

City of Garden Grove

**INTER-DEPARTMENT MEMORANDUM**

To: Allan Roeder  
Dept.: Interim City Manager  
Subject: APPROVAL OF THE 2015 INVESTMENT POLICY; RE-APPOINTMENT OF A CITY TREASURER AND A DEPUTY CITY TREASURER; AND DELEGATION OF INVESTMENT AUTHORITY

From: Kingsley Okereke  
Dept.: Finance  
Date: February 24, 2015

OBJECTIVE

To comply with California Government Code Section 53646(a)(1), which states that the Treasurer or Chief Fiscal Officer of the local agency may annually renders to the legislative body of that local agency a statement of investment policy, which the legislative body of the local agency shall consider at a public meeting; and to renew delegation to the City Treasurer and Deputy City Treasurer the authority to invest City funds.

BACKGROUND

The current City Investment Policy has continued to remain in compliance with State guidelines including the following stipulations:

1. The Chief Fiscal Officer may submit a quarterly report to the legislative body that contains detailed information on all securities, investments, and moneys of the local agency.
2. Prohibition of governments investing in inverse floaters.
3. Prohibition of governments investing in any security that could result in zero interest accrual if held to maturity.

Also, consistent with State guidelines, the City Council may renew the delegation of authority each year to the City Treasurer and to the Finance Director, or his designee, as Deputy City Treasurer, as the persons responsible for the investments. The City Council has delegated this authority by resolution No. 9219-14 to said positions.

DISCUSSION

Prior to Chapter 889, Statutes of 2004 (AB 2853, Laird), California Government Code Section 53646 required cities to annually render an investment policy to be considered at a public meeting. With the advent of AB 2853, the requirement to submit investment policies was made optional, although the Legislature still

encourages the submittal of investment policies because of the public interest served. The Finance Director, acting as Deputy City Treasurer, provides the City Council a copy of the investment portfolio monthly. Also, the City's Investment Policy is presented to the City Council for review and approval at a public meeting annually. The Investment Policy outlines the City's investment guidelines and investing strategy. The Policy requires the City to hold the securities or have safekeeping by a recognized financial institution. Currently, U. S. Bank and Union Bank, N.A. (which is a custodial service completely separate from Union Bank operations) provide custodial/safekeeping services to the City.

The City Investment Policy applies to secure the investment principal, allows for ease of liquidation, and provides a reasonable return on the investments. In addition, the Investment Policy allows the City of Garden Grove to maintain sufficient cash so all payments due in at least the next six months may be made in a timely manner.

The requirements and strategies outlined in the City's Investment Policy have allowed the City of Garden Grove to have no losses in principal while maintaining a reasonable return on the portfolio. Last fiscal year the City's Investment Portfolio return was approximately 1.27%. All of the investments held in the portfolio at this time are either Federal Securities or invested in the Local Agency Investment Fund (LAIF).

FINANCIAL IMPACT

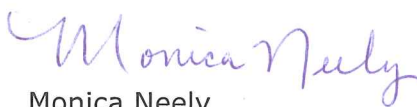
None.

RECOMMENDATION

It is recommended that the City Council take the following actions:

- Approve the attached 2015 Investment Policy;
- Re-appoint Kimberly A. Huy as City Treasurer, and Kingsley Okereke as the Deputy City Treasurer; and
- Renew delegation to the City Treasurer and Deputy City Treasurer the responsibility to invest or to reinvest City funds.

  
KINGSLEY OKEREKE  
Finance Director

By:   
Monica Neely  
Revenue Manager

Recommended for Approval

  
Allan L. Roeder  
Interim City Manager

Attachment: 2015 City of Garden Grove Investment Policy

# **City of Garden Grove**

## **INVESTMENT POLICY**

**2015**

### **CITY COUNCIL**

**BAO NGUYEN, MAYOR**

**STEVE JONES, MAYOR PRO TEM**

**KRIS BEARD, COUNCIL MEMBER**

**PHAT BUI, COUNCIL MEMBER**

**CHRISTOPHER V. PHAN, COUNCIL MEMBER**

### **INTERIM CITY MANAGER**

**ALLAN ROEDER**

### **FINANCE DIRECTOR**

**KINGSLEY OKEREKE**

**City of Garden Grove  
11222 Acacia Parkway, Garden Grove, CA 92840**

# CITY OF GARDEN GROVE INVESTMENT POLICY

## TABLE OF CONTENTS

<b>SECTION I - GENERAL</b>	<b>PAGE</b>
1. Purpose.....	1
2. Scope .....	1
3. Prudence.....	1
4. Objectives .....	2
5. Delegation of Authority .....	3
6. Ethics and Conflict of Interest .....	3
7. Investment Guidelines and Investment Strategy .....	3
8. Investment Instruments.....	3
9. Delivery .....	5
10. Policy Constraints .....	5
11. Investment Controls .....	6
12. Investment Reports .....	6
 <b>SECTION II - GUIDELINES/ATTACHMENT 1</b>	
1. Cash Availability Guidelines .....	7
2. Investing Guidelines .....	7
3. Guidelines for Types of Investments .....	8
 <b>SECTION III – INVESTMENT STRATEGY/ATTACHMENT 2 .....</b>	<b>10</b>

# **CITY OF GARDEN GROVE**

## **INVESTMENT POLICY**

### **MISSION STATEMENT**

It is the policy of the City of Garden Grove to invest public funds in a manner that will provide in priority order, maximum security, adequate liquidity and sufficient yield, while meeting the daily cash flow demands of the City of Garden Grove and conforming to all sections of California Government Code Section 53600, et seq., and related statutes and regulations governing the investment of public funds.

#### **1. PURPOSE**

This statement is intended to provide direction for the investment of the City of Garden Grove's temporary idle cash under the prudent investor standard. California Government Code Section 53600.3 defines the prudent investor as an individual who is authorized to make investment decisions as trustees, and therefore they are considered fiduciaries subject to the prevailing standard. Furthermore, the trustee is to act to safeguard the principal and maintain the liquidity needs of the agency.

The City's ultimate investment goal is to invest public funds in a manner which will provide the highest investment return with the maximum security while meeting the daily cash flow demands of the entity and conforming to all state and local statutes governing the investment of public funds.

#### **2. SCOPE**

This investment policy applies to all financial assets of the City of Garden Grove. These funds are accounted for in the City of Garden Grove's audited Comprehensive Annual Financial Report and include all funds under the direction of the City. Bond Proceeds are excluded from this Policy. Investment of bond proceeds will be made in accordance with applicable bond indentures.

#### **3. PRUDENCE**

Investments shall be made with judgment and care--under circumstances then prevailing--which persons of prudence, discretion and intelligence exercise in the management of their own affairs, not for speculation, but for investment, considering the probable safety of their capital as well as the probable income to be derived.

The standard of prudence to be used by investment officials shall be the "prudent person" standard and shall be applied in the context of managing an overall portfolio. Investment officers acting in accordance with written procedures and this investment policy and exercising due diligence shall be relieved of personal responsibility for an individual security's credit risk or market price changes, provided deviations from

expectations are reported in a timely fashion and appropriate action is taken to control adverse developments.

#### **4. OBJECTIVES**

The City's funds shall be invested in accordance with all applicable City policies and codes, State statutes, and Federal regulations, and in a manner designed to accomplish the following objectives.

Section 53600.5 of the California Government Code defines the investment objectives of the investment of public funds and that the primary objective of a trustee is the safety of the principal of funds under its control. The secondary objective is to meet the liquidity needs of the depositor. The third objective is to achieve a return on the funds under its control.

##### **A. Safety**

Safety and the minimizing of risk associated with investing refers to attempts to reduce the potential for loss of principal, interest or a combination of the two. The first level of risk control is found in State law that restricts the particular type of investments permissible for municipalities. The second level of risk control is reduction of default risk by investing in instruments that appear upon examination to be the most credit worthy. The third level of risk control is reductions of market risk by investing in instruments that have maturities coinciding with dates of disbursements, thereby eliminating risk of loss from a forced sale. The City of Garden Grove only invests in those instruments that are considered very safe. Safety of principal is the foremost objective of the City of Garden Grove's Investment Program.

##### **B. Liquidity**

Liquidity refers to the ability to easily sell at any time with a minimal risk of losing some portion of principal or interest. Liquidity is an important quality for an investment to have, for at any time the City may have unexpected or unusual circumstances that result in larger disbursements than expected. When this occurs the existence of highly liquid investments allows the City to meet the cash requirements without unfavorable forced liquidation penalties. Generally investments and their maturities are selected in anticipation of disbursement needs. The City of Garden Grove's Investment Portfolio will remain sufficiently liquid to enable the City to meet all operating requirements which might be reasonably anticipated.

C. Yield

Yield is the potential dollar earnings an investment can provide, and also is sometimes described as the rate of return. To meet the objectives, the City of Garden Grove attempts to obtain the highest yield on its investments consistent with the preservation of principal and liquidity. The yield benchmark for the City is the 6 month Treasury Bill as listed in the Money Rates section of the Wall Street Journal.

**5. DELEGATION OF AUTHORITY**

The City invests in the spectrum of instruments allowable under the Government Code Section 53600 et seq. of the State of California. The City Council has delegated, by resolution No. 9219-14, the authority to invest with the City Finance Director and the appropriate assistants, subject to the limitations set forth in the Investment Policy and Investment Guidelines. (The City holds its public investor harmless for responsible investment transactions undertaken in accordance with the Investment Policy.)

**6. ETHICS AND CONFLICT OF INTEREST**

Officers and employees involved in the investment process shall refrain from personal business activity that could conflict with proper execution of the investment program, or which could impair their ability to make impartial investment decisions. Employees and investment officials shall disclose to the Finance Director of the City any material financial interest in financial institutions that conduct business with the jurisdiction, and they shall further disclose any large personal financial/investment positions that could be related to the performance of the City, particularly with regard to the time of purchases and sales.

**7. INVESTMENT GUIDELINES AND INVESTMENT STRATEGY**

The City of Garden Grove uses a set of written Investment Guidelines (Attachment 1) that define the procedures for investing within the directives of the Investment Policy. In accordance with the Investment Guidelines, Investment Strategy (Attachment 2) is used to maximize yield depending on market conditions.

**8. INVESTMENT INSTRUMENTS**

The City invests in the following investment instruments as approved by the California Government Code, Sections 53600 et seq. subject to the limitations stated in the City's Investment Guidelines and Investment Strategy:

1. Securities of the U. S. Government or its Agencies  
An obligation of the U. S. Government, backed by the full faith and credit of the government. These securities are regarded as the highest quality of investment securities available in the U.S. securities market.
2. Federal Home Loan Bank (FHLB)  
Members of the Home Loan Bank system issue consolidated bonds and discount notes as joint and severable obligations of the Home Loan Bank System. Although the banks operate under federal charter with government supervision, there is no explicit federal guarantee of Federal Home Loan Bank debt. The reserves against the debt, which must be maintained, are considerable and this investment is considered very safe.
3. Federal National Mortgage Association (FNMA)  
FNMA purchases conventional mortgages which are generated from the sale of corporate obligations to private investors. Its strong secondary market is financed in part through issuance of short-term notes that resemble commercial paper. The notes range up to 360 days.
4. Federal Farm Credit Bank (FFCB)  
Farm Credit Bonds are high credit quality bonds. The Farm Credit System's status as a Government-sponsored enterprise, results from its public mission and ties to the federal government; the traditionally strong governmental support of the agricultural sector; and the System's strong financial performance in recent years, including favorable earnings and strong capital ratios. Farm Credit Debt Securities are the joint and several obligations of the Farm Credit System Banks and are not obligations of and are not guaranteed by the United States or any Federal agency instrumentality, other than the Banks.
5. Local Agency Investment Fund (LAIF)  
The LAIF is established by the State Treasurer for the benefit of local agencies in which their money is pooled as a method for managing funds.
6. Local Agency Bonds  
Bonds, notes, warrants, or other evidences of indebtedness of any local agency within this state, including bonds payable solely out of the revenues from a revenue-producing property owned, controlled, or operated by the local agency, or by a department, board, agency, or authority of the local agency.



7. Certificate of Deposit (CD)  
A time deposit with a specific maturity evidenced by a certificate.
8. Bankers Acceptances  
A draft or bill of exchange accepted by a bank or trust company. The accepting institution guarantees payment of the bill, as well as the issuer.
9. Negotiated Certificates of Deposit  
Unsecured obligations of a financial institution, bank or savings and loan, bought at par value with the promise to pay face value plus accrued interest at maturity. They are high-grade negotiable instruments, paying a higher interest rate than regular certificates of deposit.
10. Commercial Paper  
An unsecured short-term promissory note issued by corporations, with maturities ranging from 2 to 180 days.
11. Repurchase Agreements (Overnight)  
An agreement of one party to purchase securities at a specified price from a second party and a simultaneous agreement by the first party to resell the securities at a specified price or at a specified later date.
12. Passbook Savings Account
13. Other investments that are, or may become, legal investments through the State of California Government Code.

## **9. DELIVERY**

All security transactions entered into by the City shall be conducted on a delivery-versus-payment (DVP) basis to ensure that securities are deposited in an eligible financial institution prior to the release of the funds. Securities will be held by a third party custodian designated by the Finance Director and evidenced by safekeeping receipts and monthly reports.

## **10. POLICY CONSTRAINTS**

The City operates its investment program with many State and self-imposed constraints. It does not speculate; it does not buy stocks or corporate bonds; it does not deal in futures or options; it does not purchase on margin through Reverse Repurchase Agreements. The weighted average life of the portfolio is maintained within limits dictated by the cash flow needs of the City, the economy, and the Investment Guidelines. The City diversifies its investments to reduce potential

default on market risks. The portfolio is carefully monitored to assure the prudent management of the portfolio.

**11. INVESTMENT CONTROLS**

The City has developed a System of Internal Investment Controls and a Segregation of Responsibilities of Investment Functions in order to assure an adequate system of internal control over the investment function.

The Finance Director shall establish an annual process of independent review by an external auditor. This review will provide internal control by assuring compliance with policies and procedures.

**12. INVESTMENT REPORTS**

The Finance Director renders a monthly Investment Report to the City Manager and City Council, through the Manager's Memo, showing the type of investment, institution, date of maturity, amount of deposit, current market value for all securities under the City control, rate of interest, amount of interest received during the month and Par Value. A graph is included which indicates the percent of the portfolio that is invested in each type of investment instrument.

## **INVESTMENT GUIDELINES**

INVESTMENT GUIDELINES STATE THE PARAMETERS OF HOW INVESTING IS TO BE ACCOMPLISHED.

### **1. CASH AVAILABILITY GUIDELINES**

A. Cash flow analysis is developed which serves as a basis for determining the cash available for investment and maturity dates needed to cover future disbursements.

B. A close rapport is maintained with all other departments having a significant impact on cash flow to ensure receipt of timely and accurate data.

C. Revenue receipts are consolidated into one bank account and invested on a pooled concept basis. This provides maximum interest with minimal accounting steps. Interest earnings are allocated according to fund cash and investment balances.

D. Active bank balances are kept as low as possible without jeopardizing good banking relationships by maintaining investment of available cash as near to 100 percent as possible.

E. Bank balances are obtained daily to assure fast, accurate, and detailed information.

F. Sufficient funds are maintained in very liquid investments to meet most unexpected contingencies.

### **2. INVESTING GUIDELINES**

A. Based on the economy a close working relationship is maintained with a list of well-established brokers, and bankers whose expertise is of assistance in making investing decisions.

B. Economic data, forecasts, and conditions are continuously obtained from financial experts in the field and evaluated as to impact on investing decisions.

C. Business journals are routinely reviewed and education programs attended to enhance knowledge and professional skills required managing an investment portfolio.

D. Only investments authorized by the Investment Policy are transacted.

E. Investments are diversified by (1) type, (2) institution, (3) length of maturity, and (4) broker/dealer/bank used as is consistent with safety, liquidity, yield, and administrative cost.

F. Purchases of investments are made with the intent of holding the investments to maturity.

G. The City does not permit the purchase of securities on margin (the borrowing of funds via Reverse Repurchase Agreements using the security to be purchased as collateral).

H. Competitive bids are obtained and documented on all investments when practical.

I. Every investment transaction is documented and the procedure for monitoring is clearly defined.

J. Security purchases are maintained within statutory limits imposed by the California Government Code.

Current limits are:

Bankers Acceptances-30% and not over 180 days in maturity (53601-f)

Commercial Paper - 15% (53601-g)

Negotiated Certificates of Deposit - 30% (53601-h)

K. The weighted average life of the portfolio is maintained within limits dictated by the cash flow needs of the City and the economy.

L. Investment strategies are reviewed for possible need to change at least quarterly. They are reviewed more frequently as changes in economic conditions dictate.

### **3. GUIDELINES FOR TYPES OF INVESTMENTS**

#### **A. CALIFORNIA STATE-LOCAL AGENCY INVESTMENT FUND**

A resolution of the City is on file with the State Treasurer, which permits maintaining an account in the Local Agency Investment Fund. The maximum balance that can be held in the fund is \$50 million. LAIF has a policy limiting the number of total deposit and withdrawals each month (currently it is a total of 15 transactions). Since periodically LAIF changes the maximum balance and the number of transactions allowed each month, the City will make the necessary adjustments to conform to any new requirements. Interest is paid quarterly on an average of what the fund earned for the quarter.

B. REPURCHASE AGREEMENTS (REPOS)

Repos are used only as a short-term investment not exceeding 30 days.

C. BANKERS ACCEPTANCES

Bankers Acceptances are mainly used for investments with a maturity of one to six months. The City will only invest in the 100 largest banks in the world (in terms of assets). Investment in any one institution will not exceed 10 percent of the City's portfolio. Investment in Bankers Acceptances will not exceed 30 percent of the City's portfolio as per State law. Maturities will be for 180 days or less.

D. TIME CERTIFICATES OF DEPOSITS (TCDs)

Only Time Certificates of Deposits that are insured for \$100,000 by FDIC, FLSIC, or fully collateralized as required by state law if over \$100,000 are purchased. Not more than five percent of the City's portfolio is invested in any one institution. Time Certificates of Deposit are safe kept in the City's vault in a fire file or in an acceptable safekeeping account with a perfected interest in the City's name. The institution must be located in California.

E. COMMERCIAL PAPER

Commercial paper is a short-term unsecured promissory note issued by a corporation to raise working capital. Local agencies are permitted by state law to invest in commercial paper of "prime" quality of highest rank. The City of Garden Grove invests in high quality commercial paper for periods of one to ten days to maximize temporary idle funds.

F. TREASURY NOTES AND FEDERAL AGENCY SECURITIES

Investments in Treasury Notes and Federal Agency Securities are limited to those with maturity of five years or less.

**INVESTMENT STRATEGY**

1. When making an investment decision, the purchase of an investment is made with the intent of holding that investment to maturity.
2. Fully utilize the cash flow projection to balance the liquidity needs at all times.
3. Maintain close working relationships with bankers and brokers, and contact several with each investment transaction.
4. Obtain, at least weekly, economic forecasts from bankers, brokers or other financial experts in the field.
5. Keep the active bank balance at the lowest possible level without jeopardizing good bank relationships.
6. Maintain sufficient funds in overnight investments to meet current cash flow.
7. Review investment plan and strategy annually or as the need arises.
8. Review investment strategy quarterly and update as needed.