



CITY OF SNOHOMISH

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116 UNION AVENUE □ SNOHOMISH, WASHINGTON 98290 □ TEL (360) 568-3115 FAX (360) 568-1375

NOTICE OF SPECIAL MEETING

SNOHOMISH CITY COUNCIL

in the
George Gilbertson Boardroom
1601 Avenue D

TUESDAY
January 19, 2016
6:00 p.m.

WORKSHOP AGENDA

- 6:00 1. **CALL TO ORDER**
2. **DISCUSSION ITEM** – Financial Management Policy Update – Risk Assessment & Historical Finance Indicators *(P.I)*
- 6:55 3. **ADJOURN**

DISCUSSION ITEM 2

Date: January 19, 2016
To: City Council
From: Jennifer Olson, Finance Director
Subject: **Financial Management Policy (FMP) and Five-Year Financial Plan
Workshop 1 – Risk Assessment Review, FMP – Reserves Section, Financial
Indicators Review**

The purpose of this workshop is for a discussion on the proposed Financial Management Policy (FMP) Reserves and Fund Balance Section, review the findings of the risk assessments completed by the City Council and staff, and to introduce financial ratio and financial indicators. Staff is also proposing a revised financial planning timeframe that extends past the previously set six month original timeframe due to the potential for and the significance of a major organizational structure change and resulting level of service deliveries that may affect the community.

Background: In December 2015, the City Council kicked-off the planning work for updating the Financial Management Policy and creating a 5-year financial plan – both 2016 City Council Goals. Risk assessment worksheets were distributed to Council members to complete and return to staff. A FMP serves as an operational guideline and basis for management and staff to crystallize strategic intents for dealing with fiscal vitality and to support the City Council's Strategic Plan goals and objectives. Staff is using a collaborative approach in updating the FMP that contains acceptable and unacceptable courses of action, establishes parameters in which the City may operate and provides a standard for safeguarding City financial resources and practices (see Attachment A).

Financial Management Policy – Reserves and Fund Balance

The primary reason for setting reserve policy is to be prepared for contingencies or future emergencies. Current policy defines reserves as:

“A-3 Ending fund balances for all operating funds will be budgeted at a level of no less than five (5%) or more than ten percent (10%) of the total budgeted new revenue for each year. For the purpose of this policy “new revenue” means total budgeted revenue, less beginning fund balances and Interfund receipts. In calculating the percentage, the new revenue and ending fund balances of the General (001), Street (102), and City Shop (501), funds will be totaled separately from Utility Funds (401 and 402).”

Additional reasons for reserve policy include the ability to maintain a good credit rating, avoid interest expenses, generate interest income and ensure cash availability when revenue is unavailable due to the timing of tax payments or shared revenue receipts. While there are no rules for determining what level and what type of reserves to establish, much depends on the kind of disaster or catastrophic events or hardships that the community is subject to, the

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adequacy of our insurance coverage, flexibility of our overall revenue base, overall financial health, state regulations and national economic conditions.

Reserves are categorized according to the Government Accounting Standards Board (GASB) Statement 54 - Fund Balance Reporting and Governmental Fund Type definitions which are included in the proposed FMP Section 2.1. This is a guide to how a City may reserve funds.

Unassigned fund balance is typically the main subject of a reserve policy. The General Fund, the City's core operating fund, is the only fund with unassigned fund balance; however, it is the fund that provides critical services such as law enforcement and criminal justice services, street and park maintenance operations, planning and zoning services, code enforcement, economic development support and general administrative and financial services.

Reserve policy needs a reserve level target that is typically defined in terms of a percentage of either the General Funds regular operating revenues or regular operating expenditures. The choice between revenues and expenditures as a basis for the reserve target depends on which element is more predictable. A local government that relies heavily on property taxes or other stable tax source may choose revenues but a local government that relies on less predictable revenue sources, e.g. sales tax, would likely choose expenditures. For either element choice, only operating figures are used (excludes capital) to remove the effect of spikes or drops that distort long-term trends.

Risk Assessment Review

To set a reserve target, it is important to assess local conditions and determine what risks influence our need for maintaining reserves. Risk assessment worksheets were completed by City Council members and returned to staff. This information was compiled into a summary risk assessment and will be distributed and discussed during the workshop.

The goal for the Council workshop discussion is to define an acceptable amount of reserve level for the General Fund and internal service funds. In addition, policy language is proposed that seeks to define when reserves are utilized or replenished.

This newly identified reserve target or target range will be used in future discussions on developing the 5-year financial plan and will affect the overall improvement or decline in General Fund financial condition.

Financial Condition and Financial Indicators

Financial condition is broadly defined as our ability to finance services on a continuing basis and specifically refers to our ability to maintain existing service levels, withstand local and regional economic disruptions and meet the demands of natural growth, decline or change. To understand whether or not the City is financially healthy, measuring our financial condition is necessary and projecting our future condition is important for ongoing decision making.

Financial indicators (see Attachment B) can assist with identifying factors that affect our financial condition. Indicator data pulls together a wide range of financial and budgetary information and combines it with economic and demographic data to create indicators, that when

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tracked over time or used for making financial forecasts expand on the changes to financial condition and alert us to future challenges.

There are twelve financial, environmental and organizational factors that contribute to financial condition. Within each of the twelve categories, are a number of indicators that measure different aspects and can be used to monitor changes in the factors and ultimately the overall financial condition of the community. Staff is in the process of compiling indicator data for all factors affecting our financial condition and has finished work on Indicators 1, 2, 3, 6 and 7 (see Attachment C). The indicator data reflects historical financial information at this time. Once the 5-year financial plan scenarios are created, these same indicators will be used but the data will be based on forecasts and will serve as a “test” on whether the financial plan improves or declines our financial condition.

Extended Financial Planning Timeframe

During both the 2015 and 2016 budget development cycles, staff prepared historical and projected impacts on General Fund reserves, based on the current financial policy target of 5% to 10% of revenues along with a forecast of General Fund revenues and expenditures. This forecast generated the potential for a structural imbalance in the General Fund. In other words, expenditures are projected to increase at a faster rate than revenues creating an annual deficit in fund balance. Over time this deficit may erode General Fund reserves and place the community in an unhealthy financial condition. Staff has updated the General Fund reserve forecast with preliminary year end 2015 revenues and expenditures, adopted 2016 budgeted General Fund revenue and expenditures and included the years within the pending 5-year financial planning period (see Attachment D).

The potential overall 5-year forecasted General Fund deficit equates to an approximately \$1 million dollar projected structural imbalance in the General Fund. Due to the nature of this problem, the complexity of various options and solutions, staff recommends that Council proceed slowly and deliberately. For these reasons staff requests that Council extend the 5-year financial planning timeframe to work through an alternative process for reviewing levels of service delivery and organizational structure. The significance of major structural elements that may need change appear to require additional time to fully understand the impacts about these potential changes. Since the Council’s preferred options to address these issues will likely have important community impacts, it may also be beneficial for Council to consider a specific community involvement process dedicated to reviewing these issues before making any final decisions.

Council workshops to discuss updated Financial Management Policy updates are intended to continue as previously planned as financial policy is an important first piece in financial plan development. Staff has prepared a revised financial planning timeframe for consideration (See Attachment E)

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STRATEGIC PLAN REFERENCE: This action is related to all Strategic Plan initiatives.

RECOMMENDATION: That the City Council **DISCUSS** the proposed Financial Management Policy Reserves Target and **DIRECT** staff regarding new reserve target and revised financial planning timeframe .

ATTACHMENTS:

- A. Proposed Financial Management Policy
- B. Financial Indicators Matrix
- C. Financial Indicators 1,2,3,6,7
- D. General Fund – Fund Balance, Revenues & Expenditures Forecast
- E. 5-year Financial Planning - Revised timeframe

CITY OF SNOHOMISH

FINANCIAL MANAGEMENT POLICY

Adopted: **Date**

Red font indicates proposed targets, benchmarks, objectives or key policy principals requiring City Council discussion and direction to staff before final consideration and policy adoption.

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CITY OF SNOHOMISH FINANCIAL MANAGEMENT POLICY

1.0 INTRODUCTION AND OBJECTIVES

The financial management policy of the City of Snohomish is established by the City Council. The policy is designed to provide guidance to all stakeholders whether they be directly involved in financial processes, internal control oversight, or any financial transaction. The financial management policy is intended to serve as a blueprint to achieve fiscal stability required to accomplish the City's Strategic Plan, Comp Plan and all master plans and goals. The City Council sets forth the authorities, responsibilities, and accountability requirements of those participating in the operations of Snohomish City government at all levels of the organization and endeavors to:

- Set forth financial principles which minimize the cost of government
- Reduce financial risk
- Maintain appropriate financial capacity for present and future needs
- Ensure the legal use of financial resources through an effective system of internal controls
- Provide financial transparency to the public

2.0 RESERVES AND FUND BALANCE

Fund balance is an approximate measure of liquidity. Reserves are a cornerstone of financial flexibility and provide the City of Snohomish with options to respond to unexpended issues and provide a buffer against minor fiscal challenges. This section defines thresholds and descriptions for fund balances, reserves, and retained earnings of all funds of the City of Snohomish. It is the intent of the City to provide a stable financial environment for which its citizens can depend on a consistent and quality level of service and for planned future expenditures. The Finance Director and City Manager are responsible for monitoring reserve levels and reporting current and projected reserves during each budget development cycle.

2.1 Fund Balance Definitions

As defined by GASB Statement No. 54, Fund Balance Reporting and Governmental Fund Type Definitions, the City will reserve funds according to the following:

2.1.1 Non-spendable Fund Balance

Inherently non-spendable portions of net resources that cannot be spent because of their form or portions of net resources that cannot be spent because they must be maintained intact.

2.1.2 Restricted Fund Balance

Externally enforceable limitations, on the use of funds, that are imposed by creditors, grantors, contributors, or laws and regulations of other governments or limitations imposed by law through constitutional provisions or enabling legislation. Debt Service fund balance will be designated as restricted.

2.1.3 Committed Fund Balance

Self-imposed limitations, on the use of funds, that are set in place prior to the end of a period. Limitations imposed at highest level of local decision making that requires formal action at the same level to remove. Capital Project fund balances typically will consist of funds designated by City Council for future capital improvement projects.

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2.1.4 Assigned Fund Balance

Limitations resulting from intended use that is established by the highest level of decision making or intended use established by the City Council for a specific purpose. The resources for these funds may be acquired through the budgeting process or funds that are deposited with the city for specific purposes. Special Revenue fund balances typically consist of funds assigned by other governmental agency for specific use or by the City Council specific use.

2.1.5 Unassigned Fund Balance

Residual net resources that make up the fund balance in the general fund in excess of non-spendable, restricted, committed, and assigned fund balance (i.e., surplus) or excess of non-spendable, restricted, and committed fund balance over total fund balance (i.e., deficit). The General operating fund balance typically will consist of unassigned funds for use by the City Council.

2.2 Reserve Level Target – General Fund

A healthy unassigned fund balance is needed to provide cash flow to pay expenditures when due. The City receives a majority of its tax collections two times per year. A fund balance reserve target allows for cash flow while the city waits to receive its shared revenues and taxes. The unassigned fund balance is also a security against unforeseen changes or needs, i.e. natural disasters, loss of state shared revenues, etc.

Option 1. The general fund unassigned fund balance should be approximately **15-20%** of revenues of the general fund, less annual transfers-in and total cost allocation fees to the fund. The unassigned fund balance of the general fund should never fall below **10%** of operating revenues.

Option 2. The general fund unassigned fund balance should be approximately **15-20%** of expenditures of the general fund, less annual transfers-out and total cost allocation charges to the fund. The unassigned fund balance of the general fund should never fall below **10%** of operating expenditures.

2.3 Conditions for Using Reserves

The City will avoid the appropriation of fund balance for recurring operating expenditures. If at any time the utilization of a fund balance to pay for operating expenditures is necessary to maintain the quality or level of current services, an explanation of the circumstances of the utilization of fund balance and the strategy to arrest the future use of fund balance will be included in the budget transmittal letter.

Reserves may be used at the discretion of the City Council to:

- **Provide resources to make up for temporarily decreased revenues, such as state shared revenues**
- **Provide temporary resources in the event of an economic downturn while expenditure reductions are implemented**
- **Provide resources to meet emergency expenditures in case of flood, fire, earthquake, landslides or other catastrophic failures.**

2.4 Reserve Level Target - Enterprise Funds

It is the goal of the enterprise funds to cover the cost of operations, debt obligations and capital infrastructure improvements and annual maintenance, so as to maintain a financially healthy enterprise. Enterprise fund balance is a product of revenues over expenditures over time and consists of the net result of assets minus liabilities. The City will establish utility rates and capital connection fees that are structured to meet several financial requirements. The Enterprise fund balance financial indicators are as follows:

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2.4.1 Capital funding obligations-as defined through the 6-Year Capital Improvement Plan (CIP) - Utility Sections.

2.4.2 Debt coverage ratio – a ratio 1.5 of net revenues to total debt service.

2.4.3 Operating reserves-90 days of operating expenses reserved for water and 60-**Option -90** days each for wastewater and storm water.

2.4.4 Debt service-the amount needed to pay for current and future debt (125% or as per bond covenants).

2.4.5 System replacement-amounts required to pay for annual system replacement as defined through the CIP-Utility Sections.

2.4.6 Emergency capital repairs-amounts required to pay for cost overruns and unanticipated capital costs.

2.5 Reserve Level Target – Special Revenue, Capital Project and Other Fund Types

The main purpose of special revenue, capital project and debt funds is to account for resources and track spending that is specific to the funds purpose and it is presumed that all fund resources will eventually be spent. Capital Project Funds will reflect items represented in the CIP approved during the capital budget adoption process. It is the intent of the City of Snohomish to set aside funds, when operations allow, for large capital projects to help minimize the debt service needs for these projects. Current commitments for Capital Project fund reserves are transportation, parks, sidewalks and trails, utilities, and civic facilities as defined in the Comprehensive Plan – Capital Facilities Plan element.

Special revenue funds by their nature are funds used for specific purposes, and by definition, the corresponding fund balance will be used to solely support that purpose. Fund balances in special revenue funds will be monitored to stay consistent with the need and use of the specific purpose of that fund.

2.5.1 Seizure Funds

As defined by Ch. 69.50.505 RCW and inter-local agreement, between the City and Snohomish County Drug Task Force, law enforcement asset seizure funds shall be used for payment of all expenses of the investigation that led to the seizure, including the proceedings for forfeiture and sale, expenses of seizure, maintenance of custody, advertising, actual costs of prosecuting, city attorney and court costs.

2.6 Reserve Level Target – Internal Service Funds

Reserve targets established for internal service funds shall ensure that the fund continues to provide service without interruption including self-insurance and equipment replacement plans. Internal service fund reserves are funded through the City of Snohomish Cost Allocation Plan (CAP). The equipment reserve funds will be maintained at a level sufficient to meet scheduled equipment replacement so as to sustain an acceptable level of municipal services and prevent a physical deterioration of city assets. If CAP charges are sufficient to cover internal service operations, maintenance and equipment replacement expenditures then the minimum reserve balance may be 30% of the funds operating budget expenditures.

2.7 Replenishment of Reserves

Should assigned fund balance targets fall below a 15% threshold, **the City will strive toward regaining the minimum threshold during the next budget cycle** and forecast the timing of the unassigned fund balance improvement within the long-term financial plan.

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2.8 Excess Reserves

Reserves above the targeted reserve levels may be used for new expenditures, with emphasis on one-time uses that achieve future operating cost reductions, capital expenditures or prepaying existing debt. **Use of excess reserves will be determined by the City Council through the next available budget cycle.**

3.0 REVENUES

3.1 Revenue Objectives

The City will maintain a diversified and stable revenue system to shelter it from short-term fluctuations. To protect and better develop future tax base, revenue guidelines will emphasize preserving the City's ability to grow and expand. The following are revenue objectives based on type of revenue:

3.1.1 Revenues That Align with Cost Recovery

Fees or tax are based on an objective of recovering a stated percentage of a given program's expenses.

3.1.2 Revenues Related to Economic Development

Fees or tax are based on objectives that foster growth related activity. The City's overall revenue structure should be designed to recapture some of the financial benefits resulting from City economic and community development investments. The City will strive to keep a total revenue mix that encourages growth and keeps Snohomish economically competitive and a city of choice for people to live in and do business.

3.1.3 Revenues with a Relationship to the Value of Money and Market Forces

Fees are based on maintaining a logical relationship with local market forces. Fees that are subject to ongoing inflationary or other indexes may be adjusted.

3.1.4 Revenues that Enforce Compliance

Fines and Infraction are set at a level that assists with enforcing compliance with City rules and regulations.

3.1.5 Revenue that is Self-Supporting

Fees and charges usually associated with a governmental "business" enterprise. Fees are based on a formal rate model for factoring in relevant operational, capital, and debt service cost components.

3.1.5.1 All utility enterprise funds shall be self-supporting; that is, they should generate enough revenue to pay for all costs without a subsidy from the general fund, from each other or from other sources. Utility rates should divide costs equitably among customer classes according to benefit and cost of service. If rates are set that subsidizes one class of customer at the expense of another, this action should be taken in support of explicit City policy. Because of the vital importance of water, sewer and storm water as public services, a minimum level of service should be available at a relatively low cost to all utility customers.

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3.2 Fee Schedule

Charges and fees, including utility rates, should be reviewed and updated periodically based on factors such as impact of inflation, other cost increases, adequacy of coverage of costs, and current competitive rates. On a **periodic** basis, the Fee Schedule, as adopted by City Ordinance, may be amended in conjunction with the budget development cycle.

3.3 Revenue Receipting & Processing

Deposits and cash receipting procedures, as defined in administrative procedures, will be adhered to for revenue collected at all City facilities per Ch. 43.09.240 RCW. Only authorized personnel are allowed to take cash receipts from customers. Administrative procedures provide guidance and enforcement of internal control, deposit of collections and oversight on all changes to revenue items in the financial system.

3.4 Bad Debt and Collections

Revenue collection guidelines, as defined in administrative procedures, will provide processes for the recognition of bad debt and the computation of an allowance of doubtful accounts, define procedures for determining refunds and discounts as allowed in City Code and provide for the administration of escrow accounts used for land use projects.

3.5 Grants

Grant funding can significantly leverage City resources to provide services, equipment and capital projects that would otherwise be unaffordable. The City is committed to pursuing grant funding as an appropriate funding source. Any grant programs must be consistent with the City's mission and Strategic Plan goals. City staff will seek out, apply for, and effectively administer federal, state and other grants that address the City's policy objectives and provide a positive benefit. Before any grant above \$50,000 is pursued, staff shall provide a detailed pro-forma to the City Manager and Finance Director that addresses the immediate and long-term costs and benefits to the City.

If grants are pursued for an on-going service and/or staff position(s) the City Council must:

- **Pre-approve staff identified source of long-term funding to supplant the grant at the end of the grant program.**
- **Matching fund requirements must have an identified and available funding source prior to the acceptance of the grant award.**

Responsibility for the administration of grants is the joint responsibility of the applying department, finance department and City Manager. Administrative procedures define the requirements for grant administration and compliance.

3.6 Donations & Gifts

All donations, as per Ch. 35.21.100 RCW, provided to the City shall be presented to the City Council for approval. If no terms or conditions are attached to the donation, the city staff will prepare a summary of the funding source and recommended use of proceeds for City Council approval.

3.6.1 Substantial Gifts

The City of Snohomish seeks to recognize donors who, through a distinguished effort or substantial financial gift, wish to support a City facility or structure. For example, structures may include pavilions, shelters, plazas, real estate to be used for parks, trails or open space, interpretive areas, or active recreation; or other large-scale projects as discussed with the Advisory Boards and City Council. The following guideline will be used for recognizing donations for amenities or projects, in addition to defining the period of time in which the donation or gift will be received by the City.

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For the purposes of this policy, “Substantial Financial Gift” is defined as at least 50% of the estimated cost of:

- 1) New construction, remodeling, or renovation
- 2) Developing a new real property, such as park buildings, structures, or real estate
- 3) Replacement of an existing, unnamed facility or landmark that requires substantial renovation at the time of the gift

3.6.2 Donation Funded Projects

The City of Snohomish will review projects that are proposed by private individuals or groups, where the project funding source will come from donations collected by the individual or group, (e.g. trees, park benches and other equipment or fixtures) on a case-by-case basis. City staff will review the donation project with the City Manager prior to City Council acceptance and oversee the donation funded projects according to administrative procedures.

3.7 Gifts to City Officials

With a few exceptions, no city official or city employee shall accept any gift as per Ch. 42.52.140 RCW.

4.0 EXPENDITURES

4.1 Expenditure Objectives

The City of Snohomish endeavors to connect expenditures to a fundamental level of stewardship by committing to a level of expenditures that are sufficient to ensure the on-going health, safety, and welfare of its' citizens. Operating expenditures, within particular funds, must be supported by the operating revenues generated by that fund. Expenditures will not expand beyond the City's ability to pay for them with current revenues.

The objectives of the expenditure guidelines are:

- To support the local firms and merchants within the community whenever possible subject to meeting other expenditure guideline objectives.
- To obtain supplies, equipment, and services as economically as possible and that are best suited to the specific departmental needs.
- To maintain compensation packages which are competitive with other public sector employers and that are sufficient to attract and retain quality employees.
- To enhance service methods that increase efficiency and effectiveness of the delivery of city services through technology improvements.
- To improve the speed of delivery to departments by predetermining, through contracts or other appropriate means the sources of supply before the actual needs.
- To ensure compliance with all applicable policies and regulations of the City, the State, and Federal Government.

4.2 Local Purchasing Objectives

Purchasing from local business and merchants is a high priority to support the economic vitality of the Snohomish business community. Whenever economically possible, local vendors will be included in the Purchase Contract Process, as per Ch. 39.04.190 RCW and as defined in administrative procedures.

4.3 Procurement Standards

All employees of the City shall comply with all City, State, and Federal statutory requirements regarding purchase of materials or services. The following practices are specifically forbidden so as not to create a conflict of interest:

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- Using information available to an employee solely because of their position for personal profit, gain, or advantage.
- Directly or indirectly furnishing estimating services, or any other services or information not available to all prospective bidders, to any person bidding on, or who may reasonably be expected to bid on, a contract.
- Using their position or status in the City to directly or indirectly solicit business of any kind for private use or to obtain supplies and equipment at special discounts or with special concessions from any vendor who sells or solicits sales to the City.

4.4 Procurement Authorization & Accountability

Department Directors will be accountable for procurement within their departmental budgets. Purchases that exceed a departmental annual budget are not allowed. Failure to follow administrative procedures for procurement may result in disciplinary action, loss of purchasing privileges and a personal liability for purchases.

Pursuant to Ch. 42.24.080 RCW, warrants presented for payment to the City Council must be in writing, itemized and audited by the Auditing Officer. The Finance Director is designated as the City of Snohomish Auditing Officer. Department managers will be responsible for ensuring invoices meet this requirement and provide them to the Finance department for prompt payment and audit review as defined in the administrative procedures.

4.5 Level of Procurement Authority

The City Manager shall have the authority to authorize general purchases, execute Professional Service Agreements (PSA) and minor contracts for a dollar amount up to \$30,000 and a term not to exceed one year. All purchases are subject to compliance with administrative procedures.

All significant purchases should be made according to the Purchasing Threshold and further defined in administrative procedures and shall include requirements for acquiring quotes, estimates and competitive bidding. The City Manager has the sole authority to waive purchasing procedures, but only to the extent as authorized by State Law.

Purchasing Threshold Matrix	
Amount	Description
< \$500	Authorized staff and Department Manager prior approval. No bids, quotes required.
\$500 - \$5,000	Authorized Department Manager. Two or three verbal quotes. No competitive bids required.
\$5,001 - \$30,000	Authorized Department Manager with Department Director prior approval. Two written quotes. No competitive bids required. City Manager authorization for purchases over \$15,000.
> \$30,000 - \$40,000	Authorized Department Director and City Manager with City Council prior approval. Three written quotes required. No competitive bids required.
> \$40,000 - < \$65,000	City Manager with prior City Council approval. Sealed bid process may be utilized or direct negotiation - must obtain three written quotes.
> \$65,000	City Manager with prior City Council approval. Sealed bid process must be utilized. Requires contract and bid specifications

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4.6 Purchasing Controls & Methods

Primary responsibility and authority for the expenditure of monies according to the adopted budget will be vested by the City Manager in the department managers or authorized designee. In addition to the primary responsibilities, the Finance Director shall exercise a secondary oversight responsibility for all budget expenditures. A purchase order system and commercial card programs may be used for all purchases as defined in administrative procedures. Open accounts shall not be allowed unless approved by the City Manager or Finance Director.

In general, each department shall make purchases for the requirements of the City. Purchases will not be separated into smaller purchasing components in order to eliminate a threshold authorization requirement. To facilitate a sound and cost effective purchasing operation, authorized personnel shall follow procurement methods as defined in administrative procedures which contain guidelines for procurement, bidding and awarding contracts.

4.7 Emergency Purchases

Emergency purchases are those made by the City Manager or authorized designee, such as a Department Manager, where an immediate purchase is necessary to correct a situation, which would adversely affect the life, health, or safety of the citizens.

To the greatest extent possible, administrative procedures should be followed for purchasing. However, in case of an emergency, a Department Manager may purchase directly any supplies, materials or services necessary to alleviate the emergency. Every effort shall be made to contact the City Manager or Finance Director whether the emergency occurs during or after normal working hours.

In the event where emergency purchasing is related to natural disaster events, a Declaration of Emergency Resolution shall be considered by the City Council according to State Law at the first opportunity available. The Finance Director shall review and approve of account coding for all emergency purchases and maintain a tracking system according to FEMA requirements, Emergency Management Plan, BARS and GFOA recommended practices for emergency management recordkeeping.

4.8 Personnel Compensation

Because personnel costs are the largest expenditure area of the annual budget, compensation guidelines are defined in the Employee Handbook and Local Union Agreements which establish salary ranges, performance evaluation requirements and total compensation costs as the basis for all compensation planning and bargaining.

4.9 Efficiency

The City will make efficient use of limited resources and will continually look for and implement the most cost effective and reliable methods of delivering services. City Management will develop service level changes that are needed to respond to budget shortfalls using system-wide and productivity measures that have been approved by the City Council. Opportunities may be found to improve efficiencies by pursuing a range of productivity-enhancing techniques such as:

- Analyzing systems and procedures to remove unnecessary requirements
- Evaluating new technologies and capital investments
- Establishing a systematic, ongoing process for periodic formal reviews of operations
- Maintaining the right balance between centralization and decentralization in managing the City support functions

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4.10 Outsourcing

Contracting with other public agencies or the private sector for the delivery of services may provide the City with opportunities for cost containment and productivity service enhancement. As such, the City is committed to using outside resources for delivering municipal services as a key element in our continuing effort to provide effective and efficient programs while minimizing costs. In the event the City is contracting out all or part of bargaining unit work which would result in the displacement of bargaining unit employee(s), the City agrees to meet with the Union, upon request, to discuss the decision and effect(s) of outsourcing, if any.

5.0 BUDGET

5.1 Budget Objective

The formal operating and capital budget development process provides the primary mechanism by which key decisions are made regarding the levels and types of services to be provided, given the anticipated level of available resources.

5.2 Budget Principles

5.2.1 Link the budget to long-term, strategic financial plans

The City's budget will be developed in accordance with the policies and priorities set forth in the five-year Strategic Plan, Comprehensive Plan, City Council goals, the needs of the community and federal and state laws.

5.2.2 Critically examine past spending patterns

The City seeks to maximize the value the public receives through its spending. Accordingly, management should develop budget tools and methods to measure and maximize value, particularly by critically examining existing spending patterns to make sure they continue to provide value.

5.2.3 Prioritize services

The City will prioritize services based on a hierarchy from essential to discretionary, their relative importance to preserving the community's health, safety, and welfare, mandates, risk assessments, long-term costs, and evidence of their effectiveness in meeting strategic plan initiatives, comprehensive plan elements, annual goals and required mandates. Essential services will receive first priority for funding. The City will attempt to maintain current service levels for all essential services. The City will identify low-priority services for reduction or elimination, if necessary, before essential services. New services shall be evaluated for long-term sustainability.

5.2.4 Maintain existing services over providing new services

The City will ensure that it maintains the quality of existing core services before it adds new services unless there is an explicit decision to lower the quality of existing services in favor of providing a new service based on strategic goals and objectives.

5.2.5 Risk management and mitigation of liabilities

The City intends to fund the current portion of liabilities within the budget so as to maintain trust of creditors and to avoid or mitigate accumulating an unmanageable liability.

5.2.6 Establish preferences for budget balancing strategies

The City's preferred strategy for balancing the budget is to reduce expenditures through improved productivity. Except during dire economic circumstances, service and program

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elimination is preferable. At no time, will the annual budget be balanced at the expense of long-term financial health.

5.3 Budget Scope & Basis

The City will adopt budgets for all funds on a **biennial** basis. A budget calendar will be prepared by city staff and include all required public hearings. Proposed budgets will be viewed and discussed by the City Council and the public at the department and object code levels. The final budget will be adopted by ordinance of the City Council at the fund level. To encourage synchronization between the budget document and financial reporting, the City will establish the budget based on the cash plus encumbrances basis of accounting which is the same as the cash basis of financial reporting.

5.4 Balanced Budget

The objective of the operating budget is to pay for all current expenditures with current revenues. The budgets for all city funds should be structurally balanced throughout the budget development process. Recurring revenue should equal or exceed recurring expenditures in both the proposed and adopted budgets. If a structural imbalance occurs, then a plan will be developed and implemented to bring the budget back into structural balance. The City will endeavor to avoid budgetary allocations that balance current expenditures at the expense of meeting future years' expenses. Beginning fund balance sources may be used to fund capital improvement projects or other one-time, non-recurring expenditures as long as the fund reserve targets are met.

5.5 Performance Measurement

The City will present a budget that furthers the short-term and long-term goals of the Strategic Plan and Comprehensive Plan. Where appropriate and instructive, performance measurements shall be used to offer insight into how efficiently money is being spent and the workload that is driving the need for service. The City will monitor progress by establishing objectives for strategic and policy intents and measures will illustrate trends, targets and other criteria by which the City's efforts on a given program can be evaluated. This evaluation is intended to inform organizational learning, repeating what works, discontinuing what isn't working and fostering continuous improvement.

5.6 Cost Allocation

The Cost Allocation Plan (CAP) is a method used to determine and assign the cost of indirect services to the internal government users of those services or direct operating funds.

5.6.1 References

OMB Circular A-87, "Cost Principles for State, Local, and Indian Tribe Governments."
RCW 43.09.210 states in part, "all service rendered by...from, one department...to another, shall be paid for at its true and full value by the department...receiving the same, and no department...shall benefit in any financial manner whatsoever by an appropriation or fund made for the support of another..."

5.6.2 Definitions

- Indirect Costs are incurred for a common purpose benefitting more than one cost function or organizational unit. They cannot be directly assigned without effort disproportionate to the benefit received.
- Indirect Services are activities that support the departments that provide direct service to the public. Examples include accounting, purchasing, human resources, engineering, and fleet and information technology.
- Direct Services are activities that provide services directly to or for the public and are supported by indirect services. Examples include parks, streets and utilities (water, sewer, storm water).

DISCUSSION ITEM 2

5.6.3 Costs to be allocated

Costs shall only be allocated to departments that receive indirect support services. Only costs allowable for allocation in accordance with the requirements of OMB Circular A-87 shall be included in the cost allocation plan. This means that the City's resulting allocation plan will meet federal grant cost allocation requirements. It is the responsibility of staff creating the department's indirect cost allocation plan to review OMB Circular A-87 and ensure that only allocable costs are included.

As part of the annual budget development process, costs will be allocated based on the projected year budget forecast. Annually, a year-end adjustment or true up will be completed for the previous year's difference between budget-to-actual results or allocated based on actual costs. The true up will occur as part of the year-end financial reconciliations in preparation for the annual audit.

5.6.4 Basis of Allocation

Indirect cost allocation methods, as defined in administrative procedures, shall be reasonable, consistent, and equitable to distribute shared costs across funds and departments. Different factors are necessary to equitably allocate the various overhead costs. The Finance Director is responsible for preparing and determining which factor(s) will best accomplish this based on input from Direct Service Department Directors.

5.7 Budget Amendments

All budget amendments, such as shifting budget allocations from a) one fund to another fund; b) personnel and benefits and c) capital outlay or capital project expenditures must be approved by the City Council.

5.7.1 Administrative Budget Amendments

Department managers may, upon approval by the City Manager, request inter-departmental line item budget amendments for operating purposes only. These administrative budget amendments, authorized as per Ch. 35A.33.120 RCW, may be for contractual, supplies and materials and other miscellaneous line items within the department. No administrative amendments are allowed for personnel and capital outlay items. The process for requesting an administrative budget amendment is defined in administrative procedures.

5.8 Service Levels and Funding

The City will endeavor to maintain its present service levels for priority and essential services subject to available revenues. The objective is to maximize the benefit of available resources. The results or outcomes that matter most to citizens should be defined by the City Council. New services or programs will be considered for funding within available resources.

Department managers will be given the opportunity to request personnel, goods, and capital items needed to carry out the department responsibilities. Department requests must include supporting documentation and justification of needs for operating requests. Requests should integrate strategic plan priorities and departmental objectives into the budget.

5.9 Maintenance and Replacement

Maintenance and replacement funding will be prioritized each year to ensure that capital facilities and equipment are sufficiently maintained to avoid service disruptions. Non-current liabilities have important implications for a local government's fiscal health. The City will maintain its capital assets in a manner adequate to protect the City's capital investment and to minimize future liabilities for maintenance and replacement costs. Administrative procedures will identify the processes to include:

DISCUSSION ITEM 2

- Complete inventory and periodic measurement of physical condition
- Establish condition/functional standards by asset class
- Evaluate infrastructure and other assets and then set priorities
- Monitor and communicate progress

5.9.1 Capital Asset Management

Option 1: The City will annually project its equipment replacement and maintenance needs for the next five years and will update this projection each year. A maintenance and replacement schedule will be budgeted, developed and followed. Future maintenance needs for all new capital facilities will be cost out and included as decision criteria.

Option 2: The City inventories and assesses the condition of its buildings, equipment and vehicles annually. The budget process includes a multi-year projection of facilities and vehicle replacement requirements. The budget will provide sufficient funding for adequate maintenance and orderly replacement of capital plant and equipment. Future maintenance needs for all new capital facilities will be cost out and included as decision criteria.

Option 3: The budget will provide for adequate maintenance of public facilities and equipment and for orderly replacement. A minimum of ten (10%) of all new (ongoing) discretionary revenue will be devoted to deferred maintenance and infrastructure maintenance.

5.10 Enterprise Fund Budgets

Enterprise operations are to be self-supporting, including capital improvements and depreciation. Enterprise operations are to be reviewed annually for self-sufficiency and proper cash-flow needs. Utility Rate studies, which occur every three years, will be included in the budget development process in the year for which new rates are established. Enterprise operating budgets will incorporate year one capital projects as identified within the Capital Improvement Plan (CIP).

5.11 Budget Reporting

The recommended and adopted budget documents will be available on the City website and at City Hall. The City will maintain an internal control system to help adhere to the budget allocations. Regular reports comparing actual revenues and expenditures to budgeted amounts will be provided to department managers on a monthly basis. The City Council will review quarterly budget versus actual reports.

6.0 CAPITAL IMPROVEMENT PLAN (CIP)

6.0 CIP Objective

The City of Snohomish Capital Improvement Plan (CIP) will describe the capital investments the City intends to make over a period of six years. Capital projects shall link to and identify the relationship to the Comprehensive Plan – Capital Facilities Plan (CFP) section that incorporates all master and functional plans where projects are identified with that plan. The CIP will serve as a comprehensive list of all capital project types where the City Council will address capital infrastructure improvements, capital equipment needs, and the affect on the City's resources.

6.1 CIP Criteria and Ranking

As adopted within the City of Snohomish Comprehensive Plan – CFP: Elements Goals and Policies, CIP projects shall be evaluated and prioritized using criteria adopted within the CFP.

DISCUSSION ITEM 2

6.2 CIP Budget

The City will coordinate development of the CIP with the development of the operating budget. As resources are available, the most current year of the CIP will be recommended for incorporation into the current year operating budget as capital project fund budget line items. Years two through six of the CIP are for planning purposes only. Details regarding the CIP development process will be found in administrative procedures.

6.3 Project Source and Use Identification

Capital project submissions shall include multi-year funding sources, including grants, applicable impact fees, special funding and other outside sources. Multi-year project costs, including acquisitions, right-of-way, design, construction, in-house staff time, permitting, inflationary costs and contingency must be included in the project identification. Capital projects shall be identified as unfunded, partially funded or fully funded. Each capital improvement project will be reviewed by department managers for its long-term impact on the operating budget in terms of:

- future year revenue generation
- additional personnel requirements
- future operating and maintenance expenditures

6.4 Project Costs

For the purpose of the CIP, capital outlay is distinguished from capital projects. Capital outlay includes expenditures for equipment, technology and professional services between \$5,000 and \$29,999 and having less than an estimated three years of useful life. Capital outlay type expenditures will be included in the operating budget, as well as, master planning or professional services of any size and scope, adopted by the City Council, shall be budgeted for within the operating budget as a separate line item.

All capital projects or capital equipment purchases at least \$30,000 or over and having a useful life of three years or more are included in the CIP budget process. These projects include large capital maintenance items that extend the useful life of the capital asset. Projects may not be combined to meet the minimum standard unless they are dependent upon each other. Projects may not be separated to forego the maximum standard. Items that are operating expenditures (such as professional services, master plan updates, maintenance agreements, technology items, etc.) will not be considered within the CIP.

6.5 Capital Improvement Plan Review

Department managers will present the CIP to the City Council for approval prior to the year-one CIP projects being included within the annual operating budget. Any substantive change to the CIP after approval must be approved by the City Council.

7.0 DEBT MANAGEMENT

7.1 Debt Purpose

Debt financing is primarily used for capital project expenditures. Use of long-term debt financing for operations and maintenance costs are forbidden. Debt financing will be considered if the City is able to repay debt without causing financial distress. It is the City's objective to:

- Only obtain financing when necessary
- Identify the timing and amount of debt required as specifically as possible
- Achieve the most favorable interest rates and other related financing costs
- Ensure that future financial flexibility be maintained
- Utilize inter-fund loans from one fund to another as a first source of debt financing

DISCUSSION ITEM 2

7.2 Debt Practices

The City Council may authorize the following types of debt financing only for those purposes as provided by Ch. 39 RCW:

- Utilization of the Public Works Loan Fund, per WAC 399.30 for allowable purposes, if available
- Utilization of Inter-Fund Loans as per the BARS Manual Part 3, Chapter 4, Interfund Transactions, Section 1
- Issuance of Councilmatic Bonds to fund proprietary capital infrastructure projects such as water, sewer and storm water
- Issuance of Councilmatic Bonds for capital projects that generate adequate revenues from user fees to support operations and debt service requirements.

Utility System replacements, due to age or the need to upgrade to meet minimum standards, should be financed by a combination of:

- Reserving portions of the Enterprise fund balance for capital improvement projects
- Borrowing and repaying on a schedule that matches the useful life of the capital improvement

The City of Snohomish will never issue debt in excess of limitations as prescribed in Ch. 39.36.020 RCW based on percentage of its total market value. Additionally, no more than 10% of the annual operating budget may be spent on debt service annual obligations.

7.3 Bond Rating

Strong financial management is a key credit rating factor. In order for the City of Snohomish to respond quickly to economic and financial demands, the City will seek to maintain or continually improve its bond rating so as to seek the lowest possible interest rate available OR maintain its AA Bond Rating. The City will also maintain a "strong" Financial Management Practice (FMA) score – as defined by Standard & Poor Financial Management rating criteria - to provide transparent and consistent information about the financial management practices.

7.4 Financial Guarantees

Should financial guarantees be utilized to defer public improvements required of development projects or to ensure that disturbed public facilities will be restored, the developer or property owner shall provide an irrevocable letter of credit, issued by a banking institution approved by the Finance Director, a bond, an assignment of savings, or a cash deposit. The form of the financial guarantee shall be at the discretion of the Finance Director and City Engineer. The amount of any approved financial guarantee shall be at least 150% of the estimated improvement cost and may be increased to reduce risk to City resources based on the professional judgment of the City Engineer.

8.0 INVESTMENTS

8.1 Policy and Scope

It is the policy of the City of Snohomish to invest public funds in a manner which will provide the highest investment return with the maximum security while meeting the daily cash flow demands of the City and conforming to State law governing the investment of public funds.

The investment policy applies to all financial assets of the City of Snohomish. These funds are accounted for in the City of Snohomish's Annual Financial Report and include all operating, special revenue, capital project, enterprise, debt service and trust funds.

DISCUSSION ITEM 2

8.2 Prudence

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

The standard of prudence to be used by investment officials shall be the “prudent person” and/or “prudent investor” standard and shall be applied in the context of managing an overall portfolio. Investment officers acting in accordance with this policy and with Ch. 35.39 RCW and exercising due diligence, shall be relieved of personal responsibility for an individual security’s credit risk or market price changes, provided deviations from expectations are reported in a timely fashion and appropriate action is taken to control adverse developments.

8.3 Objective

The primary objectives, in priority order, of the City of Snohomish investment activities shall be:

8.3.1 Safety: Safety of principal is the foremost objective of the investment program. Investments of the City of Snohomish shall be undertaken in a manner that seeks to ensure the preservation of capital in the overall portfolio. To attain this objective, the City of Snohomish will diversify its investments by investing funds among a variety of securities offering independent returns and financial institutions.

8.3.2 Liquidity: The City of Snohomish investment portfolio will remain sufficiently liquid to enable the City to meet all operating requirements, which might be reasonably anticipated.

8.3.3 Return: The City of Snohomish investment portfolio shall be designed with the objective of attaining a benchmark rate of return throughout budgetary and economic cycles, commensurate with the City’s investment risk constraints and the cash flow characteristics of the portfolio. Short-term investment returns should attain a return rate of at least **equal to the three-month Treasury bill**.

8.4 Delegation of Authority

Management responsibility for the investment program is hereby delegated to the Finance Director and City Manager who shall be responsible for all transactions undertaken and shall establish a system of controls to regulate the activities of subordinate personnel and their procedures in the absence of the Finance Director and City Manager.

8.5 Investment Procedures

The Finance Director shall establish written administrative procedures for the operation of the investment program consistent with this policy. The procedures should include reference to safekeeping, repurchase agreements, wire transfer agreements, banking service contracts and collateral/depository agreements. Such procedures shall include explicit delegation of authority to persons responsible for investment transactions. No person may engage in an investment transaction except as provided under the terms of this policy and the procedures established by the Finance Director.

8.6 Ethics and Conflicts of Interest

Public officials and city employees involved in the investment process shall refrain from personal business activity that could conflict with proper execution of the investment program, or which could impair their ability to make impartial investment decisions. Employees and investment officials shall disclose to the City Council any material financial interest in financial institutions that conduct business within their jurisdiction, and they shall further disclose any large personal financial/investment positions that could be related to the performance of the City of Snohomish.

DISCUSSION ITEM 2

8.7 Authorized Financial Dealers and Institutions

The Finance Director will maintain a list of financial institutions authorized to provide investment services. In addition, a list will also be maintained of approved security broker/dealers selected by credit worthiness who are authorized to provide investment services in the State of Washington. These may include "primary" dealers or regional dealers that qualify under Securities & Exchange Commission Rule 15C3-1 (Uniform Net Capital Rule). No public deposit shall be made except in a qualified public depository as established by Washington State laws.

All financial institutions and broker/dealers who desire to become qualified bidders for investment transactions must supply the Finance Director, upon request, with annual audited financial statements, proof of National Association of Security Dealers (NASD) certification, and proof of State of Washington registration. Annual completion of Notification to Broker and Certification by Broker will be done.

8.8 Authorized and Suitable Investments

From the governing body perspective, special care must be taken to ensure that the list of instruments includes only those allowed by law and those that local investment managers are trained and competent to handle. Interest-bearing deposits in authorized depositories must be fully insured or collateralized.

The following is a list of investments which the City of Snohomish will be authorized to invest in:

Government Securities: Instruments such as bonds, notes, bills, mortgages and other securities which are direct obligations of the federal government or its agencies, with the principal fully guaranteed by the U.S. Government or its agencies.

Certificate of Deposit: A negotiable or nonnegotiable instrument issued by commercial banks and insured up to \$100,000 by the Federal Deposit Insurance Corporation (FDIC), or, if exceeding \$100,000 FDIC coverage, is fully insured or collateralized.

Prime Commercial Paper: An investment used by corporations to finance receivables. A short-term (matures in 270 days or less) unsecured promissory note is issued for a maturity specified by the purchaser. Corporations market their paper through dealers who in turn market the paper to investors.

State of Washington Securities and Pools: Any security which is a general obligation of the State of Washington or any of its municipalities. Statewide investment pools which invest in authorized instruments.

Money Markets: Money market mutual funds which invest in authorized instruments.

8.9 Safekeeping and Custody

When a broker dealer holds investments purchased by the City of Snohomish in safekeeping, the broker-dealer must provide asset protection of \$500,000 through the Securities Investor Protector Corporation (SIPC) and at least another \$49.5 million supplemental insurance protection.

8.10 Diversification

The City will attempt to diversify its investments according to type and maturity. The portfolio, as much as possible, will contain both short-term and long-term investments. The City will attempt to match its investments with anticipated cash flow requirements, as per the long-range financial plan. Extended maturities may be utilized to take advantage of higher yields and to match investment maturities with debt obligations; however, no more than 20% of the total investments should extend **beyond 5 years**. Unless prior City Council approval is received, no investment with a maturity exceeding **10 years** will be purchased.

DISCUSSION ITEM 2

- The City will attempt to diversify its investment portfolio according to broker-dealer or financial institutions. No more than 50% of the entire investment portfolio shall be held with one broker.

8.11 Reporting

Periodic required investment reports to policymakers and elected officials provide necessary written communication regarding investment performance, risk analysis, adherence to policy provisions, as well as other information. The Finance Director shall provide the City Council periodic investment reports, which provide a clear picture of the status of the current investment portfolio. The management report should include a summary of securities held at the end of the reporting period by authorized investment category, percentage of portfolio represented by each investment category, percentage of portfolio represented by each financial institution, and overall portfolio values.

9.0 LONG-TERM FINANCIAL PLANNING

A 6-year Financial Management Plan with an integrated 6-year Capital Improvement Plan (CIP) is utilized to assist the City Council and department managers in strategizing and aligning financial capacity with the City Council Strategic Plan and objectives. The long-term financial plan serves as a foundation for conversations regarding purchases and project planning.

The plan will include an analysis of the current and future year's financial environment, revenue, operating and capital expenditure forecasts, debt positions and affordability analysis. The financial plan will be updated as needed in order to provide direction to the budget process.

The City's budget process involves incorporating the goals and strategies identified by the City Council's five-year Strategic Plan to provide for the community's highest priority needs. Strategic planning begins with determining the City's fiscal capacity based upon long-term financial forecasts of recurring available resources.

10.0 AUDITING, ACCOUNTING & INTERNAL CONTROL

The City of Snohomish will establish and maintain a high standard of accounting practices and procedures. Accounting standards will conform to Generally Accepted Accounting Principles (GAAP) as outlined by the Governmental Accounting Standards Board (GASB). Accounting standards will reflect Best Practices recommended by the Government Finance Officers Association (GFOA) and chart of accounts required by the Washington Office of the State Auditor (SAO) BARS manual.

After each fiscal year, the Washington SAO will conduct an audit of the City financial transactions, contract management and internal control. The report will include a financial opinion and a management and compliance report on internal controls. Annually, a comprehensive annual financial report will be prepared by the City. This report shall be made available to elected officials, city management, bond-rating agencies, and the general public.

10.1 Internal Control

The City Council and City Management is responsible for ensuring and maintaining a system of internal control to safeguard its assets against loss, check the accuracy and reliability of its accounting data promote operational efficiency and encourage adherence to prescribed administrative procedures.

The Finance Director shall develop internal control processes or administrative procedures to ensure and maintain a strong internal control function. Periodic updates and new recommended practices set

DISCUSSION ITEM 2

forward by the SAO and GFOA are communicated and addressed with the City Council. Any weakness in internal control and accounting procedures shall be addressed immediately by the City Manager or Finance Director so a timeline to remedy improvement can be established.

10.2 Accounting Write-offs

The Finance Director shall make every effort to collect all receivables owed to the City. The following is criteria that must be met before a receivable is allowed for write-off:

- Standardized collection procedures have been exhausted
- A determination has been made that the debt is uncollectible or that further measures to collect the debt are inappropriate and deemed to exceed the cost of collection
- The characteristics of the debt are such that write-off is appropriate - If funds are uncollectible, the Finance Director would make a determination for write offs to a bad debt expenditure up to **\$5,000**. City Council approval is required for balances above this threshold and must accompany the write off to the bad debt expenditure.
- The reason for the write-off is documented adequately and is made available for audit.

10.3 Petty Cash and Bank Account Controls

The Finance Director shall establish processes for control and handling of petty cash funds, which include investigative buy funds. The Finance Director will oversee and manage all City of Snohomish Banking Accounts such as Imprest accounts, Claims accounts, and Payroll accounts within administrative procedures. Bank accounts will be reconciled on a monthly basis.

10.3 Capital Asset Threshold

Real property, titled vehicles and utility system components shall be considered capital assets. All other property, with a value of **\$5,000** or more and a useful life of **three** years or more shall be considered capital. For purposes of asset disposition and equipment replacement planning, the City shall depreciate capital assets under a straight-line method, based on the assets useful life to a book value of \$1.00 or salvageable value.

10.4 Inventory of Small and Attractive Items

Operating departments shall be responsible for conducting regular inventory of their small and attractive items (i.e. cell phones, tablet, hand tools and power equipment) and submit a physical inventory to the Finance Director. Asset management and inventory procedures are defined in administrative procedures

10.5 Surplus Assets

The City Manager may administratively surplus non-public utility office equipment, computer equipment, small tools, computer software and minor equipment with a value of less than **\$5,000**. Titled vehicles, real property, and any City property with a value of greater than **\$5,000** will be surpluses by the City Council by resolution. The process for surplus assets is defined in administrative procedures. The Finance Director shall be responsible for the accounting of all surplus property transactions.

10.5.1 Surplus or Inter-governmental Disposition of Public Utility Assets

As per Ch. 35.94.040 RCW, titled vehicles, real property, and equipment originally acquired for public utility purposes and which no longer required for providing continued public utility service may be surplus after a public hearing and subsequent City Council resolution.

FINANCIAL MANAGEMENT POLICY ADOPTION

The City of Snohomish financial management policy shall be adopted and amended by action of the City Council. The Snohomish City Council shall review the policy periodically and any modifications made thereto must be approved by the City Council.

DISCUSSION ITEM 2

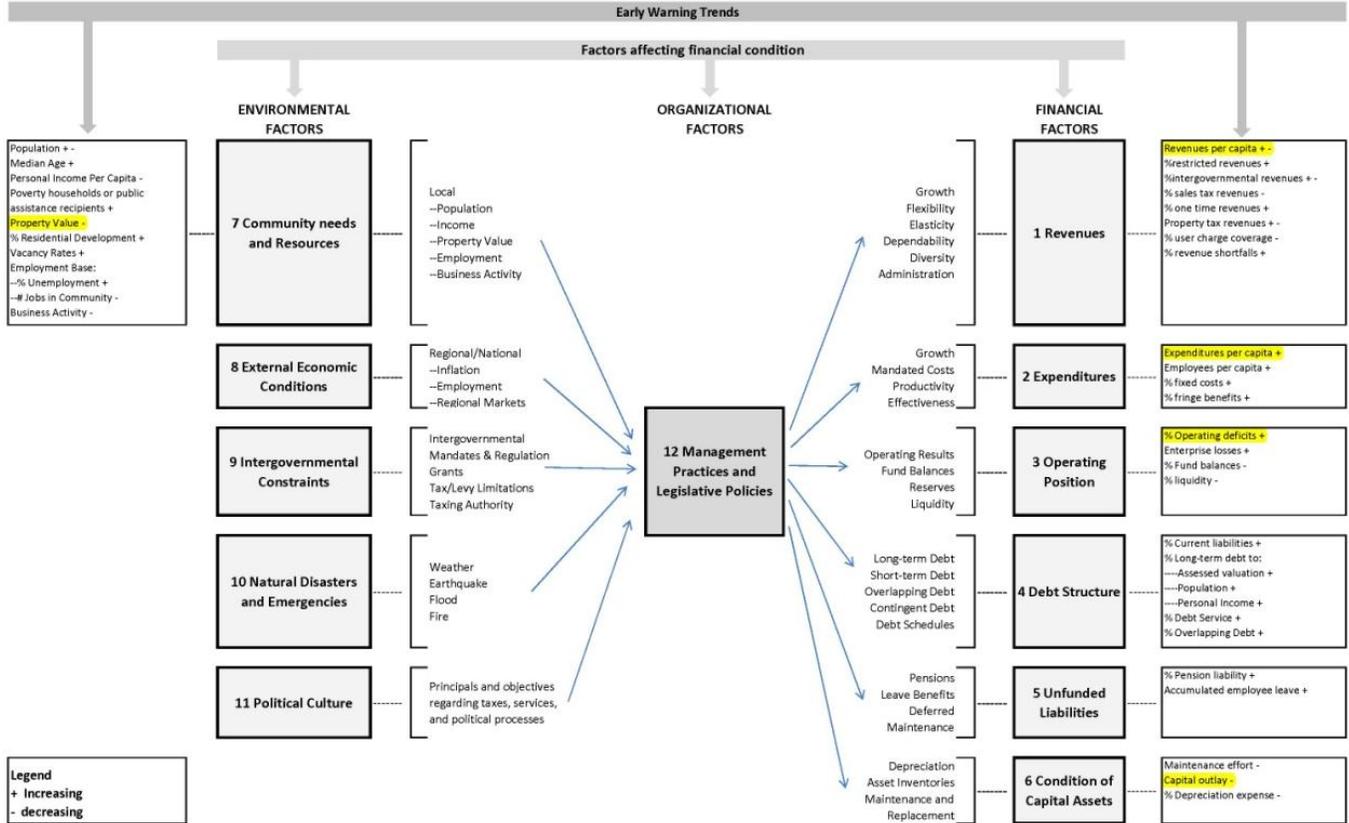
Policy Approved on: **Date - Resolution # _____**

This policy replaces separate, previously adopted policies and procedures regarding revenue management, procurement, fund reserves, purchasing or commercial credit cards, asset management policies or any other policy regarding financial management and administrative procedures.

PROPOSED

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ATTACHMENT B



DISCUSSION ITEM 2

ATTACHMENT C

INDICATOR 1

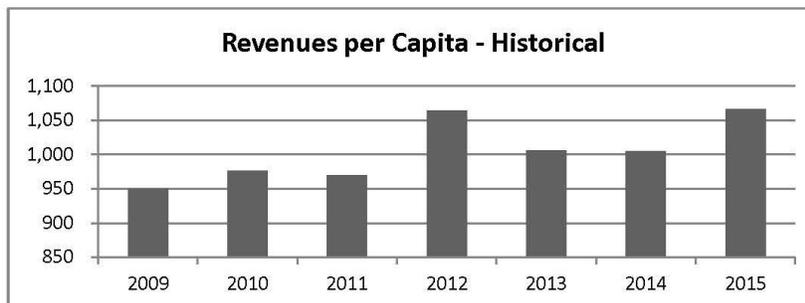
Revenue per Capita

Warning Trend:

Decreasing net operating revenues per capita

Formula:

$$\frac{\text{total operating revenues \& transfers}}{\text{population}}$$



Fiscal Year	2009	2010	2011	2012	2013	2014	2015
Net operating revenue, transfers and fund balance*	8,607,734	8,882,203	8,918,375	9,801,902	9,276,825	9,314,988	10,005,762
Consumer price index	214.5	218.1	224.9	229.6	233.0	236.7	236.3
Net operating revenues & transfers per inflation	40,122	40,734	39,648	42,692	39,822	39,348	42,350
Current population	9,060	9,098	9,200	9,215	9,220	9,270	9,385
Net operating revenues & transfer per capita	950	976	969	1,064	1,006	1,005	1,066

*Operating revenues and transfers:
general fund revenues plus operating

Description:

Examining per capital revenues shows changes in revenues relative to changes in population size and the rate of inflation. As population increases, it might be expected that revenues and the need for services would increase proportionately, and therefore that the level of per capita revenues would remain at least constant in real terms. If per capita revenues are decreasing, the government may be unable to maintain existing service levels unless it finds new revenue sources or ways to save money. This reasoning assumes that the cost of services is directly related to population size.

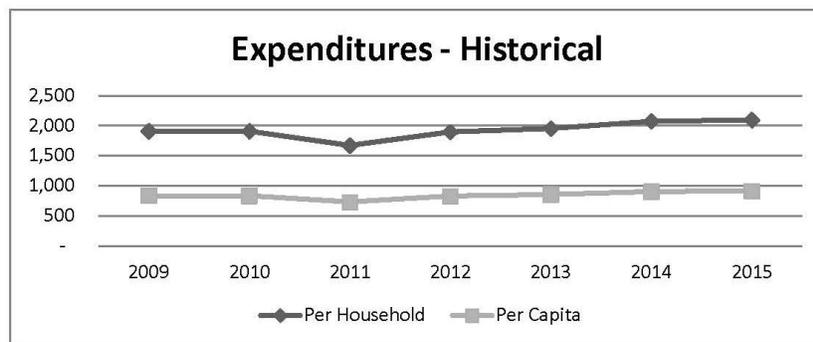
DISCUSSION ITEM 2

INDICATOR 2 Expenditures per Capita

Warning Trend:
Increasing net operating expenditures per capita

Formula:

$$\frac{\text{total operating expenditures \& transfers}}{\text{population}}$$



Fiscal Year	2009	2010	2011	2012	2013	2014	2015
Net operating expenditures and transfers	7,550,104	7,549,920	6,699,636	7,614,150	7,849,332	8,367,267	8,558,232
Consumer price index	214.5	218.1	224.9	229.6	233.0	236.7	236.3
Net operating expenditures & transfers per inflation	35,193	34,624	29,784	33,164	33,694	35,344	36,223
Current population	9,060	9,098	9,200	9,215	9,220	9,270	9,385
Current households	3,959	3,959	4,013	4,017	4,019	4,040	4,085
Per Capita Expenditures	833	830	728	826	851	903	912
Per Household Expenditures	1,907	1,907	1,669	1,895	1,953	2,071	2,095

Description:

Changes in per capita expenditures reflect changes in expenditures relative to changes in population. Increasing per capita expenditures can indicate that the cost of providing services is outstripping the community's ability to pay, especially if spending is increasing faster than the residents' collective personal income. From a different perspective, if the increase in spending is greater than can be accounted for by inflation or the addition of new services, it may indicate declining productivity--that is, that the government is spending more real dollars to support the same level of services.

DISCUSSION ITEM 2

INDICATOR 3

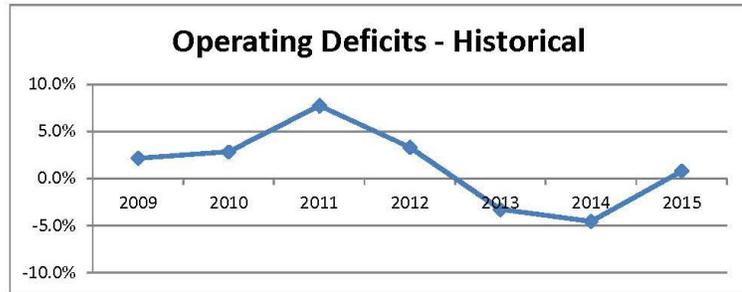
Operating Deficits

Warning Trend:

Increasing general fund operating deficits as a percentage of net operating revenues

Formula:

$$\frac{\text{general fund operating deficit/surplus}}{\text{net operating revenues}}$$



Fiscal Year	2009	2010	2011	2012	2013	2014	2015
General fund operating deficits/surplus	166,675	220,664	553,560	261,287	(249,486)	(364,629)	67,590
Operating revenues and transfers	7,716,779	7,770,584	7,153,196	7,875,437	7,599,846	8,002,638	8,625,822
General fund operating deficits/surplus as a percentage of operating revenues and transfers	2.2%	2.8%	7.7%	3.3%	-3.3%	-4.6%	0.8%

Description:

An operating deficit occurs when current expenditures exceed current revenues. This may not mean that the budget will be out of balance (budget deficit), because reserves (fund balances) from prior years can be used to cover the difference. It does mean, however, that during the current year, the government is spending more than it is receiving. This may be caused by an emergency (such as a natural catastrophe) requiring a large immediate expenditure. Or the spending pattern may be part of a policy to use accumulated surplus fund balances. An operating deficit in any one year may not be cause for concern, but frequent and increasing deficits can indicate that current revenues are not supporting current expenditures and that serious problems may lie ahead. Budgetary analysis does not always reveal operating deficits because they can be temporarily financed by short-term loans or by accounting transactions that, for example, inappropriately accrue future revenues or transfer surplus fund balances from other funds. An analyst looking for operating deficits should consider each fund separately, so that a surplus in one fund cannot hide a deficit in another. Analyzing funds separately also helps to pinpoint emerging problems.

Credit industry benchmarks:

A credit-rating firm would regard a current-year operating deficit as a minor warning signal; funding practices and the reasons for the deficit would be carefully assessed before it would be considered a negative factor. The following situations, however, would be given considerably more attention and would probably be considered negative factors:

- Two consecutive years of operating fund deficits
- A current operating fund deficit greater than that of the previous year
- An operating fund deficit in two or more of the last five years
- An abnormally large deficit -- more than 5 to 10 percent -- in any one year

DISCUSSION ITEM 2

INDICATOR 6

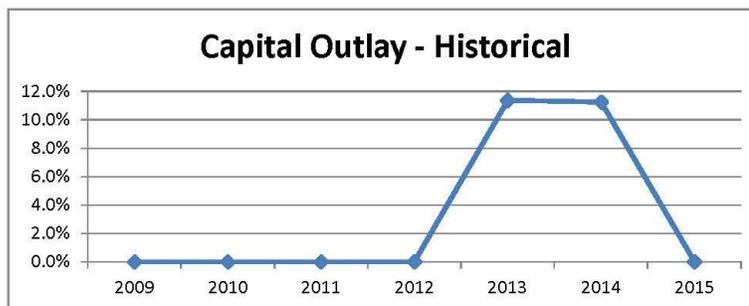
Capital Outlay

Warning Trend:

A three or more year decline in capital outlay from operating funds as a percentage of net operating expenditures

Formula:

$$\frac{\text{capital outlay from operating funds}}{\text{net operating expenditures}}$$



Fiscal Year	2009	2010	2011	2012	2013	2014	2015
Total capital outlay	-	-	-	-	893,069	941,736	-
Operating expenditures and transfers	7,550,104	7,549,920	6,699,636	7,614,150	7,849,332	8,367,267	8,558,232
Capital outlay as a percentage of operating expenditures	0.0%	0.0%	0.0%	0.0%	11.4%	11.3%	0.0%

Description:

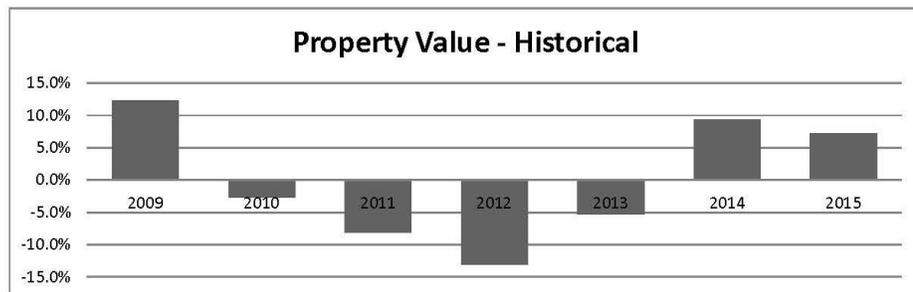
Expenditures for operating equipment-such as vehicles and generators-drawn from the operating budget are usually referred to as "capital outlay". Capital outlay items normally include equipment that will last longer than one year and that has an initial cost above a significant minimum amount. Capital outlay does not include capital budget expenditures for construction or infrastructure such as streets, buildings, or parks. The purpose of capital outlay in the operating budget is to replace worn equipment or to add new equipment. The ratio of capital outlay to net operating expenditures is a rough indicator of whether the stock of equipment is being adequately replaced. Over a number of years, the relationship between capital outlay and operating expenditures is likely to remain about the same. If this ratio declines in the short run (one to three years), it may mean that the local government's needs are temporarily satisfied, since most equipment lasts more than one year. A decline persisting over three or more years can indicate that capital outlay needs are being deferred, which can result in the use of inefficient or obsolete equipment.

DISCUSSION ITEM 2

INDICATOR 7 Property Values

Warning Trend:
Declining growth or drop in the market value of residential, commercial or industrial property

Formula:
$$\frac{\text{change in property values}}{\text{prior year property values}}$$



Fiscal Year	2009	2010	2011	2012	2013	2014	2015
Assessed Valuation	1,288,902,877	1,254,034,658	1,152,167,385	1,001,584,919	948,367,830	1,037,368,081	1,112,616,298
Consumer price index	214.5	218.1	224.9	229.6	233.0	236.7	236.3
Net assessed valuations per inflation	6,007,835	5,750,975	5,122,133	4,362,418	4,070,999	4,381,962	4,709,188
Prior year Assessed Valuation	1,147,261,357	1,288,902,877	1,254,034,658	1,152,167,385	1,001,584,919	948,367,830	1,037,368,081
Percent Change in Assessed Valuations	12.3%	-2.7%	-8.1%	-13.1%	-5.3%	9.4%	7.3%

Description:

Changes in property value are important because most local governments depend on the property tax for a substantial portion of their revenues. Especially in a community with a stable or fixed tax rate, the higher the aggregate property value, the higher the revenues. Communities experiencing population and economic growth are likely to experience short-run, per unit increases in property value. This is because in the short run, the housing supply is fixed and the increase in demand created by growth will force prices up. Declining areas are more likely to see a decrease in the market value of properties. The effect of declining property value on governmental revenues depends on the government's reliance on property taxes. The extent to which the decline will ripple through the community's economy, affecting other revenues such as those from sales tax, is more difficult to determine. All of the economic and demographic factors are closely related. A decline in property value will most probably not be a cause but a symptom of other, underlying problems.

DISCUSSION ITEM 2

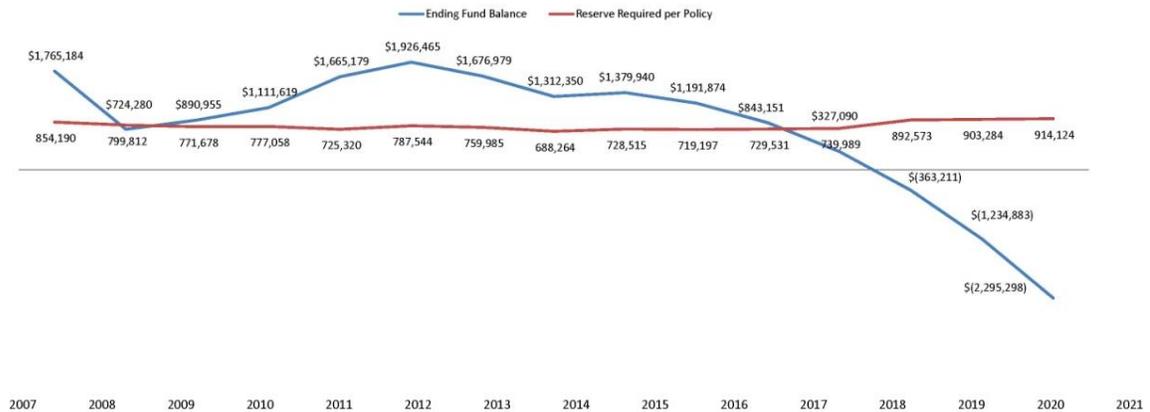
ATTACHMENT D

City of Snohomish

General Fund - Fund Balance, Revenue & Expenditure Forecast based on current reserve policy

Year	Ending Fund Balance	Reserve Required per Policy	Budgeted Revenues	Actual Revenues	Chg Actual Rev	Budgeted Expenditures	Actual Expenditures	Chg Actual Exp	Budgeted Increase (Decrease) in Fund Balance	Actual Increase (Decrease) in Fund Balance	Budgeted Operating Margin	Actual Operating Margin	FB as % of Actual Revenue
2007	\$ 1,765,184	854,190	\$ 7,528,070	\$ 8,541,900	8.8%	\$ 8,153,577	\$ 7,865,787	16%	\$ (625,507)	\$ 676,113	-8.3%	7.9%	20.7%
2008	\$ 724,280	799,812	\$ 9,524,283	\$ 7,998,120	-6.4%	\$ 9,913,026	\$ 9,039,024	15%	\$ (388,743)	\$ (1,040,904)	-4.1%	-13.0%	9.1%
2009	\$ 890,955	771,678	\$ 8,481,813	\$ 7,716,779	-3.5%	\$ 7,923,553	\$ 7,550,104	-16%	\$ 558,260	\$ 166,675	6.6%	2.2%	11.5%
2010	\$ 1,111,619	777,058	\$ 7,845,398	\$ 7,770,584	0.7%	\$ 8,004,386	\$ 7,549,920	0%	\$ (158,988)	\$ 220,664	-2.0%	2.8%	14.3%
2011	\$ 1,665,179	725,320	\$ 7,199,682	\$ 7,253,196	-6.7%	\$ 7,342,869	\$ 6,699,636	-11%	\$ (143,187)	\$ 553,560	-2.0%	7.6%	23.0%
2012	\$ 1,926,465	787,544	\$ 7,125,674	\$ 7,875,437	8.6%	\$ 7,987,255	\$ 7,614,150	14%	\$ (861,581)	\$ 261,287	-12.1%	3.3%	24.5%
2013	\$ 1,676,979	759,985	\$ 7,161,713	\$ 7,599,846	-3.5%	\$ 8,377,522	\$ 7,849,332	3%	\$ (1,215,809)	\$ (249,486)	-17.0%	-3.3%	22.1%
2014	\$ 1,312,350	688,264	\$ 7,666,263	\$ 8,002,638	5.3%	\$ 8,367,806	\$ 8,367,267	7%	\$ (701,543)	\$ (364,629)	-9.2%	-4.6%	16.4%
2015	\$ 1,379,940	728,515	\$ 8,248,434	\$ 8,625,822	7.8%	\$ 8,666,771	\$ 8,558,232	2%	\$ (418,337)	\$ 67,590	-5.1%	0.8%	16.0%
2016	\$ 1,191,874	719,197	\$ 8,611,967	\$ 8,611,967	-0.2%	\$ 8,800,033	\$ 8,730,963	2%	\$ (188,066)	\$ (118,996)	-2.2%	-1.4%	13.8%
2017	\$ 843,151	729,531	\$ 8,715,311	\$ 8,715,311	1.2%	\$ 9,064,034	\$ 9,064,034	3.8%	\$ (348,723)	\$ (348,723)	-4.0%	-4.0%	9.7%
2018	\$ 327,090	739,989	\$ 8,819,894	\$ 8,819,894	1.7%	\$ 9,335,955	\$ 9,335,955	3.0%	\$ (516,061)	\$ (516,061)	-5.9%	-5.9%	3.7%
2019	\$ (363,211)	892,573	\$ 8,925,733	\$ 8,925,733	1.2%	\$ 9,616,034	\$ 9,616,034	3.0%	\$ (690,301)	\$ (690,301)	-7.7%	-7.7%	-4.1%
2020	\$ (1,234,883)	903,284	\$ 9,032,842	\$ 9,032,842	1.2%	\$ 9,904,515	\$ 9,904,515	3.0%	\$ (871,673)	\$ (871,673)	-9.7%	-9.7%	-13.7%
2021	\$ (2,295,298)	914,124	\$ 9,141,236	\$ 9,141,236	1.2%	\$ 10,201,650	\$ 10,201,650	3.0%	\$ (1,060,414)	\$ (1,060,414)	-11.6%	-11.6%	-25.1%

Change in Fund Balance



DISCUSSION ITEM 2

ATTACHMENT E

REVISED - Strategic Five-Year Financial Model-Outline

Purposes:

- Better understand the City of Snohomish General Fund financial condition – the forces that affect it and the obstacles associated with measuring it
- Identify existing and emerging financial problems and challenges
- Develop actions to remedy General Fund structural imbalance problems and seek out opportunities to ensure an adequate level of reserves
- Review financial management practices and council legislative policies (see attachments A – proposed Financial Management Policy and B-current Financial Policy)

Methods & Activities:

- Conduct Risk Assessment (see attachment C)– Assessment worksheets to provide guidance on setting reserve or fund balance targets within the Financial Management Policy
- Review updated Financial Management Policy and establish financial principles, priorities, objectives, benchmarks, targets and overall management guidance
 - Organize and assemble financial condition factors that influence financial condition
 - Define indicators that measure different aspects of the factors
 - Choose which indicators to develop
 - Gather the data for each indicator and calculate ratios
- Review all existing revenue sources and all potential new revenue sources available to the City under state law
 - Analyze revenue options and authorizing environments – both Council manic and voter-approved
- Review all operating expenditures and capital outlay cost allocations needed to accommodate known levels of service and future levels of service required
 - Review overall staffing structure
 - Review procedures and highlight key areas for improving efficiencies for defined service delivery
 - Project future park maintenance operation needs for current levels of service and impact of new capital projects or undeveloped properties on staffing resources
 - Project future street maintenance operation needs for current levels of service and the impact of new capital projects on staffing resources
 - Project future law enforcement personnel and criminal justice costs in preparation of a new five-year contract 2017-2021
- Determine non-utility capital projects to be included in 5-year Financial Plan
- Determine the impact of leveraging debt as a method for funding capital projects and the impact on the General Fund
- Provide analysis, research and options that will support City Council decisions and selections of preferred revenue and cost-control options

DISCUSSION ITEM 2

- Develop two to three scenarios – based on combinations of factors that influence financial condition
- Measure gap trends and financial indicators between projected expenditure and revenue sources for each scenario
- Conduct multiple Council workshops for discussions that require progress updates and meeting deadlines for voter-approved solutions and for final 5-year Financial Plan recommendations

Community Impact

Important issues to address through community involvement include:

- Are there sufficient current revenue sources to support all Council approved expenditures and strategic plan goals?
- Are there new revenue sources available that require voter approval?
- Will external environments provide enough resources to pay for the demands of the City?
- Do we know how much citizens are willing to spend for city services?
- Is the City paying the full cost of operating or is it postponing costs to a future period when revenues may not be available to pay these costs?
- Do management practices and council policies enable us to respond appropriately to changes in the environment?
- Do strategic plan objectives and annual goals align with the demands of service delivery and the need for operating budget allocations?
- What do we start doing and what do we stop doing?

Expected Results:

- Develop a 5-year Financial Plan that establishes a base of sustainable revenues, predictable expenditures and sufficient reserves for the period of 2017-2021
- Adopt Financial Management Policy to guide management practices and align with Strategic Plan

Timeline:

December 15, 2015 – Council Workshop -Kick-off and Overview of Financial Management Policy updates and 5-year Financial Planning process

- *Review and finalize proposed outline, presentation of proposed new financial management policy, and review risk assessment worksheet assignment*

January 12, 2016 City Council completed Risk assessment worksheets due to staff

January 19, 2016 – Council Workshop

- **Review findings of risk assessments**
- **Discussion on Financial Management Policy updates - Reserves**
- **Review financial condition (historical) and indicators**

DISCUSSION ITEM 2

March 15, 2016 – Council Workshop

- Discussion on Financial Management Policy updates – Revenue Section

April 19, 2016 – Council Workshop

- Discussions on Financial Management Policy updates – Expenditure Section

May 17, 2016 – Council Workshop

- Discussions on Financial Management Policy updates – Budget & Capital Improvement Plan (CIP) Sections

June 21, 2016 – Council Workshop

- Discussions on Financial Management Policy updates – Debt, Investments and Other Sections
- Final Review of proposed Financial Management Policy updates

June through October 2016

- Discussions on level of service delivery
 - Expenditures required to support varying levels of services
 - Revenue sources available to support expenditure needs
 - Capital outlay required for maintaining assets
 - Capital projects and the implication of leveraging debt
- Impacts of structural element changes
- Community Input based on defined process that may involve Boards & Commissions or separate citizen tasks force or committee
- 5-year Financial Plan Scenario building

November through December 2016

- Discussions on 5-year Financial Plan Scenarios
- Consider Adoption of 5-year Financial Plan