an estimate of revenues and expenditures for one fiscal year. Only revenues expected to be received in cash during the year or soon thereafter are included in revenue estimates, as well as any fund balance that will be used for one-time expenditures during the coming year. Only amounts that will be spent or encumbered (under contract) by the end of the fiscal year are budgeted as expenditures. This is in conformance with the Oklahoma Municipal Budget Act that does not allow the City to incur operating fund obligations for more than one fiscal year.

Annual financial reports are prepared under the modified accrual and accrual basis of accounting, as required by Generally Accepted Accounting Principles (GAAP). The annual financial report also compares actual revenues and expenditures on the budgetary basis to the budget so that budget performance can be measured.

The City of Oklahoma City's budgetary basis of accounting differs from the basis of accounting required by GAAP for preparing the City's Comprehensive Annual Financial Report (CAFR). The major differences between the budgetary basis of accounting and the basis of accounting required by GAAP are listed in the following paragraphs. A reconciliation of the budgetary basis and GAAP basis fund balances is provided each year in the CAFR.

1. For budgetary purposes, only revenues expected to be received in cash during the year or soon thereafter are included in revenue estimates along with unreserved fund balance expected to be used during the coming year. For GAAP purposes, governmental fund type revenues are recognized when they are both "measurable and available" according to the modified accrual basis of accounting. Proprietary fund type revenues are recognized when earned according to the accrual basis of accounting.
2. For budgetary purposes, only amounts that will be spent or encumbered (under contract) by the end of the fiscal year are budgeted as expenditures. For GAAP purposes, governmental and proprietary fund type expenditures are recorded when incurred according to the modified accrual and accrual basis of accounting. Encumbered amounts are commonly treated as expenditures for budgetary purposes, while encumbrances are never treated as expenditures for GAAP purposes.
3. Transactions, such as transfers, classified as "other financing sources (or uses)" in the CAFR for GAAP purposes are classified as revenues and expenditures for budgetary purposes.
4. All City public trust revenues and expenses are incorporated for GAAP purposes but only included in budgetary revenues and expenses to the extent that transfers are budgeted from or to a City fund by the public trust.

## OVERVIEW OF FINANCIAL POLICIES AND PRACTICES

THIS SECTION DESCRIBES THE MAJOR POLICIES AND PRACTICES THAT GUIDE OKLAHOMA CITY'S FINANCIAL PLANNING AND MANAGEMENT. POLICIES ARE SHAPED BY STATE LAW AND ESTABLISHED BY THE MAYOR AND CITY COUNCIL. PRACTICES ARE DETERMINED BY CITY MANAGEMENT AND, WHILE OFTEN RATIFIED BY THE MAYOR AND CITY COUNCIL IN ANNUAL BUDGETING AND OTHER MAJOR DECISIONS, HAVE NOT BEEN ADOPTED AS POLICIES.

The financial policies and practices described in this section address:

**Budgeting and Financial  
Planning**

**Capital Planning**

**Revenue**

**Investments**

**Debt Management**

**Procurement**

**Accounting and Auditing**

# BUDGETING AND FINANCIAL PLANNING POLICIES

**A RESOLUTION ADOPTING BUDGETING AND FINANCIAL PLANNING POLICIES, ADOPTED BY THE CITY COUNCIL MARCH 27, 2018, REQUIRES THAT THE CITY MANAGER PREPARE AND SUBMIT THE PROPOSED BUDGET IN ACCORDANCE WITH THE FOLLOWING POLICIES. A STATEMENT OF COMPLIANCE AND TABLE CAN BE FOUND ON PAGES F20-F21.**

1. **Balanced Budget.** Under Title 11, Oklahoma statutes, Section 17-206, the budget of expenditures for a fund may not exceed the estimated revenues, including budgeted fund balance, for the fund.
2. **Municipal Budget Act.** The City of Oklahoma City originally chose to begin using and complying with the Municipal Budget Act (Title 11 Sections 17-201 through 17-218) on December 18, 1979 (Item VIII. B.) for its budget process. The City will continue to follow the provisions and requirements of the Municipal Budget Act in its annual budgeting process.
3. **Borrowing for Operations.** The City will not borrow from any external source to fund ongoing operations.
4. **Fund Balance.** Fund Balance should not be budgeted as revenue to support ongoing operations in the annual budget. Fund Balance may be budgeted to fund one-time expenditures such as capital projects. Fund balance may be drawn upon for cash flow needs, and may be used as revenue without amending the budget if other revenue sources in total fall short of the estimate used in the adopted budget.
5. **Reserves.** To provide cash flow, to meet unexpected needs, and to minimize the disruption caused by decreases in revenues over the course of a fiscal year, City operating funds should maintain two types of reserves: contingency and operating reserve.
  - a. **Contingency.** Each City fund should include an appropriation adequate to fund a contingency account of a targeted amount of two percent of the fund's budgeted expenditures. As needs arise, appropriations may be transferred from the contingency account within legal and procedural limitations on transfers. The Municipal Budget Act specifies that no more than ten percent of the total budget may be budgeted for miscellaneous purposes. This account would count as a miscellaneous purpose under the Municipal Budget Act because what it will be used for cannot be known.
  - b. **Operating Reserve.** Operating reserve is the fund balance carried forward into the next fiscal year that is not budgeted. Each city fund will maintain an operating reserve, although the requirements for operating reserve differ depending on the type of fund.
    - i. **General Fund:** The General Fund shall maintain operating reserves at the beginning of each fiscal year in the amount of no less than fourteen percent and no more than twenty percent of the total General Fund budget for that fiscal year. This equates to maintaining approximately two months of expenditures in operating reserves. The Government Finance Officers Association (GFOA) recommends a minimum of two months' worth of expenditures be maintained in operating reserve. General Fund operating reserves should be counter cyclical; reserve requirements are higher when the financial condition of the City is better so that operating reserves may be drawn down should the financial condition worsen. If the operating reserve falls outside of the fourteen to twenty percent range, the City Manager will recommend appropriate action to address the situation. Should operating reserve fall below the minimum level it will be the goal of the City to restore the operating reserve back to the minimum level within two years. Should the operating reserve exceed the recommended maximum level the City Manager may recommend it be used to fund one-time expenditures, such as capital projects.

- ii. **Other Funds:** Any fund that supports personnel or other ongoing operating expenditures shall maintain operating reserves at a target level of five to twenty percent of the total budgeted expenditures of the fund for the ensuing fiscal year. For the purposes of this section, “budgeted expenditures” means total budgeted expenditures and budgeted transfers to other funds for the ensuing fiscal year for a fund. City enterprise funds that are fully supported by a trust of the City, such as the Oklahoma City Water Utilities Trust, Oklahoma City Airports Trust or the Oklahoma City Environmental Assistance Trust, are excepted from this operating reserve requirement. Funds that are fully supported by a trust will follow the trust policy for operating reserve requirements.
  - c. **Reporting requirements:** The City Manager shall notify the Mayor and Council of reserve and contingency levels for all funds in the proposed budget.
- 6. Performance-based Budget.** The City Manager shall develop and present a budget that includes meaningful measures of the performance of City government in meeting its various service demands. Such measures should be tied to individual programs, address specific services or functions and should measure the effectiveness and efficiency of services delivered rather than only the workload generated. Historical performance measures data and performance targets for the coming fiscal year shall be transmitted to the Mayor and City Council along with the proposed budget. The same information should be published in the Annual Budget Book. The City Manager shall take into account the validity of the measures and the ability of departments to meet the expected level of performance in allocating funds in the proposed budget.
- 7. Scope of Budget.** The annual budget shall estimate revenues and make appropriations for spending on all city, state, and federal funds estimated to be available to the City during the fiscal year.
- a. Several funds within the budget have differing controls over them than the adopted budget. These are Grant Funds, the Debt Service Fund and the Bond Fund. While appropriations for these funds are contained in the annual budget, they are controlled by different sources than the annual budget.
    - i. The annual budget will contain an estimate of revenues and expenditures in the federal, state and private grant funds; however, the control on those funds is at the individual grant level, not at the broader fund level.
    - ii. The Debt Service Fund, also referred to as the Sinking Fund, will be included in the annual budget, however, it is the County Excise Board which approves the final Debt Service budget. The Finance Department will amend the annual budget to bring it in line with the final budget approved by the County Excise Boards for the counties in which Oklahoma City is located; however, it is that budget and state law which governs the Debt Service Fund budget.
- 8. Annual Budget Book.** In addition to the annual budget adopted by the City Council, the City shall make available an Annual Budget Book on the City’s website. This book shall include such additional information as may be useful to citizens, including information on programs, performance and staffing levels.
- 9. Appropriations for Fiscal Year.**
- a. **Level of control.** The annual budget shall be filed with the State Auditor and Inspector as required by Title 11 Oklahoma Statutes, Section 17-209, to the level of specificity required by Title 11 Oklahoma Statutes, Section 17-213. The annual budget shall make appropriations specific to the fund, department and general character of expenditure. Funds may be encumbered in accordance with Title 62 Oklahoma Statutes, Section 310.2 and the City Charter and Code, provided that the unencumbered unexpended balance of the appropriation as a whole is not exceeded.
  - b. **Transfers.** The Oklahoma Municipal Budget Act (Oklahoma Statutes Title 11, section 17-201 et. seq)

provides for certain transfers of unexpended and unencumbered appropriations by the chief executive officer or designee as authorized by the governing body. In order to streamline the process and decrease delays in processing, the following procedure is put in place:

- i. The City Manager may authorize transfers of any unexpended and unencumbered appropriation or any portion thereof from one account class (categories of budget as described in the Municipal Budget Act) to another within the same department or from one department to another within the same fund (except that no appropriation for debt service or other appropriation required by law or ordinance may be reduced below the minimum required).
  - ii. The City Manager may designate the Assistant City Managers to authorize transfers.
  - iii. The Finance Director may authorize transfers between account classes within any department within the same fund.
  - iv. The City Manager will inform the Council of all transfers through regular City Manager reports on adjustments to the budget by transfers.
- c. **Lapsed appropriations.** The fiscal year ends on June 30th. State law, under Title 62 of Oklahoma Statutes Section 310.4, provides a 90 day period from June 30th to September 30th where claims for payment for goods or services ordered in the previous fiscal year can be made against appropriations from the prior fiscal year. After that time, no further claims can be made against prior year appropriations.

**10. Budget Amendments.** The annual budget shall be amended in accordance with Title 11 Oklahoma Statutes, Section 17-216.

- a. The governing body may amend the budget to make supplemental appropriations to any fund up to the amount of additional revenues which are available for current expenditures for the fund due to:
  - i. Revenues received or to be received from sources not anticipated in the budget for that year;
  - ii. Revenues received or to be received from anticipated sources but in excess of the budget estimates therefor; or
  - iii. Unexpended and unencumbered fund balances on hand at the end of the preceding fiscal year which had not been anticipated or appropriated in the budget. Any appropriation authorizing the creating an indebtedness shall be governed by the applicable provisions of Article 10 of the Oklahoma Constitution.
- b. If at any time during the budget year it appears probable that revenues available will be insufficient to meet the amount appropriated, or that due to unforeseen emergencies there is temporarily insufficient money in a particular fund to meet the requirements of appropriation for the fund, the governing body shall take action as it deems necessary. For that purpose, it may amend the budget to reduce one or more appropriations or it may amend the budget to transfer money from one fund to another fund, but no appropriation for debt service may be reduced and no appropriation may be reduced by more than the amount of the unencumbered and unexpended balance thereof. No transfer shall be made from the debt service fund to any other fund except as may be permitted by the terms of the bond issue or applicable law.



- c. A budget amendment as provided in this section authorizing supplemental appropriations or a decrease in the total appropriation of funds shall be adopted at a meeting of the governing body and filed with the municipal clerk and the State Auditor and Inspector.

Any resolution amending the budget of any fund to recognize and appropriate fund balance shall state the reason for the amendment and the estimated impact upon reserve levels.

11. **Long-Term Planning.** The City Manager shall, at least, every other year prepare and transmit to the Mayor and City Council a forecast of City revenues and expenditures for the ensuing five years, and the major financial policy issues likely to be addressed in that five-year period.
12. **Decentralization.** The City Manager shall make every effort to involve departments in the preparation of the proposed budget and to give managers maximum legal flexibility in encumbering and expending funds once the budget is adopted. See e.g., Title 62 Oklahoma Statutes, Section 310.2.
13. **Capital Expenditure.** Capital expenditure is the cost of new construction, renovation, acquisition or capital maintenance of City infrastructure, facilities, or other capital investments, to ensure the continuation of service, enhance operations and promote economic development. The City will make efforts to fund capital expenditures through an increase in General Fund spending and commitment of “non-recurring” revenue sources. As a target, the City will work to budget 1-3% of the General Fund for capital expenditures.
14. **Capital Planning.** Every other year, the City Manager shall submit a five-year capital improvement plan to the Mayor and City Council. This plan shall seek to assure the adequate condition and sustainability of the City’s infrastructure, facilities, and capital investments. The Plan should also address the City Council’s priorities, federal and state mandates, and be in compliance with the City’s current comprehensive plan.
15. **Arbitrage Compliance.** To comply with federal regulations on interest earnings on tax-exempt bonds the City shall annually project payments to the federal government for arbitrage penalties, rebates and other payments for the next five years. Funds that owe arbitrage penalties will pay their own costs each year.
16. **Cost Allocation Plan.** The City Manager shall annually prepare and distribute a cost allocation plan. This plan should allocate the costs of the various administrative departments among all departments offering direct service to the public. The plan should conform to all requirements of federal funding agencies regarding such plans. The plan should be as simple as possible while maintaining equity. In preparing the cost allocation plan, the City Manager shall solicit input from both the administrative departments whose costs are allocated and the direct service departments to which costs are allocated. The City Manager may determine which allocated costs are paid from one department or fund to another based on ability to pay, but shall maintain equitable treatment of all departments or funds.
17. **Interest and Investment Income.** Interest and investment income earned by each fund shall be deposited in the same fund. All interest and investment income shall have the same purpose as that of the fund.
18. **Revenues.** The City must be sensitive to the balance between the need for services and the City's ability to support those services.
  - a. **Mix of Revenues.** The City should strive to maintain a diversified mix of revenues in order to balance the sources of revenue amongst taxpayers and to provide ongoing stability and predictability. The City will strive to keep a total revenue mix that encourages growth, and keeps Oklahoma City economically competitive and a city of choice for people to live and do business.

**b. Charges for Services.** As much as is reasonably possible, City services that provide direct benefit should be supported by fees and charges in order to provide maximum flexibility in use of general City taxes to meet the cost of services of broader public benefit. Fees should recover full costs, including all direct costs, capital costs, department overhead, and Citywide overhead. Departments that impose fees or service charges should prepare and periodically update cost-of-service studies for such services.

**19. Retirement Contributions.** The City shall provide its share of contributions to the City's Police and Fire retirement systems in accordance with the state statutes establishing each system. Consistent with §40-62(b) of the Municipal Code, the City shall provide the actuarially determined contribution for all employees covered by the Oklahoma City Employee Retirement System (OCERS) to maintain a fully funded position, as determined in the annual report from the OCERS actuary, up to a maximum of ten percent.

### Glossary

1. Account - An entity for recording specific revenues or expenditures, or for grouping related or similar classes of revenues and expenditures and recording them within a fund or department.
2. Account class – A category of expenditures used in the budget and based on the Municipal Budget Act. Specifically, Personal Services, Other Services and Charges, Materials and Supplies, Capital Outlay, Debt Service and Transfers.
3. Appropriated fund balance - Any fund balance appropriated for a fund for the budget year.
4. Appropriation - An authorization to expend or encumber revenues and fund balance of a fund.
5. Budget - A plan of financial operations for a fiscal year, including an estimate of proposed expenditures for given purposes and the proposed means for financing them.
6. Budget summary - A tabular listing of revenues by source and expenditures by fund and by department within each fund for the budget year.
7. Budget year - The fiscal year for which a budget is prepared or being prepared.
8. Capital project - A project to acquire, develop, improve, or maintain City infrastructure, facilities, and/or capital assets (long-term investments held for a period of more than one year).
9. Chief executive officer - The mayor of an aldermanic city or a strong-mayor-council city, the mayor of a town, or the city manager or chief administrative officer as it may be defined by applicable law, charter or ordinance.
10. Current year - The year in which the budget is prepared and adopted, or the fiscal year immediately preceding the budget year.
11. Contingency – A specific account that is budgeted that is for unanticipated expenditures.

12. Deficit - The excess of a fund's current liabilities and encumbrances over its current financial assets as reflected by its books of account.
13. Department - A functional unit within a fund which carries on a specific activity, such as a fire department or a police department within a general fund.
14. Estimated revenue - The amount of revenues estimated to be received during the budget year in each fund for which a budget is prepared.
15. Fiscal year - The annual period for reporting fiscal operations which begins and ends on dates as the Legislature provides or as provided by law.
16. Fund - An independent fiscal and accounting entity with a self-balancing set of accounts to record cash and other financial resources, together with all liabilities, which are segregated for the purpose of carrying on specific activities or attaining certain objectives.
17. Fund balance - The excess of a fund's current financial assets over its current liabilities and encumbrances, as reflected by its books of account.
18. Governing body - The city council of a city, the board of trustees of a town, or the legislative body of a municipality as it may be defined by applicable law or charter provision.
19. Immediate prior fiscal year - The year preceding the current year.
20. Levy - To impose ad valorem taxes or the total amount of ad valorem taxes for a purpose or entity.
21. Operating reserve - That portion of the fund balance which has not been appropriated in a budget year.
22. Municipality - Any incorporated city or town.

# CAPITAL PLANNING

**OKLAHOMA CITY'S CAPITAL PLANNING PROCESS IS GOVERNED BY ORDINANCES AND RESOLUTIONS ADOPTED BY THE CITY COUNCIL. THE CAPITAL PLANNING POLICIES ARE SUMMARIZED BELOW:**

1. The Capital Improvement Plan (CIP) covers five years and is prepared every two years.
2. The CIP identifies projects and includes estimated capital cost, operating cost impact, justification, relationship to adopted plans and policies, and proposed sources of funding.
3. Project evaluation criteria are established by the City Manager.
4. The CIP is sent to applicable boards, trusts, authorities and commissions for review and comment prior to its adoption. Comments and recommendations need not be incorporated in the plan.
5. The City Council adopts the CIP after at least one public hearing with adequate notice to citizens of hearing time and place.
6. The CIP may be amended by the City Council. Amendments may change the priority for a project, change the proposed commencement year, or increase the estimated cost.
7. Projects may be added to the CIP by the City Council after recommendation by the City Manager, review by appropriate boards, trusts, authorities and commissions, and a public hearing.

**THE CITY MANAGER PROVIDES THE CITY COUNCIL PERIODIC PROGRESS REPORTS ON THE STATUS OF CAPITAL IMPROVEMENT PROJECTS.**

# REVENUE

**OKLAHOMA CITY'S AUTHORITY FOR GENERATING REVENUE IS LIMITED BY STATE LAW. SPECIFIC USER FEES ARE SET BY THE CITY COUNCIL, WHILE MUNICIPAL TAXES REQUIRE VOTER APPROVAL.**

## REVENUE POLICIES SUMMARIZED

1. The City sales tax rate is currently established at 4.125%. Of this amount, the General Fund receives 2.25%, the Public Safety Sales Tax Fund receives 0.75%, divided equally between the Police and Fire Departments, the Oklahoma City Zoo receives 0.125%, and 1.00% is dedicated to Better Streets Safer City.
2. The hotel tax collection rate is established at 5.5% of gross receipts of all room rentals at the sales value of the room. Collections are dedicated to promoting convention and tourism and to capital improvements at the fairgrounds.
3. Occupational taxes and utility taxes and fees are established at various rates.
4. User fees are established and revised by the City Council. The City Code includes a general schedule of fees which is updated by ordinance each time fees change.
5. Fees, penalties, and assessments for late payment are authorized by the various provisions establishing fees and taxes.

## REVENUE PRACTICES

1. Revenues are estimated annually.
2. Efforts are made to diversify revenues.
3. User charges are reviewed periodically and recommendations to increase or decrease charges are based on the following:
  - a. The history of charge levels, including how long present charges have been in place.
  - b. For charges that defray all or part of the cost of delivering a service, how revenues compare to costs.
  - c. How City charges compare to those of surrounding and comparable cities.
  - d. The potential impact on the City, the local economy and on individuals and firms who will pay the charge.
4. Increases to user charges are to be implemented incrementally whenever possible.

Sales, use and hotel tax revenues are monitored and reported to the City Manager, the Mayor and City Council each month. Total City revenues are monitored, analyzed and reported to the City Manager monthly and to the Mayor and City Council periodically.

# INVESTMENT

## THE CITY TREASURER FOLLOWS THREE MAJOR PRIORITIZED OBJECTIVES IN INVESTING THE CITY'S FUNDS: SAFETY, LIQUIDITY AND RETURN ON INVESTMENTS.

The City Council approved a revised and updated investment policy effective March 22, 2011. The City's investment policy incorporates City Charter, Municipal Code and statutory requirements and recognizes standards promulgated by the Government Finance Officers Association and the Association of Public Treasurers of the United States and Canada. In accordance with this policy, the City Treasurer follows three major prioritized objectives in investing the City's funds: safety, liquidity and return on investments.

**Safety.** Safety of principal is the foremost objective of the City's investment program. Investments of the City shall be undertaken in a manner that seeks to ensure the preservation of capital of the portfolio. This objective will be to minimize credit risk and interest rate risk.

**Liquidity.** The City's investment portfolio shall at all times be sufficiently liquid to enable the City to meet all operating cash flow needs that are reasonably anticipated. This will be accomplished by structuring the portfolio so that securities mature concurrent with cash needs to meet anticipated demands.

**Return on Investments.** The City's investment portfolio shall be designed with the objective of attaining a market rate of return throughout budgetary and economic cycles, taking into account the City's investment risk constraints, liquidity needs and cash flow characteristics of the portfolio. Return shall be subordinate to safety and liquidity.

The Charter of Oklahoma City Article IV, § 13, provides for the investment of municipal funds in the custody of the City Treasurer upon the direction of the Council and only in such securities as are provided by the Constitution and the laws of the State of Oklahoma for the investment of the municipal funds. The statutes that bear on the investment of municipal funds are 62 O.S. Supp. 2000 § 348.1; 62 O.S. Supp. 2000 §§ 348.3 and 62 O.S. Supp. 2000 §§ 517.1 et seq. The City Manager is authorized to appoint Assistant City Treasurers to assist with the function of the City Treasurer and perform the duties of City Treasurer in absence or incapacity as specified in the Oklahoma City Municipal Code, § 2-232 (2002). In accordance with these provisions, the City Treasurer and Assistant City Treasurers will authorize all purchases, sales and trades of investments in accordance with the scope, objectives and covenants of the policy including those recommended by any independent professional investment consultants hired by the City. The City Treasury personnel involved in the investment process shall act responsibly as custodians of public funds. The City Treasurer shall be responsible for all transactions undertaken and shall establish a system of controls and procedures to regulate the activities of assistants and any independent professional investment consultants.

The City Treasury personnel who have authority to invest public funds, make wire transfers, or who have signatory authority for depository accounts are required to be bonded in accordance with the Oklahoma City Municipal Code, § 2-233 (2002). The City Treasurer and a designee of the City Manager's Office will review all investment transactions.

The City currently invests in short-term U.S. Treasury securities, callable and non-callable agencies, collateralized or insured certificates of deposit, collateralized savings accounts, money market funds repurchase agreements and prime commercial paper. Repurchase agreements are fully collateralized by U.S. Treasury securities and agencies under a master repurchase agreement.

The City's basic investment strategy is to structure the investment portfolio to meet various cash flow needs and attain a market-average rate of return.

Through historical experience, the Treasurer has documented the on-going cash flow needs of the City (e.g. bi-weekly payroll, vendor payments, debt service payments, and capital project requirements). In most instances, investment maturities are laddered to cover specific, known cash flow requirements throughout the year, such as debt service payments and capital improvement program expenditures. Short term investments, including money market funds, high balance savings accounts and prime commercial paper are maintained for liquidity.

This portfolio strategy allows the City to meet liquidity requirements and provides the City reasonable rates of return under various market conditions. The portfolio is structured within the maturity and type limitations described below.

## MATURITY LIMITATIONS

Percentage of Total Invested Principle

	<u>MAXIMUM %</u>	<u>MINIMUM %</u>
0-1 Year	100%	5%-25%
1-3 Years	90%	0%
3-5 Years	90%	0%

## INVESTMENT TYPE LIMITATIONS

Percentage of Total Invested Principal

	MAXIMUM %	MINIMUM %
Repurchase agreements	100%	0%
U.S. Treasury Securities*	100%	0%
Certificates of deposit	50%	0%
Money market funds	100%	0%
Savings account	100%	0%
U.S. non-callable agencies securities	100%	0%
U.S. callable agencies securities	20%	0%
Prime commercial paper	7.5%	0%
Direct City debt obligation and judgments	5%	0%

\*Includes SLGS

The investment policy also has additional provisions pertaining to the following:

- Standard of care
- Ethics and conflict of interest
- Authorized depository institutions/financial dealers
- Collateralization
- Safekeeping and custody
- Delivery versus payment
- Internal controls
- Investment committee
- Investment procedures
- Record keeping and reporting
- Interest earnings
- Competitive selection of investments
- Performance standards
- Bond fund proceeds
- Policy adoption
- Advance refunding escrows

# DEBT MANAGEMENT

**DEBT ISSUANCE IS CONTROLLED BY THE RELEVANT PROVISIONS OF STATE STATUTES, CITY CHARTER, CITY CODE, AND BOND INDENTURES.**

**THE CITY AND THE PUBLIC TRUSTS, OF WHICH THE CITY IS A BENEFICIARY, ISSUE THE FOLLOWING TYPES OF BONDS:**

1. **General Obligation Bonds.** The City may issue general obligation bonds that have been approved by a majority of the voters for various municipal improvements. These bonds are backed by the full faith and credit of the City, are retired from a property tax levy, and must be sold at competitive public sale.
2. **Revenue Bonds.** The City has created a number of trusts to finance City services that have issued revenue bonds to acquire assets or construct improvements. The debt of these trusts does not constitute debt of the City and is payable solely from the resources of the trusts. Relevant State statutes, the trust indenture, and the bond indenture govern the terms of these revenue bond issues.

Under City policy, professional consulting services for the issuance of the debt (bond counsel, bond underwriters, and financial advisors) will be selected through an open and fair process in accordance with the Council approved "Administrative Guidelines and Procedures for Selection of Professional Consulting Services."

**THE CITY'S CAPITAL FUNDING AND DEBT MANAGEMENT PRACTICES ARE DESIGNED, AS FOLLOWS:**

1. To maintain a balanced relationship between issuing debt and pay-as-you-go financing.
2. To use debt only for capital projects that cannot be financed from current revenues.
3. To schedule maturities of debt so as not to exceed the expected useful life of the capital project or asset(s) financed.
4. To maintain and improve current bond ratings so that borrowing costs are minimized and access to credit is preserved. Good communication with bond rating agencies will be maintained and the City will follow a policy of full disclosure on official bond statements.
5. To actively monitor its investment practices to ensure maximum returns on its invested bond proceeds while complying with Federal arbitrage requirements.



# PROCUREMENT

## THE CITY COUNCIL HAS ADOPTED THE FOLLOWING PURCHASING POLICIES:

1. Comply with all pertinent state and local legal requirements governing purchasing.
2. Act to purchase for the City the highest quality in supplies and contractual services at the least expense consistent with prevailing economic conditions, while establishing and maintaining a reputation of fairness and integrity.
3. Endeavor to obtain as full and open competition as possible on all purchases and sales, and to competitively bid all formal contracts without undue restrictions and with open competition.
4. Provide a fair and equal opportunity to all vendors.
5. Maximize the possibilities of buying in large quantities, so as to take full advantage of discounts.
6. Strive to process all payments due vendors promptly and without unnecessary delay.
7. Obtain the greatest possible revenue from the disposal of surplus or obsolete materials and equipment.
8. Conduct the entire process of public purchasing in an open, impartial and ethical manner. In this regard, this policy prohibits the acceptance of gratuities, gifts or other favors that might raise questions concerning the impartiality of the process.
9. Maintain accountability through a system of checks and balances, stringent accounting and budget controls and periodic reports to supervising officials.
10. Keep abreast of current developments in the field of purchasing, pricing, market conditions and new product development, and to secure for the City the benefits of any research done in the field of purchasing.
11. The City Manager, with the assistance of the Municipal Counselor and City Auditor, has issued a City of Oklahoma City Purchasing Policies and Procedures Manual to all departments based on the formal policies established by the City Council.
12. The City Manager shall amend the manual as required by changes in pertinent law, ordinances or operating procedures.

# ACCOUNTING AND AUDITING

## FINANCIAL REPORTING

1. The City's approach to financial reporting and disclosure is comprehensive, open and accessible. The objective of financial reporting activities is to provide interested parties with accurate, timely and understandable information concerning the City's financial operations and results.
2. The City has a comprehensive accounting information system. Interim financial statements provide City management, the Mayor and City Council with regular financial analyses. The City's accounting and financial reporting comply with Generally Accepted Accounting Principles (GAAP).
3. The City produces a Comprehensive Annual Financial Report (CAFR) for the City and the Oklahoma City Employee Retirement System and annual reports for major public trusts, in accordance with state and federal law. This reporting attempts to meet or exceed industry standards (established by the Governmental Accounting Standards Board) for financial reporting. The CAFR encompasses the City and related public trusts, associations, foundations, etc. as determined to comprise the City's reporting entity and over which the City exercises accountability and serves as the City's primary external reporting document.
4. The City also produces financial reports meeting regulatory requirements for secondary market disclosure, as determined by the Securities and Exchange Commission and other financial documents required to maintain the City's regulatory compliance.

## INTERNAL CONTROLS

1. The City's internal control environment is designed to safeguard City assets and provide reliable financial records. Reasonable assurances are provided through implementation of the following internal controls.
  - a. Transactions are executed in accordance with City Council and/or management's general or specific authorization.
  - b. Transactions are recorded as necessary to permit preparation of financial statements in conformity with GAAP or other criteria applicable to such statements and/or to maintain accountability for assets.
  - c. Access to assets is permitted only in accordance with the City Council and/or management's authorization.
  - d. The recorded accountability for assets is compared with the existing assets at reasonable intervals and appropriate action is taken with respect to any differences.
2. The City's internal controls are reviewed annually as a part of the independent audit and in compliance with federal and state regulations. Internal controls are also routinely reviewed by internal auditors. The City implements cost effective management and internal control recommendations.

## AUDITING

1. By City Council resolution, the Audit Committee Charter was established as a standing committee of the City Council.
2. The Audit Committee reviews matters relating to internal and external auditing and the City's system of internal controls. The Audit Committee promotes cooperation among auditors and management, preserves the independence of the auditing function and ensures that appropriate action is taken on audit findings.
3. The City Charter and Oklahoma Statutes require an annual independent audit. Statutes also require annual audits of active public trusts. The City and its public trusts comply with audit requirements.
4. The City's independent auditor is competitively selected based on technical qualifications to obtain qualified audit services at the lowest cost to the City.
5. By City Council resolution, public trusts of which the City is the beneficiary are encouraged to use the independent auditor competitively selected by the City. The City complies with the Single Audit Act which requires that a comprehensive audit of federal funds be conducted in conjunction with the City's annual financial audit associated with the CAFR.
6. The City Auditor is appointed by the Mayor and City Council. The position of City Auditor is established by the City Charter and the office has been confirmed and established by ordinance as the Auditing Department. The Auditing Department and the City Auditor are a part of the Division of Public Affairs whose duties and responsibilities as established by the City Charter or related ordinance include, but are not limited, to the following:
  - a. determine whether management has established and complied with procedures and practices to ensure that:
 

City operations are being conducted efficiently and effectively, in a manner consistent with the intended objectives of the governing body and in compliance with applicable laws and regulations; resources, including funds, contractual rights, property and personnel, are adequately safeguarded; and financial and management records and reports disclose fairly, accurately and completely all information that is required by law, that is necessary to assess the City's financial position and that is necessary to understand and evaluate the results of operations.
  - b. evaluate and report on the adequacy and effectiveness of the internal control structure established and utilized over the payment of municipal funds;
  - c. attend bid openings and verify the correctness, completeness and accuracy of bids received; and
  - d. receive and file annually property inventories.
7. The Office of the City Auditor develops an audit plan which is submitted for the review and approval of Mayor and Council. The Comprehensive Audit Plan is a detailed work program that allocates the professional hours available among specified audit engagements.
8. Policies and procedures adopted by resolution of Mayor and Council direct that the operations of the Office of the City Auditor shall be conducted in accordance with government auditing standards.

# STATEMENT OF COMPLIANCE WITH BUDGETING AND FINANCIAL PLANNING POLICIES

**A RESOLUTION ADOPTING BUDGETING AND FINANCIAL PLANNING POLICIES, ADOPTED BY THE CITY COUNCIL MARCH 27TH, 2018 REQUIRES THAT THE CITY MANAGER PREPARE AND SUBMIT THE PROPOSED BUDGET IN ACCORDANCE WITH THE POLICIES SPECIFIED BY THE RESOLUTION AND THAT THE PROPOSED BUDGET INCLUDE A STATEMENT OF THE EXTENT TO WHICH IT COMPLIES WITH THOSE POLICIES.**

## SUMMARY OF BUDGET REQUIREMENTS

1. **Scope of Budget.** This budget complies with the policy requiring that all City funds be budgeted.
2. **Appropriations for Fiscal Year.** The budget complies with policy requirements regarding level of budgetary control and appropriations lapsing at the end of the fiscal year.
3. **Financial Forecast.** Information from the five-year financial forecast, required at least every two years, was last presented to Council in February.
4. **Decentralization.** This budget was prepared with department involvement as required by the policy.
5. **Performance-based Budget.** This budget includes measures of performance and has considered them when allocating funds, as required by the policy.
6. **Operating Reserves.** The policy requires each City fund to maintain two types of reserves: fund balance and contingency.
  - **Contingency.** Each City fund should include an appropriation adequate to fund a contingency account of a targeted amount of 2% of the fund's budgeted expenditures. Refer to the Table of Compliance for contingency levels for each operating fund.
  - **Fund Balance.** Fund Balance is an unbudgeted reserve which may be drawn upon for cash flow needs, and may be used as revenue without amending the budget if other revenue sources in total fall short of the estimate used in the adopted budget. The policy states that Fund Balance should not be used to fund on-going operations and this budget meets this requirement.
  - **General Fund.** The General Fund shall maintain reserves at the beginning of each fiscal year in the amount of no less than fourteen percent and no more than twenty percent of the total General Fund budget for that fiscal year. This equates to maintaining approximately two months of expenditures in operating reserves. For the purposes of this section, "budgeted expenditures" means total budgeted General Fund expenditures and budgeted transfers to other funds for the ensuing fiscal year.
  - **Other Funds.** Any fund that is not partially funded through transfers from the General Fund and supports personnel or other ongoing operating expenditures shall maintain reserves at a target level of five to twenty percent of the total budgeted expenditures of the fund for the ensuing fiscal year. City enterprise funds that are fully supported by a trust of the City are excepted from this operating reserve requirement. Funds that are fully supported by a trust will follow the trust policy for operating reserve requirements.
8. **Borrowing for Operations.** This budget will not require any fund to borrow for ongoing operations.
9. **Balanced Budget.** The budget is balanced in accordance with the Municipal Budget Act. Estimated revenues, including budgeted fund balance, meet or exceed anticipated expenditures.
10. **Capital Expenditures.** City policy is that non-recurring revenue be used for capital and one-time expenses. As a target, the City works to budget 1-3% of the General Fund for capital expenditures.
11. **Cost Allocation Plan.** A cost allocation plan was prepared, distributed to departments, and used as the basis for determining Administrative Service Chargebacks as required by policy.
12. **Interest and Investment Income.** Interest and investment income earned by each fund shall be deposited in the same fund.
13. **Budget Amendments.** If budget amendments are necessary, they will be conducted as required by policy.

## TABLE OF COMPLIANCE WITH RESERVE POLICY

Operating Only		FY19 Adopted Budget	FY19 Budgeted Contingency (a)	Contingency as a % of Budget (b)	Projected Unbudgeted Fund Balance (c)	Fund Bal. as a % of Budget (d)
(e)	General Fund	\$459,961,443	\$7,532,619	1.64%	\$81,208,698	17.66%
(g)	Asset Forfeiture Fund	\$1,883,259	319,292	16.95%	\$2,243,573	119.13%
	Court Admin. and Training Fund	230,000	6,400	2.78%	646,909	281.26%
	Fire Sales Tax Fund	45,902,026	2,564,420	5.59%	8,868,832	19.32%
(e,g)	Hotel/Motel Tax Fund	12,902,834	0	0.00%	5,892,835	45.67%
(e,g)	MAPS Operations Fund	647,975	0	0.00%	1,129,167	174.26%
(e)	MAPS 3 Use Tax	22,225,071	0	0.00%	5,811,335	26.15%
(g)	Medical Service Program Fund	6,961,462	2,143,651	30.79%	5,802,407	83.35%
(g)	Police Sales Tax Fund	42,602,395	1,345,001	3.16%	11,871,877	27.87%
(g)	Stormwater Drainage Fund	18,299,728	504,659	2.76%	8,873,239	48.49%
(e,f,i)	Zoo Sales Tax Fund	14,431,659	0	0.00%	0	0.00%
<b>Funds Supported by the General Fund or Other Entities (h)</b>						
(i)	Airports	\$18,885,034	\$336,882	1.78%	\$440,777	2.33%
	Emergency Management Fund	8,489,785	273,961	3.23%	442,529	5.21%
	Internal Service Fund	53,763,047	844,918	1.57%	5,365,249	9.98%
(i)	Transportaion and Parking Fund	3,974,100	150,767	3.79%	0	0.00%
(i)	Solid Waste Mgmt. Fund	10,949,309	300,000	2.74%	0	0.00%
(i)	Water Fund	63,659,405	1,150,000	1.81%	0	0.00%
(i)	Wastewater Fund	30,587,453	521,000	1.70%	0	0.00%

**NOTES:**

- (a) The budgeted contingency includes only operating contingencies.
- (b) The City's Financial Policies set a target of 2% for budgeted contingency.
- (c) The Projected Unbudgeted Fund Balance figures were calculated using estimates developed at the time the budget was presented to the City Council
- (d) The City's Financial Policies set an 14-20% target for unbudgeted fund balance in the General Fund and 5 to 20% in other funds.
- (e) Contingency is below target levels of 2% because of a management decision to lower contingency in order to maximize availability of funds for departmental programs.
- (f) These funds are dedicated for use by other entities; contingency is included in the receiving entity's budget.
- (g) These funds carry a high unbudgeted fund balance as a reserve for future projects.
- (h) These funds can rely on the General Fund or other entities for some or all of their funding and, therefore, do not have the same fund balance requirements as other funds.
- (i) All expenditures managed in these funds are expended on behalf of trusts. City enterprise funds that are fully supported by a trust of the City are excepted from the operating reserve requirement.

# GLOSSARY

**Account Class** – A grouping of similar expenditure codes that follows the structure outlined in the Municipal Budget Act, e.g., personal services, other services and charges, supplies, capital outlay and transfers.

**Account Code** – An expenditure or revenue account number such as office supplies or rental of equipment. This is synonymous with line item.

**Accrual Basis of Accounting** – The accrual basis of accounting recognizes revenues, when earned, and expenses, when incurred, as opposed to recognizing revenues when received and expenses when paid. The accrual basis of accounting is used in proprietary fund types and the pension trust fund.

**ADA** – Americans with Disabilities Act. Enacted in 1990 and amended in 2008 as a wide-ranging civil rights law that prohibits discrimination based on disability. In regards to public entities, the act also mandates compliance with specific physical and procedural access regulations to all service and programs offered.

**Administrative Services Charge** – An internal charge to departments for central services provided by General Fund departments.

**Adopted Budget** – A plan of financial operation, legally adopted by the City Council, providing an estimate of expenditures for a given fiscal year and a proposed means of financing them. The legal requirements for adopting a budget are set forth in the Oklahoma State Statutes (Title 11 Sections 17-201 - 17-216, known as the Municipal Budget Act).

**Ad Valorem Tax** – A tax based on the value of real property, most commonly real estate. The City can only use this revenue source to pay General Obligation Bond debt and pay judgments against the City.

**A/E or A&E** – Architect and engineering services.

**AFSCME** – American Federation of State, County and Municipal Employees. This bargaining unit represents non-uniform and non-management City employees.

**Agenda** – A list or outline of items to be considered or performed by the governing body.

**Allocation** – Part of a lump-sum appropriation designated for expenditure by specific organizational units and/or for special purposes, activities or objects.

**Appropriation** – An authorization granted by a legislative body to make expenditures and incur obligations for specific purposes, usually limited in amount and duration.

**Arbitrage** – A requirement that if the investment earnings on tax-exempt bond proceeds exceed the interest paid on the bond issue, then the excess earnings above the interest paid on the bonds must be forwarded to the U.S. Treasury.

**ARRA** – American Recovery and Reinvestment Act. Enacted in 2009, an economic stimulus package enacted by the 111th U.S. Congress in February 2009 to create jobs and promote investment and consumer spending.

**Balanced Budget** – A budget developed wherein estimated revenues, including budgeted fund balance, meets or exceeds budgeted expenditures.

**Base Budget** – An estimate of the funding available for existing programs as established by the Office of Management and Budget for each department at the beginning of a budget cycle.

**BEDI** – Brownfield Economic Development Initiative. An economic development grant program designed to assist cities with the redevelopment of abandoned and underused industrial and commercial facilities impacted by environmental contamination.

**BID** – Business Improvement District. A public/private sector partnership in which property and business owners of a defined area elect to make a collective contribution to the maintenance, development, and marketing of their commercial district.

This is accomplished through an additional assessment against each property in the Business Improvement District.

**Bond Rating** – A bond rating performs the isolated function of credit risk evaluation. While many factors go into the investment decision-making process, the bond rating is often the single most important factor affecting the interest cost on bonds.

**Budget** – A financial plan containing an estimate of proposed revenues and expenditures for a given period (for Oklahoma City the budget is adopted on a fiscal year basis). The term is also used to denote the officially approved expenditure ceilings under which a government and its departments operate. Adoption of a budget by the legislative body is an appropriation of the budgeted amounts.

**Budgetary Basis** – The basis of accounting used for the purpose of budgeting. The City uses a modified cash and expenditures basis. This means that revenues are not recognized until they are received and expenditures are recognized when they are incurred or committed not when the funds are actually spent.

**Budgeted Fund Balance** – The amount of the carryover or Fund Balance from the prior year that is projected to be used to fund expenditures in the budget. Budgeted Fund Balance is counted as revenue for budget purposes.

**Budgeted Reserve** – See Contingency.

**CAFR** – Comprehensive Annual Financial Report. The City prepares this annual report which provides the public with an accurate picture of current financial conditions.

**CALEA** – Commission on Accreditation for Law Enforcement Agencies. Created in 1979, a program for establishing a body of standards for law enforcement professionals and administering an accreditation process.

**Capital Budget** – A one-year plan for financing a program of long-term work projects for the physical development of the City. The capital budget is usually enacted as part of the complete annual budget which includes other operating and capital outlay and is based on a Capital Improvement Program.

**Capital Improvement Program (CIP)** – A five-year plan for financing long-term work projects for the physical development of the City which identifies each project, the expected beginning and ending date, annual cost and proposed method of financing each project.

**Capital Outlay** – Expenditures of at least \$50,000 that result either in the acquisition of fixed assets or property, durable for longer than one year.

**CCTV**— Closed Circuit Television. CCTV is a video camera and TV monitoring system primarily used for surveillance and security.

**CDBG** – Community Development Block Grant. The CDBG is a program of the U.S. Department of Housing and Urban Development. CDBG grants fund local community development through affordable housing, anti-poverty programs and infrastructure development. National priorities include activities that benefit citizens with low to moderate income, prevent or eliminate slums or blight, and other community development activities that address an urgent threat to health or safety. These grants may be used for real estate acquisition, relocation, demolition, rehabilitation of housing and commercial buildings, construction of public facilities, improvements to water and sewer facilities, streets, neighborhood centers, the conversion of school buildings, as well as for public services, such as economic development and job creation/retention.

**CEPA** – Clarence E. Page Airport. This general aviation airport is home to small aircraft and aviation-related enterprises.

**CHAPPS** – Cops Helping Alleviate Police Problems. Developed in 1983, CHAPPS offers support to the Oklahoma City Police Department employees and their families without cost or obligation by responding to “critical incidents” that may overwhelm a person’s emotional coping mechanisms.

**Chargeback** – A charge to departments receiving services from another City department. See Internal Service Fund.

**CLEET** – Council on Law Enforcement, Education and Training. Established in 1963, CLEET supports Oklahoma law enforcement by enhancing public safety, providing education and training, promoting professionalism and enhancing

competency within the ranks of Oklahoma law enforcement.

**CWA** – Clean Water Act. Enacted in 1972, the Act establishes the basic structure for regulating discharges of pollutants into the waters of the United States and regulating quality standards for surface waters.

**C-MOM** – Capacity Assurance, Management, Operation and Maintenance Programs. C-MOM is an approach presented by the Environmental Protection Agency to manage wastewater facilities. The plan includes using an information-based approach to setting priorities, evaluating capacity for all parts of the system, developing a strategic approach to preventative maintenance, and conducting periodic program audits to identify deficiencies and potential problems.

**CNG** - Compressed Natural Gas. CNG is a fossil fuel and clean burning alternative to gasoline, diesel and propane.

**COBRA** – Consolidated Omnibus Budget Reconciliation Act. Enacted in 1985, a portion of the Act sets forth requirements for employers and employees with regard to health insurance after leaving employment.

**Contingency** – An amount designated in the budget of a specific fund for use in unforeseen circumstances.

**COTPA** – Central Oklahoma Transportation and Parking Authority. Established in 1966, COTPA provides public transit services in the City and, through contracts, in many suburban areas and also operates downtown parking garages.

**Core to Shore** - A planning process to focus on development between the downtown core south to the shore of the Oklahoma River. The Core to Shore zone covers approximately 1,375 acres impacted by the I-40 realignment.

**Debt Service** –The amount owed for principal and interest of bonds and other debt instruments according to a predetermined payment schedule.

**Dedicated Revenues** – Income that is restricted by law to fund specific purposes.

**Demand Measure** – A specific type of performance measure used in the City's Leading for Results process referring to the number of total units of service expected to be requested or required.

**Department** – Identifies the highest level in the formal City organization; a grouping of Lines of Business and Programs that serve a common purpose.

**Division** – See "Line of Business."

**DOE** – Department of Energy. The federal agency whose mission is to advance energy technology and promote related innovation in the United States.

**DOJ** – Department of Justice. The federal agency responsible for criminal investigation and law enforcement.

**EEOC** – Equal Employment Opportunity Commission. The federal agency tasked with ending employment discrimination in the United States.

**Efficiency Measure** – A specific type of performance measure used in the City's Leading for Results process measuring cost or expenditure per Output or Result.

**EMSA** – Emergency Medical Services Authority. EMSA is a trust of the Tulsa and Oklahoma City governments. As an arm of local government, EMSA puts out bids for a private ambulance service to provide emergency and non-emergency medical services and dispatching in the Oklahoma City area.

**Encumbrances** – Obligations in the form of purchase orders, contracts, or salary commitments that are charged to an appropriation and for which a part of the appropriation is reserved. Encumbrances are eliminated when paid or when an actual liability is set up.

**Enterprise Fund** – Funds where the costs are financed primarily through user charges.

**EPA** – Environmental Protection Agency. The agency of the federal government charged with protecting human health and



with safeguarding the natural environment (air, water, and land).

**Excise Tax** – Taxes paid when purchases are made on specific goods or activities and often included in the price of the product or service. An example would be taxes on tobacco.

**Expenditures** – The total outflow of funds represented by: (a) supplies, materials and services received for current operations; (b) payments in the form of goods or services received; (c) equipment and other assets received; (d) payment for servicing debts including interest or principal; and (e) transfers to other funds.

**FAA** – Federal Aviation Administration. The federal agency responsible for the regulation of civil aviation and overseeing the development of air traffic control.

**FEMA** – Federal Emergency Management Agency. An agency of the United States Department of Homeland Security established to coordinate the response to disaster that has occurred in the United States and overwhelms the resources of local and state authorities.

**Fiscal Year (FY)** – A 12-month period to which the annual budget applies and at the end of which a governmental unit determines its financial position and the results of its operations. The City's fiscal year is July 1 to June 30.

**Fixed Assets** – Assets with a useful life in excess of one year and an initial cost equal to or exceeding \$7,500. Classifications include land, buildings, machinery, furniture, equipment, and construction in progress.

**FLSA** – Fair Labor Standards Act. Enacted in 1938, a federal law that established the national minimum wage, guaranteed time and-a-half for overtime for certain jobs, and other employment laws.

**FMLA** – Family and Medical Leave Act. Enacted in 1993, this federal labor law allows an employee to take unpaid leave due to illness or to care for a sick family member.

**FOP** – Fraternal Order of Police. This bargaining unit represents sworn law enforcement officers.

**Franchise Tax** – A gross receipts tax assessed on public utilities granted a franchise by the voters for use of City rights of way.

**Fund** – 1.) For budgetary purposes, it is an accounting entity used for segregating revenues and expenditures for specific purposes; 2.) A fiscal accounting entity with a self-balancing set of accounts recording cash and other financial resources, together with all related liabilities and residual equities or balances, and changes therein, which are segregated for the purpose of carrying on specific activities or attaining certain objectives in accordance with special regulations, restrictions, or limitations.

**Fund Balance** – Excess of resources over expenditures in a fiscal year. Fund balance, as used in this document, is on a budgetary basis. Beginning fund balance is the residual funds brought forward from the previous year.

**Generally Accepted Accounting Principles (GAAP)** – The standard framework of guidelines for financial accounting which sets forth the standards conventions, and rules accountants follow in recording and summarizing transactions and preparing of financial statements and annual reports.

**General Fund** – A fund used to account for all monies received and disbursed for general municipal government purposes including all assets, liabilities, reserves, fund balances, revenues, and expenditures that are not accounted for in any other fund.

**GIS** – Geographical Information System. GIS integrates hardware, software, and data for capturing, managing, analyzing, editing and sharing and displaying all forms of geographically referenced information and can be integrated into any enterprise information system framework.

**GO Bond** – General Obligation Bond. GO Bonds are issued by The City of Oklahoma City to finance major capital improvements and infrastructure projects. GO bonds require a vote of the citizens and they are repaid over time with real

property (ad valorem) taxes.

**GOLT Bond** – General Obligation Limited Tax Bond. GOLT Bonds are issued by The City of Oklahoma City for economic development to provide funding for the City’s Strategic Investment Program. GOLT bonds require a vote of the citizens and they are repaid over time with real property (ad valorem) taxes.

**Grant** – A contribution by an organization (most often the federal government) to support a particular function.

**GRAVE** – Gun Resistance and Violence Education. An educational awareness program sponsored by the Oklahoma City Police.

**HIDTA** – High Intensity Drug Trafficking Area. Established in 1990, a drug-prohibition enforcement program that identifies certain areas for increased law enforcement activity.

**Hiring Freeze** – A temporary restriction on hiring in order to achieve financial savings.

**HOME** – Home Investment Partnership Program. HOME is the largest Federal block grant to state and local governments designed exclusively to create affordable housing for low-income households. Each year it allocates approximately \$2 billion among the states for hundreds of localities nationwide.

**HOPWA** – Housing Opportunities for People with AIDS. This HUD program addresses the specific needs of persons living with HIV/AIDS and their families. It makes grants to local communities, states, and nonprofit organizations for projects that benefit those individuals.

**HP** – Historic Preservation is the theory and practice of creatively maintaining the historic built environment and controlling the landscape component of which it is an integral part.

**HUD** – U.S. Department of Housing and Urban Development. HUD is a Cabinet department of the United States government founded in 1965 to develop and execute policy on housing and cities. It has largely scaled back its urban development function and now focuses primarily on housing.

**IAFF** – International Association of Fire Fighters. This bargaining unit represents professional firefighters.

**ICMA** – International City/County Management Association. Founded in 1914, ICMA is an organization for local government leaders and managers. Their mission is to create excellence in local government by advocating and developing the professional management of local government worldwide.

**IMPACT** – Initiating Multiple Police Actions Against Criminal Targets. This is a Police Department program administered through the briefing stations that focuses on reducing crime.

**Infrastructure** – The main physical foundation of the City including roads, utilities, water mains, streets, and bridges.

**Internal Service Fund** – A fund established to finance and account for services and commodities furnished by one department to another department on a cost reimbursement basis. See Chargeback.

**ISTEA** – Intermodal Surface Transportation Efficiency Act. Enacted in 1991, a federal law that allows for the distribution of funds for highway, mass transportation, trails, and other transportation purposes. Oklahoma City uses ISTEA funds for highway improvement projects and for a network of trails around the City.

**Issue Statement** – Identifies the critical trends that will impact the department and its customers over the next two to five years.

**LARA** – Lake Atoka Reservation Association. Lake Atoka is 100 miles southeast of Oklahoma City. In 1959, the City constructed the reservoir to supply water to Lake Draper through a 60-inch pipeline. LARA was created by The City of Oklahoma City, the Oklahoma City Water Utilities Trust, and the City of Atoka in 1974 to administer use of the Reservation, its resources, and facilities. The eight members are the Mayors of Oklahoma City and City of Atoka, the Manager of Oklahoma City, the Chairman of the Oklahoma City Water Utilities Trust (OCWUT), one appointee from Oklahoma City, and three citizens of

Atoka County who are appointed by the City of Atoka.

**LFR** – See “Leading for Results.”

**Leading for Results** – The strategic planning process used by all City departments to develop strategic business plans, the performance-based program budget and related performance measures to document the results achieved by departmental programs.

**Line Item** – An account for recording specific revenues or expenditures within a fund or department.

**Line of Business** – A set of programs within a department sharing a common purpose that produce results for citizens. Lines of Business represent broad result areas and are the second highest level of organization in the City. A Department is typically comprised of several Lines of Business. This terminology is used in the Leading for Results process and is comparable to a Division within a Department.

**Listed Project** – A capital improvement project listed for funding in a specific bond issuance statement.

**Maintenance and Operations Expenditures (M & O's)** – Costs of services and supplies needed for a service, program or department. Under Oklahoma's Municipal Budget Act, these are budgeted and accounted for under two distinct classes: “other services and charges” and “materials and supplies.”

**MAPS** – Metropolitan Area Projects. The MAPS Sales Tax Fund was established by City ordinance on October 13, 1993 for a one cent limited purpose City sales tax approved by voters on December 14, 1993 and extended for six months on December 8, 1998 to support certain capital projects in the Central Business District and Fair Park. The tax expired on June 30, 1999.

**MAPS 3** – On December 9, 2009, voters extended a one-cent temporary sales tax initiative to continue the progress started with MAPS (1993) and the MAPS for Kid's sales tax (2001). The \$777 million MAPS 3 tax will begin on April 1, 2010 and continue approximately eight years. Proceeds will fund a new downtown convention center and 70-acre park, a modern downtown streetcar system, bicycle trails, sidewalks, senior centers and improvements along the Oklahoma River.

**MAPS for Kids Sales Tax** – On November 13, 2001, the voters approved a limited term, limited purpose sales tax earmarked for certain public school capital projects for public school districts within the boundaries of the City of Oklahoma City. The tax rate was one-half percent from January 1, 2002 until April 1, 2003 when the rate changed to one percent. The tax expired on January 1, 2009. 70% of the sales tax was dedicated to Oklahoma City School District I-89, the district serving the center of the City. The remaining 30% was divided among the City's other 23 public school districts serving Oklahoma City residents based on student population.

**MCA** – McGee Creek Authority. MCA became responsible for the care, operation and maintenance of the McGee Creek Dam and Reservoir project on September 1, 1990. The dam and reservoir supply municipal and industrial water to the MCA, as well as downstream flood protection, recreation, and fish and wildlife enhancement. Participants include the Southern Oklahoma Development Trust; the City of Atoka, the Oklahoma City Water Utilities Trust (OCWUT), and the City of Oklahoma City.

**Mill Levy** – The percentage rate of total taxable property values needed for General Obligation bond debt service and judgments often referenced as property tax rate.

**Mission** – A clear, concise statement of the purpose for the entire department focused on the broad yet distinct results the department will achieve for its customers.

**Modified Accrual Basis of Accounting** – The modified accrual basis of accounting recognizes revenues when both “measurable and available.” Measurable means the amount can be determined. Available means collectible within the current period to pay current liabilities. Also, under the modified accrual basis of accounting, expenditures are recorded when the related fund liability is incurred, except for general obligation bond principal and interest which are reported as expenditures in the year due. The City uses the modified accrual basis of accounting for governmental and agency funds.

**MS 4 Permit** – Municipal separate storm water program that operates under approval by the Oklahoma Department of Environmental Quality.

**NDC** –National Drug Control a.k.a. Office of National Drug Control Policy. Created in 1988, a component of the Executive Office of the President responsible for the coordination drug-control efforts and funding.

**NPDES** – National Pollution Discharge Elimination System. This is the system that grants and regulates discharge permits and also regulates both point and non-point sources that discharge pollutants into U. S. waters.

**OCAT** – Oklahoma City Airport Trust. OCAT was established on April 1, 1956 to provide leadership and oversight for operations at Will Rogers World Airport, Wiley Post Airport, and Clarence E. Page Airport, along with buildings and grounds for Mike Monroney Aeronautical Center, a major Federal Administration Complex.

**OCEAT** – Oklahoma City Environmental Assistance Trust. OCEAT provides services and activities on behalf of the City of Oklahoma City that includes financing and partial operation of the City's sanitation activities of pollution control and waste disposal, and certain cultural, educational, and housing activities. The Mayor and Council are the trustees; the City Manager is the General Manager.

**OCEDT** – Oklahoma City Economic Development Trust. OCEDT was established October 9, 2007 to facilitate, enable, operate, manage, market, administer, and finance all forms of economic or community development projects within or near the City of Oklahoma City by providing loans, grants, and other incentives to further job creation and private investment.

**OCERS** – Oklahoma City Employee Retirement System. OCERS provides retirement benefits and disability allowances for virtually all full-time, civilian employees of the City and public trusts included in the City's reporting entity. Assets are held separately from the City and may be used only for the payment of member benefits.

**OCMAPS** – Oklahoma City Metropolitan Area Public Schools Trust. The OCMAPS Trust is the governing body responsible for the MAPS for Kids sales tax funds and management of its construction projects. The trust is authorized to purchase public school sites and improve public school sites; erect, purchase or demolish school buildings; furnish, equip, or repair public school buildings and purchase school transportation equipment.

**OCMFA** – Oklahoma City Municipal Facilities Authority. OCMFA was established on November 16, 1976 to provides services on behalf of the City that include financing, partial operation, and capital purchases for administration of the City's risk management activities, water and wastewater assets, information technology, capital leasing and other general government activities. The Mayor and Council serve as the Authority's trustees and the City Manager serves as the General Manager.

**OCPPA** – Oklahoma City Public Property Authority. OCPPA was established in 1961 to provide services on behalf of the City that include the financing and operating of five municipal golf courses, the Oklahoma City Fairgrounds, Cox Business Services Convention Center, Ford Center Arena, Civic Center Music Hall, and other City buildings. The Mayor and Council serve as OCPPA trustees and the City Manager is the General Manager.

**OCRA** – Oklahoma City Redevelopment Authority. OCRA was established to conserve, develop, and redevelop the central business district.

**OCRRRA** – Oklahoma City Riverfront Redevelopment Authority. OCRRRA was established to develop, finance, and maintain the property adjacent to the Oklahoma River.

**OCWUT** – Oklahoma City Water Utilities Trust. OCWUT was established in 1960 to oversee the construction of the Atoka Reservoir and its Pipeline Project. OCWUT provides utility customers with outstanding quality water and wastewater services.

**OCZT** – Oklahoma City Zoological Trust. OCZT was created on January 7, 1975 to develop, maintain, operate and manage the Oklahoma City Zoo. Trustees include the Mayor, the City Manager, one Council Member and six other members recommended by the Oklahoma Zoological Society.

**ODOC** – Oklahoma Department of Commerce. ODOC is the primary economic development arm of the state government.

**ODOT** – Oklahoma Department of Transportation. ODOT is the state department in charge of maintaining public roadways in Oklahoma.

**OESC** – Oklahoma Employment Security Commission. OESC is the state’s employment services agency.

**OMB** – Office of Management and Budget. OMB prepares, coordinates and monitors the City’s operating and capital budgets and develops an annual revenue forecast, month-by-month revenue and expenditure targets, and five-year revenue and expenditure projections.

**OPEBT** – Oklahoma City Post-Employment Benefits Trust. OPEBT provides post-employment health insurance benefits for substantially all full-time, civilian employees of the City and public trusts included in the City’s reporting entity. Assets are held separate from the City and may only be used to pay member benefits.

**Other Services and Charges** – An account class for expenditures for services (e.g., advertising, repairs, postage) and other expenditures that do not fit in the remaining classifications.

**Output Measure** – A specific type of performance measure used in the City’s Leading for Results process referring to the amount produced or workload.

**Performance Based Budgeting** – Structures the budget around allocating resources to programs and the results expected from each program. The results from each program are conveyed through performance measures.

**Performance Measures** – Specific quantitative measures of work performed within an activity or program (e.g., total miles of streets cleaned) or specific quantitative measures of results obtained under a program or activity (e.g., reduced vandalism due to street lighting program).

**Personal Services** – The account class containing the costs of personnel such as salaries, wages and employee benefits (social security, retirement and insurance), costs for travel, and training reimbursements.

**Program** – Identifies the third highest level in the formal City organization in which a specific activity is carried out. A program is characterized by a grouping of related activities and services for a common objective. In the Leading for Results format, programs replaced sections and multiple programs comprise a Line of Business.

**Project 180** – A massive renovation project of more than 180 acres in downtown Oklahoma City. The three year, \$140 million initiative includes the redesign of downtown streets, sidewalks, parks and plazas to improve appearance and make the central core more pedestrian friendly.

**Proposed Budget** – A plan of financial operation, proposed by the City Manager to the City Council, providing an estimate of expenditures for a given fiscal year and a means to finance them.

**Proprietary Fund Accounting** – Accounting used for government operations that are financed and operated in a manner similar to business enterprises and for which preparation of an income statement is desirable.

**Reserve for Prior Year Encumbrances** – An amount budgeted as revenue to provide budget authority for items encumbered in one year which will not be received and paid for until a future year.

**Result Measure** – A specific type of performance measure used in the City’s Leading for Results process measuring the degree to which the customer experiences the desired impact or benefit.

**Revenue Estimate** – A formal estimate of how much income will be earned from a specific revenue source for some future period, typically, a future fiscal year. Revenue sources can include taxes, intergovernmental grants, and fees for services, fines and permits.

**RFP** – Request for Proposal. This is an invitation for consultants, suppliers and other companies to submit a formal offer to

provide a specific product or service. The Proposals are then reviewed and scored on a set of criteria to select a vendor or vendors to negotiate a contract to provide the product or service.

**Right-of-Way (ROW)** – A passageway reserved or granted over land for purposes of transportation or maintenance of existing services.

**SCADA** – Supervisory Control and Data Acquisition system. This is a large-scale, distributed measurement and control system that provides for monitoring, control and alarming of complete and/or remote sites.

**Section** – Identifies the third highest level in the formal City organization in which a specific activity is carried out. With the implementation of Leading for Results, a section was reorganized into a Program. Previously, a Division may have consisted of several sections. See Program.

**SID** – Special Improvement District. A public/private sector partnership in which property and business owners in a defined area elect to make a collective contribution to the maintenance, development and marketing of their commercial district. This is accomplished through an additional assessment against each property in the Special Improvement District.

**Special Purpose Funds** – Funds dedicated for a specific purpose, such as a fund established to receive donations to support parks and recreation activities.

**Special Revenue Funds** – Funds used to account for receipts from revenue sources that have been earmarked for specific activities and related expenditures.

**Strategic Result** – Two to five year goals that, if achieved, demonstrate how departments are responding to issues.

**Strategy** – A tactic accomplished by departments operationally that contributes to achieving Strategic Result goals.

**Supplies** – The account class that includes articles and items which are consumed or materially altered when used by operating activities, such as office supplies, maintenance parts and small tools, and minor equipment.

**TANF** – Temporary Assistance for Needy Families. This program provides cash assistance to indigent American families with dependent children through the United States Department of Health and Human Services. It is the government program commonly known as “welfare.”

**TIF** – Tax Increment Financing. TIF captures the future tax benefits of real estate improvements in a designated area to pay the present cost of those improvements. It is designed to channel funding, or tax increment, toward improvements in blighted or underdeveloped areas where development would not otherwise occur.

**TOC** – Total Organic Carbon. The amount of carbon bound in organic compounds, often used as an indicator of water quality.

**Transfer** – An account class that includes payments from one City fund to another or to a related trust.

**Trust** – A public trust created by a municipality to issue obligations and enter into financing for the benefit of the municipality.

**TSA** – Transportation Security Administration. The federal agency in charge of security standards for passenger and freight transportation in the United States.

**Unbudgeted Reserve** – The amount of fund balance that is not budgeted and available for cash flow purposes.

**Use Tax** – A consumption tax assessed on products/services used or stored by a resident of the assessing state but purchased outside the state and where a sales tax was not paid on the purchase.

**USDOC** – United States Department of Commerce. The Cabinet department of the United States government concerned with promoting economic growth, technology, entrepreneurship and business development, environmental stewardship and statistical research and analysis.

**Vacancy Discount** – Projected salary savings from personnel turnover. The discount is budgeted as a percentage of the

## GLOSSARY

budgeted salary, insurance and retirement for departments in funds with significant Personal Services expenses. In FY16, the discount is 2.0% of combined salary, insurance and retirement for civilian positions, and 1.5% for uniform Police and Fire positions.

**Vision** – The guiding beliefs of Oklahoma City that serve as a basis for all strategic business planning.

**Weed and Seed** – A neighborhood specific crime prevention strategy led by the U.S. Department of Justice, The City of Oklahoma City, various law enforcement and government agencies, non-profit groups, and community residents, who are committed to preventing, reducing and controlling crime and delivering programs and services for community residents.

**WIA** – Workforce Investment Act. The WIA is a United States federal law passed August 7, 1998 to replace the Job Training Partnership Act and certain other Federal job training laws with new workforce investment systems.

**WPA** – Wiley Post Airport. WPA is a reliever airport for Will Rogers World Airport, serving both business and corporate air travelers.

**WRWA** – Will Rogers World Airport. WRWA is the commercial airport for the City of Oklahoma City with over 3.9 million boarding passengers each year.