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# FINANCIAL STRUCTURE AND POLICIES

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## ORDER OF FUND PRESENTATION

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The City budget is organized in fund number order. The departmental budget section includes all operating funds in the traditional order of General Fund, Special Revenue Funds, Debt Service Funds, Enterprise Funds, Internal Service Funds, and Trust Funds.

**General Fund:** The General Fund is the City's primary operating fund and is a major fund. It accounts for all financial resources except those required to be accounted for in other funds, and is generally considered to represent the basic operations of a municipality. It derives the majority of its revenues from property, sales, utility, and business & occupation taxes, and state-shared revenues.

The **General Fund** (Funds 001-038) accounts for operations such as Police, Fire, Engineering, Planning, and supporting departments such as Finance, Legal, and Information Technology. Each department included in the General Fund is budgeted for and presented separately in the General Government Funds section of this document.

**General Government:** When a section of the budget refers to the "General Government," it includes the General Fund Funds 001-038, as described above, plus Funds 101-120 as listed below. All City General Government property tax revenues are accounted for here.

- 101** The **Parks and Recreation Fund** accounts for the operations of the City's park system and swimming pool.
- 110** The **Library Fund** accounts for the operation of the two City libraries.
- 112** The **Municipal Arts Fund** accounts for the maintenance and operations of the City's performing arts facility, city municipal arts programs, and the 1% for Arts program.
- 114** The **Conference Center Fund** accounts for the maintenance and operations at the City's Edward D. Hansen Conference Center.
- 115** The **General Government Special Projects Fund** accounts for specific non-recurring projects.
- 119** The **Street Improvement Fund** accounts for asphalt street overlays and street improvement and repair projects.
- 120** The **Streets Fund** accounts for maintenance and operation of all transportation routes, preparation of streets planned for overlay, and maintenance of the Central Business District area.

**Special Revenue Funds:** Special revenue funds account for the proceeds of revenue sources that are restricted for specific expenditure purposes. Other restricted resources are accounted for in debt service, trust, and capital projects funds. The City also has several special revenue funds that do not meet the strict definition of a special revenue fund, but were created for management control and budgeting purposes. These funds are underlined below. For financial reporting purposes, the underlined funds are combined with the general fund.

- 126** The **Motor Vehicle and Equipment Replacement Reserve Fund** accumulates funds to provide for the replacement of general government motor vehicles and equipment.
- 138** The **Hotel/Motel Tax Fund** accumulates the hotel/motel tax for tourism promotion and publicity of the City, promotion of the Events Center and capital improvements at the stadium.
- 144** The **Downtown Improvement Fund** accounts for improvements to the downtown business core.

- 145** The **Cumulative Reserve for Real Property Acquisition Fund** accounts for real property acquisitions.
- 146** The **Property Management Fund** accounts for several city-owned commercial buildings, and the general government building maintenance and repair reserve.
- 148** The **Cumulative Reserve for Parks Fund** accounts for money accumulated for capital improvements and acquisition of land for parks.
- 149** The **Senior Center Reserve Fund** accounts for funding of senior center activities and special events.
- 151** The **Fund for Animals** is a reserve fund that accumulates contributions for animal welfare issues and unusual medical expenses.
- 152** The **Cumulative Reserve for Library Fund** is a reserve fund that accumulates bequests and contributions for specific capital items and projects that relate to the library program and for literary and cultural services for the intellectual improvement of the individual.
- 153** The **Emergency Medical Services Fund** accounts for the paramedic program funded by a special property tax levy passed by the citizens of Everett and ambulance transport fees.
- 154** The **Real Estate Excise Tax Fund** is a reserve fund that accumulates this tax until the City allocates the proceeds to capital projects in accordance with state law.
- 156** The **Criminal Justice Fund** accounts for supplemental programs of the police department, prosecutor's office and municipal court funded by Criminal Justice legislation, and other restricted revenues.
- 157** The **Traffic Mitigation Fund** is a reserve fund for traffic improvements resulting from development in Everett.
- 160** The **Contingency Reserve Fund** is a reserve fund for emergencies and contingency expenses funded from the general fund in the form of a general property tax allocation.
- 162** The **Capital Improvement Reserve Fund**, a major fund, is a reserve fund for capital projects funded from the first quarter of one percent Real Estate Excise Tax and general fund contributions.
- 197** The **Community Housing Improvement Program (CHIP) Fund** accounts for low interest loans to low-income homeowners and non-profit organizations throughout Everett and administration of those loans. Loans are provided through a loan pool of federal funds, including HUD Block Grant and Home funds, and other grant programs.
- 198** The **Community Development Block Grants Fund** accounts for a variety of housing and community development programs aimed primarily at low and moderate-income persons and the prevention or elimination of slums and blight. The financing is from Community Development Block Grant HUD funds.

**Debt Service Funds:** Debt service funds are used to account for the accumulation of resources for and payment of general obligation bond principal and interest from governmental resources. Debt service funds are also used to account for the accumulation of resources for and payment of special assessment bond principal and interest from special assessment levies when the government is obligated in some manner for the payment.

- 210** The **Bond Redemption Fund** accumulates funds to pay principal redemption and interest payments on various bond issues.
- 243** The **Local Improvement District (LID) Guaranty Fund** was established in 1919 to guarantee the payments of LID bonds and other short-term obligations.

- 299** The **Consolidated Local Improvement District (LID) Bond Redemption Fund** collects special assessments levied against benefited properties for payment of principal and interest for special assessment bond issues.

**Capital Project Funds:** Capital project funds are used to account for the acquisition or construction of major capital facilities other than those financed by proprietary and trust funds. **Capital project funds are not included in the City's operating budget, but are budgeted separately with construction fund ordinances which appropriate a budget for the life of the project.**

- 303** The **Public Works Improvement Project Fund** accounts for Public Works enhancement and improvement projects; mainly road construction projects.
- 308** The **Riverfront District Development Fund** accounts for general government projects related to the Riverfront District development.
- 342** The **City Facilities Construction Fund** accounts for construction of new city facilities.
- 354** The **Parks CIP 3 Construction Fund** accounts for the design and construction of various park improvements.

**Enterprise Funds:** Enterprise funds account for operations: (a) that are normally financed and operated in a manner similar to private business enterprises where the intent of the governing body is that costs (expenses, including depreciation) of providing goods or services to the general public on a continuing basis be financed or recovered primarily through user charges; or (b) where the governing body has decided that periodic determination of revenues earned, expenses incurred, and/or net income is appropriate for capital maintenance, public policy, management control, accountability, or other purposes. The City of Everett's enterprise funds include operations, construction, bond, and grant projects directly related to enterprise operations.

- 401** The **Water/Sewer Utility Fund**, a major fund, accounts for activities related to water and sewer management, including distribution and filtration of water, and the collection and treatment of wastewater, and surface water management.
- 402** The **Solid Waste Utility Fund** accounts for activities related to garbage and solid waste management, including recycling and excluding direct engagement in routine collection.
- 425** The **Transportation Services/Transit Fund**, a major fund, accounts for activities related to transit services, paratransit services, and regional transportation management through Everett Station.
- 430** The **Parking Garage Fund** accounts for off-street parking facilities to support the central business district and the relief of traffic congestion.
- 440** The **Golf Fund** accounts for the operation and maintenance, and capital improvements of two city-owned golf courses.
- 450** The **Snohomish River Regional Water Authority Fund** accounts for the interlocal agreement for water resource development with the Woodinville Water District and the Northshore Utility District.
- 451** The **Everett-Tulalip Joint Water Line Fund** accounts for the interlocal agreement to develop and construct a joint water line with the Tulalip Tribes of Washington.

**Internal Service Funds:** Internal service funds account for the financing of goods or services one department provides to other departments of the City on a cost reimbursement basis.

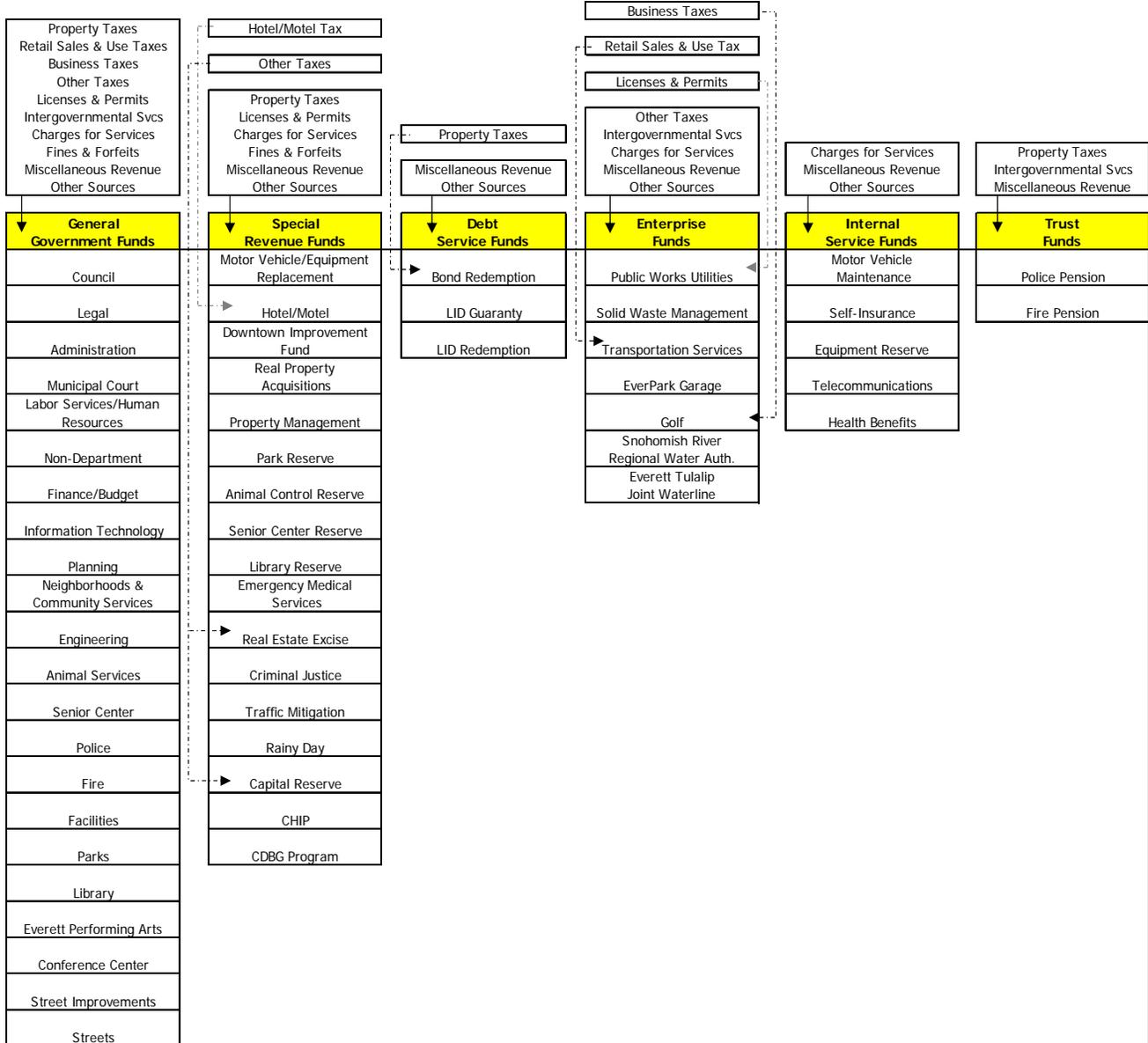
- 501** The **Motor Vehicle Operating Fund** accounts for the costs of operating a maintenance facility for automotive equipment and other machinery used by City departments. Such costs are billed to the other departments at actual cost, including depreciation.
- 503** The **Self-Insurance Fund** receives monies from various City funds to pay all costs of self-insurance for workers' compensation, unemployment compensation, liabilities arising out of torts and the operation of the George Culmback Dam.
- 505** The **Computer Reserve Fund** receives monies from City departments to pay for computer equipment, software, and related maintenance.
- 507** The **Telecommunications Fund** accounts for the cost of operating a centralized telecommunication service for all City departments.
- 508** The **Health Benefits Reserve Fund** accounts for the activity and reserve associated with the provision of health benefits to City employees.

**Fiduciary Funds:** Fiduciary funds consist of trust and agency funds that account for assets the City holds in a trustee capacity or as an agency for individuals, private organizations, other governments, and/or other funds.

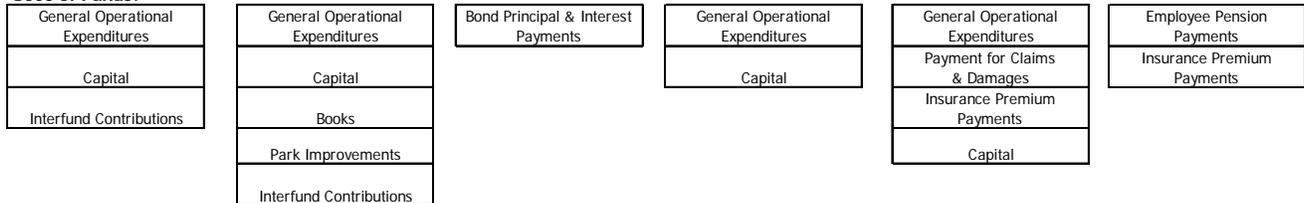
- 637** The **Police Pension Fund** receives funding from property taxes and investment interest to pay for retirement benefits not covered by the State's Law Enforcement Officers' and Fire Fighters' Retirement System to active and retired police officers hired before March 1, 1970; and to pay for medical expenses not covered by medical insurance for active and retired police officers hired before October 1, 1977.
- 638** The **Fire Pension Fund** receives funding from property taxes, a portion of the State levied fire insurance premium tax and investment interest to pay for retirement benefits not covered by the State's Law Enforcement Officers' and Fire Fighters' Retirement System to active and retired fire fighters hired before March 1, 1970; and to pay for medical expenses not covered by medical insurance for active and retired fire fighters hired before October 1, 1977.

## FLOW OF FUNDS STRUCTURE

**Revenue Sources:**



**Uses of Funds:**



## DEPARTMENT AND FUND RELATIONSHIPS

Each department in the City is responsible for preparing budgets for all of the funds that the department manages. Below is a list of the City's departments and the funds that they are accountable for budgeting and managing.

DEPARTMENT	FUNDS
<b>City Council</b>	
001	City Council
<b>Administration</b>	
004	Administration
112	Municipal Arts
114	Conference Center
<b>Legal</b>	
003	Legal
503	Self-Insurance Fund
<b>Finance</b>	
005	Municipal Court
009	Gen Gov't Non-dept
010	Finance
115	General Govt Special Projects
126	Motor Vehicle/Equip Replacement
138	Hotel Motel Tax Fund
154	Real Estate Excise Tax Fund
160	Rainy Day Fund
162	Capital Reserve
210	Bond Redemption Fund
243	LID Guaranty Fund
299	LID Redemption
508	Health Benefits Reserve
637	Police Pension Fund
638	Fire Pension Fund
<b>Labor Relations/Human Resources</b>	
007	Labor Rel./ Human Resources
<b>Information Technology</b>	
015	Information Technology
505	Computer Reserve Fund
507	Telecommunications Fund
<b>Planning and Community Development</b>	
021	Planning/Comm Development
197	CHIP Loan Program
198	Comm Develop. Block Grants

DEPARTMENT	FUNDS
<b>Community Services</b>	
022	Neighborhoods & Comm Svcs
026	Animal Services
027	Senior Center
149	Senior Center Reserve
151	Fund for Animals
<b>Police</b>	
031	Police
156	Criminal Justice Fund
<b>Fire</b>	
032	Fire
153	Emergency Medical Services
<b>Facilities and Property Management</b>	
038	Facilities/Property Management
145	Cumulative Res/Real Prop. Acquis.
146	Property Management
430	Everpark Garage
<b>Parks and Recreation</b>	
101	Parks & Recreation
148	Cumulative Reserve /Parks
440	Golf
<b>Library</b>	
110	Library
152	Cumulative Reserve /Library
<b>Public Works</b>	
024	Engineering / Public Services
119	Street Improvements
120	Streets
144	Downtown Improvement Fund
157	Traffic Mitigation
401	Water/Sewer Utility
402	Solid Waste Utility
450	Sno River Reg Wtr Auth
451	Everett Tulalip Joint Water Line
<b>Transportation Services</b>	
425	Transit
501	Motor Vehicle Division

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## BUDGET VS. ACCOUNTING BASIS

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The City prepares a comprehensive annual financial report in conformance with generally accepted accounting principles (GAAP). The budget is not prepared using the same basis of accounting, and therefore cannot, in all cases, be compared to information reported in the annual report.

**Accounting Basis:** Basis of accounting refers to the timing of when revenues and expenditures or expenses are recognized in the accounts and reported in the financial statements. The Comprehensive Annual Financial Report (CAFR) reports the status of the City's finances in accordance with generally accepted accounting principles (GAAP). The accrual basis of accounting is used for all funds at the entity-wide reporting level. At the fund level, the accrual basis of accounting is used for all funds except the governmental fund types which use the modified accrual basis of accounting.

The modified accrual basis differs from the accrual basis in the following ways:

1. Purchases of capital assets are considered expenditures.
2. Redemptions of long-term debt are considered expenditures when due.
3. Revenues are recognized only when they become both measurable and available to finance expenditures of the current period.
4. Inventories and prepaid items are reported as expenditures when purchased.
5. Interest on long-term debt is recorded as an expenditure when due.
6. Accumulated unpaid vacation, sick pay and other employee benefits are considered expenditures when paid.
7. Depreciation is recorded on an accrual basis only.

**Budget Basis:** The Governmental Fund types (i.e. the General Fund, Emergency Medical Services Fund, Bond Redemption Fund) are budgeted on a modified accrual basis and can be compared to the fund operating statements in the City's annual financial report. However, to directly compare the General Fund per the annual financial report to the budget, the following funds, which are budgeted for separately, must be combined with the General Fund.

- 101 – Parks and Recreation Fund
- 110 – Library Fund
- 112 – Municipal Arts Fund
- 114 – Conference Center Fund
- 115 – General Government Special Projects Fund
- 126 – Motor Vehicle and Equipment Replacement Reserve Fund
- 144 – Downtown Improvement Fund
- 145 – Cumulative Reserve for Real Property Acquisition Fund
- 146 – Property Management Fund
- 149 – Senior Center Reserve Fund
- 160 – Contingency Reserve Fund

The Proprietary Fund types (i.e. Utilities, Transit or Motor Vehicle Division) and the Fiduciary Fund Types (i.e. Pension Trust) are budgeted on a modified accrual basis and are depicted in the annual financial report using an accrual basis; therefore, these funds are not directly comparable between the two reports.

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## FINANCIAL POLICIES - INTRODUCTION

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The financial integrity of our City government is of vital importance. Written, adopted financial policies have many benefits, such as assisting the Council and Administration in the financial management of the City, saving time and energy when discussing financial matters, engendering public confidence, and providing continuity over time as Council and staff changes occur.

The City of Everett budget emerges from a foundation of Council and administrative policies. These financial and budget policies create a framework for decision-making as we develop the City budget.

City staff members develop annual operating budget requests after receiving general direction from Administration. The budget determines what services the City will offer, the level of these services, and how funds will be provided to finance them. Recognizing the importance of these decisions, the following policy statements reflect the principles and priorities the City uses in preparing the budget.

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## BUDGET POLICIES

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### Strategic Planning

The City of Everett employs a budgeting model that allows potential policy decisions to be formulated and tested in a budgetary context spanning a period of five years. The five-year outlook model demonstrates the City's ability to accomplish long-term goals by showing the consequences of any given budget decision as virtually all new General Government services are "tested" within this model prior to implementation. In this manner, policy makers can examine the probable long-term outcome of many possible decisions and select the one that serves the interests of Everett's citizens most effectively.

The General Government Five-Year Outlook identifies fund balances, revenue patterns, and expense trends which are subject to constant change but does not illustrate future budgets, services, or programs in any detail. The dynamic nature of local government, as well as historical precedent, suggests that even the current Operating Budget will be altered several times before the close of the year.

### Balancing the Operating Budget

State law requires that the City adopt a balanced budget. Revised Code of Washington (RCW) 35.33.075 includes the following requirement: *"Appropriations shall be limited to the total estimated revenues contained therein including the amount to be raised by ad valorem taxes and the unencumbered fund balances estimated to be available at the close of the current fiscal year."*

The City adopts a *statutorily* balanced budget, but also seeks to adopt a *structurally* balanced budget. A budget is statutorily balanced when total estimated resources (beginning fund balance plus revenues) equal the total appropriation (expenditures plus ending fund balance). In a statutorily balanced budget, beginning fund balance may be used as a revenue source. In contrast, in a *structurally* balanced budget, the total expenditure appropriation is limited to the annual estimated revenues. In a structurally balanced budget, beginning fund balance may not be used as a revenue source.

It is not uncommon for cities to rely upon the beginning fund balance as a "revenue" source. As stated above, the City of Everett's goal is to attain structural balance, thereby eliminating reliance on these funds to supplement current income. Uncommitted operating surpluses (revenues that exceed expenditures) that occur at year-end may be held in reserve or re-appropriated to a capital reserve, long term obligation, or debt service fund, rather than used as a supplemental source of revenue required to balance the budget each year.

It is the intent of this policy that the budget be structurally balanced (a) at the time of adoption, (b) throughout the budget year, and (c) at year-end, taking into consideration the Fund Balance access conditions listed above.

In the event that adjustments are necessary to bring the budget into balance in the course of the fiscal period, the administration will bring a budget amendment forward for approval by a supermajority of the City Council.

### **Fund Balance Policy**

Fund Balance is defined as the excess of assets over liabilities. The City desires to maintain a prudent level of financial resources to guard its citizens against service disruption in the event of unexpected temporary revenue shortfalls or unanticipated and extraordinary one-time expenditures. The General Government Fund Balance has been accumulated to meet this purpose, to provide stability and flexibility to respond to unexpected adversity and/or opportunities. The long-term target is to maintain a rolling beginning fund balance equal to 20% of operating revenues.

The City's goal is to maintain annual expenditure increases at a conservative growth rate and limit expenditures to anticipated revenues. Revenues in excess of operating expenditures, ("Surplus Funds"), may be transferred to a Capital Reserve, Long Term Obligation, or Debt Service Fund. Capital projects, Street Overlays and Motor Vehicle replacements may be funded from Capital Reserve funds.

The decision to retain a fund balance of 20% of operating revenues stems from the following considerations:

- This amount, in combination with the Rainy Day Fund, provides adequate funding to cover approximately three months of operating expenses.
- It provides the liquidity necessary to accommodate the City's uneven cash flow, which is inherent in its periodic tax collection schedule.
- It provides the liquidity to respond to contingent liabilities.

Fund balance may be accessed under the following conditions:

- The Fund Balance target will be maintained at 20% of Operating Revenues. Surplus Funds may be transferred to a Capital Reserve, Long Term Obligation, Debt Service Fund, or may be used to restore the target fund balance.
- A maximum of 25% of the General Government Fund Balance (5% of operating revenues) may be used to fund unforeseen expenditure requirements or unanticipated revenue fluctuations. The City will identify a plan to restore the Fund Balance to its target amount as part of the budget proposal.
- Except in the event of the declaration of an emergency by the City Council, a minimum Fund Balance equal to 15% of operating revenues will be maintained. A supermajority of the council is required to approve use of the Fund Balance if it falls below the 15% target. The City will identify a plan to restore the General Government fund balance to its target amount as part of the emergency budget proposal.

## RESERVE POLICIES

Over a period of years, Everett created a series of reserve funds to accomplish specific long-term financial goals by meeting short-term annual budget objectives. Generally, each reserve fund is dedicated to a single purpose and has a stated financial goal. The City of Everett includes in its annual budget process an examination of the existing long-term financial goals and the development of new goals and targets. The table below lists the balances of selected reserves. A narrative description of these reserve funds and the long-term financial goals follow.

<b>Reserve Fund Summary</b>				
<b>Fund</b>	<b>12/31/2013 Balance (rounded)</b>	<b>12/31/2014 Est. Balance (rounded)</b>	<b>12/31/2015 Est. Balance (rounded)</b>	
126	Motor Vehicle/Equip Replacement	\$ 7,091,600	\$ 4,214,000	\$ 4,793,700
146	Real Property Management	3,773,200	3,082,600	1,734,200
154	Real Estate Excise Tax Fund - CIP 3	1,917,100	2,429,200	3,484,700
160	Rainy Day Fund	4,119,000	4,119,000	4,119,000
162	Capital Reserve - CIP 2	10,483,600	8,971,600	8,160,600
162	Capital Reserve - CIP 4	6,620,000	4,658,300	4,947,100
503	Self-Insurance Fund - Tort Liability	3,786,600	3,758,300	3,200,000
503	Self-Insurance Fund - Unemployment Comp	363,100	236,500	150,000
503	Self-Insurance Fund - Worker's Comp	3,029,100	1,647,600	1,500,000
505	Computer Equipment Reserve	117,100	169,100	240,400
508	Health Benefits Reserve	2,188,500	4,264,100	5,110,844
637	Police Pension Fund	15,725,400	14,848,800	14,760,300
638	Fire Pension Fund	31,051,600	29,525,100	28,628,100
	<b>TOTAL SELECTED RESERVES</b>	<b>\$ 90,265,900</b>	<b>\$ 81,924,200</b>	<b>\$ 80,828,944</b>
002	General Fund Balance	\$ 31,124,700	\$ 24,700,000	\$ 24,700,000

### **Vehicle Replacement Reserve Fund - Fund 126**

The Vehicle Replacement Reserve was created as a revolving fund to provide funding for new equipment. The long-term goal is to provide adequate and stable funding for future vehicle replacement needs.

### **Property Management - Fund 146**

The City added a reserve program to the Property Management fund for general government facilities maintenance and repairs. Additions to this reserve are included in the annual general government budget.

### **CIP 3 Reserve - Fund 154**

The City created the Capital Improvement Program (CIP) 3 Reserve to finance improvements that will be funded from the second ¼ percent real estate excise tax. This tax was specifically enacted as a part of the state's growth management statutes, which call for the provision of resources for capital facilities that relate

directly to growth. The long-term goal of this fund is to accumulate sufficient cash for Park and Street capital needs deemed appropriate within the scope of the Growth Management Act.

### Rainy Day Reserve Fund - Fund 160

The Rainy Day Fund was created to accumulate funds to be used when extraordinary needs arise that require immediate budget attention. Examples include natural and man-made disasters, civic unrest and severe economic downturns. The Revised Code of Washington (RCW) 35.33.145 restricts the accumulation of monies in rainy day funds to 37.5¢ per \$1,000 of total assessed valuation (AV). The long-term goal is to increase the fund balance to its statutory limit by making ongoing contributions as the City's assessed valuation increases over time, and to provide a supplemental reserve to the 20% General Fund balance.

	2015	2016	2017	2018	2019
Beginning Fund Balance	4,118,945	4,118,945	4,243,945	4,373,945	4,508,945
General Fund Contribution	-	125,000	130,000	135,000	140,000
Ending Fund Balance	4,118,945	4,243,945	4,373,945	4,508,945	4,648,945
Assessed Value (000)	12,535,141	12,911,196	13,245,920	13,587,338	13,935,585
Maximum Rate	0.375	0.375	0.375	0.375	0.375
Maximum Balance	4,700,678	4,841,698	4,967,220	5,095,252	5,225,844
Ending Fund Balance as a % of Maximum Balance	88%	88%	88%	88%	89%

### CIP 2 Reserve - Fund 162

The Capital Improvement Program 2 (CIP2) was created to finance capital projects that are consistent with the Comprehensive Plan and can be funded with the first ¼ percent real estate excise tax. The fund is currently fully programmed to provide funding for debt service on the outstanding obligations discussed below.

In 2001, CIP 2 financed \$13,000,000 in variable rate demand bonds that were used to purchase property for the site of the Everett Events Center. In 2014, the City refinanced the remaining 2001 outstanding bonds in the amount of \$8,200,000 together with \$27,415,000 in outstanding variable rate demand bonds originally issued by the Public Facilities District to construct the Events Center. CIP 2 also provides \$500,000 per year to the Public Facilities District to support the District's remaining fixed rate debt. In 2003, the City issued \$15,000,000 in bonds to finance the construction of the Edward D. Hansen Conference Center.

CIP 2 expenditures are funded from the existing fund balance, real estate excise tax revenue, and contributions from the general fund. This reserve may also be funded from property sales and one-time revenues. CIP2's long-term goal is to make timely debt service payments on the outstanding capital improvement bonds and obligations.

### CIP 4 Reserve - Fund 162

The City created the Capital Improvement Program 4 Reserve to provide funds for future general government capital projects. The reserve is funded by allocations and "surplus funds" from the General Fund when available and deemed appropriate by Administration and City Council. The reserve may also be funded from property sales and one-time revenues. The long-term goal is to finance as many projects as possible with cash rather than debt. The short-term objective is to continue with an annual review and update to determine which projects will be funded with CIP 4 resources.

### Self Insurance Reserve Fund - Fund 503

There are several programs in the Self Insurance Reserve fund each with its own targeted reserve balance. It is the normal practice of the City to restore reserve balances in the self-insurance programs to their targeted balances over a maximum of a five-year period if the reserve balance is overfunded/underfunded due to smaller/larger than anticipated claims.

- The Tort Liability reserve was created to provide for the payment of claims and judgments arising out of tort cases. The Tort Liability program is targeted toward a reserve balance of \$3.5 million. Due to larger than anticipated claims in 2013 and 2014, the program is expected to fall below the targeted reserve amount by the end of 2015. The City plans to restore the program's funding level by 2017.
- The Unemployment Compensation program is targeted toward a reserve balance of \$150,000. This program is currently at its funding target.
- The Worker's Compensation program is targeted toward a reserve balance of \$1,500,000, which represents approximately six months of the annual budgeted expenditures. This program is currently at its funding target.

### Computer Equipment Reserve Fund - Fund 505

The computer equipment reserve was created to track major technology projects; to provide funds for PC, software and infrastructure replacement; and to pay for technology related maintenance contracts. The long-term goal is to stabilize technology expenditures and increase the reserve balance to enable the City to cash fund major technology projects.

### Health Benefit Reserve Fund - Fund 508

The health benefit reserve was created in 1995 following a major overhaul of employee health care service provisions at the City. The City sets the reserve target based on guidance from the State of Washington Department of Risk Management, and on estimated incurred but not reported claims. The long-term goal is to continue the existence of this reserve to stabilize annual health care expenditures.

### Police Pension Fund - Fund 637

The Police Pension Reserve was created to provide actuarially sound fund balances to match the pension liabilities accrued for covered police personnel. An actuarial study is commissioned every two years to assess the status of the pension plan and to set new reserve targets as required. The pension plan is expected to service retirees until approximately 2060. The long-term goal is to defease the accrued and future pension liabilities with a fully-funded reserve of approximately \$19.6 million by the year 2030.

	2015	2016	2017	2018	2019
Beginning Balance	14,848,837	14,760,231	14,846,879	14,917,228	14,976,384
General Fund Contribution	1,649,239	1,711,085	1,775,251	1,841,823	1,910,891
Interest Earnings/Other Misc	535,000	725,461	729,793	733,311	736,268
Cash Outlays	(2,272,845)	(2,349,898)	(2,434,695)	(2,515,978)	(2,600,271)
Ending Balance	14,760,231	14,846,879	14,917,228	14,976,384	15,023,272
Ending Balance as % of Goal	75%	76%	76%	76%	76%

### Fire Pension Fund - Fund 638

The Fire Pension Reserve was created to provide actuarially sound fund balances to match the pension liabilities accrued for covered fire personnel. An actuarial study is commissioned every two years to assess the status of the pension plan and to set new reserve targets as required. The pension plan is expected to service retirees until approximately 2060. The long-term goal is to defease the accrued and future pension liabilities with a fully-funded reserve of approximately \$19.9 million by the year 2030.

	2015	2016	2017	2018	2019
Beginning Balance	29,525,074	28,628,137	28,236,070	27,746,741	27,168,494
General Fund Contribution	964,028	1,127,680	1,169,968	1,213,841	1,259,360
Interest Earnings	1,005,000	1,473,710	1,454,107	1,429,641	1,400,728
Insurance Premium Tax	165,000	172,104	178,988	186,148	193,594
Cash Outlays	(3,030,965)	(3,165,561)	(3,292,392)	(3,407,877)	(3,508,778)
Ending Balance	28,628,137	28,236,070	27,746,741	27,168,494	26,513,398
Ending Balance as % of Goal	144%	142%	139%	136%	133%

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## ASSET POLICIES

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### Cash Management

The City's investment policies were developed in accordance with guidelines set by the Washington Municipal Treasurer's Association.

The responsibility for daily cash management is delegated to the City Treasurer by ordinance. Custody of City funds rests with the City Treasurer in accordance with the City Charter. The investment of City funds is considered to be a significant responsibility in which due diligence is undertaken to adhere to the investment policy and protect the City's assets.

As part of the City's investment policy, the City Treasurer develops monthly portfolio reports, which are provided to Administration and City Council. These reports identify the cash and investments within each fund, interfund loans, and the mix of investments within the City's accounts. In addition, a close review of the General Government cash position is analyzed to determine whether temporary operating loans between funds may be necessary.

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## LIABILITY POLICIES

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### Debt Management Policy

The City's policy is to plan and direct the use of debt so that debt service payments will be a predictable and manageable part of the Operating Budget.

The City continues to pursue a moderate capital improvement program through a careful balance of increased debt and substantial pay-as-you-go capital projects. Each capital project that may be funded by debt is evaluated within the context of the City's long range debt management policy and the capital improvement program. Alternative financing sources are always considered. The City will not issue long-term debt to finance current operations.

Capital will be raised at the lowest possible cost through maintenance of a high credit rating and reputation of fiscal conservatism in the credit markets. The City's bond rating for both general obligation debt and

revenue debt is AA+ by Standard & Poor's Investor Services. The City continually works to maintain its bond rating through sound financial planning and decisions.

To the extent possible, the City will seek level or declining debt repayment schedules. Principal and interest will be paid in accordance with the terms of bond ordinances and loan agreements.

It is the intent of the City to avoid arbitrage. However, if bond proceeds are not used within the established time frame, the City will remit any rebatable earnings to the federal government in a timely manner in order to preserve the tax-exempt status of the outstanding debt.

Legal debt limits are set by the State Legislature and are based on a percentage of the total assessed valuation of all taxable property in the City, which is certified each year by the Snohomish County Assessor for the upcoming year. It is the City Council's policy to use less than 75% of the legal debt capacity for general obligation debt. The City's compliance with these debt limits is demonstrated in the Capital and Debt section of this document.

Only general obligation debt is subject to the legal debt capacity restrictions. Revenue bonds and Local Improvement District (LID) bonds are not limited because no taxing power or general fund pledge is provided as security.

The City will maintain compliance with all covenants stated in bond ordinances, contracts, etc. In addition, the City maintains compliance with all regulatory disclosure requirements.

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## REVENUE POLICIES

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### **General Revenue Policies**

Revenue forecasts will be neither overly optimistic nor overly conservative. They will be as realistic as possible based on the best available information; with a slight inclination towards conservatism. Should economic downturns develop which could result in revenue shortfalls or fewer available resources, the City will make adjustments in anticipated expenditures to compensate.

The City will not incur debt to finance revenue shortfalls. Expenses will be reduced to conform to the long-term revenue forecast. Interfund loans are permissible to cover temporary gaps in cash flow, but only when supported by a well-defined repayment schedule of a short duration.

The City will pursue tax collection efforts to the extent consistent with the marginal costs of collection.

### **Revenue Diversification**

The City strives to maintain a diversified and stable revenue base to shelter public services from short-term fluctuations in any one revenue source. Currently, the City has a diversified, but variable revenue base. The City has chosen to manage these fluctuations by creating a fund balance policy that combines conservative expenditure growth with the ability to transfer surplus funds to a Capital Reserve, Long term Obligation or Debt Service Fund.

### **Fees and Charges**

User fees will be imposed to cover the cost of services provided for unique or narrow segments of the community in order to provide maximum flexibility of general city taxes to meet the cost of services with broader benefits. Fees may be set at levels sufficient to cover the entire cost of service delivery, including all direct and indirect costs, or the service may be subsidized, as Council deems appropriate.

The City will continuously maintain its sewer and water distribution and collection systems. To insure that the enterprise funds remain self-supporting, rate structures will fully fund the direct and indirect costs of operations, capital plant maintenance, debt service, depreciation, and required system extensions. Detailed rate studies will be conducted every four years to update assumptions and ensure the long-term solvency and viability of the City's utility.

User fees will be reviewed during the budget process, by the responsible department, to ensure the fees and charges remain current and are adjusted for inflation and other factors as appropriate.

### **One-Time Revenues**

It is the general policy of the City to use major one-time revenues to fund capital improvements or reserves. The use of one-time revenues to fund ongoing expenditures is discouraged. Unpredictable revenues are budgeted conservatively, and any amount collected in excess of the budget is generally carried forward in the fund balance.

### **Grants**

Departments shall provide advance notice to Administration and Finance of grant applications so that the effects on budget, cash flow, procurement, reporting and compliance requirements can be reviewed and understood beforehand. Potential grants will be reviewed to ensure that they are consistent with the City's priorities. All potential grants will also be carefully examined for matching requirements and future maintenance or replacement costs. Some grants may not be accepted if the local matching funds cannot be justified. Grants may also be rejected if programs must be continued with local resources after grant funds are exhausted. The City will refrain from using grants to meet ongoing, basic service delivery needs.

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## **EXPENDITURE POLICIES**

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### **General Expenditure Policies**

High priority is given to expenditures that will reduce future operating costs, such as investment in technology and equipment that streamline operations.

An appropriate balance will be maintained between budget dollars provided for direct public services and dollars provided to assure good management and legal compliance.

All department heads share in the responsibility of looking at and understanding the City's long-term financial viability, its general spending trends, its projected incomes, and educating themselves, their division heads and employees on the necessary short and long-term balance between revenues and expenditures.

Before the City undertakes any agreements that would create fixed ongoing expenses, the cost implications of such agreements will be estimated for current and future years with the aid of our five-year outlook financial planning model.

Organizations that are not part of the City, but which receive funding from the City, shall not have their appropriation carried forward from year to year unless contractually authorized and directed by City Council. Annual review and reauthorization of funding is required.

All bonds, notes, contracts, accounts payable, and other monetary liabilities will be paid when due and shall have the most superior lien position during the allocation of resources in budget planning.

### **Maintenance and Replacement**

The City inventories and assesses the condition of its buildings, equipment and vehicles annually. The budget process includes a multi-year projection of facilities and vehicle replacement requirements. The budget will

provide sufficient funding for adequate maintenance and orderly replacement of capital plant and equipment. Future maintenance needs for all new capital facilities will be estimated and included as decision criteria.

### Capital Improvements

The City will maintain a multi-year Capital Improvement Plan (CIP) and update it annually. The CIP will be developed in conjunction with the operating budget to insure that all operation and maintenance costs associated with new capital improvements are adequately addressed. All capital improvements will be made in accordance with the adopted plan. The City will maintain its assets at a level adequate to protect the capital investment and minimize future maintenance and replacement costs.

### Library Books

The City of Everett is dedicated to providing the community with timely and accessible materials and information at both the Main and Evergreen Branch Libraries. The "Library Book" budget includes books, serials, electronic databases, audiobooks, e-books, CDs, and DVDs. The combined effects of inflation and the ever-increasing needs of a growing population make this commitment a continuing challenge. In an effort to maintain the library's collection at an effective level, the book budget will increase or decrease as population and inflation increase or decrease.

	2015	2016	2017	2018	2019
Population Estimate	104,900	105,949	107,008	108,079	109,159
Per Capita Funding	\$ 6.21	\$ 6.37	\$ 6.55	\$ 6.72	\$ 6.90
Book Budget	650,976	675,238	700,404	726,508	753,585

### Operating/Capital Expenditure Accountability

It is the City's policy to compare actual expenditures to budget, generally on a monthly basis. If necessary, actions are taken to bring the budget into balance.

### Unfunded Mandates Policy

The imposition upon the City of laws and regulations from state and federal legislation is expensive and diverts locally generated revenues into programs that higher levels of government have mandated without funds to pay for them. The long-term goal is to assist state and federal legislators in recognizing the need to provide funds to accompany any mandate that is directed to the local level and to allow local officials alternative ways of responding to problems of public concern. The City has collected and circulated an extensive list of unfunded mandates with the intent of educating elected officials about their cost impact on local governments.