



Bellevue Comprehensive Finance and Asset Management Policies Overview

Purpose

The Comprehensive Financial Management Policies assembles all of the city’s financial policies in one document. They are the tools used to ensure that the city is financially able to meet its immediate and long-term service objectives. The individual policies contained herein serve as guidelines for both the financial planning and internal financial management of the city.

The City of Bellevue is accountable to its citizens for the use of public dollars. Municipal resources must be wisely used to ensure adequate funding for the services, public facilities, and infrastructure necessary to meet the community's present and future needs. These policies safeguard the fiscal stability required to achieve the city's goals and objectives.

Objectives

In order to achieve its purpose, the Comprehensive Financial Management Policies has the following objectives for the city's fiscal performance.

- A. To guide City Council and management policy decisions that has significant fiscal impact.
- B. To set forth operating principles that minimizes the cost of government and financial risk.
- C. To employ balanced and fair revenue policies that provides adequate funding for desired programs.
- D. To maintain appropriate financial capacity for present and future needs.
- E. To promote sound financial management by providing accurate and timely information on the city’s financial condition.
- F. To protect the city's credit rating and provide for adequate resources to meet the provisions of the city’s debt obligations on all municipal debt.
- G. To ensure the legal use of financial resources through an effective system of internal controls.
- H. To promote cooperation and coordination with other governments and the private sector in the financing and delivery of services.

Significant Changes

The development of the biennial budget provides the opportunity to review the city’s Comprehensive Financial Management Policies and make necessary adjustments due to new or revised city ordinances and policies, state laws, or recommendations made by national accreditation and/or approval authorities. No significant changes for this budget period.



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I. Financial Planning Policies

The city shall develop and maintain a six-year Financial Forecast that estimates resource and expenditure behavior for the two bienniums beyond the current budget period. This Forecast will provide the city’s decision-makers with an indication of the long-term fiscal impact of current policies and budget decisions. This planning tool must recognize the effects of economic cycles on the demand for services and the city's resources. To this end, the Forecast should differentiate between revenue associated with one-time economic activities and revenues derived as a result of base economic growth. City financial planning should ensure the delivery of needed services (many of which become more critical during economic downturns) by assuring adequate reliance on ongoing resources in order to support continued city services during economic downturns.

The city is a major force in a complex regional economic system. The city must understand and anticipate changes in both regional and national economic trends in order to engage in strategic financial and management planning.

A. General Fund:

1. The Finance and Asset Management Department will prepare and maintain a Financial Forecast for General Fund operations based on current service levels and current funding sources. This forecast will include the upcoming biennium as well as the two bienniums beyond the current period (a total of six forecast years). This future-oriented look will provide insight into whether the current mix and level of resources are likely to continue to be sufficient to cover current service levels. The forecast also allows staff and City Council to test various “what-if” scenarios and examine the fiscal impact on future bienniums.
2. The city will constantly test both its planning methodology and use of planning tools in order to provide information that is timely, accurate, and widely disseminated to users throughout the city.
3. Departments will forecast and monitor their respective revenues and expenditures with assistance from the Finance and Asset Management Department. The Finance and Asset Management Department will assist departments in developing appropriate systems for such monitoring and will retain overall fiscal oversight responsibility for the General Fund.
4. The Financial Forecast is updated at least two times each year. Any unexpected changes in economic conditions or other circumstances may prompt more frequent updates. Any significant changes are reported to the Leadership Team, City Manager, and Council.

B. Utility Funds:

1. Financial forecasting will be done for the three Utility Funds in a manner similar to the General Fund. The purpose of these forecasts will be to allow the City Council and citizens to evaluate the longer-term financial needs of these programs.



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2. The forecasts should rely on the same basic economic assumptions as the General Fund Forecast. These forecasts will also identify other assumptions used in their preparation and the risks associated with them.
 3. The forecasts must identify how they will impact rate structures.
- C. Parks Enterprise Fund:
1. Financial forecasting will be done for the Parks Enterprise Fund in a manner similar to the General Fund. The purpose of this forecast will be to allow the City Council and citizens to evaluate the longer-term financial needs of the funds' programs.
 2. The forecasts should rely on the same basic economic assumptions as the General Fund Forecast. This forecast will also identify other assumptions used and the risks associated with them.
- D. Development Services Fund:
1. Financial forecasting will be done for the Development Services Fund in a manner similar to the General Fund. The purpose of this forecast will be to allow the City Council and citizens to evaluate the longer-term financial needs of the funds' programs.
 2. The forecasts should rely on the same basic economic assumptions as the General Fund Forecast. This forecast will also identify other assumptions used and the risks associated with them.
- E. Resource/Expenditure Estimating: The financial planning and subsequent budgeting for all funds will be based on the following principles:
1. Resource and expenditure estimates should be prepared on a realistic basis with a target of ± 2 percent variance from the estimate for resources and ± 1 percent variance for expenditures.
 2. Expenditure estimates should anticipate contingencies that are reasonably predictable.

II. General Budget Policies

- A. Resources Greater than Budget Estimates: Resources (fund balance) greater than budget estimates in any internal service fund shall be refunded to the contributing funds unless circumstances warrant retaining such monies for future expenditure in the current fund.
- B. Budget Preparation: Department directors have primary responsibility for formulating budget proposals in line with City Council, Leadership Team, and City Manager priority direction, and for implementing them once they are approved.

The Finance and Asset Management Department is responsible for coordinating the overall preparation and administration of the city's biennial budget and Capital Investment Program Plan. This function is fulfilled in compliance with applicable State of Washington statutes governing local government budgeting practices.

The Finance and Asset Management Department assists department staff in



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- identifying budget problems, formulating solutions and alternatives, and implementing any necessary corrective actions.
- C. **Public Hearings:** The City Council will hold three public hearings on the budget. The first two will be held sufficiently early in the budget process to allow citizens to influence budget decisions and to allow the council to indicate special priorities before city staff develops a preliminary budget recommendation. The third and final public hearing will be held shortly after the preliminary budget's initial presentation to the council and before the council's final budget deliberations. The final public hearing will be held prior to the time the council fixes the annual Property Tax levy. If deemed necessary, additional public hearings may be conducted.
 - D. **Overhead and Full Cost Allocation:** Department budgets should be prepared in a manner to reflect the full cost of providing services.
 - E. **Examination of Existing Base Budget:** During each biennial budget development process, the existing base budget will be thoroughly examined to assure removal or reduction of any services that could be eliminated or reduced in cost.
 - F. **Services to Keep Pace With Needs of Community:** The city will strive to ensure that City service priorities keep pace with the dynamic needs of the community by incorporating a service needs review as part of the budget process.
 - G. **Maintenance of Quality Service Programs:** Quality service programs will be offered by the City of Bellevue. If expenditure reductions are necessary, service elimination is preferable to poor or marginal quality programs.
 - H. **Maintenance of Existing Services vs. Additional or Enhanced Service Needs:** Significant annual resource allocations needed to maintain existing service quality will compete directly with investment proposals during the budget evaluation process.
 - I. **Budget Monitoring:** The Finance and Asset Management Department will maintain a system for monitoring the city's budget performance. This system will provide the City Council with quarterly presentations to the council regarding fund level resource collections and department level expenditures. Included will be provisions for amending the budget during the year in order to address unanticipated needs, emergencies, or compliance with State of Washington budgetary statutes. Budget amendments requiring City Council approval will occur through a process coordinated by the Finance and Asset Management Department. Significant financial issues that need to be addressed between regular monitoring reports will be provided to the council as warranted.
 - J. **Performance Budgeting:** Performance measures will be utilized and reported in department budgets. The city will prepare trends, comparisons to other cities, and other financial management tools to monitor and improve service delivery in city programs.
 - K. **Interfund Charges Based on Full Cost:** Interfund charges will be based on recovery of the full costs associated with providing those services. Internal Service Agreements shall be established between vendor and client departments reflecting full cost recovery unless special circumstances exist. Any disputes will be brought to the City



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Manager or Deputy City Manager for resolution after thorough evaluation by the Finance and Asset Management Department.

- L. Outcome Based Budget Presentation Format: The focus of the city's biennial budget presentation is directed at displaying the city's services plan in Outcome areas to reflect the values of our community and important community-wide priorities recognized by the council.
- M. Distinguished Budget Presentation: The city will seek to obtain the Government Finance Officers Association Distinguished Budget Presentation Award for each biennial budget. The Budget will be presented in a way that clearly communicates the budget to members of the public.

III. Utility & Other Fund Budget Policies

- A. Utilities Department Financial Policies: The Utilities Department Financial Policies, including Solid Waste Reserves policies, were adopted in December 2017, with revisions in September 2018.
- B. Building Permit Revenues and Expenditures: Revenues derived from building permit fees shall be designated for the exclusive support of the development activities in the Development Services Fund. This fund will provide permit processing and compliance inspection services. Building permit fees shall include an overhead rate component to recover its share of general overhead costs, as well as department overhead from those departments directly involved in permit processing activities.
- C. Parks Enterprise Revenues and Expenditures: Revenues derived from golf and certain culture and recreation fees shall be designated for the exclusive support of activities in the Parks Enterprise Fund. This fund will maintain and operate the golf course, tennis center, and Robinswood House, administer adult athletic programs, pay approved maintenance services and overhead charges to the General Fund, and fund golf course improvements in the Capital Investment Program Fund. The Parks Enterprise Fund may also charge the General Fund for a portion of their programs that are offered with a "fee subsidy". This charge is designed to allow youth and special populations access to programs at less than full cost, to encourage participation.

IV. State-Mandated Budget Requirements

Washington State law (RCW 35A.34) specifies requirements that must be followed in budgeting each of the city's funds. The following summarizes the key areas covered in Washington State law:

- A. Key Requirements:
 - 1. The timing, process, and responsibility for each step.
 - 2. A standard account classification system prescribed by the State Auditor.
 - 3. Preparation and filing of a preliminary budget by the chief administrative officer.
 - 4. A "budget message" from the chief administrative officer explaining the



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content, financial policies, and major proposed changes.

5. A public hearing on the proposed preliminary budget conducted before adoption of a final budget, which shall be held on or before the first Monday in December.
 6. Procedures for handling special situations such as mid-biennium emergencies.
 7. Limitations on the expenditure of city funds and procedures for amending the budget.
 8. Quarterly or more frequent reporting to the city's legislative authority on the revenue and expenditure status of each fund.
 9. Budgeting of non-operating/special purpose funds on a different basis from operating budget funds.
- B. Fund Types: The city budgets all funds in accordance with the Optional Municipal Code, Section 35A.34 of the Revised Code of Washington. In accordance with state law, the city prepares its biennial budget on an estimated cash receipts and disbursements basis and by a process that conforms to the stated timing requirements. The only exceptions are the following special purpose funds: special assessment (e.g., Local Improvement District (LID) Bond Fund) and custodial agency funds (e.g., Firemen's Pension Fund), where the city acts in a custodial capacity as the bookkeeper for monies belonging to others. The city maintains three primary types of funds: operating, capital project and other special purpose funds.
1. Operating funds finance the continuous, traditional service delivery functions of a municipality in Washington State. Expenditure authority (appropriations) for each of these funds lapses at the end of each biennium, and a new budget must be adopted by the City Council.
 2. Capital project funds include the General and Utility Capital Investment Program Funds which provide for the city's seven-year capital funding. Capital project fund budgets do not lapse at the end of the biennium, but are carried forward until the monies are fully expended or their objectives are accomplished or abandoned (RCW 35A.34.270).
 3. Special purpose funds are distinguished from operating/budgetary funds by their limited objectives and/or finite life spans. Special purpose fund budgets do not lapse at the end of the biennium but are carried forward until the monies are fully expended or their objectives are accomplished or abandoned (RCW 35A.34.270). Examples of special purpose funds are the Operating Grants, Donations and Special Reserves Fund, and the Housing Funds.

As required by state law, the 2019-2020 Budget reflects balanced expenditure and revenue estimates for each of the city's funds. Although revenue estimates are made only at the fund level, expenditure budgets are prepared at the department and division level for the purpose of administrative control.

V. Budget Development Process



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The Finance and Asset Management Department is responsible for coordinating the overall preparation of the city's budgets. To accomplish this, staff issues budget instructions, conducts budget preparation training sessions, and communicates regularly with department staff. Their guidance provides the overall "rules of the game" within which the more detailed budget instructions and coordinating efforts are developed.

The following are the major provisions for a biennial budget in accordance with Section 35A.34 of the Revised Code of Washington.

Major Steps in Budget Preparation	State Law Time Limitations
1. Request by clerk to all department heads and those in charge of municipal offices to prepare detailed estimates of revenues and expenditures for the next biennium.	By second Monday in September.
2. Estimates are to be filed with the clerk.	By fourth Monday in September.
3. Estimates are presented to the city manager (CM) for modifications, revisions or additions. Clerk must submit to CM proposed preliminary budget setting forth the complete financial program, showing expenditures requested by each department and sources of revenue by which each such program is proposed to be financed.	On or before the first business day in the third month prior to beginning of the fiscal year.
4. CM provides the legislative body with current information on estimates of revenues from all sources as adopted in the budget for the current year. CM also provides the legislative body with the proposed preliminary budget setting forth the complete financial program, showing expenditures requested by each department and sources of revenue by which each such program is proposed to be financed.	No later than the first Monday in October.
5. The legislative body must hold a public hearing on revenue sources for the coming budget, including consideration of possible increases in property tax revenues. (Chapter 251, Laws of 1995, codified as RCW 84.55.120)	Before legislative body votes on property tax levy.
6. CM prepares preliminary budget and budget message and files with the legislative body and city clerk.	At least 60 days before the ensuing fiscal year.
7. Clerk publishes notice that preliminary budget has been filed and publishes notice of public hearing on final budget once a week for two consecutive weeks.	No later than the first two weeks in November.
8. Setting property tax levies	November 30



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Major Steps in Budget Preparation	State Law Time Limitations
9. The legislative body, or a committee thereof, must schedule hearings on the budget or parts of the budget and may require the presence of department heads.	Prior to the final hearing.
10. Copies of proposed (preliminary) budget made available to the public.	No later than six weeks before January 1.
11. Final hearing on proposed budget.	On or before first Monday of December and may be continued from day-to-day but no later than the 25 th day prior to next fiscal biennium.
12. Adoption of Budget.	Following the public hearing and prior to beginning of the ensuing fiscal biennium.
13. Copies of final budget transmitted to the State Auditor's Office.	After adoption.



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The following are key procedural steps in the city's budget development process. Note that the process and dates indicated below match the 2019-2020 process and may be changed for future processes.

1. In early February, City Council validates the seven identified community Outcomes that will frame 2019-2020 Budget, as well as the 2019-2025 Capital Investment Program (CIP) Plan.
2. In February, the council validated the Outcome areas for the upcoming budget.
3. In late March, Budget kick off starts, and City Council provides policy direction and priorities during a Workshop for the development of the operating and CIP budgets.
4. Early in the year, an operating and CIP budget survey was conducted. The survey reached a statistically valid sample of Bellevue residents and queried residents on a variety of city services, including how important and satisfied residents were with these services.
5. In April, the Budget Survey information was presented to the City Council.
6. Revenue and expenditure estimates were developed and updated by the Finance and Asset Management Department throughout the budget process. "Early Outlook" Financial Forecasts were prepared and presented to the council in March.
7. In April, the Request for Results (RFR) were sent to departments. Departments prepared proposals in response to the RFRs and submitted to the Budget Office.
8. The initial public hearing was held in June and a second public hearing was held in August to provide the public with ample opportunity to comment on recommended programs and/or ideas for new programs.
9. From mid-June to early August, the Leadership Team reviewed the department submissions and provided feedback.
10. In October, the City Manager made final budget decisions and directed preparation of the preliminary budget.
11. During early October, preliminary budget documents were prepared, printed, and filed with the City Clerk. This proposed budget was presented to the Council in mid-October, and copies were made available to the public immediately after the presentation.
12. Between late October and early December, the council met in a series of budget sessions to review and discuss the proposed budget.



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13. The third and final public hearing was held in November during the time the council discussed the preliminary budget. Citizens were able to comment on recommended programs and/or ideas for new programs at these public hearings.
14. In early December, the council adopted the budget by ordinance and established the budget appropriation for the next biennium.
15. The final budget is published and distributed during the first half of the following year. Copies are made available to the public and are available on the city's website.
16. Quarterly monitoring reports are prepared by the Finance and Asset Management Department to report on actual performance compared to budget estimates and to identify any remedial actions that may be needed.
17. As required by state law, a mid-biennium update will occur during the year following adoption of the biennial budget. This update is required by state law and allows for budget modifications and technical adjustments.
18. The budget development process described above is supplemented by information generated by the city's Financial Forecast. The forecast is a financial tool that provides the city's decision-makers with an indication of the long-term fiscal impact of current policies and budget decisions.
19. The budget process is also supplemented by information on service delivery performance and benchmarking with discussions and publication of a Comparative Cities Performance Report and an Annual Performance Report.

VI. Budget Adjustment & Amendment Processes

Under the provisions of state law and the city's operating procedures, the operating budget may be adjusted or amended in two different ways. Adjustment of the budget involves a reallocation of existing appropriations and does not change the budget "bottom line". Amendment of the budget involves an addition to or reduction of existing appropriations.

- A. Adjustment: Under the first method, departmental expenditures and requirements are monitored throughout the year. Certain departments may develop the need for additional expenditure authority to cover unanticipated costs that cannot be absorbed within the budget, while other departments will not require their full budget authorizations. The Finance and Asset Management Department reviews and analyzes all department and/or fund budgets to determine what adjustments are necessary and whether the adjustments can be made within existing appropriation limits. These changes are then reviewed with the affected department and/or fund managers. When an adjustment is needed, Finance and Asset Management staff will look first to savings within the department; and then transfers between departments. No City Council action is needed as state law allows budget adjustments to be done administratively.
- B. Amendment: Amending the city's budget occurs whenever the requested changes from department and/or fund managers will cause the existing appropriation level for the fund to change. This situation generally occurs when the City Council authorizes



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additional appropriation. This is done by an ordinance that amends the original budget and states the sources of funding for the incremental appropriations.

VII. Agenda Memorandum Review

The Finance and Asset Management Department will review all agenda items submitted for City Council action. The objective of these reviews will be to ensure compliance with the budget and disclosure of all fiscal issues to the council. This information will be presented in the fiscal impact section of each agenda memorandum.

VIII. Revenue Policies

The city must be sensitive to the balance between the need for services and the city's ability to raise fees, charges, and taxes to support those services.

- A. Mix of Revenues: The city should strive to maintain a diversified mix of revenues to balance the sources of revenue amongst taxpayers and to provide ongoing stability and predictability.
 - 1. Property Taxes and other stable revenues provide a reliable base of revenues during periods of economic downturn.
 - 2. The city's overall revenue structure should be designed to recapture for the city some of the financial benefits resulting from city economic and community development investments.
 - 3. The city will strive to keep a total revenue mix that encourages growth and keeps Bellevue economically competitive and a city of choice for people to live and do business.
- B. Taxes Should Be Selected for Balance, Applicability, and Probable Economic Impact: The following factors will be considered when the city's taxes are increased, decreased, extended, or changed in any way.
 - 1. Stability of the tax source over its expected life.
 - 2. Suitability for a pledge against future debt if that is part of the City Council's long-range intent for the revenue source.
 - 3. Spread the tax burden throughout the city's tax base by utilizing a broad array of the tax sources available and by investigating mitigation of inequities and hardships where appropriate (e.g., Property Tax exemptions and deferrals, and utility tax rebates for low-income elderly people). State and local legislative remedies for detrimental tax impacts should be sought where appropriate.
 - 4. Apply the tax impact information for both residential and business taxpayers against a future vision of what the tax policy decision is intended to foster.
- C. Property Tax Revenues for Park Maintenance: Revenues derived from the Property Tax Lid Lift for Park Maintenance, which Bellevue voters approved in November 2008, shall be deposited in the General Fund to pay all costs necessary to fund the maintenance and operating costs of specific park facilities.



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- D. **Charges for Services:** As much as is reasonably possible, city services that provide private benefit should be supported by fees and charges to provide maximum flexibility in use of general city taxes to meet the cost of services of broader public benefit. Charges for services that benefit specific users should recover full costs, including all direct costs, capital costs, department overhead, and citywide overhead. Departments that impose fees or service charges should prepare and periodically update cost-of-service studies for such services. A subsidy of a portion of the costs for such services may be considered when consistent with legal requirements to meet other city interests and objectives, such as remaining competitive within the region.
- E. **Backup Convention Center Financing:** In accordance with Ordinance No. 4094 (passed on 12/4/89) and Ordinance No. 4229 (passed on 3/4/91), 0.01 percent of the city's total gross receipts business and occupation taxing authority of 0.2 percent, is reserved as a backup financing mechanism for the Convention Center should additional financing beyond that contemplated in the adopted Convention Center Financing Plan become necessary. In addition, any additional increase in the city's B&O Tax (measured by gross receipts) shall first require an analysis of the status of the Convention Center Financing Plan. This information must be included in any fiscal impact notes on agenda materials presented to the City Council for the purpose of increasing the B&O Tax rate described above.

IX. Operating Policies

The city should accommodate both one-time and ongoing expenditures within current resources, establish and adequately fund reserves, regularly monitor and report on budget performance, evaluate the fiscal impact of new proposals, operate as efficiently as possible, and constantly review city services for appropriateness and effectiveness.

- A. **Expenditures should be Within Current Resource Projections:** Ongoing expenditures should be equal to or less than ongoing revenues. Each city fund budget must identify ongoing resources that at least match expected ongoing annual requirements. One-time resources and non-recurring ending fund balances will be applied to reserves or to fund one-time expenditures; they will not be used to fund ongoing programs.
- B. **Unrestricted Resources Should Remain Unrestricted:** Unless otherwise stated explicitly by the City Council, unrestricted resources will not be earmarked for specific purposes in the General Fund. This will preserve the ability of the council to determine the best use of available resources to meet changing service requirements.
- C. **Continual Improvement of Service Delivery:** The city will seek to optimize the efficiency and effectiveness of its services through Business Process Improvement (BPI) efforts, performance budgeting and measuring, and by assessing its services with comparable cities to reduce costs and improve service quality.
- D. **Cash Management:** The Finance and Asset Management Department will develop, maintain, and constantly seek to improve cash management systems which ensure the accurate and timely accounting, investment, and security of all cash assets. All cash received by city departments will be deposited with Finance and Asset Management within 24 hours of receipt.



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- E. **Cash Reserves:** The city will maintain adequate cash reserves to reduce the potential need for borrowing or service reductions during periods of economic downturn, natural catastrophe, or for other, one-time extraordinary expenditures. Annually, the city will target 15 percent of General Fund revenues as a General Fund ending balance, commonly known as a reserve.
- F. **Fund Balances:** Accruals and non-cash enhancements to revenues will not be made to influence fund balances at year-end or during budget discussions.
- G. **Fixed Asset Inventories:** Accurate inventories of all physical assets (including roads infrastructure), their condition, life spans, and cost will be maintained to ensure proper stewardship of public property. The Finance and Asset Management Director will establish policies and appropriate procedures to manage fixed assets, including establishing the threshold dollar amount for which fixed asset records are maintained and how often physical inventories will be taken.
- H. **Allocation of Overhead Costs:** Overhead costs will be allocated to determine the full cost of providing services. Overhead costs will be allocated according to consistent methodology developed in consultation between the Finance and Asset Management Department and other operating departments.
- I. **Utility Debt Coverage Ratio Target:** The City Council adopted the following debt service coverage policy for the bonds issued by the city's Waterworks Utility on March 7, 1994 by Resolution No. 5759:

"The City Council will establish utility rates/charges and appropriations in a manner intended to achieve a debt service coverage ratio (adjusted by including city taxes as an expense item) of approximately 2.00. The City Council authorizes the Waterworks Utility to utilize this policy in development of pro forma projections which will be disseminated to the bond rating agencies and to the financial community generally."

X. Fund Description & Reserve Policies

Fund descriptions and reserve policies have been developed in a standard format for all city funds and are included in the 2019-2020 Budget Detail volume.

- A. **Fund Descriptions** include the following:
 - 1. Fund Type
 - 2. Fund Description
 - 3. Year Created
 - 4. Major Revenue Sources
 - 5. Major Expenditures
 - 6. Fund Custodian
 - 7. Reserve Policy
 - 8. Other Notes
- B. **Reserve Policies** include the following:
 - 1. **Budgeting for Reserves:** The city will maintain and justify budgeted reserves.



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2. Expenditure of Budgeted Reserves: Reserves included in the operating budget shall not be expended without the express written approval of the Finance and Asset Management Director.
3. Annually the city will target 15 percent of General Fund revenues as a General Fund ending balance. This balance is to protect the city's essential service programs during periods of economic downturn, which may temporarily reduce actual resources or cut the growth rate of city resources below that necessary to maintain pre-existing service levels. Additionally, the ending fund balance, commonly known as a reserve, can be used in the event of a natural catastrophe, counter cyclical basic revenue growth (Property, Sales, and B & O Taxes combined) below 5 percent for the biennium, or because of unfunded federal or state mandates.
4. The target of 15 percent of annual General Fund revenues as a General Fund reserve shall be sufficient to maintain the city's exceptional bond rating for both its unlimited and limited general obligation tax bonds.

XI. Capital Investment Program Plan Policies

A number of important policy considerations are the basis for the Capital Investment Program (CIP) Plan. These policies provide guidelines for all financial aspects of the CIP, and ultimately affect the project selection process.

- A. Relationship of Long-Range Plans to the CIP Plan: Virtually all the projects included in the CIP are based upon formal long-range plans that have been adopted by the City Council. This ensures that the city's Capital Investment Program, which is the embodiment of the recommendations of these individual planning studies, is responsive to the officially stated direction of the City Council as contained in the Comprehensive Plan and supporting documents. Examples of these supporting documents are: Transportation Facility Plans (Central Business District (CBD), Bellevue-Redmond Overlake Transportation Study (BROTS), East Bellevue Transportation Study (EBTS), Newcastle), the Parks and Open Space Plan, the Municipal Facilities Plan, the Fire Master Plan, the CBD Implementation Plan and the Comprehensive Plans of the Water, Sewer, and Storm & Surface Water Utilities. There are exceptions, but they are relatively small when compared to the other major areas of expenditure noted above. These exceptions include activities such as the Neighborhood Enhancement Program (NEP) and the Community Development Program.
- B. Establishing CIP Priorities: The city uses the following basic CIP project prioritization and selection process.
 1. Each CIP program area establishes criteria to be used in the prioritization of specific projects submitted for funding. These specific criteria are developed in conjunction with City Council priorities and input from citizens and associated city boards and commissions (if applicable).
 2. The Finance and Asset Management Department determines revenue projections available to the non-utility CIP in consultation with various revenue-



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- generating departments and the amount of resources available for new projects for each new seven-year Plan.
3. The Budget Finance and Asset Management Department, CIP Review Panel and City Manager evaluate the various CIP projects and select those with the highest priority.
 4. Within the available funding, the highest priority projects are then selected and funded in the CIP.
 5. CIP program area managers recommend an expenditure plan to the Finance and Asset Management Department and City Manager, which includes all capital costs and any applicable maintenance and operations (M&O) and/or required short-term financing costs. Program area managers are responsible for the cost estimates of their proposed programs, including future M&O costs related to the implementation of completed projects.
 6. A Preliminary CIP Plan is recommended to the City Council by the City Manager along with the operating budget recommendations.
 7. The City Council reviews the Operating and Preliminary CIP Plan, holds a public hearing(s) to allow for citizen input, makes desired alterations, and then officially adopts the budget and establishes related appropriations as a part of the city's biennial budget process.
- C. Types of Projects Included in the CIP Plan: The CIP Plan will display, to the maximum extent possible, all major capital projects in which the city is involved. While the following criteria may be used as a general guide to distinguish which projects should be included or excluded from the CIP Plan, there are always exceptions which require management's judgment. For purposes of the CIP Plan, a CIP project is generally defined to be any project that possesses all the following characteristics:
1. Exceeds a cost of \$100,000
 2. Involves:
 - a. Totally new physical construction,
 - b. Development of a major technology system (technology system is defined as "an integrated set of hardware, software and processes working cohesively to perform a business function")
 - c. Reconstruction designed to gradually and systematically replace an existing facility or system on a piecemeal basis,
 - d. Replacement of a major component of an existing facility or technology system, or
 - e. Acquisition of land or structures; and
 3. Involves city funding in whole or in part or involves no city funds but is the city's responsibility for implementing, such as a 100 percent grant-funded project or 100 percent Local Improvement District funded project.



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Eligible costs include:

- a. Studies/plans that determine the feasibility and/or support the preliminary design of future CIP projects,
 - b. Pre-design, design, development, right-of-way, construction, inspection, and/or testing, and
 - c. Staff and consultants to deliver the capital project.
- D. **Scoping and Costing Based on Predesign Study:** It has proven difficult to develop accurate project scopes, cost estimates, and schedules on which no preliminary engineering or community contact work has been done. To address this problem, some projects are initially proposed and funded only for preliminary engineering and planning work. This funding will not provide any monies to develop final plans, specifications, and estimates to purchase rights-of-way or to construct the projects. However, generally, an estimated amount, sufficient to cover these costs based on a rough preliminary estimate is earmarked within the program area.
- E. **Required Project Features and Financial Responsibility:** If a proposed project will cause a direct impact on other publicly-owned facilities, an equitable shared and funded cost plan must be coordinated between the affected program areas.
- F. **Predictability of Project Timing, Cost, and Scope:** The predictability of timing and costs of projects is important to specific private developments, such as the provision of street improvements or the extension of major sewer lines or water supply, without which development could not occur. These projects generally involve significant financial contributions from such private development through impact fees, developer extension agreements, LIDs, and other means. Once a project has been approved by the City Council in the CIP, project scheduling is a priority to maintain.
- G. **Local Improvement Districts (LID):** This policy limits the use of LIDs to specific instances. Examples of when future LIDs may be formed are as follows: 1) where old agreements exist committing property owners to LID participation on future projects; 2) when current development activity or very recently past development activity has exempted these projects from the assessment of Transportation Impact Fees; 3) when a group of property owners wish to accelerate development of a certain improvement; 4) when a group of property owners desire a higher standard of improvement than the city's project contemplates; or 5) when a group of property owners request city assistance in LID formation to fund internal neighborhood transportation facilities improvements, which may or may not have city funding involved. If city funding is proposed by the project sponsors (property owners), they shall so request of the City Council (through the City Clerk) in writing before any LID promotion activity begins. The City Manager shall analyze such request within 45 days and report his conclusions and recommendation to Council for their consideration. The Council shall by motion affirm or deny the recommendation. The council's affirmative motion to financially participate shall expire in 180 days unless the project sponsors have submitted a sufficient LID petition by that time.

In the event the request is for street resurfacing in advance of the city's normal street resurfacing cycle, the city's contribution shall not exceed 50 percent of all project

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eligible costs.

On capital projects whose financing depends in part on an LID, interim financing will be issued to support the LID's portion of the project budget at the same time or in close proximity to the issuance of the construction contract. The amount of the interim financing shall be the current estimate of the final assessment roll as determined by the administering department.

If the project is 100 percent LID funded, interim financing shall be issued either in phases (i.e., design phase and construction phase) or up front in the amount of the entire estimated final assessment roll, whichever means is estimated to provide the lowest overall cost to the project as determined by the Finance and Asset Management Department.

- H. **Non-Utility CIP Maintenance and Operating (M&O) Costs:** Proposals for CIP project funding shall include the estimated future M&O cost, to provide full cost disclosure. Such M&O costs anticipated to be incurred in the upcoming biennium should be included in operating budget proposals for funding consideration. As of 2011, funding for existing CIP M&O is provided by a distribution of the city's Sales Tax revenue, split between 75 percent General Fund and 25 percent CIP. The dollar amount for CIP M&O is adjusted upward each year by the anticipated Consumer Price Index for all Urban Consumers (CPI-U) after first making any necessary adjustments (e.g., partial vs full-year costs) and eliminating any one-time items. The distribution amounts should be reviewed periodically by the council for reasonableness and potential adjustment.
- I. **Preserve Existing Capital Infrastructure Before Building New Facilities:** It is the city's policy to ensure that adequate resources are allocated to preserve the city's existing infrastructure before targeting resources to build new facilities that also have operating and maintenance obligations. This policy addresses the need to protect the city's historical investment in capital facilities and to avoid embarking on a facility enhancement program, which when coupled with the existing facilities requirements, the city cannot afford to adequately maintain.
- J. **New Facilities Should Be of High Quality, Low Maintenance, Least Cost:** This policy has guided the development and execution of the CIP Plan through an emphasis on lowest life-cycle cost. Projects should only be built if the necessary funding to operate them is provided. Also, priority is given to new facilities that have minimal ongoing maintenance costs to limit the impact upon both the CIP and the operating budget.



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- K. **Public Input for Capital Projects:** The city makes a serious commitment to public involvement. All the city's long-range plans have been developed through an extensive citizen involvement program. Citizen involvement occurs at the long-range plan development stage, during CIP review and adoption, during master planning processes, during design and construction of specific projects, and through public processes associated with city boards and commissions. Public hearings are held during the CIP Plan development process to allow the public to comment on the recommended projects. The projects themselves call for an extensive public outreach effort, allowing those most closely effected to influence the design of the projects. While public input is essential to the successful implementation of the CIP Plan, staff and the council must also remain conscious of the overall effect upon costs when responding to requests of project neighbors.
- L. **Basis for Project Appropriations:** During the City Council's biennial CIP Plan review, the City Council will appropriate the estimated project costs for the biennium for all projects in the CIP Plan. Subsequent adjustments to appropriation levels for amendments to the CIP Plan may be made by the City Council at any time.
- M. **Balanced CIP Plan:** The CIP Plan is a balanced seven-year plan. This means that for the entire seven-year period, revenues will be equal to project expenditures in the Plan. It is anticipated that the plan will have more expenditures than revenues in single years of the Plan, but this imbalance will be corrected using interim financing as needed. However, over the life of the seven-year plan, all planned interim debt will be repaid and all Plan expenditures, including interest costs on interim debt will be provided for with identified revenues. Any project funding plan, in which debt is not retired within the current seven-year Plan, must have specific City Council approval.
- N. **Use of Debt in the CIP:** The CIP is viewed as a long-term program that will continually address capital requirements far into the future. As such, the use of long-term debt has been minimized, allowing the city to put money into actual projects that benefit Bellevue residents and businesses rather than into interest payments to financial institutions. To that end, this policy limits debt to short-term obligations, primarily for cash flow purposes. Debt incurred will be paid back before the end of the current CIP. Finance and Asset Management staff monitors CIP cash flow regularly and utilize fund balances to minimize the amount of borrowing required. Projected financing costs are included within a project in the General Government program area. There are exceptions to this policy for extraordinary circumstances, where councilmanic or voted long-term debt have been issued to achieve major city goals that otherwise could not have been achieved or would have been delayed an unacceptable amount of time.
- O. **Finance and Asset Management Director's Authority to Borrow:** The Finance and Asset Management Director is authorized to initiate interim and long-term borrowing measures, as they become necessary, as identified in the current CIP Plan.



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- P. CIP Plan Update and Amendment: The CIP Plan will be updated at least biennially as a part of the city's biennial budget process. The City Council may amend the CIP Plan at any time if a decision must be made and action must be taken before the next CIP review period. The City Council has delegated authority to the City Manager to administratively approve CIP Plan adjustments, except for changes in project scope or changes that total more than 10 percent of a project's adopted CIP Plan budget (unless a 10 percent adjustment is less than \$10,000), or regardless of the percentage, budget changes totaling more than \$100,000. The council has further authorized the City Manager to administratively approve the acceleration of project schedules so long as they can be accomplished without causing cash flow problems and with the understanding that any controversial issues would be brought before the City Council. All project additions or deletions must be approved by the City Council.
- Q. Formalization of Monetary Agreements: All agreements between the city and outside jurisdictions shall be in writing specifying the financial terms of the agreement, the length of the agreement, and the timing of any required payments. Formalization of these agreements will protect the city's interests. Program areas shall make every effort to promptly request any reimbursements that are due the city. Where revenues from outside jurisdictions are ongoing, these requests shall be made at least quarterly, unless alternative arrangements are approved by the City Manager or City Council.
- R. Projected Grant Revenues: At the Finance and Asset Management Director's discretion, grant-funded capital expenditures are budgeted prior to the specific grant award. City overhead or indirect costs for grant-funded programs will be included in all grant proposals, where permitted. With grant-funded capital acquisitions, the city will attempt to recover ongoing M&O costs, and replacement costs associated with the acquisition.
- S. Projected Revenues from Future Land Sales: The city recognizes that city-owned land is an asset that can be sold to finance CIP projects. With this in mind, the city shall cautiously allow land sale proceeds to be used as a funding source by program areas that have oversight responsibility for the land. The land shall be valued based on an appraisal performed either by the Civic Services or an outside appraisal company. A conservative value shall be used to provide a cushion for economic shifts. The timing of the proceeds shall be estimated based on the length of time the property is likely to be on the market. However, if the land does not sell in a timely manner or its value turns out to be overestimated, then the program area must either reallocate revenue sources from other projects within its area, find an agreeable replacement funding source, or cease work on the project, if possible.
- T. Land Sale Remnants: The city is frequently left with property remnants following the completion of a project that required rights-of-way (ROW) acquisition. These remnants represent an asset to the program area that purchased them. If the project selling the land remnants is still active, the revenue from the sale shall be receipted as land sale proceeds in the project, therefore serving to partially offset the ROW acquisition costs. If the project is already completed at the time of the remnant sale, the land sale proceeds can either be used by the selling program area to help fund



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another of that program area's projects, or they can be deposited in the Land Purchase Revolving Fund for future use by the purchasing program area.

- U. **Applicable Project Charges:** CIP projects should reflect all costs that can be clearly shown to be necessary and applicable. Staff charges to CIP projects will be limited to time spent actually working on those projects and shall include an overhead factor to cover the applicable portion of that person's operating cost.

XII. Intergovernmental Revenues

Many service costs of the city are influenced by other governments, either because of service overlap or service mandates imposed by the county, state, or federal government. The city should take advantage of opportunities to enhance service delivery through intergovernmental cooperation, shared revenues, and grants while aggressively opposing mandates that distort local service priorities.

- A. **Grants Should Not Fund Ongoing Services:** The city will refrain from using grants to meet ongoing service delivery needs. In the city's financial planning, grants will be treated in the same manner as all other temporary and uncertain resources and will not be used to fund ongoing, basic service needs. With grant-funded capital acquisitions, the city will attempt to recover ongoing maintenance and operating costs, and replacement costs associated with the acquisition.
- B. **Grant Agreements Reviewed for Compliance with Regulations:** All grant agreements will be reviewed by the appropriate city staff, including Finance and Asset Management, City Attorney's Office, and sponsoring department, to ensure compliance with state, federal, and city regulations.
- C. **Budgeting for Grant Expenditures:** At the City Manager's discretion, grant-funded capital expenditures are budgeted prior to the specific grant award. City overhead or indirect costs for grant-funded programs will be included in all grant proposals, where permitted. With grant-funded capital acquisitions, the city will attempt to recover ongoing maintenance and operating costs, and replacement costs associated with the acquisition.
- D. **Protecting the City's Interests:** The city will aggressively oppose state or federal actions that mandate expenditures that the City Council considers unnecessary. The city will pursue intergovernmental funding to support the incremental cost of those mandates.
- E. **Intergovernmental Agreements:** The city will work with other governments to identify the jurisdiction most capable and appropriate to provide specific public services. All intergovernmental agreements and contracts for service delivery will be brought forward to the City Council for approval.

XIII. Accounting, Auditing & Financial Reporting Policies

The city shall maintain a system of financial monitoring, control, and reporting for all operations and funds to provide effective means of ensuring that overall city goals and objectives are met.

- A. **Accounting Records and Reporting:** The city will maintain its accounting records in



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accordance with state and federal law and regulations. Budgetary reporting will be in accordance with the state's budget laws and regulations. The city will report its financial condition and results of operations in accordance with state regulations and generally accepted accounting principles (GAAP) applicable to governments.

- B. Auditing: The State Auditor will annually perform the city's financial and compliance audit. Their opinions will be contained in the city's Comprehensive Annual Financial Report (CAFR). Results of the annual audit shall be provided to the council in a timely manner.
- C. Excellence in Financial Reporting: As an additional independent confirmation of the quality of the city's financial reporting, the city will annually seek to obtain the Government Finance Officers Association Certificate of Achievement for Excellence in Financial Reporting. The CAFR will be presented in a way designed to communicate with citizens about the financial affairs of the city.
- D. Simplified Fund Structure: The city will minimize the number of funds. The funds will be categorized in accordance with generally accepted accounting principles (GAAP) for reporting purposes, although some funds may be functional classifications but may also be referred to by City of Bellevue fund types.

XIV. Investment Policy

The city shall maintain a current investment policy.

As an additional independent confirmation of the integrity of the city's Investment Policy, the city's policy has been certified by the Municipal Treasurers' Association of the United States and Canada.

XV. Debt Management Policy

The city shall maintain a current debt policy.

XVI. Budget Ordinances and Resolutions

To view current Ordinances and Resolutions please visit:

<http://www.codepublishing.com/WA/Bellevue/?BellevueOT.html>

- Ordinance 6437, Human Services Funding
- Ordinance 6438, Community Development Block Grant (CDBG)
- Ordinance 6439, Updating Development Services Fees
- Ordinance 6440, Water Rates and Charges
- Ordinance 6441, Sewer Rates and Charges
- Ordinance 6442, Storm and Surface Water Rates and Charges
- Ordinance 6444, 2019 Property Taxes
- Ordinance 6445, 2019-2020 Budget and 2019-2025 CIP Budget Adoption
- Resolution 9499, Banking of the Maximum Amount of Levy Capacity



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Figure 12b Chapter 35A.34 RCW; Biennial Budgets

Chapter 35A.34 RCW; Biennial Budgets

Sections:

- 35A.34.010 Legislative intent
- 35A.34.020 Application of chapter
- 35A.34.030 Definitions
- 35A.34.040 Biennial budget authorized -- Limitations
- 35A.34.050 Budget estimates -- Submittal
- 35A.34.060 Budget estimates -- Classification and segregation
- 35A.34.070 Proposed preliminary budget
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- 35A.34.090 Budget message -- Hearings
- 35A.34.100 Budget -- Notice of hearing
- 35A.34.110 Budget -- Hearing
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- 35A.34.130 Budget -- Mid-biennial review and modification
- 35A.34.140 Emergency expenditures -- Nondebtable emergencies
- 35A.34.150 Emergency expenditures -- Other emergencies -- Hearing
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- 35A.34.170 Registered warrants -- Payment
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- 35A.34.190 Forms -- Accounting -- Supervision by state
- 35A.34.200 Funds -- Limitations on expenditures -- Transfers and adjustments
- 35A.34.205 Administration, oversight, or supervision of utility -- Reimbursement from utility budget authorized
- 35A.34.210 Liabilities incurred more than budget
- 35A.34.220 Funds received from sales of bonds and warrants -- Expenditures
- 35A.34.230 Revenue estimates -- Amount to be raised by ad valorem taxes
- 35A.34.240 Funds -- Quarterly report of status
- 35A.34.250 Contingency fund -- Creation
- 35A.34.260 Contingency fund -- Withdrawals
- 35A.34.270 Unexpended appropriations
- 35A.34.280 Violations and penalties

35A.34.010 Legislative intent

See RCW 35.34.010.

35A.34.020 Application of chapter

This chapter applies to all code cities which have by ordinance adopted this chapter authorizing the adoption of a fiscal biennium budget. [1985 c 175 § 34.]

35A.34.030 Definitions

Unless the context clearly indicates otherwise, the definitions in this section apply throughout this chapter.



Comprehensive Finance and Asset Management Policies

Figure 12b Chapter 35A.34 RCW; Biennial Budgets

1. "Clerk" includes the officer performing the functions of a finance or budget director, comptroller, auditor, or by whatever title the officer may be known in any code city.
2. "Department" includes each office, division, service, system, or institution of the city for which no other statutory or charter provision is made for budgeting and accounting procedures or controls.
3. "Legislative body" includes the council, commission, or any other group of officials serving as the legislative body of a code city.
4. "Chief administrative officer" includes the mayor of cities having a mayor-council plan of government, the commissioners in cities having a commission plan of government, the manager, or any other city official designated by the charter or ordinances of such city under the plan of government governing the same, or the budget or finance officer designated by the mayor, manager, or commissioners, to perform the functions, or portions thereof, contemplated by this chapter.
5. "Fiscal biennium" means the period from January 1 of each odd-numbered year through December 31 of the next succeeding even-numbered year.
6. "Fund" and "funds" where clearly used to indicate the plural of "fund" means the budgeting or accounting entity authorized to provide a sum of money for specified activities or purposes.
7. "Funds" where not used to indicate the plural of "fund" means money in hand or available for expenditure or payment of a debt or obligation.
8. Except as otherwise defined in this chapter, municipal accounting terms used in this chapter have the meaning prescribed by the state auditor pursuant to RCW 43.09.200. [1985 c 175 § 35.]

35A.34.040 Biennial budget authorized – Limitations

All code cities are authorized to establish by ordinance a two-year fiscal biennium budget. The ordinance shall be enacted at least six months prior to commencement of the fiscal biennium and this chapter applies to all code cities which utilize a fiscal biennium budget. Code cities which establish a fiscal biennium budget are authorized to repeal such ordinance and provide for reversion to a fiscal year budget. The ordinance may only be repealed effective as of the conclusion of a fiscal biennium. However, the city shall comply with chapter 35A.33 RCW in developing and adopting the budget for the first fiscal year following repeal of the ordinance. [1985 c 175 § 36.]

35A.34.050 Budget estimates – Submittal

On or before the second Monday of the fourth month prior to the beginning of the city's next fiscal biennium, or at such other time as the city may provide by ordinance or charter, the clerk shall notify in writing the head of each department of a city to file with the clerk within fourteen days of the receipt of such notification, detailed estimates of the probable revenue from sources



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Figure 12b Chapter 35A.34 RCW; Biennial Budgets

other than ad valorem taxation and of all expenditures required by the department for the ensuing fiscal biennium. The notice shall be accompanied by the proper forms provided by the clerk, prepared in accordance with the requirements and classification established by the state auditor. The clerk shall prepare the estimates for interest and debt redemption requirements and all other estimates, the preparation of which falls properly within the duties of the clerk's office. The chief administrative officers of the city shall submit to the clerk detailed estimates of all expenditures proposed to be financed from the proceeds of bonds or warrants not yet authorized, together with a statement of the proposed method of financing them. In the absence or disability of the official or person regularly in charge of a department, the duties required by this section shall devolve upon the person next in charge of such department. [1995 c 301 § 55; 1985 c 175 § 37.]

35A.34.050 Budget estimates – Classification and segregation

On or before the second Monday of the fourth month prior to the beginning of the city's next fiscal biennium, or at such other time as the city may provide by ordinance or charter, the clerk shall notify in writing the head of each department of a city to file with the clerk within fourteen days of the receipt of such notification, detailed estimates of the probable revenue from sources other than ad valorem taxation and of all expenditures required by the department for the ensuing fiscal biennium. The notice shall be accompanied by the proper forms provided by the clerk, prepared in accordance with the requirements and classification established by the state auditor. The clerk shall prepare the estimates for interest and debt redemption requirements and all other estimates, the preparation of which falls properly within the duties of the clerk's office. The chief administrative officers of the city shall submit to the clerk detailed estimates of all expenditures proposed to be financed from the proceeds of bonds or warrants not yet authorized, together with a statement of the proposed method of financing them. In the absence or disability of the official or person regularly in charge of a department, the duties required by this section shall devolve upon the person next in charge of such department. [1995 c 301 § 55; 1985 c 175 § 37.]

35A.34.060 Budget estimates — Classification and segregation

All estimates of receipts and expenditures for the ensuing fiscal biennium shall be fully detailed in the biennial budget and shall be classified and segregated according to a standard classification of accounts to be adopted and prescribed by the state auditor after consultation with the Washington finance officers association, the association of Washington cities, and the association of Washington city managers. [1995 c 301 § 56; 1985 c 175 § 38.]

35A.34.070 Proposed preliminary budget

On or before the first business day in the third month prior to the beginning of the biennium of a city or at such other time as the city may provide by ordinance or charter, the clerk or other person designated by the charter, by ordinances, or by the chief administrative officer of the city shall submit to the chief administrative officer a proposed preliminary budget which shall set forth the complete financial program of the city for the ensuing fiscal biennium, showing the expenditure program requested by each department and the sources of revenue by which each such program is proposed to be financed.



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The revenue section shall set forth in comparative and tabular form for each fund the actual receipts for the last completed fiscal biennium, the estimated receipts for the current fiscal biennium, and the estimated receipts for the ensuing fiscal biennium, which shall include the amount to be raised from ad valorem taxes and unencumbered fund balances estimated to be available at the close of the current fiscal biennium. However, if the city was not utilizing a fiscal biennium budget for the previous three years, it shall set forth its fiscal years' revenues to reflect actual and estimated receipts as if it had previously utilized a biennial budgetary process.

The expenditure section shall set forth in comparative and tabular form for each fund and every department operating within each fund the actual expenditures for the last completed fiscal biennium, the appropriations for the current fiscal biennium, and the estimated expenditures for the ensuing fiscal biennium. However, if the city was not utilizing a fiscal biennium budget for the previous three years, it shall set forth its fiscal years' expenditures to reflect actual and estimated levels as if it had previously utilized a biennial budgetary process. The expenditure section shall further set forth separately the salary or salary range for each office, position, or job classification together with the title or position designation thereof. However, salaries may be set out in total amounts under each department if a detailed schedule of such salaries and positions be attached and made a part of the budget document. [1985 c 175 § 39.]

35A.34.080 Preliminary budget

The chief administrative officer shall prepare the preliminary budget in detail, making any revisions or additions to the reports of the department heads deemed advisable by such chief administrative officer. At least sixty days before the beginning of the city's next fiscal biennium the chief administrative officer shall file it with the clerk as the recommendation of the chief administrative officer for the final budget. The clerk shall provide a sufficient number of copies of such preliminary budget and budget message to meet the reasonable demands of taxpayers therefore and have them available for distribution not later than six weeks before the beginning of the city's next fiscal biennium. [1985 c 175 § 40.]

35A.34.090 Budget message — Hearings

1. In every city, a budget message prepared by or under the direction of the city's chief administrative officer shall be submitted as a part of the preliminary budget to the city's legislative body at least sixty days before the beginning of the city's next fiscal biennium and shall contain the following:
 - a. An explanation of the budget document;
 - b. An outline of the recommended financial policies and programs of the city for the ensuing fiscal biennium;
 - c. A statement of the relation of the recommended appropriation to such policies and programs;
 - d. A statement of the reason for salient changes from the previous biennium in appropriation and revenue items; and



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- e. An explanation for any recommended major changes in financial policy.
2. Prior to the final hearing on the budget, the legislative body or a committee thereof shall schedule hearings on the budget or parts thereof, and may require the presence of department heads to give information regarding estimates and programs. [1985 c 175 § 41.]

35A.34.100 Budget — Notice of hearing

Immediately following the filing of the preliminary budget with the clerk, the clerk shall publish a notice once a week for two consecutive weeks stating that the preliminary budget for the ensuing fiscal biennium has been filed with the clerk, that a copy thereof will be made available to any taxpayer who will call at the clerk's office therefor, that the legislative body of the city will meet on or before the first Monday of the month next preceding the beginning of the ensuing fiscal biennium for the purpose of fixing the final budget, designating the date, time, and place of the legislative budget meeting, and that any taxpayer may appear thereat and be heard for or against any part of the budget. The publication of the notice shall be made in the official newspaper of the city if there is one, otherwise in a newspaper of general circulation in the city. If there is no newspaper of general circulation in the city, then notice may be made by posting in three public places fixed by ordinance as the official places for posting the city's official notices. [1985 c 175 § 42.]

35A.34.110 Budget — Hearing

The legislative body shall meet on the day fixed by RCW 35A.34.100 for the purpose of fixing the final budget of the city at the time and place designated in the notice thereof. Any taxpayer may appear and be heard for or against any part of the budget. The hearing may be continued from day to day but not later than the twenty-fifth day prior to commencement of the city's fiscal biennium. [1985 c 175 § 43.]

35A.34.120 Budget — Adoption

Following conclusion of the hearing, and prior to the beginning of the fiscal biennium, the legislative body shall make such adjustments and changes as it deems necessary or proper and, after determining the allowance in each item, department, classification, and fund, shall by ordinance adopt the budget in its final form and content. 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 biennium. Such ordinances may adopt the final budget by reference. However, the ordinance adopting the budget shall set forth in summary form the totals of estimated revenues and appropriations for each separate fund and the aggregate totals for all such funds combined.

A complete copy of the final budget as adopted shall be transmitted to the state auditor and to the association of Washington cities. [1995 c 301 § 57; 1985 c 175 § 44.]



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35A.34.130 Budget — Mid-biennial review and modification

The legislative authority of a city having adopted the provisions of this chapter shall provide by ordinance for a mid-biennial review and modification of the biennial budget. The ordinance shall provide that such review and modification shall occur no sooner than eight months after the start nor later than conclusion of the first year of the fiscal biennium. The chief administrative officer shall prepare the proposed budget modification and shall provide for publication of notice of hearings consistent with publication of notices for adoption of other city ordinances. City ordinances providing for a mid-biennium review and modification shall establish procedures for distribution of the proposed modification to members of the city legislative authority, procedures for making copies available to the public, and shall provide for public hearings on the proposed budget modification. The budget modification shall be by ordinance approved in the same manner as are other ordinances of the city.

A complete copy of the budget modification as adopted shall be transmitted to the state auditor and to the association of Washington cities. [1995 c 301 § 58; 1985 c 175 § 45.]

35A.34.140 Emergency expenditures — Nondebtable emergencies

Upon the happening of any emergency caused by violence of nature, casualty, riot, insurrection, war, or other unanticipated occurrence requiring the immediate preservation of order or public health, or for the property which has been damaged or destroyed by accident, or for public relief from calamity, or in settlement of approved claims for personal injuries or property damages, or to meet mandatory expenditures required by law enacted since the last budget was adopted, or to cover expenses incident to preparing for or establishing a new form of government authorized or assumed after adoption of the current budget, including any expenses incident to selection of additional or new officials required thereby, or incident to employee recruitment at any time, the city legislative body, upon the adoption of an ordinance, by the vote of one more than the majority of all members of the legislative body, stating the facts constituting the emergency and the estimated amount required to meet it, may make the expenditures therefor without notice or hearing. [1985 c 175 § 46.]

35A.34.150 Emergency expenditures — Other emergencies — Hearing

If a public emergency which could not reasonably have been foreseen at the time of filing the preliminary budget requires the expenditure of money not provided for in the budget, and if it is not one of the emergencies specifically enumerated in RCW 35A.34.140, the city legislative body before allowing any expenditure therefore shall adopt an ordinance stating the facts constituting the emergency and the estimated amount required to meet it and declaring that an emergency exists.

The ordinance shall not be voted on until five days have elapsed after its introduction, and for passage shall require the vote of one more than the majority of all members of the legislative body of the city.

Any taxpayer may appear at the meeting at which the emergency ordinance is to be voted on and be heard for or against the adoption thereof. [1985 c 175 § 47.]



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Figure 12b Chapter 35A.34 RCW; Biennial Budgets

35A.34.160 Emergency expenditures — Warrants — Payment

All expenditures for emergency purposes as provided in this chapter shall be paid by warrants from any available money in the fund properly chargeable with such expenditures. If, at any time, there is insufficient money on hand in a fund with which to pay such warrants as presented, the warrants shall be registered, bear interest, and be called in the same manner as other registered warrants as prescribed in RCW 35A.21.110. [1985 c 175 § 48.]

35A.34.170 Registered warrants — Payment

In adopting the final budget for any fiscal biennium, the legislative body shall appropriate from estimated revenue sources available, a sufficient amount to pay the principal and interest on all outstanding registered warrants issued since the adoption of the last preceding budget except those issued and identified as revenue warrants and except those for which an appropriation previously has been made. However, no portion of the revenues which are restricted in use by law may be appropriated for the redemption of warrants issued against a utility or other special purpose fund of a self-supporting nature. In addition, all or any portion of the city's outstanding registered warrants may be funded into bonds in any manner authorized by law. [1985 c 175 § 49.]

35A.34.180 Adjustment of wages, hours and conditions of employment

Notwithstanding the appropriations for any salary or salary range of any employee or employees adopted in a final budget, the legislative body of any city may, by ordinance, change the wages, hours, and conditions of employment of any or all of its appointive employees if sufficient funds are available for appropriation to such purposes. [1985 c 175 § 50.]

35A.34.190 Forms — Accounting — Supervision by state

The state auditor is empowered to make and install the forms and classifications required by this chapter to define what expenditures are chargeable to each budget class and to establish the accounting and cost systems necessary to secure accurate budget information. [1995 c 301 § 59; 1985 c 175 § 51.]

35A.34.200 Funds — Limitations on expenditures — Transfers and adjustments

1. The expenditures as classified and itemized in the final budget shall constitute the city's appropriations for the ensuing fiscal biennium. Unless otherwise ordered by a court of competent jurisdiction, and subject to further limitations imposed by ordinance of the city, the expenditure of city funds or the incurring of current liabilities on behalf of the city shall be limited to the following:
 - a. The total amount appropriated for each fund in the budget for the current fiscal biennium, without regard to the individual items contained therein, except that this limitation does not apply to wage adjustments authorized by RCW 35A.34.180;
 - b. The unexpended appropriation balances of a preceding budget which may be carried



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Figure 12b Chapter 35A.34 RCW; Biennial Budgets

- forward from prior fiscal periods pursuant to RCW 35A.34.270;
- c. Funds received from the sale of bonds or warrants which have been duly authorized according to law;
 - d. Funds received in excess of estimated revenues during the current fiscal biennium, when authorized by an ordinance amending the original budget; and
 - e. Expenditures authorized by budget modification as provided by RCW 35A.34.130 and those required for emergencies, as authorized by RCW 35A.34.140 and 35A.34.150.
2. Transfers between individual appropriations within any one fund may be made during the current fiscal biennium by order of the city's chief administrative officer subject to such regulations, if any, as may be imposed by the city legislative body. Notwithstanding the provisions of RCW 43.09.210 or of any statute to the contrary, transfers, as authorized in this section, may be made within the same fund regardless of the various offices, departments, or divisions of the city which may be affected.
 3. The city legislative body, upon a finding that it is to the best interests of the city to decrease, revoke, or recall all or any portion of the total appropriations provided for any one fund, may, by ordinance, approved by the vote of one more than the majority of all members thereof, stating the facts and findings for doing so, decrease, revoke, or recall all or any portion of an unexpended fund balance, and by said ordinance, or a subsequent ordinance adopted by a like majority, the moneys thus released may be reappropriated for another purpose or purposes, without limitation to department, division, or fund, unless the use of such moneys is otherwise restricted by law, charter, or ordinance. [1985 c 175 § 52.]

35A.34.205 Administration, oversight, or supervision of utility — Reimbursement from utility budget authorized

Whenever any code city apportions a percentage of the city manager's, administrator's, or supervisor's time, or the time of other management or general government staff, for administration, oversight, or supervision of a utility operated by the city, or to provide services to the utility, the utility budget may identify such services and budget for reimbursement of the city's current expense fund for the value of such services. [1991 c 152 § 4.]

35A.34.210 Liabilities incurred in excess of budget

Liabilities incurred by any officer or employee of the city in excess of any budget appropriations shall not be a liability of the city. The clerk shall issue no warrant and the city legislative body or other authorized person shall approve no claim for an expenditure in excess of the total amount appropriated for any individual fund, except upon an order of a court of competent jurisdiction or for emergencies as provided in this chapter. [1985 c 175 § 53.]



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Figure 12b Chapter 35A.34 RCW; Biennial Budgets

35A.34.220 Funds received from sales of bonds and warrants — Expenditures

Moneys received from the sale of bonds or warrants shall be used for no other purpose than that for which they were issued and no expenditure shall be made for that purpose until the bonds have been duly authorized. If any unexpended fund balance remains from the proceeds realized from the bonds or warrants after the accomplishment of the purpose for which they were issued, it shall be used for the redemption of such bond or warrant indebtedness. Where a budget contains an expenditure program to be financed from a bond issue to be authorized thereafter, no such expenditure shall be made or incurred until after the bonds have been duly authorized.

[1985 c 175 § 54.]

35A.34.230 Revenue estimates — Amount to be raised by ad valorem taxes

At a time fixed by the city's ordinance or city charter, not later than the first Monday in October of the second year of each fiscal biennium, the chief administrative officer shall provide the city's legislative body with current information on estimates of revenues from all sources as adopted in the budget for the current biennium, together with estimates submitted by the clerk under RCW 35A.34.070. The city's legislative body and the city's administrative officer or the officer's designated representative shall consider the city's total anticipated financial requirements for the ensuing fiscal biennium, and the legislative body shall determine and fix by ordinance the amount to be raised the first year of the biennium by ad valorem taxes. The legislative body shall review such information as is provided by the chief administrative officer and shall adopt an ordinance establishing the amount to be raised by ad valorem taxes during the second year of the biennium. Upon adoption of the ordinance fixing the amount of ad valorem taxes to be levied, the clerk shall certify the same to the county legislative authority as required by RCW 84.52.020.

[1985 c 175 § 55.]

35A.34.240 Funds — Quarterly report of status

At such intervals as may be required by city charter or city ordinance, however, being not less than quarterly, the clerk shall submit to the city's legislative body and chief administrative officer a report showing the expenditures and liabilities against each separate budget appropriation incurred during the preceding reporting period and like information for the whole of the current fiscal biennium to the first day of the current reporting period together with the unexpended balance of each appropriation. The report shall also show the receipts from all sources. [1985 c 175 § 56.]

35A.34.250 Contingency fund — Creation

Every city may create and maintain a contingency fund to provide moneys with which to meet any municipal expense, the necessity or extent of which could not have been foreseen or reasonably evaluated at the time of adopting the annual budget, or from which to provide moneys for those emergencies described in RCW 35A.34.140 and 35A.34.150. Such fund may be supported by a budget appropriation from any tax or other revenue source not restricted in use by law, or also may be supported by a transfer from other unexpended or decreased funds made available by ordinance as set forth in RCW 35A.34.200. However, the total amount accumulated



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in such fund at any time shall not exceed the equivalent of thirty-seven and one-half cents per thousand dollars of assessed valuation of property within the city at such time. Any moneys in the emergency fund at the end of the fiscal biennium shall not lapse except upon reappropriation by the council to another fund in the adoption of a subsequent budget. [1985 c 175 § 57.]

35A.34.260 Contingency fund — Withdrawals

No money shall be withdrawn from the contingency fund except by transfer to the appropriate operating fund authorized by a resolution or ordinance of the legislative body of the city, adopted by a majority vote of the entire legislative body, clearly stating the facts constituting the reason for the withdrawal or the emergency as the case may be, specifying the fund to which the withdrawn money shall be transferred. [1985 c 175 § 58.]

35A.34.270 Unexpended appropriations

All appropriations in any current operating fund shall lapse at the end of each fiscal biennium. However, this shall not prevent payments in the following biennium upon uncompleted programs or improvements in progress or on orders subsequently filled or claims subsequently billed for the purchase of material, equipment, and supplies or for personal or contractual services not completed or furnished by the end of the fiscal biennium, all of which have been properly budgeted and contracted for prior to the close of such fiscal biennium, but furnished or completed in due course thereafter.

All appropriations in a special fund authorized by ordinance or by state law to be used only for the purpose or purposes therein specified, including any cumulative reserve funds lawfully established in specific or general terms for any municipal purpose or purposes, or a contingency fund as authorized by RCW 35A.34.250, shall not lapse, but shall be carried forward from biennium to biennium until fully expended or the purpose has been accomplished or abandoned, without necessity of reappropriation.

The accounts for budgetary control for each fiscal biennium shall be kept open for twenty days after the close of such fiscal biennium for the purpose of paying and recording claims for indebtedness incurred during such fiscal biennium; any claim presented after the twentieth day following the close of the fiscal biennium shall be paid from appropriations lawfully provided for the ensuing period, including those made available by provisions of this section, and shall be recorded in the accounts for the ensuing fiscal biennium. [1985 c 175 § 59.]

35A.34.280 Violations and penalties

Upon the conviction of any city official, department head, or other city employee of knowingly failing, or refusing, without just cause, to perform any duty imposed upon such officer or employee by this chapter, or city charter or city ordinance, in connection with the giving of notice, the preparing and filing of estimates of revenues or expenditures or other information required for preparing a budget report in the time and manner required, or of knowingly making expenditures in excess of budget appropriations, the official or employee shall be guilty of a misdemeanor and shall be fined not more than five hundred dollars for each separate violation. [1985 c 175 § 60.]



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Figure 12c Investment Policy

City of Bellevue Investment Policy

Revised: October 2018

Objectives

This policy sets forth criteria for the operation of the investment portfolio. It will be recognized that the primary objective of the Investment Policy is to establish a conservative set of investment criteria that will prudently protect the City of Bellevue's (hereafter referred to as "the city") principal sums and enable the city to generate a market rate of return from its investment activities while assuring adequate liquidity to meet its cash flow needs. All investment activity will be in compliance with RCW [35A.40.050](#) "Fiscal - Investment of Funds" and any other statutes or regulatory requirements, such as Internal Revenue Codes, which may apply.

Scope

This policy guides the investment of all available city funds except it does not include assets held in escrow in order to defease refunded debt, nor does it include retirement funds managed by others such as the state, the Municipal Employees Benefit Trust, and deferred compensation plan providers.

Responsibility

Authority to manage the investment program is derived from Bellevue City Code Section [3.37.060](#). This section gives the Finance and Asset Management Director authority to determine the amount of money available in each fund administered by the city for investment purposes, and the authority to invest such moneys in all forms of investments that are authorized by law. This section also authorizes the Director to designate a subordinate employee(s) to assist in the performance of these duties.

The Finance and Asset Management Director will provide a letter(s) of authorization to individuals or firms on the approved broker/dealer list specifically designating city staff who have the authority to commit the city to investment transactions.

The Finance and Asset Management Director or his/her designee will establish written investment procedures including a glossary of investment terms for the operation of the investment program, consistent with this investment policy.

Portfolio Strategy

To effectively manage the city's liquidity, and accomplish the city's investment strategies, cash balances are segregated into liquid and core.

1. The Liquidity Portfolio – The primary objective of this portfolio is to meet the city's short-term cash requirements on an ongoing and operational level. The portfolio is intended to have low duration and high liquidity. All daily cash requirements are to be met by assets in this portfolio. Investments in in this portfolio include: 1) State of Washington's Local Government Investment Pool (LGIP), 2) Bank deposits with qualified public depositories, and 3) Certificates of Deposits. The benchmark for this portfolio will be the net earnings rate of the State of Washington's LGIP.
2. The Core Portfolio – The purpose of the core portfolio is to invest funds in excess of liquidity



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requirements further out the yield curve where over a market cycle provide a higher return than the Liquidity Portfolio. The benchmark of the core portfolio will be the 12-month moving average yield of the U.S. Treasury 2-year Constant Maturity Index.

Types of Investment and Diversification

The city is empowered by statute (RCW 35A.40.050, 43.250 and 43.84.080) to invest in securities identified as eligible investments. For purposes of this policy, the major eligible investment categories have been further restricted as follows:

1. United States Treasury Debt Obligations

- Maximum % of Portfolio 100%
- Maximum Remaining Maturity 5 years

2. United States Agency Securities backed by the full faith and credit of the United States Government for the payment of principal and interest and United States Agency Coupon Securities (Mortgage-backed Securities included with the 30% of Portfolio limit per issuer).

- Maximum % of Portfolio 90%
- Maximum Remaining Maturity 5 years
- Maximum % of Portfolio Per Issuer 30%
- Defined by RCW 43.84.080 to include certificates, notes, or bonds of the United States, or other obligations of the United States or its agencies, or of any corporation wholly owned by the government of the United States.
- Does not allow investments in derivatives or securities that derive value and/or yield from an underlying asset unless they fall into one of the following categories: 1) agency obligations that float with interest rates or external indexes such as CMT index, treasury bills, LIBOR, Prime rate and Fed Funds rate; 2) agency security obligations that have call features; and 3) agency security obligations that have step-up features at pre-determined intervals.
- Interest only and principal only mortgage backed securities, inverse floaters and collateralized mortgage obligations are excluded.
- Securities will be held by the city’s third-party custodian in the city’s name.

3. United States Agency Discount Notes

- Maximum % of Portfolio 90%
- Maximum Remaining Maturity 1 year
- Maximum % of Portfolio Per Issuer 30%



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- Defined by RCW [43.84.080](#) to include obligations of any United States government-sponsored corporations whose obligations are eligible as collateral for advances to member banks as determined by the Board of Governors of the Federal Reserve System.
- Securities will be held by the city's third-party custodian in the city's name.

4. **FDIC Guaranteed Senior Unsecured Debt Obligations – TLGP (Treasury Liquidity Guaranty Program) and other federal government guaranteed programs**

- Required Investment Rating AAA/Aaa long-term and A-1/ P-1 short-term
- Maximum % of Portfolio 30%
- Maximum Remaining Maturity Not to exceed the lesser of the expiration date of FDIC's or other federal government programs guarantee or 5 years
- Maximum % of Portfolio Per Issuer 10%
- To be eligible for purchase, the obligations must: 1) be guaranteed by the FDIC, and 2) carry the full faith credit of the United States Government.
- The note obligations must be issued by corporations organized and operating in the United States.
- Securities will be held by the city's third-party custodian in the city's name.

5. **Repurchase Agreements secured by United States Government and United States Agency Debt Obligations**

- Maximum % of Portfolio 50%
- Maximum % of Portfolio With any Primary Dealers or Financial Institutions 10%
- Maximum Remaining Maturity 60 days
- Maximum Remaining Maturity of Underlying Collateral 5 years
- Collateral Pricing Daily
- All US Government Agency collaterals should stay within the 25% per issuer limit.
- Collateral equal to 102% of the repurchase agreement must be delivered to the city's third-party custodian if less than 30 days. If the repurchase agreement is between 30-60 days, collateral equal to 105% of the repurchase agreement must be delivered to the custodian.



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- Securities will be purchased from primary dealers or financial institutions that are members of the Washington Public Depository under a written Master Repurchase Agreement.
- Only US Treasury, US Government Agency, and US Government Sponsored Corporation securities may be accepted as collateral.
- Collateral securities will be held by the city's third-party custodian, or through a tri-party arrangement in the city's name.

6. Certificates of Deposit, and other Interest Bearing Bank Deposits with financial institutions recognized by the State of Washington Public Deposit Protection Commission (PDPC) as qualified to hold public deposits.

- Maximum % of Portfolio 50%
- Maximum Remaining Maturity 1 year
- Maximum % of Portfolio Per Issuer 10%

7. Bankers Acceptances purchased on the secondary market

- Required Investment Rating Rated at the time of purchase in the highest tier (e.g., A-1, P-1, F-1 or better) of the accepting bank's short-term obligations by any two nationally recognized statistical rating organizations
- Maximum % of the Portfolio 15%
- Maximum Remaining Maturity 6 months
- Maximum % of Portfolio Per Issuer 5%
- Securities will be held by the city's third-party custodian in the city's name.

8. Municipal Bonds or Warrants

- Required Investment Rating Rated at the time of purchase in one of the two highest credit ratings (Aaa/Aa) by any two nationally recognized statistical rating organizations
- Maximum % of the Portfolio 15%
- Maximum Remaining Maturity 5 years
- Maximum % of Portfolio Per Issuer 5%
- Bonds, notes or warrants issued by the State of Washington or any local government in the State of Washington (RCW 39.59.020).



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- General obligation bonds of a state other than the State of Washington and general obligation bonds of a local government of a state other than the State of Washington (RCW 39.59.020).
- Securities will be held by the city's third-party safekeeping agent in the city's name.

9. Commercial Paper Issued by United States Corporations in compliance with the provisions adopted by the State Investment Board RCW [43.84.080](#).

- Required Investment Rating Rated at the time of purchase in the highest tier (e.g., A-1, P-1, F-1 or better) by any two nationally recognized statistical rating organizations
- Maximum % of Portfolio 15%
- Maximum Remaining Maturity 90 days
- Maximum Percent of Portfolio Per Issuer 5%
- Securities will be held by the city's third-party custodian in the city's name.

10. Supranational – U.S. dollar denominated obligations that are issued or guaranteed by supranational institutions [43.84.080](#).

- Required Investment Rating Minimum long-term debt rating at the time of purchase of Aa2 by Moody's and AA by S&P.
- Maximum % of Portfolio 10%
- Maximum Remaining Maturity 5 years
- At the time of investment, the institution should have the United States Government as its largest shareholder.

11. Corporate notes – Purchased in the secondary market provided that the policy adheres to the investment policies and procedures adopted by the Washington State Investment Board [43.84.080](#).

- Required Investment Rating Rated at the time of purchase in one of the two highest credit ratings (AAA/AA/Aaa/Aa2) by any two nationally recognized statistical rating organizations.
- Maximum % of Portfolio 10%
- Maximum Remaining Maturity 5 years and aggregate duration of total corporate notes shall not exceed 3 years.



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- Maximum Percent of Portfolio Per Issuer 3%

12. State of Washington Local Governmental Investment Pool

- Maximum % of Portfolio 50%
- A copy of the pool's investment policy must be obtained and reviewed.

The portfolio and issuer limits listed above shall be complied with at the time of a security purchase. If the portfolio falls outside of compliance with limits in the above guidelines, the Investment Officer will bring the portfolio back into compliance in a prudent manner within a reasonable amount of time. However, no sale of securities shall be required to meet revised limits due to a decrease in the total size of the portfolio.

Within 15 days of limits exception, the Investment Officer will notify the Finance and Asset Management Department's Investment Advisory Committee and identify a plan and estimated time for returning the portfolio to its diversification parameters.

Weighted Average Duration and Liquidity

The core portfolio will be managed such that the weighted average modified duration does not exceed 3.0 years.

The portfolio should be laddered with staggered maturities to assure that: 1) adequate resources are available to meet cash flow requirements without forced liquidation of investments, and 2) price volatility and reinvestment risks are minimized.

Prudence

"Investments shall be made with the same judgement and care which persons of prudence, discretion and intelligence exercise in the management of their own affairs, not for speculation, but for investment, considering probable safety of their principal as well as probable income to be derived."

The standard of prudence to be used by employees authorized to commit the city to investment transactions shall be the "prudent person" standard. Employees meeting the prudent person standard shall be relieved of personal responsibility for an individual security's subsequent performance, provided appropriate action is taken to control adverse developments.

Performance

The portfolio shall be managed to obtain a market rate of return through budgetary and economic cycles, keeping in mind the primary objectives of protecting the city's capital and assuring adequate liquidity to meet cash flow needs.

For purposes of this policy, the market rate of return objective will be the 12-month moving average yield of the U.S. Treasury 2-year Constant Maturity Index for the period of time being evaluated. The goal is for the portfolio to generally perform above the Index.

Ethics and Conflicts of Interest

Employees involved in the investment process shall refrain from personal business activity that could



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conflict with proper execution of the investment program, or which could impair their ability to make impartial investment decisions. These employees shall disclose to the City Manager and Finance and Asset Management Director any material financial interests in financial institutions that conduct business within this jurisdiction, and they shall further disclose any large personal financial/investment positions that could be related to performance of the city's portfolio, particularly with regard to the time of purchases and sales. Employees shall subordinate their personal investment transactions to those of the city.

Authorized Financial Institutions, Depositories, and Broker/Dealers

The Finance and Asset Management Director will approve financial institutions to be eligible to conduct investment business with the city. A current list of approved broker/dealers, and financial institutions will be maintained by the Finance and Asset Management Director or his/her designee. This list will include:

1. Primary government dealers as designated by the Federal Reserve Bank;
2. Regional dealers that qualify under Securities and Exchange Commission (SEC) Rule 15C3-1 (uniform net capitalization); and,
3. Nationally or state-chartered banks.

All broker/dealers and financial institutions who desire to do business with the city must provide the following:

1. Audited financial statements or Consolidated Report of Condition (call report) demonstrating compliance with state and federal capital adequacy guidelines;
2. Proof of FINRA (Financial Industry Regulatory Authority) certification;
3. Proof of registration with the State of Washington;
4. Completed broker/dealer questionnaire; and
5. Certification of having read and understood and agreeing to comply with the city's investment policy.

As required by state law, ([RCW 39.58](#)) certificates of deposit will be purchased only from, those financial institutions approved by the Public Deposit Protection Commission (PDPC) as eligible for deposit of public funds.

An annual review of the audited financial statements or call report of the selected qualified financial institutions will be conducted by Finance and Asset Management staff.

Broker Allocation

Investment transactions will be based upon the financial institution or brokerage firm that offers the best price to the city on each transaction. The city will make its best effort to obtain three bids for purchase or sale of government agency securities other than new issues. If circumstances dictate fewer than three bids due to the volatility of the market place, lack of bids, etc., the Finance and Asset Management Director, Assistant Finance and Asset Management Director or the Accounting and Treasury Manager has the authority to waive this rule. Generally not all brokers will have the same inventory of agency securities available to sell, but should be able to offer comparable alternatives. Treasury security transactions will be accomplished at or within the bid or asked price spread indicated on the live Bloomberg screens or similar reliable real time investment information service. Issues not actively traded on such services will be subject to the three-bid requirement. Bankers Acceptances and Certificates of Deposit (other than a compensating balance CD) also require the acquisition of at least three bids, and acceptance of the most attractive rate from among comparable alternatives. Where two or more institutions or brokers have offered the same low bid, allocation will go to the lowest bidder that has provided the best service to the city.

Custody



Comprehensive Financial Management Policies

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All security transactions, including collateral for repurchase agreements, entered into by the city shall be conducted on a delivery versus payment (DVP) basis. Securities will be held by a third-party custodian designated by the Finance and Asset Management Director or his designee as evidenced by confirmations in the city's name.

Internal Control

Investment procedures will be defined, documented, and implemented by the Finance and Asset Management Director or his/her designee to assure adequate internal control of the investment process.

Details of the internal control system will be documented in an investment procedures manual and reviewed and updated periodically. The internal control system shall be designed to provide reasonable assurance that these objectives are met. The concept of reasonable assurance recognizes that: 1) the cost of the control should not exceed the benefits likely to be derived, and 2) the valuation of costs and benefits requires estimates and judgements by management. The city's internal control procedures for the operation of the investment program will address the following points:

- Control of collusion
- Separation of transaction authority from accounting and recordkeeping
- Custodial safekeeping
- Avoidance of physical delivery securities
- Clear delegation of authority to subordinate staff members
- Written confirmation of transactions for investments and wire transfers
- Staff training and
- Review, maintenance and monitoring of security procedures both manual and automated.

The Finance and Asset Management Director or his/her designee will establish a process of periodic independent review by an external auditor or competent staff not assigned to the investment function. The Washington State Auditor's Office will customarily conduct independent annual reviews of the investment function.

Reporting

Investment reports will be prepared and provided to Finance and Asset Management Department's Investment Advisory Committee monthly and at least quarterly to the City Council. The reports will include: security holdings, cash balances, market value, performance in relation to established benchmarks and the portfolio compliance with the investment policy.

Training and Continuing Education

The city strives for professionalism and accountability in the investment of funds. In order to ensure the highest possible professional standards, the city's Investment Officials as defined in the Policy shall complete at least 16 hours per year of continuing education program or other training in cash and investment management.

Policy Adoption

The Investment Policy is adopted by the City Council as part of the biennial budget. The Finance and Asset Management Director has authority to approve changes to this Investment Policy.



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Figure 12c Debt Policy

Revised: October 2018 for property tax data only

Background

The City of Bellevue (city) maintains conservative financial policies to assure strong financial health both in the short- and long-term. The city is an infrequent issuer of debt with debt primarily used as a tool to finance large capital investments such as property acquisitions.

Maintaining the city's bond rating is an important objective of the city's financial policies. To this end, the city is constantly working to improve its financial policies, budgets, forecasts, and financial health.

Purpose

This policy sets forth the criteria for issuance and repayment of debt. The primary objective of the Debt Policy is to establish criteria that will protect the city's financial integrity while providing a funding mechanism to meet the city's capital needs. The underlying approach of the city is to borrow only for: 1) capital improvements that cannot be funded on a pay-as-you-go basis, and 2) extraordinary circumstances where councilmanic or voted long-term debt has been issued to achieve major city goals that otherwise could not have been achieved, or would have to be delayed for an unacceptable amount of time. The city will not issue long-term debt to finance current operations.

All debt issued will be in compliance with this policy, Bellevue City Code (BCC) Chapter 2.30 - Registration Procedure for Bonds and Obligations, Chapter 35A.40 Revised Code of Washington (RCW) - Fiscal Provisions Applicable to Code Cities and Chapter 43.80 RCW - Fiscal Agencies along with all other city, state, and federal laws, rules, and regulations.

Scope

This policy provides general guidance for the issuance and management of all city debt. In addition, it includes the management of all debt absorbed by the city through utility assumptions or the like. It does not include the debt issued by the Bellevue Convention Center Authority.

Responsibility

Authority to issue and manage debt is derived from BCC 3.37.030. This section gives the Finance and Asset Management Director authority to act in the capacity of City Treasurer, which includes the duties of debt management.

This section also authorizes the Finance and Asset Management Director to appoint a subordinate employee from the Department to assist in the performance of the duties of City Treasurer. The Finance and Asset Management Director has appointed the Investment and Debt Manager to act as the Debt Manager to assist in the duties of debt issuance, interest payments, principal repayments and other debt-related activities.



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The Finance and Asset Management Director is responsible for assuring that the activities related to the issuance and payment of bonds or other obligations not jeopardize the bond rating.

Budgeting and Capital Planning

The city shall develop and maintain a capital planning process such as the biennial Capital Investment Program Plan for consideration and adoption by the City Council as part of the city's budget process. The Finance and Asset Management Department is responsible for coordinating and analyzing the debt requirements. This will include timing of debt, calculation of outstanding debt, debt limitation calculations and compliance, impact on future debt burdens, and current revenue requirements.

Prior to issuance of debt, the city will prepare revenue projections, such as the biennial budget or the Financial Forecast, to ensure that there is adequate revenue to make principal and interest payments.

Types of Long-Term Debt

The following is a description of the types of long-term debt the city may issue:

1. General Obligation

This debt is backed by the full faith and credit of the city. The state RCW limits this debt to 2.5% of the assessed valuation of the city for each of three purposes:

a. General Purposes

Debt issued in this category can be used for any purpose allowed by law.

Non-Voted

The City Council may authorize the issuance of general obligation debt up to 1.5% of the city's assessed value without a vote of the public as long as there is an available source of funding to pay the debt service. This funding source can be the diversion of an existing revenue source or a new revenue coming from the enactment of a new tax or other revenue source. The debt can take the form of bonds, bond anticipation notes, lease-purchase agreements, conditional sales contracts, certificates of participation, or other forms of installment debt.

Voted

The City Council may place any general obligation debt issue before the electorate. According to state law, if a debt issue is placed before the city's electorate, it must receive a 60% or greater yes vote and have a turnout of at least 40% of those voting at the previous general election. Voted issues are limited to capital purposes only.

b. Open Space and Parks

Debt issued in this category must be used for park and open space and/or recreation facilities. All debt in this category must be approved by the voters.



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c. Utilities

Debt issued in this category must be used for utility infrastructure. All debt in this category must be approved by the voters.

2. Revenue Debt

Revenue bonds are generally payable from a designated source of revenue generated by the project which was financed. No taxing power or general fund pledge is provided as security. Unlike general obligation bonds, revenue bonds are not subject to the city's statutory debt limitation nor is voter approval required.

3. Local Improvement District (LID) Debt

LID bonds are payable solely from assessments of property owners within the local improvement district. Similar to revenue debt, no taxing power or general fund pledge is provided as security, and LID bonds are not subject to statutory debt limitations.

The debt is backed by the value of the property within the district and a LID Guaranty Fund. The LID Guaranty Fund is required by state law.

4. Other Financing Contracts and Loan Programs

- a. Lease purchase or financing contracts are payment obligations that represent principal and interest components for which the city receives the property after all payments are made.
- b. Local Option Capital Asset Lending (LOCAL) Program is available for use by the city through the Office of the State Treasurer under RCW 39.94. It is a financing program that allows pooling by the state equipment financing and certain real estate project needs into larger offerings of securities, and allows local government agencies the ability to finance equipment or real estate needs through the State Treasurer's Office subject to existing debt limitations and financial considerations.
- c. Public Works Trust Fund Loans are loans from the Public Works Board, authorized by state statute, RCW 43.155 to provide low interest loans, on a competitive basis, to help local governments address critical infrastructure needs for water, stormwater, roads, bridges, and solid waste/recycling systems.

Short-Term Debt and Interim Financing

The city may utilize short-term borrowing in anticipation of long-term bond issuance or to fund cash flow needs in anticipation of tax or other revenue sources.

In accordance with BCC 3.37.070, the Finance and Asset Management Director is authorized to make loans from one city fund to another city fund for periods not exceeding six months. The Finance and Asset Management Director or designee is required to assure that the loaning fund will have adequate cash balances to continue to meet current expenses after the loan is made and until repayment from the receiving fund.



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Limitation of Indebtedness

In addition to the limitations required by the RCW, the city's indebtedness is further limited by this policy to assure strong financial health. The limitations are applied to the assessed value of the city to arrive at a dollar value of indebtedness. For example, the 2018 assessed valuation used to determine the 2019 property tax levy was \$64.7 billion, and the statutory limitation for general obligation debt is 2.5%. Therefore, the city's statutory debt limitation is \$1.62 billion. The following matrix shows the general limitation by type of debt. These limitations may be modified by the City Council up to the statutory limitation at the council's discretion.

Type of Debt	Statutory Limitations	Policy Limitations	2018 Bellevue Actual Used *
General Obligation:	2.5%	1.75%	0.58%
Non-Voted	1.5%	1.0%	0.58%
Voted	1.0%	0.75%	0.00%
Open Space and Parks	2.5%	1.75%	0.00%
Utilities	2.5%	1.75%	0.00%
Revenue	no limit	no limit **	NA
Local Improvement District	no limit	no-limit **	NA

* Measured against the policy limitations.

** Revenue and LID debt is not limited because no taxing power or general fund pledge is provided as security.

Structure and Term of Debt

1. Debt Repayment

The city shall pay all interest and repay all debt in accordance with the terms of the bond ordinance. The maturity of bonds issued should be the same or less than the expected life of the project for which the bonds were issued. To the extent possible, the city will seek level or declining debt repayment schedules.

2. Variable-Rate Securities

When appropriate, the city may choose to issue securities that pay a rate of interest that varies according to a pre-determined formula or results from a periodic remarketing of the securities. However, the city will avoid over use of variable-rate debt due to the potential volatility of such instruments.



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Professional Services

The city's Finance and Asset Management Department shall be responsible for the solicitation and selection of professional services that are required to administer the city's debt program.

1. Bond Counsel

All debt issued by the city will include a written opinion by bond counsel affirming that the city is authorized to issue the proposed debt. The opinion shall include confirmation that the city has met all city and state constitutional and statutory requirements necessary for issuance, a determination of the proposed debt's federal income tax status and any other components necessary for the proposed debt.

2. Financial Advisor

A Financial Advisor(s) will be used to assist in the issuance of the city's debt. The Financial Advisor will provide the city with objective advice and analysis on debt issuance. This includes, but is not limited to, monitoring market opportunities, structuring and pricing debt, and preparing official statements of disclosure.

3. Underwriters

An Underwriter(s) will be used for all debt issued in a negotiated or private placement sale method. The Underwriter is responsible for purchasing negotiated or private placement debt and reselling the debt to investors. Underwriter(s) will also be used for a competitive sale method. Under a competitive sale, underwriters will submit proposals for the purchase of the new issue of municipal securities electronically and the securities are awarded to the underwriter presenting the lowest true interest cost (TIC) according to stipulated criteria set forth in the notice of sale.

4. Fiscal Agent

A Fiscal Agent will be used to provide accurate and timely securities processing and timely payment to bondholders. In accordance with Chapter 43.80 RCW, the city will use the Fiscal Agent that is appointed by the state.

5. Other Service Providers

The Finance and Asset Management Director will have the authority to periodically select other service providers (e.g., escrow agents, verification agents, trustees, arbitrage consultants, etc.) as necessary to meet legal requirements.

Method of Sale

The city will generally issue its debt through a competitive process but may use a negotiated process under the following conditions.

- The bond issue is, or contains, a refinancing that is dependent on market/interest rate timing.
- At the time of issuance, the interest rate environment or economic factors that affect the bond issue are volatile.



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- The nature of the debt is unique and requires particular skills from the underwriter(s) involved.
- The debt issued is bound by a compressed time line due to extenuating circumstances such that time is of the essence and a competitive process cannot be accomplished.

Credit Ratings

The city will maintain good communication with bond rating agencies about its financial condition. This effort will include providing periodic updates on the city's general financial condition, coordinating meetings, and presentations in conjunction with a new issuance. The city will continually strive to maintain the highest possible bond ratings by improving financial policies, budgets, forecasts and the financial health of the city.

Credit enhancements may be used to improve or establish a credit rating on a city debt obligation. Credit enhancements should only be used if cost effective.

Refunding Debt

A debt refunding is a refinance of debt typically done to take advantage of lower interest rates. Unless otherwise justified, such as a desire to remove or change a bond covenant, a debt refunding will require a present value savings of three percent of the principal amount of the refunding debt being issued.

Investment of Bond Proceeds

The city will comply with all applicable federal, state and contractual restrictions regarding the investment of bond proceeds including the City of Bellevue Investment Policy.

Arbitrage Rebate Monitoring and Reporting

The city will, unless otherwise justified, use bond proceeds within the established time frame pursuant to the bond ordinance, contract or other documents to avoid arbitrage. Arbitrage is the interest earned on the investment of the bond proceeds above the interest paid on the debt. If arbitrage occurs, the city will pay the amount of the arbitrage to the Federal Government as required by Internal Revenue Service Regulation 1.148-11. The city will maintain a system of recordkeeping and reporting to meet the arbitrage rebate compliance requirement of the IRS regulation. For each bond issue not used within the established time frame, the recordkeeping shall include tracking investment earnings on bond proceeds, calculating rebate payments, and remitting any rebatable earnings to the federal government in a timely manner in order to preserve the tax-exempt status of the outstanding debt.



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Covenant Compliance

The city will comply with all covenants stated in the bond ordinance, contract, etc.

Ongoing Disclosure

The Debt Manager shall be responsible for providing annual disclosure information to the Municipal Standards Rulemaking Board (MSRB) as required by state and national regulatory bodies. To comply with the Securities & Exchange Commission Rule 15c2-12 regulations, ongoing disclosure shall occur by the date designated in the bond ordinance, which is currently September 30 of each year for almost all of the city's bond issues. (Note: ongoing disclosure for the 1995 Limited Tax General Obligation bonds is due on July 31 of each year). Disclosure shall take the form of the Comprehensive Annual Financial Report (CAFR) unless information is required by a particular bond issue that is not reasonably contained within the CAFR.