

RESOLUTION 2017 -153

ADOPTING MOFFAT COUNTY FINANCIAL POLICIES

WHEREAS, the Moffat County Board of County Commissioners deems it to be in the best interest of Moffat County to adopt Financial Policies; and

WHEREAS, the purpose of Financial Policies is to provide guidance to the officials and employees of Moffat County to comply with Colorado Law, accounting principles and standards in order to achieve the financial stability that improves the County's financial condition; and

WHEREAS, the Financial Policies have been shared and available for comment and review with all Moffat County Elected Officials and Department Heads.

NOW, THEREFORE, BE IT RESOLVED by the Moffat County Board of County Commissioners as follows:

1. That the Moffat County Financial Policies attached hereto and made a part hereof, be in force and effect after the 5th day of December, 2017.
2. That any resolution containing accounting or financial policies which is inconsistent with this Resolution is hereby repealed.

Adopted this 5th day of December 2017.



Franklin A. Moe
Chairman, Board of County Commissioners



State of Colorado)
)§
County of Moffat)

I, Lila Herod, County Clerk and Ex-officio to the Board of Commissioners, do hereby certify that the above and foregoing is a true and complete copy of the resolution as adopted by the Board of County Commissioners on the date stated.

Witness my hand and the seal of said County this 5th day of December 2017.



(Deputy) Clerk and Ex-officio to
County Commissioners, Moffat County
State of Colorado; Lila Herod

FINANCIAL POLICIES

PURPOSE

Moffat County takes its responsibility as trustee of public funds very seriously: we believe we must utilize our resources wisely in order to continue to provide quality services to our constituents and to build and maintain infrastructure which will meet present and future needs. This policy is a guide to achieve the financial stability necessary, through short and long range planning, to improve the County's financial condition.

AUDITING AND FINANCIAL REPORTING

Moffat County contracts for an independent audit report that is performed annually in accordance with Colorado Law (C.R.S 29-1-603).

The County utilizes, EDEN (Tyler Technologies) for its accounting system, in accordance with Colorado Law (C.R.S. 30-11-121)

The County's financial statements are prepared in accordance with Generally Accepted Accounting Principles (GAAP). The Governmental Accounting Standards Board (GASB) is responsible for establishing (GAAP) for state and local governments through its pronouncements (Statements and Interpretations).

County financial reports referencing the revenue and expenditures compared to budget are submitted to the Moffat County Board of Commissioners on monthly and quarterly basis as needed. Variances from adopted budgets within departments will require review by the Moffat County Board of Commissioners.

BASIS OF ACCOUNTING & BUDGETING

Basis of accounting refers to the point at which revenues, expenditures, or expenses are recognized in the accounts and reported in the financial statements.

Moffat County uses the modified accrual basis of accounting for all governmental funds. Under the modified accrual basis of accounting, revenues are recorded when susceptible to accrual; i.e., both measureable and available. "Available" revenue means collectible within the current period or soon enough thereafter (60 days) to be used to pay liabilities of the current period. Expenditures are generally recognized when the related liability is incurred. The exception to this general rule is that principal and interest on general long-term debt and compensated absences are recorded only when payment is due.

Moffat County uses the accrual basis of accounting for all proprietary and fiduciary funds. Under the full accrual basis revenues are recognized when earned and expenses are recognized when incurred, regardless of the timing of the related cash flows.

Moffat County adheres to the provisions of the Local Government Budget Law of Colorado as set forth in Colorado Revised Statutes (C.R.S 29-1-101 et seq.) in preparing its budget for the fiscal year which begins January 1 and concludes December 31. The adopted budget is balanced with expenditures not exceeding anticipated revenues and beginning fund balances.

FUNDS

The County uses funds to report on its financial position and the results of its operations. Fund accounting is designed to demonstrate legal compliance and to aid financial management by segregating transactions related to certain government functions and activities. A fund is a separate accounting entity with a self-balancing set of accounts. A basic principle of Generally Accepted Accounting Principles (GAAP) is that the actual number of funds used by a governmental entity should be kept at a minimum to avoid the creation of an inefficient financial system. Moffat County's financial transactions are reported in 22 individual funds in order to meet the operational needs and legal restrictions for those funds. Each fund is accounted for by providing a separate set of self-balancing accounts that comprises its assets, liabilities, reserves, fund equity, revenues and expenditures/expenses.

In accordance with Governmental Accounting Standards Board (GASB), the County's governmental fund types are:

General Fund: The *General Fund* is the County's primary operating fund. It accounts for all financial resources of the County, except those required to be accounted for in another fund.

Special Revenue Funds: Are funds used to account for and report the proceeds of specific revenue sources that are restricted or committed to expenditure for specified purposes other than debt service or capital projects. The County's Special Revenue Funds are: Airport, Conservation Trust, Emergency 911, Human Services, Jail, Landfill, Library, Moffat County Local Marketing District, Moffat County Tourism Association, Museum, Road & Bridge, Senior Citizens and Telecommunications.

Capital Project Fund: The *Capital Project Fund* is used to account for and report financial resources that are restricted, committed or assigned to expenditures for capital outlays, including the acquisition or construction of capital facilities and other capital assets. Capital project funds exclude those types of capital-related outflows financed by proprietary funds or for assets that are held in trust for individuals, private organizations, or other governments.

Debt Service Funds: The County's *Lease-Purchase Fund* is used to account for and report financial resources that are restricted, committed, or assigned to expenditure for principal and interest.

Internal Service Funds: Are funds that may be used to account for activities that the governmental entity provides goods or services to other funds or activities of the primary government or its component units on a cost reimbursement basis. The County's Internal Service Funds are: Health & Welfare and Internal Service.

Enterprise Funds: Any funds that may be used to report any activity for which a fee is charged to external users for goods or services. The Maybell Sanitation Waste Water Treatment Fund is accounted for as an Enterprise Fund.

Agency Funds: Are funds used by a governmental entity to report assets that are held in a custodial relationship.

Component Units: Component units are legally separate organizations for which elected officials of the primary government are financially accountable. Financial accountability exists if the primary government appoints a voting majority of a component unit's governing body. The Moffat County Board

of County Commissioners either serves as the Board of Directors or appoints the Board of Directors for component units. The County's Component Units are: Housing Authority, The Memorial Hospital and the Shadow Mountain Local Improvement District.

FUND BALANCE DESIGNATION

In accordance with Governmental Accounting Standards Board (GASB) Statement 54, Moffat County has listed each fund balance with the following classifications depicting the relative strength of the constraints that control how specific amounts can be spent:

- **Non-spendable** fund balance includes amounts that are not in a spendable form (inventory, for example) or are required to be maintained intact (the principal of an endowment fund, for example).
- **Restricted** fund balance includes amounts that can be spent only for the specific purposes stipulated by external resource providers (for example, grant providers), constitutionally, or through enabling legislation (that is, legislation that creates a new revenue source and restricts its use). Effectively, restrictions may be changed or lifted only with the consent of resource providers.
- **Committed** fund balance includes amounts that can be used only for the specific purposes determined by a formal action of the government's highest level of decision-making authority. Commitments may be changed or lifted only by the government taking the same formal action that imposed the constraint originally.
- **Assigned** fund balance comprises amounts *intended* to be used by the government for specific purposes. Intent can be expressed by the governing body or by an official or body to which the governing body delegates the authority. In governmental funds other than the general fund, assigned fund balance represents the amount that is not restricted or committed. This indicates that resources in other governmental funds are, at a minimum, intended to be used for the purpose of that fund.
- **Unassigned** fund balance is the residual classification for the general fund and includes all amounts not contained in the other classifications. Unassigned amounts are technically available for any purpose.

RESERVES

Reserves are set within statutory requirements and best practice recommendations for the County to obtain budget stabilization, maintain good bond rating and align cash flow to provide the services to the citizens. Reserves are designated through the budget process.

- **Emergency Reserve:** The County maintains an emergency reserve of not less than 3% of fiscal year spending pursuant to Article X, Section 20 of the Colorado Constitution. Emergency reserves shall only be accessed when the Board of County Commissioners have declared an emergency by resolution and after the General Fund budgeted contingency is exhausted in accordance with Colorado Revised Statutes (C.R.S. 29-1-111 & 29-1-112). The reserves must be replenished within the next budget year to the required level of 3% per fiscal year.

- **Operating Reserves:** The County will set a 60 day operating reserve (16.67%) of the annual on-going expense, at the County's discretion, to allow for cash flow within these funds to ensure that obligations can be met as they become due.
- **Counter-cyclical Reserves:** In order to bridge unforeseen funding gaps, a Counter-cyclical Reserve will be applied to the funds that are affected by the following major revenues: property tax, sales tax and highway user tax fees. The reserve may be utilized under the following conditions:
 - If a major revenue source decreases 5% within a given year after budget is adopted, the funds can be used to offset revenue declines. Budgets must be adjusted to replenish the reserve within 2 years after use.
 - Continued revenue shortfalls will result in budgetary realignment to compensate for the decline in revenue.
- **Capital Reserve:** A Capital Reserve is set aside in order to prepare for the life cycles of facilities, equipment and infrastructure in accordance with the replacement schedule of the Capital Improvement Plan. Capital Reserves are designated in the following funds: General, Road & Bridge and Landfill. The reserve is created through the following methods:
 - Sale of assets in a prior year is placed in the capital reserve for future use in the fund that the transaction occurred.
 - Budgetary savings from unspent capital are also placed in capital reserve for future use in the fund that the savings occurred.
 - One-time revenues, outside of one-time expenses designated by the Board of Moffat County Commissioners, are for future capital reserve use in the fund that the one-time revenues occurred.

General Fund: Due to high dependence on property tax, the General Fund, as the County's primary operating fund, maintains a fund balance of at least 30% per year for cash flow purposes. The 30% reserve is a combination of the reserves listed above.

LONG TERM FINANCIAL PLAN

The Long Term Financial Plan (LTFP) combines financial forecasting with strategizing, that considers future scenarios and helps governments navigate challenges. The yearly budget process is used to achieve the LTFP.

Forecasting of five year expenditure, revenue and capital needs are used in the LTFP. Strategies are developed to achieve and maintain financial balance within the LTFP. The LTFP will be updated prior to the budget process. Projections are made on such factors as:

- Consumer Price Index
- Population and demographic trends
- Historic financial trends
- On-going and one-time expenses and revenues
- Economic planning

BUDGET

The budget document is a one year financial plan for the County. In order to maintain financial stability, the current budget is based from 5 year projections for revenues and expenditures as described in the LTFP. Expenditures are projected from historical inflationary experience. Revenues are based on historical trends. When these projections indicate shortfalls, the current budget year is adjusted in anticipation of the shortfalls.

The Priority Based Budgeting (PBB) tool will be the method to approach any necessary service level adjustments. Through the use of PBB, county services and their costs are identified. Utilizing PBB allocates the County’s resources not just to mandated services but also to services identified as the greatest values to the community. The level of services which are mandated may be adjusted through the PBB process which may cause a delay in services.

Expenditures are in three categories. Personnel and Operating expenses are “ongoing” expenses, while capital is a “one-time” expense.

- Personnel: Wages, longevity, retirement, workers compensation, health, dental, vision and life insurance benefits.
- Operating: Remaining expenses other than personnel and capital.
- Capital: Capital Improvements or Projects to maintain and rotate equipment needs according to the CIP 10 year plan.

The County’s budget process is in alignment with the following Department of Local Affairs Local Budget Calendar.

LOCAL GOVERNMENT BUDGET CALENDAR

The budget calendar is a general listing of the deadlines for the budget, for an audit and for the property tax certification process. Some deadlines are not statutory, but reflect good budgeting practices. For details on the applicable statutes listed below, please refer to the most current Colorado Revised Statutes (“C.R.S.”)

DATE	EVENT / ACTIVITY
1-Jan	Start of Fiscal Year; begin planning for the budget of the next year.
10-Jan	Deadline for assessor to deliver tax warrant to county treasurer (C.R.S 39-5-129.)
31-Jan	A certified copy of the adopted budget must be filed with the Division. (C.R.S 29-1-113(1)). - If a budget is not filed, the county treasurer may be authorized to withhold the local government’s tax revenues. -
10-Feb	The Division sends notification to local governments whose budgets have not been filed with the Division.
1-Mar	The U.S. Bureau of Labor Statistics releases the Consumer Price Index (the “CPI”) for the Denver/Boulder area. This annual percent change is used with “local growth” to calculate “fiscal year spending” and property tax revenue limitations of TABOR. (Article X, Sec. 20, Colo. Const.)
15-Mar	The Division will authorize the county treasurer to withhold tax revenues until a certified copy of the budget is filed with the Division.
31-Mar	Deadline to request exemption from audit. (C.R.S 29-1-604(3)) Contact the Local Government Audit Division, Office of the State Auditor, (303) 869-2800. The Division notifies local governments of its determination that the entity has exceeded the statutory property tax revenue limit (the “5.5%” limit).
30-Jun	Deadline for auditor to submit audit report to local government governing body. (C.R.S 29-1-606(a)(1))

31-Jul	Deadline for submitting annual audit report to the Office of the State Auditor. (C.R.S 29-1-606(3)) Deadline for request for extension of audit. (C.R.S 29-1-606(4)) - If an audit is required but has not been filed, the county treasurer may be authorized to withhold the local government's tax revenue -
25-Aug	Assessors certify to all taxing entities and to the Division of Local Government the total new assessed and actual values (for real and personal property) used to compute the statutory and TABOR property tax revenue limits. (C.R.S 39-5-121 (2)(b) and 39-5-128,.) If applicable, upon receipt of the Certification of Valuation, submit to the Division certifications of service impact from increased mining production and/or from increased valuation due to previously exempt federal property which has become taxable. Certifications of impact are required if the value is to be excluded from the tax revenue limit. If applicable, apply to the Division for authorization to exclude from the limit the assessed valuation attributed to new primary oil or gas production from any producing land or leaseholds.
15-Oct	Budget officer must submit proposed budget to the governing body. (C.R.S. 29-1-105) Governing body must publish "Notice of Budget" upon receiving proposed budget. (C.R.S. 29-1-106(1))
1-Nov	Deadline for submitting applications to the Division for an increased levy pursuant to 29-1-302, C.R.S. and applications for exclusion of assessed valuation attributable to new primary oil or gas production from the 5.5% limit pursuant to (C.R.S. 29-1-301 (1)(b))
10-Dec	Assessors' changes in assessed valuation will be made only once by a single notification (re-certification) to the county commissioners or other body authorized by law to levy property tax, and to the DLG. (C.R.S. 39-1-111(5))
15-Dec	Deadline for certification of mill levy to county commissioners (C.R.S 39-5-128(1)). Local governments levying property tax must adopt their budgets before certifying the levy to the county. If the budget is not adopted by certification deadline, then 90 percent of the amounts appropriated in the current year for operations and maintenance expenses shall be deemed re-appropriated for the purposes specified in such last appropriation. (C.R.S. 29-1-108(2) and (3))
22-Dec	Deadline for county commissioners to levy taxes and to certify the levies to the assessor. (C.R.S. 39-1-111(1))
31-Dec	Local governments not levying a property tax must adopt the budget on or before this date; governing body must enact a resolution or ordinance to appropriate funds for the ensuing fiscal year. If the budget is not adopted by certification deadline, then 90 percent of the amounts appropriated in the current year for operations and maintenance expenses shall be deemed re-appropriated for the budget year. (C.R.S 29-1-108(4))

REVENUES

- A. One-time Revenues: One-time revenues such as proceeds from asset sales, debt refinancing, one-time grants, revenue spikes, budget savings and similar nonrecurring revenue shall not be used for current or new ongoing expenses. Appropriate uses of one-time revenues include rebuilding reserves, capital expenditures and other nonrecurring expenditures.
- B. Discretionary Revenue: Unless otherwise directed explicitly by the Board of County Commissioners, the County will not normally designate discretionary revenues for specific purposes. Consequently, the Board of County Commissioners will have the flexibility to determine the best use of available revenues to meet changing service requirements.
- C. Fees and Charges for Services:
 - o Enterprise funds shall not be subsidized by the Generally Fund and shall be wholly supported by the fees and charges generated by the enterprise that includes operating and capital expenses.
 - o Services being provided by the County should be paid for primarily by the users and beneficiaries for the services and not the general public.

- o The County should charge fees and charges for services when it is allowable, when a limited and a specific group of beneficiaries can be identified or when it is feasible to charge beneficiaries for services rendered.
 - o The County will recalculate service costs periodically, and fees will be adjusted accordingly as approved by the Board of County Commissioners.
- D. **Grants:** The County will seek out, apply for and effectively administer federal, state and other grants as a means of financing a project or one-time expenditure. The Board of County Commissioners may consider grant funding, after staff provides a detailed documentation that addresses the short and long-term costs as well as the benefits to the County. Grants may not offer on-going operational costs and should be discouraged as programs or services may be cancelled if grants are not sustainable. Grants will be differentiated for tracking purposes between Federal, State and Local grant types, in accordance with the County's Grant Policy.

OPERATING EXPENDITURES

- A. As determined by the Board of County Commissioners, services that directly contribute to the Long Term Financial Plan for the County will receive first priority for funding.
- B. The County maintains a budgetary control system, through its accounting software, to manage adherence to the budget. Reports are available through this system to management, which compare actual revenues and expenditure to budget amounts. In addition, staff will prepare reports on a monthly, quarterly and yearly basis to the Board of County Commissioners that evaluates financial performance.
- C. The Operating Budget will include appropriate contingency funding to meet unexpected requirements, which may arise during the year.
- D. The County will maintain an equipment replacement program to ensure sufficient resources are available annually to replace vehicles and equipment.
- E. All County purchases will be made to ensure that the County is getting the best item or service for the least amount of money and the overall economic impact to the community. This does not mean that the County will always purchase the least expensive item but will weigh the cost against the quality of the item or service.
- F. The County does not allow a department to spend any money that it has not appropriated in the personnel, operating, or capital category within their department. The County requires a budget supplemental to transfer between line items or in the event the department receives unexpected revenue. Supplementals are done five times a year: by the last working day of January, March, June, September, and December. The supplemental in January is to correct any errors in the budget, appropriate for items and situations occurred after the adoption of budget, and to carry over any funds that had been anticipated to be spent in the previous year but were not. (See Budget Amendments).

DEBT

Debt is a tool for financing capital purchases or projects. The issuance of debt is in accordance with Colorado State Laws.

Debt should not be used to finance current operating expenses. The County will confine long-term borrowing to major capital purchases or projects that cannot be financed from current revenues.

If it is not possible to fund major projects with cash reserves or current revenue, the Board of County Commissioners (BOCC) may authorize the following as stated per the Colorado Constitution, Article 10, Section 20:

1. Debt instruments not requiring voter approval such as lease-purchase contracts or certificates of participation;
2. Revenue bond financing requiring voter approval; or
3. General obligation bond financing requiring voter approval.

The total amount of indebtedness shall not be in excess of 3% of the actual value, as determined by the assessor, of the taxable property in the county in accordance with Colorado Revised Statutes (C.R.S 30-26-301(3)).

All debt issuances shall identify the method of repayment (or have a dedicated revenue source).

COMPENSATION

Salaries and benefits are one of the largest expenditure items for Moffat County. The County takes pride in its ability to recognize the value of employees in delivering a total compensation packet that includes cash compensation, health insurance, retirement benefits and other employee benefits that provide employees with security and opportunity.

- All proposed salary structure adjustments require the approval of the Board of County Commissioners during the annual budget process.
- Staffing shall not exceed the authorized level by the Board of County Commissioners.
- Savings in an adopted budget that result from vacant positions are not to be used as justification for Elected Officials or Department Heads to increase expenses for other personnel, operational or capital expenditure purposes.

INTERNAL CONTROL

Internal control safeguards the County's assets against loss, checks the accuracy and reliability of the accounting data, promotes operational efficiency and encourages adherence to policy.

In order to provide reasonable assurance of internal control the following controls should be met within departments:

- All transactions are properly authorized by management.
- Transactions are recorded as necessary (1) to permit preparation of financial statement in conformance to statutory requirements and GAAP and (2) to maintain accountability for assets.
- Access to assets and records should be permitted only with management's authorization.
- Records should be checked against the assets by someone other than the persons responsible for the records or the assets. Examples of independent verification are monthly bank reconciliations and periodic counts of inventory.
- Elected Officials and Department Heads should separate functional responsibilities. In general, when the work of one employee is checked by another, and when the responsibility for custody of assets is separated from the responsibility for maintaining the records relating to those assets, then there is appropriate segregation of duties.

Each Elected Official and Department Head is responsible to ensure that internal control procedures are followed throughout their department.

BUDGET AMENDMENTS

A budget amendment will increase or decrease budget appropriations adopted by the Board of County Commissioners. Any changes to the adopted budget, through transfer, supplemental appropriation, or revised appropriation, are held on a yearly basis in the months of January, March, June, September and December in accordance with Colorado Revised Statutes (C.R.S 29-1-101 et seq.)

Budget appropriations may be adjusted due to the following:

- **Transfers:** Transfer appropriated moneys between funds or between spending agencies within a fund, as determined by the original appropriation level. This is used when one line item is under budgeted and another line item is over budgeted within a fund. (C.R.S. 29-1-109(1)(a).
- **Supplemental:** After adoption of the budget, the County receives unanticipated revenues or revenues not assured at the time of the adoption of the budget from any source other than the County's property tax mill levy, the County may authorize the expenditure of such funds. (C.R.S. 29-1-109(1)(b).
- **Budgetary Decreases (Revised Appropriation):** In the event that revenues are lower than anticipated in the adopted budget, the County may adopt a revised appropriation to reduce the budget. (C.R.S. 29-1-109(1)(c).

The signatures of the following Elected Officials and Moffat County Board's signify their adoption and approval of this Capital Improvement Plan policy, which is binding upon the Elected Officials and the employees of their offices.



Franklin A. Moe, Chairman, Board of County Commissioners



Chuck Cobb, Assessor

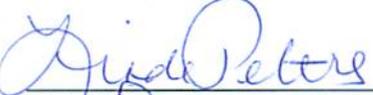
Lila Herod, Clerk & Recorder



Kirk McKey, Coroner



KC Hume, Sheriff



Linda Peters, Treasurer



Peter Epp, Surveyor