Capital Budget Manual

FISCAL YEAR 2020-21

SAN FRANCISCO STATE UNIVERSITY
BUDGET ADMINISTRATION AND OPERATIONS OFFICE
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Capital Budget Framework

The capital budget’s core function is to help control expenditures. Spending limits are set by the University through the adoption of the capital budget and through the authorization for individual capital projects. Just like an annual operating budget, a multi-year capital budget can require difficult decisions and involves the balancing of scarce resources with apparently unlimited demands. All the preliminary work will make decisions easier, and not everything has to be accomplished and paid for in a single year. Within fiscal constraints, the nature and importance of individual projects will dictate which ones will be accomplished in year one and which ones will be accomplished in years two, three, four, and beyond.

The capital budget is, in general, adopted at the same time as the University's annual consolidated budget and may either be a section of that budget or attached as a separate document. The capital budget's financial overview lists the capital projects to be funded in the current year and the funding source, as well as expenditure projections.

A detailed description of each project should be listed in the capital budget, along with a statement of purpose, the method of financing, and a schedule for completion.

Funding

Capital projects and acquisitions can consume large amounts of financial resources. A multiyear capital plan helps manage this consumption by scheduling expenditures over a number of years and by creating a financial plan to meet those expenditures. A long-term schedule of capital projects gives organizers time to arrange for sufficient financing.

A financing strategy should balance expected project requirements with good fiscal practices. Adhering to established financial policies, establishing accurate cash flow projections, and considering various funding alternatives are just some ways to achieve this balance.

There are a number of options for financing capital projects and purchases, especially with several years in advance to arrange for funding.

A good plan will allow leadership to examine each of these funding options and pursue the combination that works best for the University.
**Option I: University Resources**

**State Appropriations & Tuition Fees**

The first option a state university should examine when considering capital project financing is funding all or some of the project by appropriations from the annual operating budget, which is a large component of what is sometimes called pay-as-you-go financing. The most common sources of this funding are state appropriations and tuition fees.

Each year's budget may contain provisions for partial or total funding for chosen assets. For example, it could provide funding for a certain number of new work trucks in each year's budget, to be paid for out of current appropriations. Advantages of pay-as-you-go financing include improving the University's overall financial condition by increasing flexibility to adapt to future circumstances and preserving the ability to borrow for other needs. It can also expedite small or recurring projects.

For those capital items that are replaced regularly, pay-as-you-go practices can provide an equitable and cost-effective financing option. The benefit of receiving new equipment every year is matched with the annual payments.

The major disadvantage of using current appropriations is a potential need to implement a fee increase. Besides being administratively unpopular, increasing fees are not common at this time. Opportunity costs can occur, if resources that could be used for other purposes are tied up in funding capital projects.

**Fund Balances (Reserve)**

The University needs to maintain a reasonable fund balance as insurance against unanticipated expenditures or revenue shortfalls. The portion of the fund balance that is allowed for capital financing is the unreserved fund balance.

The University’s fund balance cannot exceed four months of the budget year’s operating revenues.

The danger in relying on fund balances for capital financing is that they may decrease or become unavailable in future budget years; therefore, it is important to establish reasonable projections and maintain other financing options.

**Trust Funds**

To warrant that the money is available when needed for capital purposes, the University should consider establishing reserve funds. Through proper determination, the University can establish reserve funds earmarking resources for the future acquisition of essential capital assets. For example, reserve funds may be funded through an available fund balance or appropriations. The use of such reserve funds would then be listed as a funding source, where applicable, in a
multi-year capital plan. The reserve funds, including two types: Designated Campus Reserves – Improvements (Campus-I) and Designed Campus Reserves – Maintenance (Campus-M).

**Enterprise Program Funds**

Enterprise programs/activities/fund sources include those that furnish facilities, goods or services to students, faculty, staff, or incidentally to the general public. An enterprise typically charges a user fee, rent, or other charge directly related to, although not necessarily equal to, the cost of the facilities, goods or services. These funds consist of all revenues received from operations of dormitories, housing facilities, health facilities, student union or activity facilities, parking facilities acquired or constructed by the Trustees, and self-support instructional programs. Through proper determination, the University Enterprise can establish reserve funds (construction earmarking resources for the future acquisition of essential capital assets. For example, reserve funds may be funded through an available fund balance or appropriations. The use of such reserve funds would be listed as a funding source, where applicable, in a multi-year capital plan.

**Option II: State and Federal Assistance**

State and federal assistance may come in the form of grants and/or low-interest or zero-interest loans for qualified projects. A good source for updated information on grants offered by the state of California is [Grants.gov](https://grants.gov), which lists funding administered by state agencies.

Additional useful online resources include the following:

- For information on state contracts, which can allow a local government substantial savings on the purchase of equipment, visit the website [California Department of General Services](https://www.dgs.ca.gov).

- For details regarding federal assistance, visit the website [Catalog of Federal Domestic Assistance (CFDA)](https://www.cfda.gov). CFDA is a government-wide compilation of federal programs, projects, services and activities that provide benefits to the public. It contains financial and non-financial assistance programs administered by departments of the federal government.

An option allowing visitors to search for programs administered under the [American Recovery and Reinvestment Act (ARRA)](https://www.govtrack.us/congress/bill/sponsordetail.jsp?session=111&id=ARRA). The major portion of funding, according to the site, is shifting to long-term economic opportunities in transportation, energy and community development.
Option III: Private Funding

Donations and grants (DON/GRA) are at the head of any financing wish list. The University should examine financing from federal and state sources and take advantage of any private gifts or services available to help acquire equipment or to reduce a project’s cost. CSU/UC cooperative arrangements may also be possible, depending on the particular terms and conditions, often subject to negotiation.

There also may be instances when private firms or individuals can provide funding for capital projects or acquisitions, and that funding source should not be overlooked. Public/Private-Partnerships (P3) work best for large-scale projects in which the private entity receives a tangible (or, sometimes, intangible) benefit. For example, corporations may bid on naming rights to an athletics stadium or performing arts venue, providing the University with significant funds. Philanthropic organizations may be the source of grants or gifts. A community or fraternal organization may contribute money or labor to a project that will enhance the community as a whole.

The limited state and CSU revenues available for cogeneration and other major capital outlay energy projects, the legislature has permitted alternative financing arrangements, including tax-exempt bond financing for energy projects and third party financing. The Board of Trustees (BOT) has encouraged campuses to seek alternative means of financing energy efficiency projects in keeping with the CSU program to conserve energy. This is the impetus behind the Statewide Solar Energy, Phase 4 project approved by the board in 2017-2018. This program enables campuses to enter into Energy/Power Purchase Agreements (ENG) or solar leases with service providers that will fund, install, own, and operate solar energy installations that will sell carbon-free electricity to CSU campuses for a period of 20 years and reduce carbon emissions from electricity purchases without impacting CSU’s credit capacity.

Option IV: Financed Funding

Issuing debt allows a university to pay for capital infrastructure and equipment that it might not otherwise be able to afford.

Below is a brief overview of types of debt that can be issued for capital projects:

- General Obligation Bond (GO). State general obligation bonds relays on the “full faith and credit” of the California state. The state pays the principal and interest of the GO bond from all legally available funds. The state uses it to finance infrastructure projects, including roads, bridges, water and sewer facilities, levees, K-14 schools, public universities and other critical public works projects.
• Statewide Revenue Bond (SRB). SRBs are a form of long-term borrowing the state uses to finance public improvements, including state office buildings, state universities, prisons, and food and agricultural facilities. Like a General Obligation (GO) bond, a SRB is, in effect, an IOU. Unlike GO bonds, however, SRBs are not backed by the full faith and credit of the state, and may be authorized by law without voter approval. Revenue bonds are a form of long-term borrowing state agencies use to finance an income-generating project, such as water projects, higher education facilities, or other public facilities built with the proceeds of the financing. Income generated by the project goes first toward meeting debt service on the bonds (i.e., paying interest to bondholders) and retiring the bonds at maturity. Unlike GO bonds, revenue bonds are not backed by the state’s full faith and credit or its taxing authority.

• Commercial Paper (CP). CP is an unsecured form of promissory note that pays a fixed rate of interest. It is typically issued by large banks or corporations to cover short-term receivables and meet short-term financial obligations, such as funding for a new project.

• Lease-Purchases (also known as Installment Purchases). Typically secured by the property or equipment being financed, these are purchases with payments occurring over time.

Regardless of the type of debt used to finance a capital project, the principal and interest payments to retire the debt must be planned for in each year’s budget for the life of the obligation. Similarly, periodic lease-purchase payments must be accounted for in the capital plan.
The Capital Budgeting Process

a. San Francisco State University maintains a five-year capital plan, which includes a one-year capital budget and a plan for the next four years.

b. Each February, the Capital Planning, Design and Construction (CPDC) division will ask departments and schools for project proposals to be considered for funding as the next fiscal year's capital budget is developed. CPDC consolidates capital budgets for review by the management center.

c. Each school or department must prioritize requests internally and identify funding sources in their submission.

d. The CPDC will receive all department and school project requests, estimated and consolidated for CPDC review, estimation, and submission to the management center for further review.

e. Capital budget requests are coordinated through the appropriate management center, which must review and approve them before they are submitted to the Vice President (VP) & Chief Financial Officer (CFO) of Administration and Finance.

f. When necessary, the VP & CFO of Administration and Finance will request a meeting to discuss project details.

g. Capital projects expected to span more than one fiscal year require a cash flow analysis prepared by the CPDC.

h. In addition, the management center analyzes the annual capital plan’s impact on debt ratios (i.e., expendable resource ratio, interest expense to operations, and debt service coverage ratio).

i. Each May-June, the University submits the five-year capital improvement plan to the Chancellor’s Office for projects that are classified as Capital Improvement Projects (CIMP), state or non-state funded projects, and includes the capital budget for the next fiscal year and recommends approval to the BOT. The University president will review and approve the submittal. The detailed process is outlined in the State University Administrative Manual SUAM Section VII [Five-Year Capital Improvement Program Procedures and Formats for Capital Outlay Submission, Sections 9100-9121].

j. Each year in November, the Board of Trustees will approve the final five-year capital improvement plan.

k. Only the VP for Administration and Finance may modify the capital budget, which is the first year of the five-year capital plan. However, schools and departments may continue to update out-year plans (i.e., plans for years two through five) with the most current information.
Project Budget Development

a. All project budgets are developed by CPDC project managers on the total project budget development sheets and then entered onto the SF State University Project Charter Form (PCF).

b. Project budgets evolve over time and solidify as the design progresses. Larger projects go through four stages of cost estimates:
   1) a "place holder" estimate included in early planning
   2) a preliminary estimate after scope definition
   3) a more refined cost estimate after a feasibility study
   4) a firm construction estimate, after design and bidding

c. The total project budget includes: construction costs, consulting expenses, 7% project construction management fees as endorsed in SUAM Section IV [Fiscal Resources for Campus Development, Section 9034.01], the initial complement of furniture and fixtures, expenses related to relocation of utilities and non-utility infrastructure, contingency, and any other major expense.

d. Related capital construction projects, such as utility infrastructure that is not a part of the project budget, should be disclosed as supplemental information on the PCF to keep the CPDC and the Fiscal Affairs Department informed about the full cost of the construction project. The CPDC will report significant utility infrastructure costs separately from the total project budget.

e. Every project budget, regardless of the type, must include a contingency budget line. A contingency is required for the following: design, program, owner, and construction. The contingency must at minimum be 10% of the project construction cost. This amount will vary depending on the nature and scope of the project.

f. The sponsoring department or project champion must develop a financial plan for funding the construction and future operational costs. This plan must be included with the PCF.

g. The project accountant will regularly review and distribute to senior administration a capital projects financial report, to include approved budgets, actual-to-date information, expense/funding projections, contingency report, unsolved issues and project milestones.

h. CPDC is responsible to issue the PCF amended and follow the project approval requirements. An amended PCF is required for the following instances:
   1) Any dollar ($) value change increase or decrease to its original allocation
   2) Original project scope change with no ($) value of the original allocation
3) Project cancellation/close
4) Project title change
5) Project scope merge

i. Any capital project cost savings will be reimbursed after project closing process to the project requestor with the exception of projects funded from campus reserve.

Project Types Description

There are several types of capital projects that are reported in the capital plan, and they follow stipulations of SUAM Section I [Capital Outlay and Public Works Contracts, Sections 9000-9005], and CSU Legal Manual [Chapter 15]. The SF State capital project includes the following types of projects:

**Capital Improvement Projects (CIMP):** An activity which improves or alters an existing space or creates new space. New construction of facilities, buildings, equipment, roads, sidewalks, sewer and water systems, utility infrastructure, and grounds are all capital expenditures, as distinguished from maintenance/repair.

**Non-Recurring Maintenance/repair (NRMR) -Deferred Maintenance (DM):** Work required to restore facilities, buildings, equipment, roads, sidewalks, sewer and water systems, utility infrastructure, and grounds to their original condition or to such condition that they can be effectively used for their intended purpose, ensuring ongoing operation of the campus. Typically, this work occurs in cycles greater than one year (and is not funded as part of the new space budget allocation). Some campuses budget non-recurring maintenance separately and, for example, may establish (1) use of one-time funds for such expenditures, or (2) set aside permanent base funds to address non-recurring maintenance and deferred maintenance.

Capital Outlay includes CIMP and NRMR projects as follows:

**Major Capital Projects**

Major capital projects include major capital improvement; capital outlay projects that cost more than $752,000 are considered major projects. These may include new facilities/infrastructure and existing facility/infrastructure with critical deficiencies or modernization/renovation. State site acquisitions projects, regardless of the amount, are funded in major capital outlay.

**Minor Capital Projects**
Minor capital projects are composed of construction projects whose estimated cost is less than or equal to $752,000. Minor capital projects, whose scope of work includes any remodeling or additions, require conformance with guidelines for accommodating disabled individuals. An American with Disabilities Act (ADA) Transition Plan was prepared for each campus to address access deficiencies. ADA compliance projects of the University are funded primarily through the operating budget. Facility Services Enterprise (FSE) and CPDC prioritize these projects according to need and funds availability. The approval of the capital budget authorizes facility renewal/ADA projects in aggregate.

**Acquisition of Real Property**

The transaction of property purchase must acquire the Department of Finance (DOF), Department of General Services (DGS) approval.

**Real Estate Leases and Leasehold Improvements**

Real Estate Leases and Leasehold Improvements include any lease (operating or capital) for space, as well as up-front costs of tenant upfit, leasehold improvements, and fixed equipment. A Short Term lease ++ Less than 20 years or involving an annual payment of less than $1 million requires Campus President Approval. A Long Term Lease ++20 years or greater or one involving annual payment over $1 million requires Chancellor Office (CO) approval.

Equipment – equipment purchase for major /minor construction equipment group II and equipment substitutions. Group II equipment is programmatic-specific but generally is movable and does not require significant utility connections. Group II items are not a part of the construction contract and are budgeted in a separate budget phase. Examples: tables, chairs, microscopes, hand-held electric tools, computers, cameras.

**Project Approval Requirements**

The following approvals are required prior to initiation of work and/or commitment of funds to a project. Any exceptions must be approved by the Vice President (VP) & Chief Financial Officer (CFO) of Administration and Finance (A&F).

a. A funding plan for multiyear projects must be established prior to a project being considered for approval.
b. The project ID must be issued on every project for which CPDC provides a project estimation. No funds are to be spent or committed prior to the issuance of a project code and the project charter approval.

c. Related contracts or Notices to Proceed require appropriate approval in addition to the approval of a project.

d. The requesting department is responsible for ensuring that adequate funding is available and transferred regularly to the project code to prevent overdrafts. For projects funded from multiple sources, funding details must be clearly documented and understood by all parties with clear agreement as to the timing, amount and person responsible for such funding transfers. The Fiscal Affairs Office (FA) is authorized to transfer funds from the designated funding source to cover such overdrafts.

e. Recurring maintenance/repairs (RMR) Projects and Capital Projects Less Than $100,000

   Cost: Less than $100,000

   Required approvals: Dean, director or department head, Associate Vice President (AVP) of CPDC, VP of University Enterprises (UE) and Executive Director of Budget Administration & Operations (BAO).

   Funding sources: Operating budget, departmental reserves, gifts/grants

   Planning: Non-capital construction projects less than $100,000 are not included in the annual capital budget. Funding should be included in the operating budget or as a budgeted use of departmental/betterment reserves for non-capital and departmental reserves, central reserves, gifts/grants for capital projects less than $100,000.

f. Minor Capital Projects (CIMP & NRMR)

   Cost: Between $100,000 and equal to $752,000

   Funding sources: Departmental reserves, central reserves, gifts/grants

   Required approvals: Dean, Director or Department Head, AVP of CPDC, VP of UE, FA, BAO, and VP & CFO of A&F

   Planning: The VP of Administration & Finance approves these projects in aggregate in the annual capital budget, where they are presented according to area of financial responsibility (e.g., Academic, Athletics, Housing, Parking and CCCS). An actual/budget comparison will be reported quarterly. Any unfavorable variance to the aggregate budget (by financial responsibility) requires a written explanation from the appropriate department budget official.
g. Major Non-Recurring Maintenance and Repair Projects-(NRMR)

Cost: More than $752,000 (NRMR) and does not require BOT approval (except if debt financing is needed)

Funding sources: Departmental reserves, central reserves, internal loans, gifts/grants, or external debt. The VP of Administration & Finance must approve any external debt financing by resolution.

Required approvals: Dean, Director or Department Head, AVP of CPDC, VP of UE, FA, BAO, VP & CFO of A&F, and President.

Planning: An aggregate amount (by financial responsibility) will be included for approval in the annual capital budget. An actual/budget comparison will be reported quarterly. Any unfavorable variance to the aggregate budget (by financial responsibility) requires a written explanation from the appropriate management center budget official (FA, BAO, and VP & CFO of A&F).

h. Major Capital Improvement Projects (CIMP)

Cost: More than $752,000 (CIMP) requires BOT approval

Funding sources: Departmental reserves, central reserves, internal loans, gifts/grants, external debt financing.

Required approvals: AVP of CPDC, VP of UE, FA, BAO, VP & CFO of A&F, and President, and BOT.

Planning: A capital project report will be included in Campus Planning Committee materials at each of the committee’s regular meetings. Major Capital Projects will follow the SUAM Section VII [Five-Year Capital Improvement Program Procedures and Formats for Capital Outlay Submission, Sections 9100-9121].

The VP & CFO of A&F must approve the budget, and each stage of the project budget, for each major project.

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1 The Standing Orders delegate authority from the Board of Trustees (BOT) to the Chancellor has been revised and effective in March 2018. BOT authorizes the Chancellor to approve the capital outlay budget and scope of projects, the schematic design of a new buildings or additions, and debt financing for projects valued up to $40 million associated California Environmental Quality Act (CEQA) documents.
Capital Budget Timeline

- Governor / Board of Trustees (BOT) / Chancellor's Office (CO) Capital Planning, Design and Construction (CPDC)
- Department of Finance (DOF) / Treasury
- SFSU Capital Planning
- Budget Administration & Operation (BAO)

Last Update: October 22, 2019
Accounting, Reporting, and Controls

a. All SF State capital projects must use the following PeopleSoft (PS) chart combination:

b. CSU Fund Matrix for Capital Projects:

<table>
<thead>
<tr>
<th>Funding Source</th>
<th>Internally Funded</th>
<th>Internally Funded</th>
<th>Financed CSU Funds</th>
<th>Externally Funded NRMR CSU Funds</th>
<th>Externally Funded CIMP CSU Funds</th>
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<tbody>
<tr>
<td></td>
<td>Non-Recurring</td>
<td>Capital Improvement</td>
<td>CSU Funds</td>
<td>NRMR &amp; CIMP projects</td>
<td>CSU Funds</td>
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<td></td>
<td>Maintenance &amp; Repair</td>
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</table>

1. Not used.
2. Use only when the Auxiliary is benefiting from the project. Auxiliary donations should be recorded to the enterprise fund benefitting from the donation or non-enterprise projects are to be recorded to CSU fund 550. 3. Permanent transfer of funds should use Transfer in/out accounts while loans are to use Due to/from accounts. 4. The default net asset category (NAC) of CSU fund 550 is 834 Restricted Expendable-Capital Projects. However, the Enterprise Funds default NAC is 881 Unrestricted and therefore a GAAP override for the restricted portion is required to NAC 834 Restricted Expendable-Capital Projects. 5. Mandatory IRA fee must be approved for this specific purpose. Revenues other than then mandatory IRA fee recorded in this CSU fund are not subject to this restriction.
c. Fund-unique department ID 6270- Capital Projects – Capital outlay object code –account and mandatory/unique project identifier.

d. For all NRMR and CIMP projects, it is recommended to use the series of 607xxx. Additional information about project attribute is available at CSU Legal Manual [Chapter 15, Section 2.3.3 – PeopleSoft Project Attribute]

e. For multi-funded projects, the expenditures must be recorded in the source fund at the voucher level. All claims must be processed within 30 days on bond-funded expenditures. The spending will be according to the hierarchy to meet spending benchmarks as follows:

- Tax-Exempt bond or commercial paper funding: These funds should be spent first to meet the IRS spending requirements.
- Taxable Bonds: while taxable bonds do not have IRS spenddown requirements, there is a cost of borrowing. Campuses are advised to spend taxable bond proceeds in a timely manner.
- General Fund Deferred Maintenance: Campuses need to evaluate if a project has General Fund appropriation(s) with earlier available to or reversion dates than bond funds. If so, the timing in the spending of these funds needs to be coordinated with the timing in the spending of the bond funds.
- Cash/Short Term Investments: Campus or Systemwide PayGo or Supplemental funding
- Long Term Investments.

f. The project ID format will follow the PeopleSoft Common Financial System (CFS) project chart of accounts format of nine alpha-numeric characters. Project charter is submitted to Accounting Office for review. Based upon GAAP regulations on capital assets, Accounting Office will determine the project ID appropriately.

<table>
<thead>
<tr>
<th>PROJECT ATTRIBUTE TYPE</th>
<th>CIMP: CAPITAL IMPROVEMENT; NRMR: NON RECURRING MAINTENANCE/REPAIR</th>
</tr>
</thead>
<tbody>
<tr>
<td>PROJECT ID</td>
<td>MC - capitalized/DM – non-capitalized (2 characters)</td>
</tr>
<tr>
<td>FY</td>
<td>Fiscal year that runs from July 1st to June 30th (2 digits)</td>
</tr>
<tr>
<td>BUILDING</td>
<td>Initials of building/location (2-4 characters)</td>
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<tr>
<td>ENDING DIGITS</td>
<td>Number of project at the location for the fiscal year (1-3 digits)</td>
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<tr>
<td>SAMPLE:</td>
<td>MC20ADM01 or DM20ADM01</td>
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g. A comprehensive capital projects report updated after the close of each fiscal month reflects funding and expenditures and projected expenses and revenues.

h. The current financial information is taken from the PeopleSoft CFS, SF State’s official ledger of record. Each month, the project manager projects expenditures; the project accountant reconciles and reviews the Financial Data Warehouse (FDW) financial statements, and the accounting department projects financing costs (if the project is funded by debt).
i. Direct salaries should never be charged to capital construction projects. Project management fees are recorded as internal professional fees, not as a payroll expenses. Only project expenses within the approved budget may be charged to the project. The VP & CFO of Administration & Finance must approve any exceptions to this procedure.

j. Without prior approval, projects do not run in overdraft. Departmental reserves are the first source of funding for any unauthorized overdrafts.

k. The project accountant will close out the capital project code no later than one year after occupancy of the facility, or when it is declared substantially completed. If invoices or other payments remain outstanding, the project manager must contact accounting to request a delay, closing of the project code.

l. The status and financial position of capital projects will be reviewed regularly with the project owner, chaired by the management center.

m. Project Funding: The project champion department is responsible for ensuring that adequate funding is available and transferred regularly to the project code to prevent overdrafts.

n. Project managers with the support of the project accountant maintain the total project budget and track expenditures, prepare projections, estimate cash requirements, and account for the use of contingencies. The project manager reviews project estimates with the AVP of CPDC. The project accountant reviews monthly accounting system statements from FDW for discrepancies. Project managers, financial owners, and the members of management center meet quarterly to discuss the financial status of all major capital projects.

o. After the capital fund is approved the only new projects that will be included as amendments will be projects that qualified as emergency projects.

p. Capital project contingency funds should be tightly controlled to deal with unexpected project developments and should be included in the original estimated cost (no less than 10% to the construction estimated cost). All significant programmatic and owner controlled scope changes that occur during the design or construction phase, which significantly impact the contingency or total project budget, must be approved by the appropriate department project requestor, and a new project charter change order must be issued and approved. The project manager will track all uses of project contingencies.

q. Project managers monitor all project schedules and keep all interested parties informed of changes to the anticipated schedules.