

Financial Policy

The City has an important responsibility to its citizens to carefully account for public funds, prudently manage municipal finances, and to plan for the adequate funding of services desired by the public. These financial policies enable the City to achieve a long-term stable and positive financial condition by exercising integrity, prudence, responsible stewardship, planning, accountability, and full and continuous disclosure.

In addition to the guidelines presented in the City's Financial Policies, the City has implemented the following best practices as identified in Standard & Poor's "Ten Ways to Improve a G.O. Rating – Best Management Practices Make a Difference":

- Establish or enhance budget stabilization reserves.
- Establish regular economic/revenue reviews to identify potential budget problems early.
- Prioritize spending plans/establish contingency plans for operating and capital budgets as a fallback financial strategy.
- Have a formalized capital improvement plan or a debt-affordability model to assess future financial liabilities.
- Develop a pay-as-you-go financing strategy as part of your operating and capital budget.
- Plan ahead and anticipate the impact of capital and operating costs on a multi-year financial plan.
- Establish benchmarks and priorities for the direction of your government and adhere to them.
- Establish and maintain effective management systems.
- Consider the affordability of actions or plans before they become part of your budget.
- Have a well-defined and coordinated economic development strategy.

I. OPERATIONS

A. REVENUES

The Annual Operating Budget shall be prepared such that current revenues plus transfers in will be sufficient to support current expenditures and transfers out. In order to maintain a stable level of services, the City shall use a conservative, objective, and analytical approach when preparing revenue estimates. The process includes an analysis of probable economic changes and their impacts on revenues, historical collection rates, and trends in revenue shortfalls.

Charges for services and other revenues will be annually examined and adjusted as deemed necessary to respond to cost increases or any other changing circumstances. Revenue sources along with support for projections are included in the Operating Budget, which is a useful tool for monitoring revenue trends.

COLLECTIONS

Property Tax Collections: The City encourages the Lubbock Central Appraisal District to follow an aggressive policy of collecting property tax revenues. An average collection rate of at least 98 percent of current levy shall be maintained.

Other Revenue Collections: The City monitors and minimizes administrative costs necessary to generate revenues. Delinquent accounts and insufficient checks are turned over to an outside collections agency for collection. As collections are made, the collection agency remits the payments (net of fees) to the City. If insufficient checks are uncollectable, they are returned to the City and turned over to the District Attorney's office for collection. Collection efforts for overdue payments are pursued to the fullest extent of the law.

ENTERPRISE FUND REVENUES

Enterprise Funds are self-supporting from their own source rates, fees, and charges. Cost recovery includes direct operating and maintenance expense, indirect cost recovery, in-lieu of transfers to the General Fund for property tax

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and franchise fee payments, capital expenditures and debt service payments, where appropriate. Rate models are maintained to identify all sources and uses of funds and provide a 10-year planning tool for rate setting. Rate increases are proposed for consideration to the City Council during the annual budget process.

PROPERTY TAX

All taxable property within the City is subject to the assessment, levy, and collection by the City of a continuing, direct annual ad valorem tax. The ad valorem tax is sufficient to provide payment of principal and interest on all ad valorem tax debt and for operations and maintenance costs as allowed by Article XI, Section 5, of the Texas Constitution as applicable to the City.

SALES TAX

The City has adopted the Municipal Sales and Use Tax Act, Chapter 321 Texas Tax Code, which grants the City the power to impose and levy a local sales and use tax within the City. In January 1995, the voters of the City approved the imposition of an additional sales and use tax of one-eighth percent as authorized by Chapter 323 Texas Tax Code, as amended. Collection of the additional tax commenced in October 1995 with the proceeds to be dedicated to the reduction of ad valorem taxation. In November 2003, voters approved an additional one-quarter percent sales and use tax, with the proceeds of one-eighth percent of the tax dedicated to the reduction of ad valorem taxation, and an additional one-eighth percent of the tax, under Section 4A of the Texas Development Corporation Act (Article 5190.6, Texas Revised Civil Statutes), to be used for economic development in the City. The collection of taxes authorized in the November 2003 election commenced in October 2004.

Collection and enforcement of the City's sales tax is handled through the offices of the Comptroller of Public Accounts, State of Texas, who remits the proceeds of the tax to the City on a monthly basis, after deduction of a two percent service fee. The proceeds of one and three-eighths percent are credited to the General Fund and one-eighth percent is credited to the Lubbock Economic Development Alliance Special Revenue Fund prior to the transfer to Lubbock Economic Development Alliance (LEDA).

DONATIONS/CONTRIBUTIONS

Donations from individuals and/or groups are managed in accordance with the *City of Lubbock Donations Policy*. Donations are to be managed in accordance with intended use and restrictions.

Assets donated or dedicated to the City are managed in accordance with the *City of Lubbock Donated Asset Policy*. Assets are to be recorded at estimated fair market value at time of transfer.

GRANTS

Grants are managed in accordance with the *City of Lubbock Grants Management Policy*. The City applies for grants that are consistent with the objectives and high priority needs identified by the City Council. The potential for incurring ongoing costs, including the assumption of support for grant-funded positions from local revenues, will be considered prior to applying for a grant. The City recovers indirect costs wherever possible. All grant applications are reviewed for their cash match requirements, their potential impact on the operating budget, and the extent to which they meet City policies. Funding sources for local matches will be identified prior to the application process. The City terminates grant-funded programs and associated positions when grant funds expire unless an alternate funding source is identified.

INTEREST EARNINGS

Investments are managed in accordance with the *City of Lubbock Investment Policy*. Interest earnings from the investment of unexpended funds are credited to the Investment Pool Internal Service Fund. The Investment Pool Fund receives all interest income for all City funds. Expenses necessary to generate interest income are charged to the Investment Pool Fund and then the net interest income is distributed to each fund in the ratio of their total cash balance in the total portfolio. Operating Fund interest may be used for any City budget purpose, upon approval by the City Council during the budget process. Bond interest earnings are used for debt service or bond projects.

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HOTEL/MOTEL TAX

Hotel/Motel tax is 13 percent of the cost of a room per night for hotels and motels in the City. There is an amount of six percent that is remitted to the State and seven percent that is remitted to the City. Hotel/Motel taxes are allocated in accordance with Ordinance No. 2012-00071. A detailed allocation is provided in the Operating Budget.

Changes to this allocation must be approved by City Council.

B. EXPENDITURES

The City operates on a current funding and balanced budget basis. Expenditures are budgeted and controlled so as not to exceed an amount equal to current revenues plus the planned use of excess reserve accumulated through prior year savings. The use of excess reserve is guided by the Excess Reserve Policy found in Section C.

Prior to the proposal of any initiatives or plans that use resources, City Staff develops a financial impact analysis from which to evaluate affordability. This process is completed prior to the proposal of the initiative in the annual budget process.

City staff and City management review expenditures on a monthly basis, at a minimum, to ensure that expenditures track budget projections. If at any time an operating deficit exists or is projected, corrective action will be recommended. Corrective action may include, but is not limited to, a hiring freeze, expenditure reductions, fee increases, or use of fund balance. Expenditure deferrals to the following fiscal year, short-term loans, or use of one-time revenue sources will be avoided as attempts to balance the budget.

PURCHASING

The two important issues central to the Purchasing function are 1) the control aspect or commitment to full compliance with State purchasing statutes, which serve to maintain the public's confidence and trust in all contracting activities; and 2) the service commitment of the Purchasing Department to each City department.

Routine Purchases

Departments may issue purchase orders less than \$500 and make Purchasing Card transactions up to \$5,000 to procure items for which there is an approved budget when the item does not require technical or administrative review by specific departments (i.e. computer hardware and software, radio equipment, telecommunications equipment, fleet vehicle/ equipment supplies and services, and printing/ reproduction services). For a complete listing of all purchasing policies, please refer to the *Purchasing Policies and Procedures Manual*.

Petty Cash

Purchases using Petty Cash are subject to the same rules and documentation requirements as other City purchases. Additional information regarding petty cash purchases may be found in the *Petty Cash Administrative Policy*.

Purchasing Card Program

The Purchasing Card Program allows City employees to make small dollar expenditures (up to \$5,000) required for normal operations. The intent of this program is to enhance the capabilities of field personnel to perform operational tasks without an administrative delay of obtaining a purchase order. Cards are issued in the name of the City and the individual Cardholder. The Cardholder is the only person entitled to use the card issued in their name and is responsible for all charges made against the card. Cardholders reconcile their receipts to a secure online statement. The cardholder's approver reviews the statement and receipts and forwards to the Program Administrator. Spending limits that have been provided to each Cardholder sets the maximum dollar amount for each single purchase (Single Transaction Limit), daily number of transactions, and the total dollar amount for all purchases made with a Purchasing Card within a monthly billing cycle. Each time a Cardholder makes a purchase

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with his/her Purchasing Card, the bank will electronically check transaction limits and the authorization request will be declined should the amount exceed these limits.

Additional information on the Purchasing Card policies and procedures may be found in the *Purchasing Card Policy*.

Under \$500 purchase orders

Departments have the authority to issue purchase orders for amounts up to \$500. However, departments are encouraged to use the more efficient Purchasing Card whenever possible.

Requisitions

For purchases less than \$5,000, the department head must electronically approve requisitions. For purchases greater than \$5,000, the department head's supervisor must electronically approve requisitions.

Emergency Purchases

Emergency Purchasing procedures are outlined in the *Purchasing Policies and Procedures Manual*. An emergency is defined as a disruption, which may vitally affect public health, welfare or safety (i.e. flood, bombing, tornado, etc.). Department heads or their designees may purchase goods or services and then follow up later with a requisition describing the emergency along with an invoice indicating the receipt of goods and services.

When an emergency has been declared that qualifies for reimbursement under the Federal Emergency Management Agency (FEMA), the Accounting and Purchasing Departments will be notified. The Accounting Department will determine which accounts require an emergency subsidiary account and will assign the emergency subsidiary account and notify Purchasing. For purchases of goods, the Purchasing Department will ensure that all requisitions and purchase orders include the emergency subsidiary account for any items directly related to the emergency. The Emergency Operations Center will communicate to the Purchasing and Accounting Department when the emergency period has ended.

C. FINANCIAL CONDITIONS, RESERVES AND STABILITY RATIOS

FUND BALANCE/NET POSITION

When fund resources exceed uses, the result is fund balance accumulations for governmental funds and net position for proprietary funds. Reserves are maintained in fund balances/net position, at levels sufficient to protect the City's creditworthiness and to provide contingency funds in the event of emergency and/or unforeseen cash outlays. Additionally, reserves are created when the City Council takes action to set funds aside for a specific purpose or according to legal restrictions on the use of assets. Designations of fund balance/retained earnings are made when the appropriate level of management requests an amount, purpose, and timeframe for the designation. Designations are not authoritative and may be reallocated at any time. Reserves require City Council or other appropriate authoritative action to reallocate.

General Fund

The City targets an unrestricted fund balance in an amount equal to at least 20 percent of regular General Fund operating revenues to meet unanticipated contingencies and fluctuations in revenue.

Solid Waste funds are designated in landfill closure and post closure care reserves for the purpose of covering the City's landfill sites when they stop accepting waste and to perform certain maintenance and monitoring functions at the sites for thirty years after closure.

Water/Wastewater and Airport Funds

The City targets excess reserve in the Water/Wastewater and Airport fund in an amount equal to 25 percent of regular operating revenues. 10-year rate models are maintained in the Water Fund, Wastewater Fund, and Airport

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Funds to identify all sources and uses of funds and to provide a planning tool for rate setting. The rate model is one in which all projected revenues, operating and capital disbursements, debt service requirements, and transfers in/out are compiled to determine the rate necessary to yield the targeted ending balance. When the model predicts the need for a rate increase, further intensive review is performed to determine if capital project construction timelines can be adjusted in order to smooth the rate. At a minimum, the rolling ten-year rate models are updated and analyzed as part of the budget preparation process and again mid-fiscal year, once prior year financial statements are issued.

Storm Water Fund

The City targets excess reserve in the Storm Water fund in an amount equal to 20 percent of regular operating revenues. A 10-year rate model is maintained in the Storm Water Fund to identify all sources and uses of funds and to provide a planning tool for rate setting. The rate model one in which all projected revenues, operating and capital disbursements, debt service requirements, and transfers in/out are compiled to determine the rate necessary to yield the targeted ending balance. When the model predicts the need for a rate increase, further intensive review is performed to determine if capital project construction timelines can be adjusted in order to smooth the rate. At a minimum, the rolling ten-year rate models are updated and analyzed as part of the budget preparation process and again mid-fiscal year, once prior year financial statements are issued.

Civic Center Fund

The City targets excess reserve in the Civic Center fund in an amount equal to 15 percent of regular operating revenues. The Civic Center Fund is primarily supported by Hotel Motel Tax allocation so a minimal policy level excess reserve is required.

Cemetery and Lake Alan Henry Fund

The City targets excess reserve in the Cemetery and Lake Alan Henry funds in an amount equal to 10 percent of regular operating revenues. The Cemetery Fund is subsidized by the General Fund so a minimal policy level excess reserve is required. The Lake Alan Henry Fund is self-supporting and rates are increased as necessary to cover operating costs.

Internal Service Funds

The City targets excess reserve in the Fleet and Information Technology funds in an amount equal to 10 percent of regular operating revenues. The City targets excess reserve in the Health Benefits fund of 20 percent of regular operating revenue, fixed amount of \$5 million in the Risk Management fund, and an amount equal to 25 percent of regular operating revenues for Central Warehouse. For the remainder of the Internal Service Funds the City targets excess reserve of an amount equal to eight percent of all regular operating revenues.

Special Revenue Funds

The City targets excess reserve in the Gateway Streets Fund in an amount equal to 75 percent of the debt payment required in the next year. The remainder of the Special Revenue funds do not have a required target.

RISK MANAGEMENT

The City developed the Self-Insurance/Risk Fund for the purpose of self-insuring liability and workers' compensation. Funding is in the form of departmental contributions based on risk exposure and prior experience as determined by an actuary. As of April 1999, the City converted workers' compensation from self-insurance to participation in a governmental risk pool under a guaranteed cost program. In September 1999, the City purchased an excess liability policy with a \$250,000 per occurrence self-insured retention (SIR). Effective October 2006, the City increased its SIR to \$500,000 per occurrence. The City has consistently maintained policies of insurance for Airport Liability, Cyber Liability, Fire and Extended Coverage (Property), Boiler and Machinery and various equipment, crime and fine arts floaters. Reserves are reviewed annually by Risk Management staff and external auditors to assess financial stability. An actuarial study of the Self-Insurance Fund is obtained annually. Additionally, all Risk exposures not insured or uninsurable (i.e. pollution, water contamination, environmental) are potential liabilities expenditures against the retained earnings of the fund. City staff actively participates in programs to reduce expenses by actively managing

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claims and encouraging and supporting strong safety and loss prevention programs. The City targets excess reserve in the Risk Fund in an amount equal to five million.

SELF-INSURANCE HEALTH FUND

The City's health insurance plan is self-insured under an Administrative Services Only (ASO) Agreement. The City purchases stop loss coverage on an individual and aggregate basis in the event that costs exceed a certain threshold. In addition, the City purchases an excess policy for organ and tissue transplants which pays outside the stop loss coverage.

Funding for the health plan is derived from charges to departments on a per employee basis. The City provides health coverage to all full time employees and subsidizes coverage for dependents and retirees.

Employees contribute to the health plan through payroll deductions for dependent coverage in addition to the subsidy. Retirees contribute to the health plan through payments to Accounting for amounts not subsidized. The City's health plan is qualified Medicare Part D. The City is reimbursed by Medicare for a portion of prescription drugs for retirees or disabled members that are Medicare qualified.

Reserve and rate stabilization balances are analyzed annually to identify funding progress. Any unrestricted cash balance should be used as rate stabilization for volatile health costs. The City targets excess reserve in the Health Fund in an amount equal to twenty percent of operating revenues.

INVESTMENTS

The City's principal investment objectives are listed in order of priority:

- (1) Compliance – with all Federal, State, and other legal requirements (includes but is not limited to Chapter 2256 "Public Funds Investment Act" as amended and Chapter 2257 "Public Funds Collateral Act" as amended, of the Texas Government Code).
- (2) Safety – Preservation of capital and the protection of investment principal.
- (3) Liquidity – Maintenance of sufficient liquidity to meet anticipated disbursements and cash flows.
- (4) Diversification – Maintenance of diversity in market sector and maturity to minimize risk in a particular sector.
- (5) Yield – Attainment of a market rate of return equal to or higher than the benchmark performance measure established by the Chief Financial Officer.

The City has a formal written investment policy document that is reviewed annually and approved by the City Council. The Audit and Investment Committee monitors investment policies and results. Results are reported to management and to the City Council monthly, in either an oral or written presentation. For additional detail, please refer to the *City of Lubbock Investment Policy and Strategy*.

The City will use the Audit and Investment Committee to assist in monitoring the performance and structure of the City's investments. The Audit and Investment Committee shall be responsible for the investment strategy decisions, activities, and the establishment of written procedures for the investment operations consistent with this policy. Monitoring of the portfolio shall be performed by the Audit and Investment Committee no less than quarterly and verified by the City's independent auditor at least annually.

RETIREMENT PLANS

Each qualified employee is included in one of two retirement plans in which the City participates. These are the Texas Municipal Retirement System (TMRS) and the Lubbock Fire Pension Fund (LFPF). The City does not maintain accounting records, hold the investments or administer either fund. Funds are appropriated annually to meet the actuarially determined funding levels of the plan. TMRS is a statewide agent multiple-employee retirement system that provides pension benefits through a nontraditional joint contributory, defined contribution plan. LFPF is a single-employer, defined benefits pension plan maintained by members of the City's Fire Department with authority

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under the Texas Local Fire Fighters Retirement Act (Texas Revised Civil Statutes Article 6243e). The City also provides opportunities for investment by its employees of several tax-deferred long-term savings plans.

INVENTORIES

Inventories in Enterprise and Internal Service Funds consist of expendable supplies held for consumption. Inventories are valued at cost using the average cost method of valuation and when inventory is issued, it is accounted for using the consumption method. The targeted inventory turnover ratio is set at 1.8 times. Therefore, if an inventory item is not sold and replaced 1.8 times during a year, it is evaluated to determine if there is sufficient need to keep the item in stock.

In addition, for large volumes of parts and supply needs, such as for the electric and water infrastructure, the City solicits bids to establish annual pricing contracts with vendors to help supply maintenance and construction projects. Vendors are chosen in a competitive process and may be one or more vendors. The City contracts with the vendor to deliver only the inventory items needed, to the electric and water operations, “just-in-time” for use. This process reduces storage and leftover inventory items. The targeted turnover ratio and the primary vendor alliances also minimize inventory loss due to obsolescence.

D. BUDGET APPROPRIATION/CONTROL

Budget controls are designed to ensure compliance with legal provisions embodied in the annual appropriated budget approved by the City Council. Activities of the General Fund are included in the annual appropriated budget. Project-length financial plans are adopted for the capital program funds. The level of budgetary control (that is the level at which expenditures cannot legally exceed the appropriated amount) is established by fund. A budget supplement, approved by City Council, is required if actual expenditures will exceed total budget. Fund appropriations of the City Council are allocated to programs, offices, departments, divisions, projects and character and object of expenditures by the City Manager.

BASIS OF BUDGETING

Annual budgets are adopted on a cash basis for all governmental funds. All annual appropriations lapse at fiscal year-end except for grants, special revenue funds, and capital project funds which maintain project-length budgets.

Each City department develops and maintains a mission to implement City Council goals and objectives. Performance benchmarks and activity measures are developed as part of the budget process that measure and track actual performance to budget benchmarks. When performance measures are developed, resources necessary to achieve the performance are estimated and submitted to City Management staff for review and modification.

Annually, the City Manager submits to City Council a proposed operating budget and capital program for the upcoming fiscal year. Public hearings are conducted to obtain taxpayer comments, and the budget is legally enacted through passage of an ordinance by the City Council.

Budgetary control is maintained by department and by the following category of expenditures: compensation, benefits, supplies, maintenance, professional services/training, other charges, scheduled charges, and capital outlay. All budget supplements must be approved by the City Council. Any necessary transfer of funds between accounts, departments or programs can be made by the City Manager for City purposes as a result of unusual or unforeseen conditions during the administration of the fiscal year.

The City uses a combination of Planned Program Budgeting, Zero Based Budgeting, and traditional line item budgeting to determine its operating budget. The City approach annually reexamines existing program activities and analyzes the effect of reducing or reallocating current levels of resources. Re-evaluation of programs allows a response to changing economic and political environment, the needs of the community, the citizens, and employees.

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BUDGET CONTROL

Control of expenditures is accomplished administratively through City Council adopted budget ordinances. Departmental budgets are reviewed monthly with management. The Finance Department prepares the monthly management report to advise the City Manager and City Council.

BUDGET REPORTS/MONITORING

Departments review cost center budget reports from the financial system that provide detail by line item of the status of expenditures as compared to budget. A summary report on contracts awarded and the status of the City's various capital projects is prepared as a monthly report and presented to the City Manager and the City Council.

Various tools are used to assist management in examining critical issues and economic conditions which could include, but are not limited to, rate models, rolling 5-year forecasts, revenue projections, cash flow analyses, and other tools that may be useful in planning for the future.

E. MANAGEMENT SYSTEMS

City Management is committed to providing effective information technology tools to support the financial operations of the City. Financial hardware and software is maintained by the Information Technology Department.

II. ACCOUNTING, AUDITING AND FINANCIAL REPORTING

BASIS OF ACCOUNTING

The financial statements of the City conform to generally accepted accounting principles (GAAP) of the Governmental Accounting Standards Board (GASB) and recommended practices adopted by Government Finance Officers Association (GFOA).

INTERNAL CONTROL

The City is responsible for establishing and maintaining an internal control structure designed to provide reasonable, but not absolute, assurance that the assets of the City are protected from loss, theft, or misuse. The concept of reasonable assurance recognizes that (1) the cost of a control should not exceed the benefits likely to be derived and (2) the valuation of costs and benefits require estimates and judgments by management.

EXTERNAL AUDITING

The City is audited annually by outside independent auditors. The auditors must be a CPA firm that has the breadth and depth of staff to conduct the City's audit in accordance with GAAP and contractual requirements. The auditor's report on the City's financial statements must be completed in sufficient time such that the Comprehensive Annual Financial Report (Annual Report) may be presented to the City Council at a Council meeting in February following the fiscal year end.

The auditors are accountable to the City Council and will have access to direct communication with the City Council if staff is unresponsive to auditor recommendations or if the auditors consider such communication necessary to fulfill their legal and professional responsibilities. The City will evaluate audit services at the conclusion of the auditor's contract term.

INTERNAL AUDITING

The Internal Auditor annually prepares an audit plan to audit such programs, accounts, areas, and/or processes as have been defined as priority areas by management. Reports are distributed to responsible department heads, directors, City Manager Direct Reports and the City Manager. Responses are required within a reasonable length of time, usually 30 days. The Internal Audit staff assists during the annual audit by the external auditors.

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EXTERNAL FINANCIAL REPORTING

The Accounting Department prepares and publishes the Annual Report. The Annual Report is the official annual report for the City and contains appropriate statements, schedules and other information for the major operations of the City and its component units. Also included is an official audit opinion, and transmittal letter from management. The Annual Report is prepared in accordance with GAAP and is submitted annually to the GFOA for evaluation for the Certificate of Achievement of Excellence in Financial Reporting. The Annual Report is published and presented to the City Council at a City Council meeting in February following the fiscal year end. Annual Reports are distributed to appropriate federal and state agencies, and other users, including but not limited to, other cities, bondholders, city staff, financial institutions, required information depositories, and others.

The Single Audit report is prepared and presented to grantors no later than nine months following the fiscal year end. The Single Audit report lists the status and current operations of all federal/state and local funding awarded and received.

INTERNAL FINANCIAL REPORTING

The Finance Department prepares and publishes a Monthly Management Report. The report updates the financial and operational status on a monthly basis.

III. CAPITAL ASSETS

CAPITAL IMPROVEMENT PROJECTS

Within the resources available each fiscal year, the City shall maintain capital assets and infrastructure at a sufficient level to protect the City's investment to minimize future replacement and maintenance costs, and to maintain service levels. As part of the annual budget process, the City reviews a projected five-year need for capital improvements and equipment, the current status of the City's infrastructure, replacement and renovation needs, and potential new projects. When projects are contemplated, related costs such as operations and maintenance costs are evaluated along with capital expenditures to assess affordability prior to proposal of the projects. All operation and maintenance costs are required to be included in any capital project proposal. All projects, ongoing and proposed, will be prioritized based on an analysis of current needs and resource availability. Capital project appropriations are approved on a project-length basis.

Capital project funds are used to accumulate resources to construct, install, or purchase new assets. They also enhance or improve existing facilities.

Capital Projects must have a cost of \$25,000 or more and generally have a life of five or more years. Many of the projects require more than one year for completion and are accounted for on a life-to-date basis. Capital Project summaries include the projects and funds necessary over the next five years as part of overall long-term capital planning. Major sources of funding for capital projects are contributions from operating funds, debt issuance, Federal and State grants, and surpluses in fund balances/net position.

Project costs are capitalized and added to the City's Fixed Assets. If a project does not meet the criteria for capitalization, the costs will be treated as operating expenses and expensed as incurred.

CAPITAL REPLACEMENT POLICY

The City shall annually prepare a schedule for the replacement of its non-infrastructure capital assets and replace those assets within the resources available each fiscal year.

PROPERTY, PLANT, AND EQUIPMENT

Property, Plant, and Equipment is managed in accordance with the City of Lubbock Property, Plant, and Equipment Policy. Items having a unit cost of \$5,000 or more with a useful life longer than one year are capitalized as Fixed

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Assets. Fixed Assets are depreciated monthly using the straight line method of depreciation. Fixed Assets are inventoried annually by department managers, with vehicles being inventoried on a biennial basis. Transfers and deletions are initiated and authorized by department managers.

Fixed assets are reported in the Government Wide Financial Statements and the proprietary fund statements. Capital assets are recorded at cost or estimated historical cost if purchased or constructed. Donated assets are recorded at the estimated fair value on the date of donation.

FINANCING

There are three basic methods of financing capital requirements:

- Funds may be budgeted from current revenues;
- Purchases may be financed through surplus unreserved/undesignated fund balance/retained earnings balances, subject to policy;
- Debt may be issued in accordance with the *Debt Policy*.

Debt is issued for new capital items. Pay-as-you go financing is used for (1) any operating capital outlay, and (2) permanent capital maintenance items. Items financed with debt must have useful lives that are less than the maturity of the debt.

IV. ECONOMIC DEVELOPMENT

PROMOTION OF A POSITIVE BUSINESS ENVIRONMENT

The City, through its regulatory and administrative functions strives to provide a positive business environment in which local businesses can grow, flourish, and create jobs. The City Council and Staff are sensitive to the needs, concerns, and issues facing local businesses. In 1995, the City Council created Market Lubbock, Inc. to coordinate the economic development function. In 2004, voters passed a 1/8 cent sales tax for economic development. Lubbock Economic Development Alliance was formed to administer the sales tax and promote business expansion/retention and recruitment of new business for the City.

EXPANDING THE ECONOMY

The City encourages and participates in economic development efforts to expand Lubbock's economy and tax base and to increase local employment. These efforts focus on areas that include but are not limited to newly developing areas, inner city areas, and the Central Business District. The City's economic development program also seeks to expand the non-residential share of tax base to decrease the tax burden on residential homeowners.

ECONOMIC INCENTIVES

The City uses economic programs such as Enterprise Zones which provide incentives for businesses expanding or locating in specific areas of the City. These incentives include tax abatement and others, as allowed by law. The City also uses tax abatement in areas outside the Enterprise Zones to encourage industrial growth and development in Lubbock. The City coordinates with state and federal agencies on offering any incentives to programs they may provide for potential economic expansion. The City uses due caution in the analysis of tax incentives used to encourage development and periodically reviews tax abatement contracts to ensure that the community is receiving promised benefits in added value and job creation.

INTERLOCAL COOPERATION

The City's economic development program encourages close cooperation with other local jurisdictions, chambers of commerce, and groups interested in promoting the economic well-being of the area. The City, through LEDA, participates in a regional economic development entity called the High Ground of Texas, in recognition that promotion of regional economic development has a direct benefit to Lubbock citizens.

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FREEPORT TAX EXEMPTION

A Freeport tax exemption exempts Freeport property from ad valorem taxation. Freeport property is various goods that are detained in Texas for 175 days or less and that are for the purpose of assembly, storage, manufacturing or processing. The City Council approved a Freeport tax exemption per Resolution No. 6142, dated December 16, 1998.

REDEVELOPMENT POLICIES

The City shall follow redevelopment policies for the acquisition, clearing, and reuse of land that is already platted, with public improvements already constructed, accepted, and maintained by the City. The policies may also include vacant, platted property. The City reserves the right to either participate or not participate depending on the amount of public benefit. The City may work with a developer(s) and negotiate appropriate City participation to support redevelopment deemed beneficial to the public. The City will not normally assume the role of lead developer.

Land Aggregation Polices

The purchase and aggregation of parcels is the responsibility of the developer(s) and the City does not intend to use eminent domain, unless the City Council agrees special circumstances exist. If the City does use eminent domain to obtain property for public use in a redevelopment project, including streets and utility rights of ways and easements, it will require the redevelopment to pay the cost of the condemnation if it benefits the redevelopment project. The City may determine that the abandonment of existing City right-of-way, easements, or public property will be a public benefit to a redevelopment project.

Public Infrastructure

Redevelopment normally involves the reuse of land where paved streets, water and wastewater lines, and storm water facilities are already maintained by the City. The City will participate in the repair of structures only if the funds are available and there is sufficient public benefit. The City only participates in the rerouting and widening of streets, utility lines, and facilities if the cost is less than the cost of replacing and the benefit to the public outweigh the cost.

Amenities

Redevelopment may include the installation or replacement of improvements that improve or enhance the architectural, aesthetic, or character of a reuse project. These expenses can enhance the success and long term viability of the project. These items include lighting, landscaping, sidewalks, trails, street furniture, transit facilities, etc. The City may choose to pay for the developer portion of such amenities in those redevelopment situations where the benefits outweighs the cost.

TAX INCREMENT FINANCING POLICIES

The City shall use Tax Increment Financing (TIF) for the creation of Tax Increment Reinvestment Zones (TIRZ) as a useful funding mechanism to finance new public improvements in designated areas in order to simulate new private investments. The area needs to be an unproductive, underdeveloped, blighted area, or an area that is predominately open and underdeveloped. The City will not consider creating a TIRZ in a neighborhood, commercial district, or area where there is limited public purpose and the sole benefit is to the property owners to the detriment of the General Fund and the other taxpayers in the City. A TIRZ will also not be considered where there is not a significant proposed increase in property values due to private development or redevelopment.

The TIRZ is eligible to finance capital costs, financing costs, construction costs, real property assembly costs, relocation expenses, professional services, and administration and organization costs, direct operating costs for zone and project facilities, and improvements that add to the viability of the project and enhance property values. Funding sources may include Gap Financing, Cash Financing, Revenue Bonds, Certificates of Obligation, and City Financing. Regardless of the source of funds, the TIRZ Financing Plan should attempt to correlate private improvements with the corresponding increment in property taxes, the timing of the receipts of those funds, and the debt issuance to fund public improvements.