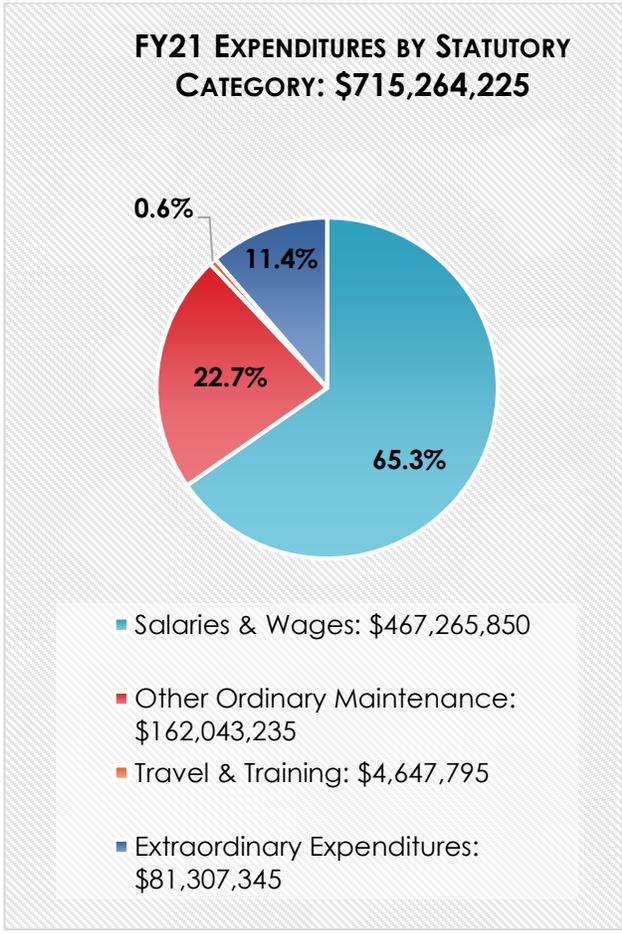
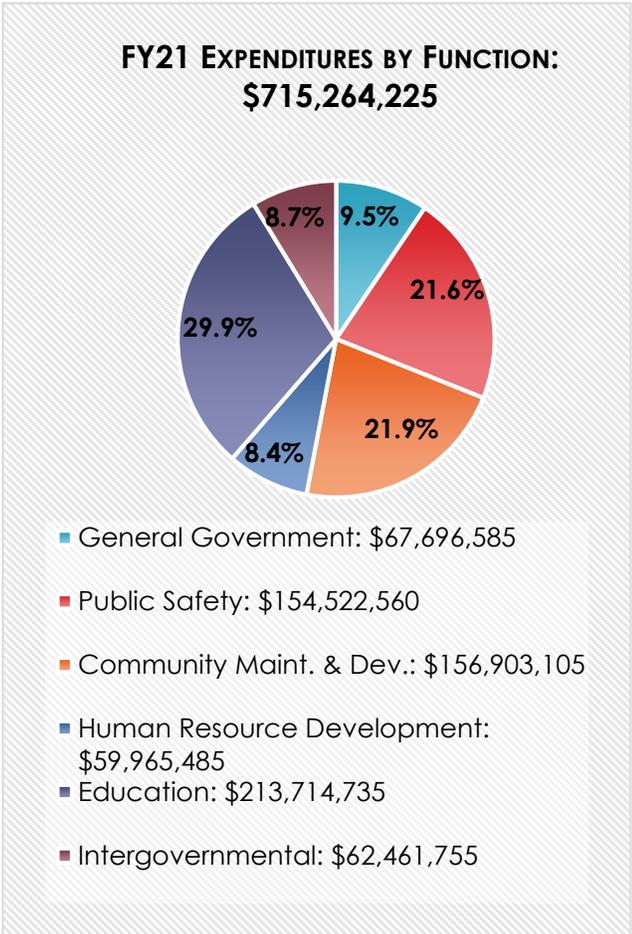
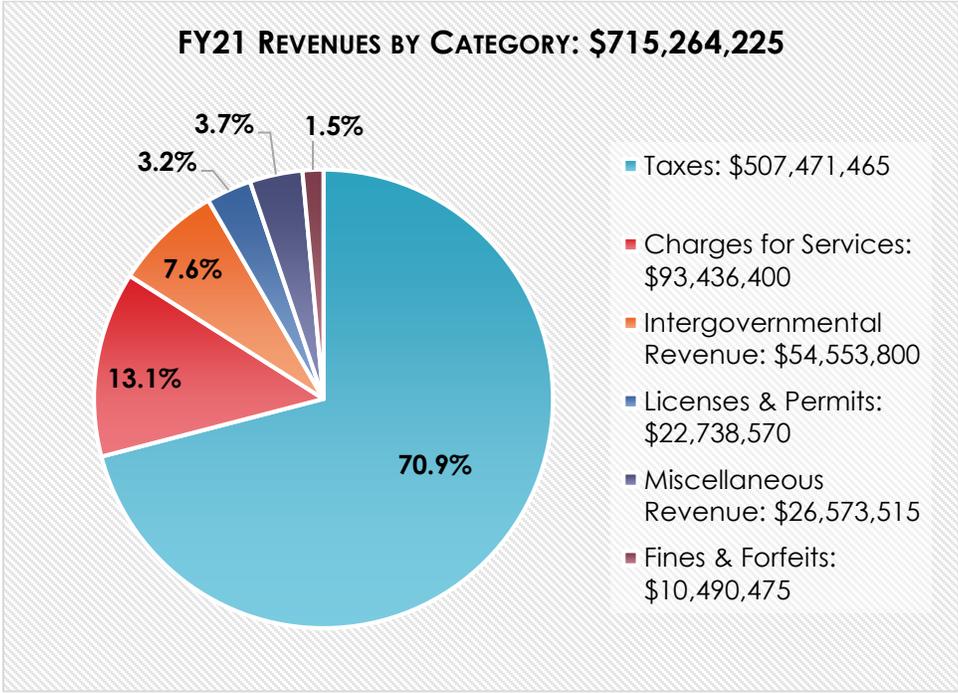
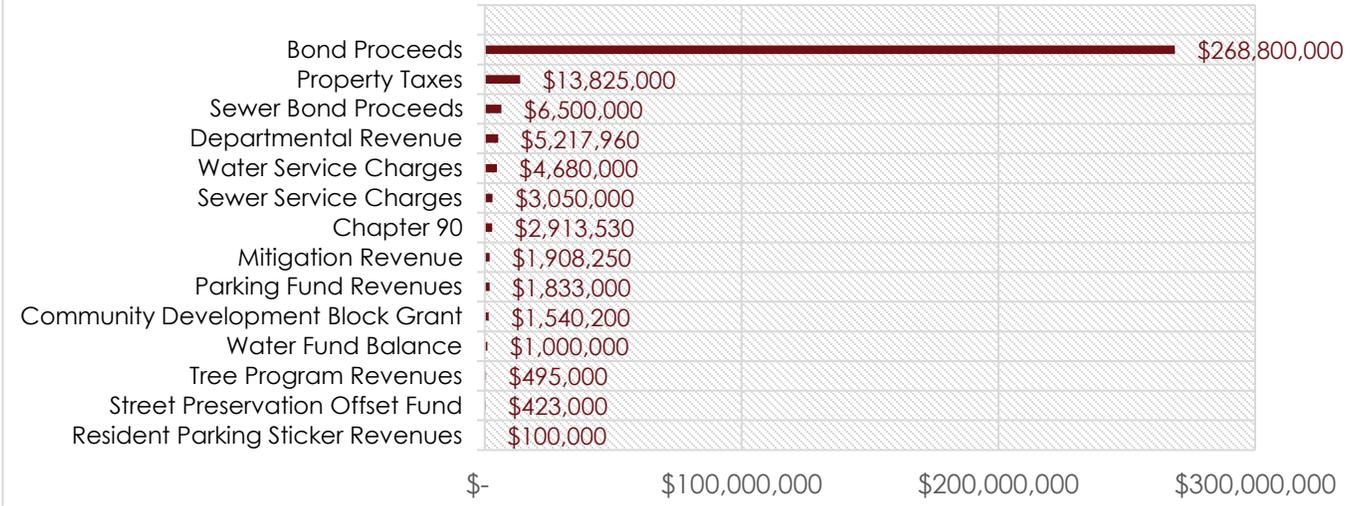


# FINANCIAL SUMMARIES – FY21 OPERATING BUDGET

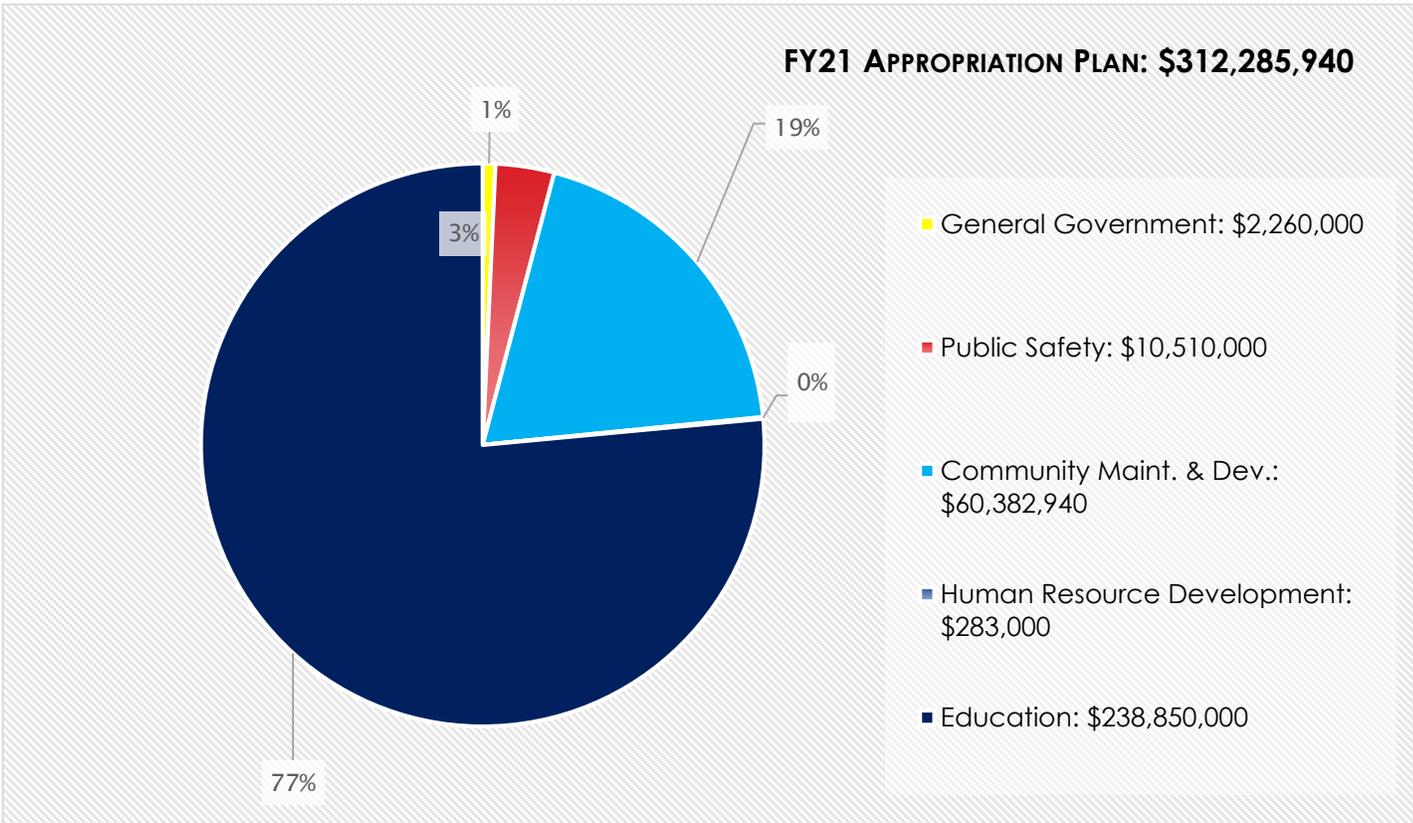


# FINANCIAL SUMMARIES – FY21 PUBLIC INVESTMENT BUDGET

## FY21 FINANCING PLAN BY SOURCE: \$312,285,940



## FY21 APPROPRIATION PLAN: \$312,285,940



# BUDGET CALENDAR

<p>DECEMBER 9, 2019</p>	<p><b>Budget Kickoff Meeting.</b> City Manager briefs department heads and fiscal staff on FY21 budget guidelines.</p>
<p>JANUARY 2020 THROUGH 10 DAYS BEFORE DEPARTMENT HEARING</p>	<p><b>Departments review and update budget materials:</b></p> <ul style="list-style-type: none"> <li>• Personnel analysis sheets</li> <li>• FY20 revenue and expenditure projections and FY21 requests</li> <li>• Budget presentation templates</li> <li>• FY21 budget narratives</li> <li>• Goals and FY19 actuals, FY20 projections, and FY21 targets for performance measures</li> </ul> <p>All supporting documentation must be submitted to Budget Analyst for preliminary review.</p>
<p>JANUARY 21, 2020 THROUGH MARCH 6, 2020</p>	<p><b>Formal department presentations to the City Manager.</b> Budget presentation templates need to be finished, along with all supporting documentation, in conjunction with Budget Analyst for final review with Budget Director 72 hours prior to the scheduled meeting. This meeting should be a review to make only minor adjustments.</p>
<p>JANUARY 15, 2020</p>	<p><b>Deadline for Capital submissions</b> to the Budget Office.</p>
<p>MARCH 9, 2020</p>	<p><b>Deadline for submission of Key Initiatives and Benchmarks</b> to Budget Office.</p>
<p>MAY 11, 2020</p>	<p><b>City Manager submits Budget to the City Council.</b></p>
<p>MAY 26, 2020 THROUGH JUNE 3, 2020</p>	<p><b>City Council’s Committee on Finance Budget Hearings.</b></p>
<p>JUNE 15, 2020</p>	<p><b>Projected budget adoption.</b></p>
<p>JUNE 25, 2020</p>	<p><b>Deadline for City Council adoption of FY21 Budget.</b></p>
<p>JUNE 17, 2020</p>	<p><b>City Manager’s transmittal of chart of accounts and allotment plan</b> (based on departmental work plans) to City Auditor for execution.</p>
<p>JULY 1, 2020</p>	<p><b>First day of FY21</b> Begin execution of FY21 allotment plans.</p>

## **BUDGET PROCESS**

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The preparation of the annual budget for the City is governed by the provisions of Chapter 44 of the Massachusetts General Laws. The budget cycle for FY21 was initiated in November 2019. At that time, Budget Office staff met with the City Manager and Finance Director to update the City's five-year financial projections in order to establish general budgetary guidelines and limitations for the coming year.

The budget format is based on a system of goals and measures that are quantifiable and calculate selected unit costs of services, where applicable. The emphasis is on further integration of City Council goals. Working within this framework has facilitated the continuing refinement of the budget document. In the FY21 Budget, some goals and measures were eliminated, replaced, and/or expanded, resulting in goals and measures that are more comprehensive, significant, or illustrative of the services and programs provided by City departments.

The City Manager, in his guidelines, asked departments to be mindful of the City's new initiatives and the impacts they will have on the operating budget. All Other Ordinary Maintenance, Travel & Training, and Extraordinary Expenditures lines should remain level funded going into the formal presentation with the City Manager. Departments should make an effort to absorb increasing costs due to contractual terms within their budgets and not knowingly under-budget them. The supplemental request process remained the same, with requests for new or expanded services submitted separately outside of the base budget. The FY21 goal was to submit a budget to the City Council that supports Council priorities and programmatic and operational needs. A particular emphasis has been placed on the Council's goal to ensure the City's budget allocates resources responsibly and responsively.

By state law, the budget must be submitted to the City Council within 170 days after the Council organizes in early January. The City Manager submitted the FY21 Budget to the City Council on May 11, 2020

The City Council will hold a series of public hearings to solicit citizen participation regarding departmental budget requests from May 26-June 4, 2020. The City Council has the jurisdiction to make reductions, but cannot increase the proposed budget without the consent of the City Manager. Following submission of the budget, the City Council has 45 days within which to act (by June 25). The City Council is projected to adopt the FY21 Budget on June 15, 2020. The annual budget for FY21 becomes effective July 1, 2020.

### **BUDGET AMENDMENT PROCESS**

During the course of the year, on recommendation of the City Manager, the City Council may, by majority vote, transfer any amount appropriated by a department to another statutory category within the same department. A two-thirds vote of the City Council is required to transfer appropriations from one department to another. In order to increase the total appropriation in any department, a majority vote of the City Council is required.

# **BASIS OF BUDGETING & ACCOUNTING**

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## **BASIS OF BUDGETING**

Pursuant to Chapter 44, Section 32 of the Massachusetts General Laws, the City adopts an annual budget for the General, Water, and Capital Funds for which the level of expenditure may not legally exceed appropriations for each department or undertaking classified in the following categories:

1. Salaries & Wages
2. Other Ordinary Maintenance
3. Travel & Training
4. Extraordinary Expenditures

Revenues for the Parking Fund are recorded within the Parking Fund; however, no expenditures are charged directly to the Parking Fund. Instead, transfers are made from the Parking Fund to the General Fund and Public Investment Fund to cover related expenditures.

Proposed expenditure appropriations for all departments and operations of the City, except those of the School Department, are prepared under the direction of the City Manager. All budget appropriations, including those of the School Department, are approved by the City Council. The School Department budget is prepared under the direction of the School Committee based upon guidelines provided by the City Manager, who has bottom line authority on the School Budget. The City Manager may recommend additional sums for school purposes.

In addition, the City Manager may submit to the City Council such supplementary appropriation orders as are deemed necessary. The City Manager may amend appropriations within the above mentioned categories for a department without seeking City Council approval. The City Council may reduce or reject any item in the budget submitted by the City Manager, but may not increase or add items without the recommendation of the City Manager.

The City follows a gross budgeting concept pursuant to which expenditures financed by Special Revenue Funds and Trusts are budgeted as General Fund expenditures and are financed by transfers from these funds to the General and Water Funds.

The City follows the accounting practices established by the Commonwealth of Massachusetts Department of Revenue, called the budgetary basis method of accounting, in the preparation of the annual budget and property tax certification process. The budgetary basis departs from the accounting basis which follows Generally Accepted Accounting Principles (GAAP) in the following ways:

- a. Real estate and personal property taxes are recorded as revenue when levied (budgetary), as opposed to when susceptible to accrual (GAAP).
- b. Encumbrances and continuing appropriations are recorded as the equivalent to expenditures (budgetary), as opposed to a reservation of fund balance (GAAP).
- c. Certain activities and transactions are presented as components of the General Fund (budgetary), rather than as separate funds (GAAP).
- d. Amounts raised for the prior years' deficits and available funds from prior years' surpluses are recorded as revenue items (budgetary), but have no effect on GAAP revenues.

# BASIS OF BUDGETING & ACCOUNTING

## BASIS OF ACCOUNTING

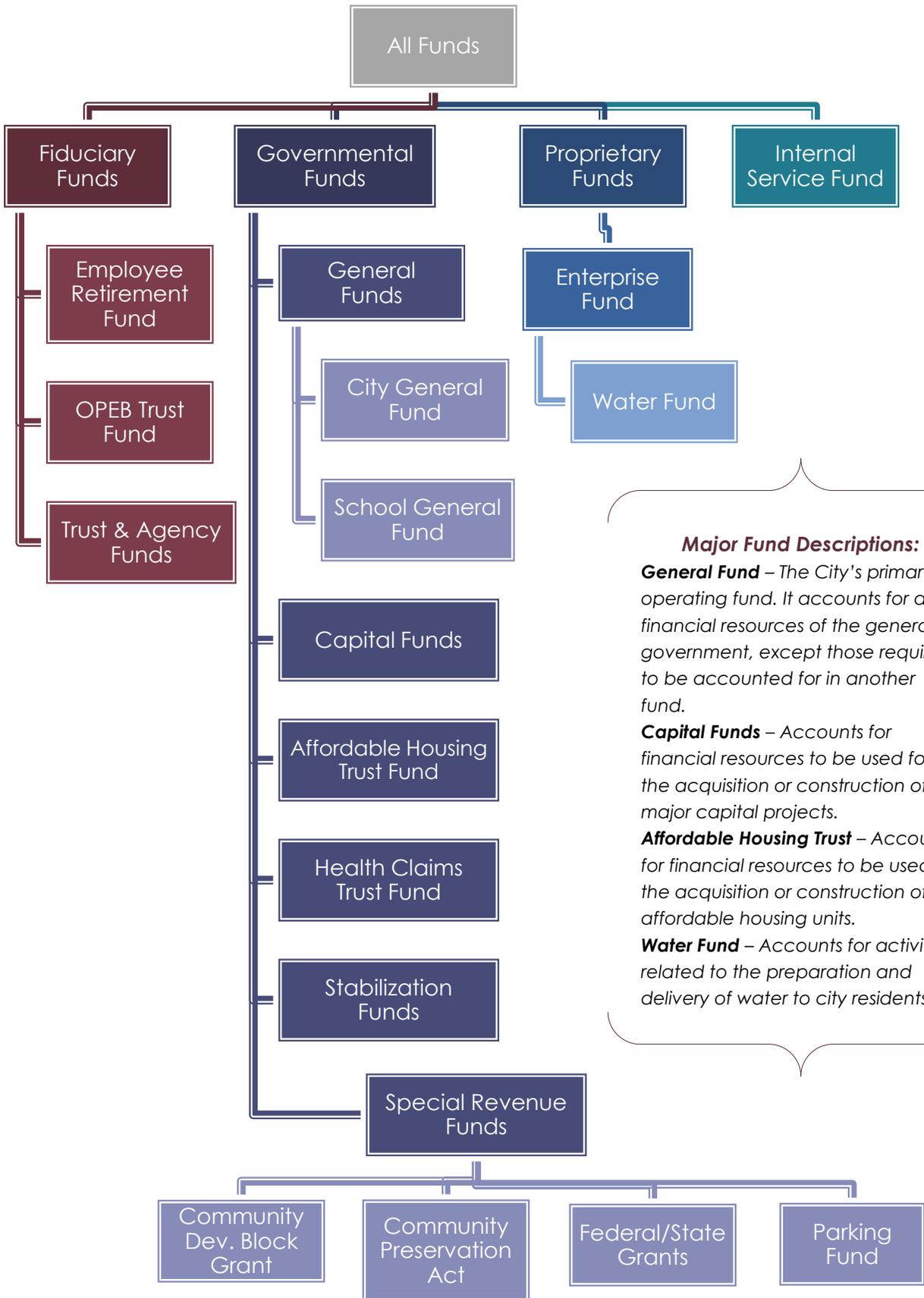
The City prepares its Comprehensive Annual Financial Report (CAFR) in accordance with GAAP as established by the Governmental Accounting Standards Board (GASB).

- a. The accounts of the City are organized and operated on a fund basis. Fund accounting segregates funds according to their intended purpose and is used to aid management in demonstrating compliance with finance-related, legal, and contractual provisions.
- b. Governmental Funds use the current financial resources measurement focus and the modified accrual basis of accounting. Revenues are recognized as soon as they are “susceptible to accrual” (i.e. both measurable and available). Property taxes are recorded as revenue in the year for which the taxes have been levied, provided they are collected within 60 days after year-end. Investment income is recorded as earned. Other revenues are recorded on a cash basis, because they are generally not measurable until actually received. Expenditures are recorded when the liability is incurred except for (1) interest on general obligation debt, which is recorded when due; and (2) tax abatements, judgments, and claims, all of which are recorded as expenditures to the extent that they have been paid or are expected to be paid with expendable available resources.
- c. Proprietary Funds and Fiduciary Funds are accounted for using the flow of economic resources measurement focus and full accrual basis of accounting. Under this method, revenues are reported when earned and expenses are recorded at the time liabilities are incurred.

There are certain differences in classifications between revenues, expenditures, and transfers. The following reconciliation summarizes the differences between the Basis of Budgeting and the Basis of Accounting for the year ended June 30, 2019.

	REVENUES	EXPENDITURES	OTHER FINANCING SOURCES (USES), NET
<b>AS REPORTED ON A BUDGETARY BASIS</b>	<b>\$607,549,405</b>	<b>\$603,719,536</b>	<b>(\$2,340,783)</b>
Adjustments:			
Revenues to Modified Accrual Basis	\$21,234,319		\$0
Expenditures, Encumbrances, and Accruals (Net)	\$0	(7,753,141)	\$0
On Behalf Contribution for Teachers Pension	\$29,563,326	\$29,563,326	\$0
Reclassifications:			
Premium on Debt Issuance	\$0	\$0	\$100,954
Transfers Not Reported on a Budgetary/GAAP Basis	\$0	\$0	(\$11,485,696)
<b>AS REPORTED ON AN ACCOUNTING BASIS (GAAP)</b>	<b>\$658,347,050</b>	<b>\$625,529,721</b>	<b>(\$13,725,525)</b>

# CITY FUND STRUCTURE



# DEPARTMENT/FUND RELATIONSHIP

The following chart shows City departments by fund:

DEPARTMENT	GENERAL FUND	WATER FUND	CAPITAL FUNDS
Animal Commission	√		
Cable TV	√		√
Cambridge Health Alliance	√		
Cherry Sheet Assessments	√		
City Clerk	√		
City Council	√		
Community Development	√		√
Debt Service	√		
Election	√		
Electrical	√		√
Emergency Communications	√		
Employee Benefits	√		
Executive	√		
Finance	√		√
Fire	√		√
Historical Commission	√		
Human Rights	√		
Human Services	√		√
Inspectional Services	√		
Law	√		
Library	√		√
License Commission	√		
Mayor	√		
MWRA	√		
Peace Commission	√		
Police	√		√
Police Review & Advisory Board	√		
Public Celebrations	√		√
Public Works	√		√
Reserve	√		
Schools	√		√
Traffic, Parking & Transportation	√		√
Veterans	√		
Water		√	√
Women's Commission	√		

# BUDGET APPROPRIATION

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Below is the breakout of the FY21 Budget Appropriation by Fund.

<b>CAPITAL FUND</b>	
Bonded Projects	\$275,300,000
Non-bonded Projects	\$36,985,940
<b>TOTAL CAPITAL FUND</b>	<b>\$312,285,940</b>
<b>GENERAL FUND</b>	
Direct General Fund	\$656,555,160
City Debt Stabilization Fund Transfer	\$7,000,000
Community Development Block Grant Fund Transfer	\$1,060,500
Health Claims Trust Fund Transfer	\$12,500,000
Parking Fund Transfer	\$25,317,325
<b>TOTAL GENERAL FUND</b>	<b>\$702,432,985</b>
<b>WATER FUND</b>	
<b>TOTAL WATER FUND</b>	<b>\$12,831,240</b>
<b>TOTAL BUDGET APPROPRIATED FUNDS</b>	<b>\$1,027,550,165</b>

# GRANTS

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Below are grants awarded to the City that are not included in the General Fund Budget. These grants support programs in several departments, benefit Cambridge residents, and help meet community needs.

## GENERAL GOVERNMENT

- **MA Cultural Council (MCC) - Local Cultural Council Program (\$27,600).** This state grant is used to provide financial grants and technical assistance to artists, arts organizations, and community groups in Cambridge. (Arts Council)
- **MCC - Cultural Investment Portfolio (\$4,120).** This state grant is used to provide general administrative and programming support. (Arts Council)

## PUBLIC SAFETY

- **Emergency Management Performance (EMPG) Grant (\$39,600).** Grant provides funds for the purchase of 6 laryngoscopes with a camera attached to a viewable screen to better assess the patient and fund the training cost and uniforms for 12 members who will be added to the existing 28 member Cambridge Fire Department Emergency Medical Services Bicycle Team. (Fire)
- **MA EOPSS – Fire Services (\$187,500).** Grant provides funds to purchase new hazards detection devices, to purchase warrantees for certain meters, to purchase Gasses and Confidence Tests for detection devices, to repair or replace equipment as needed as well as for training that will allow members to stay current on the latest hazards, threats and procedures.
- **Violence Against Women Act (VAWA) Grant (\$46,302).** Grant provides funds to continue contracting with a civilian advocate to implement the Police Department’s Trauma Informed approach to policing. (Police)
- **MA EOPSS – Police STEP Grant (\$59,875).** Grant provides funds to be used to supplement sustained, high visibility, year-round traffic enforcement. (Police)
- **MA EOPSS - Highway Safety Traffic Enforcement Grant (\$37,500; Federal Grant).** Grant provides overtime funding to conduct high-visibility enforcement (HVE) patrols. HVEs are a traffic safety approach designed to deter and change unlawful traffic behaviors, combining highly visible, proactive law enforcement and education targeting a specific traffic safety issue. The Police Department’s Traffic Unit utilizes this funding to participate in state scheduled "mobilizations," including: 1) Drive Sober or Get Pulled Over, 2) Click It or Ticket, and 3) Distracted Driving. (Police)
- **MA EOPSS - Senator Charles E. Shannon, Jr. Community Safety Initiative (CSI) Grant, (\$33,585)** The Shannon CSI is administered as part of a regional collaborative through the Metropolitan Area Planning Council. Grant funds are used primarily for overtime enforcement through participation in the multi-jurisdictional Metro Gang Task participation and the Focused Deterrence Program. (Police)
- **MA EOPSS – Traffic Enforcement Grant (\$9,800).** Grant provides funds for purchase of lidar equipment to continue the Department’s traffic enforcement and public safety efforts. (Police)
- **MA 911 Department - Public Safety Answering Position (PSAP) Support Grant (\$376,331).** Grant supports certain Emergency Communications dispatch personnel, overtime, and annual maintenance costs for software and other equipment. (Emergency Communications)
- **MA 911 Department - PSAP Training Grant (\$143,764).** Grant supports the cost of attending training courses, fees for conferences, and software maintenance expenditures. The grant will also reimburse overtime costs for dispatchers attending the trainings. (Emergency Communications)

# GRANTS

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## COMMUNITY MAINTENANCE AND DEVELOPMENT

- **MCC - Cultural Investment Portfolio Grant (\$12,000).** Grant supports two part-time Archives Assistants who help maintain the Historical Commission's dynamic public archive of Cambridge history. They process donations, write finding aids for each collection, and are creating a searchable catalogue for the non-circulating reference library. (Historical Commission)
- **U.S. Department of Housing and Urban Development (HUD) Home Investment Partnerships Program (HOME) Grant (\$2,600,622; Federal Grant).** HOME provides formula grants to states and localities that communities use, often in partnership with local nonprofit groups, to fund a wide range of activities including building, buying, and/or rehabilitating affordable housing for rent or homeownership, or providing direct rental assistance to low-income people. (Community Development)

## HUMAN RESOURCE DEVELOPMENT

- **Friends of the Community Learning Center (\$36,000.)** The funds will be used to fund the classes, advising and coaching of the Bridge to College Program students. (Human Services)
- **Department of Elementary and Secondary Education (\$72,992).** which will be used to provide an integrated education and training program to adults in the Metro North area who want to start a career in the Information Technology field and work as Computer User Support Specialists and Help Desk Technicians. (Human Services)
- **Children's Trust Fund (\$31,200.)** This Massachusetts Family Center grant funds support programs for families with children from birth to age six. (Human Services)
- **Department of Elementary and Secondary Education (\$58,995).** The MA Department of Elementary & Secondary Education's Adult and Community Learning Services unit (through the Integrated Education Literacy/Civics Education) fund two training programs that offer Home Health Aide and Certified Nursing Assistant trainings to students who speak English as a Second Language (ESOL). In addition, the students have ESOL and math instruction contextualized in health care, as well as advising, job search, and job placement support. (Human Services)
- **Foundations/Friends of the Community Learning Center/First Literacy/Cambridge Housing Authority/Miscellaneous (\$88,766.)** The Community Learning Center receives funds from several foundations, private donors, and the Cambridge Housing Authority for transitional classes for adults with a high school diploma who are interested in attending college, leadership training for students, career awareness workshops, additional ESOL classes, and ESOL distance learning workshops. (Human Services)
- **Low-Income Fuel Assistance (\$1,028,840; Federal Grant).** Cambridge is the only municipality currently operating a fuel assistance program in the Commonwealth. The program served over 1,450 households in Cambridge and Somerville during the 2019/2020 winter season through financial assistance for heating bills and rental assistance if heat is included in the rent. (Human Services)
- **MA Department of Early Education and Care - Universal Prekindergarten Pilot Classroom Quality (\$78,209).** DHSP's Childcare and Family Support Services Division has been awarded funds for preschool programs to provide resources and support to enhance high quality standards. (Human Services)

## GRANTS

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- **MA Department of Elementary and Secondary Education (\$837,930).** The Community Learning Center receives state and federal funds for adult basic education, ESOL classes, civic education, volunteer coordination, ESOL distance learning, and family literacy. A state grant through the Metro North Service Delivery Area supports a portion of these activities. Onsite classes are offered for Cambridge Housing Authority residents. (Human Services)
- **MA Department of Housing and Community Development (DHCD) (\$102,008).** This program provides casework support for men who are moving from homelessness toward permanent housing, and who are housed at the YMCA during the transitional period. (Human Services)
- **MA DHCD - Family Shelter & Services Program (\$663,400).** Funding is for emergency shelter, case management, housing placement, and stabilization services for homeless families through the Cambridge YWCA. (Human Services)
- **MA Executive Office of Elder Affairs - Project Bread Grants (\$173,998).** The Council on Aging uses an annual award from the State Elder Affairs Formula Grant Program to support weekly medical and grocery shopping transportation and to support operations at the Citywide Senior Center, including reception, classes, and weekend activities. Project Bread funds support the Senior Center food pantry. (Human Services)
- **Department of Housing and Development (DHCD- \$8,000).** will be used to provide educational enrichment (tutoring, school vacation programs, educational software and events) to children and teens residing in its DHCD funded family shelter. (Human Services)
- **MassHire Metro North Workforce Board (\$86,486);** Funds will be used to support the Mayor's Summer Youth Employment Program and support costs for work sites taking large numbers of youth and developing worksites for youth participants. (Human Services)
- **U.S. HUD - Continuum of Care (CoC) Program (\$5,117,359; Federal Grant).** This grant program is a consolidation of the Supportive Housing Program and the Shelter Plus Care Program grants. CoC funds 17 projects previously funded by those programs assisting homeless persons through a continuum of care with housing and services. (Human Services)
- **U.S. HUD - Emergency Solutions Grant Program (\$116,748; Federal Grant).** This grant is funded by federal Emergency Solution Grant dollars that are distributed by DHCD through a competitive process. The grant funds the Support for Tenants at Risk homelessness prevention program based at the Multi-Service Center. Funds support a clinician based at Cambridge District Court, legal service providers who provide legal advice to tenants at risk of homelessness, and a mediation provider who assists tenants and landlords to make out-of-court settlements to preserve tenancies and prevent homelessness. (Human Services)
- **U.S. HUD - Fair Housing Assistance Grant (\$38,234; Federal Grant).** Funds support a portion of the salary of an Attorney-Investigator, who works on cases from the Fair Housing Assistance Program (FHAP). FHAP activities include case processing, education/outreach, and participation in mandatory HUD-sponsored training. (Human Rights)

## EDUCATION

For information about School Department grants, please refer to the Cambridge Public Schools' FY21 Budget document, which can be found at [www.cpsd.us](http://www.cpsd.us).

## FINANCIAL POLICIES & GUIDELINES

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One of the primary reasons that the City is held in high regard by the financial community is its development and implementation of a long-term financial plan. This plan is reviewed on an annual basis in conjunction with the City's bond sale and credit rating application process. The budget for the current fiscal year is used as the base year upon which future year projections are built. All expenditures, revenues, and property valuations are reviewed to ensure that the timeliest information is available to be used for future year projections. The budget for the current year is also compared to the projections for that year from previous five-year plans to determine the accuracy of the projections. If modifications to the projection process are needed, the City's financial staff will make changes accordingly. After careful review, this plan is submitted to the rating agencies in conjunction with their review of the City's financial condition. This plan serves as a basis upon which important decisions concerning the City's financial future are made.

The rating agencies have recognized the conservative nature of the City's budgeting and financial management processes. In the area of debt issuance, it is particularly important to maintain all of the relevant indices below national standards. The City's average debt position is a reference to debt ratios such as per capita debt and the ratio of debt to equalized valuation, as well as the rapid retirement schedule and low percentage of debt service to the total budget. It is expected that these debt indicators will remain below national standards. The debt to be issued includes tax-supported bonds issued to finance several large construction projects and the School reconstruction program critical to maintaining a high quality of life in Cambridge. These low debt levels are the direct result of using bond proceeds to finance capital projects only after it has been determined that there are no other feasible means of financing the projects.

The following chart compares selected ratios of Cambridge (in accordance with City's financial policies) with the medians of all U.S. cities rated Aaa by Moody's Investors Service. As the chart indicates, the ratios of Cambridge compare favorably with the medians of cities across the nation with the highest rating awarded by Moody's.

	Median	Cambridge	Variance
Equalized Value Per Capita	\$201,740	\$415,621	\$213,881
Unassigned Fund Balance as % of Revenues	28.20%	38.90%	10.70%
Total Fund Balance as % of Revenues	42.40%	56.89%	14.49%
Net Direct Debt as % of Equalized Value	0.70%	0.81%	0.11%

Source: Moody's Investors Service Publicly Rated U.S. Local Government Medians Report 2019. Cambridge figures are from the 2019 CAFR. The most recent population figure of 118,977 is from the U.S. Department of Commerce Bureau of Census' estimation as of July 2018 Census Report.

## FINANCIAL POLICIES & GUIDELINES

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The table below shows several financial indicators that were key factors in the decisions made by the rating agencies to award Cambridge three AAA ratings. Numbers are in the millions.

	FY17	FY18	FY19	FY20	FY21
Excess Levy Capacity (1)	\$168.3	\$181.5	\$189.4	\$190.4	\$180.9
General Fund Balance (2)	\$333.0	\$368.6	\$387.7	\$350.0	\$350.0
Free Cash (3)	\$211.0	\$231.7	\$246.6	\$207.7	\$150.0
Rapidity of Debt Retirement (4)	86.27%	84.5%	83.6%	83.1%	85.1%

- (1) Excess levy capacity is the difference between the amount in property taxes that the City is allowed to levy under state law and the amount the City actually levies. The amounts shown for FY17-20 are actual amounts and FY21 is a projected figure.
- (2) The amounts shown for General Fund Fund Balances include those funds moved to the General Fund to satisfy GASB 34 requirements. FY20 and FY21 are projected figures.
- (3) Free Cash is defined as funds remaining from the previous fiscal year that are available for appropriation. The figures shown for FY17-19 are actual amounts and those shown for FY20-21 are projected figures.
- (4) The percentages shown represent the percent of total debt that would be retired in 10 years. With few exceptions, all debt issued by the City is retired within 10 years. Percentage does not include ensuing year's bond issue.

# INVESTMENT POLICY

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## I. PURPOSE

The purpose of this document is to specify the policies and guidelines that provide for the prudent and productive investment of City funds. The City's investment program is operated by the City Treasurer in conformance with all applicable federal and state requirements, including MGL c.44, §§ 54 and 55.

This policy statement reflects the long-term policy guidelines that have been used by the City's management team, which are now incorporated into the City's Annual Budget and Public Investment Program. The City Manager will review these policy statements with the City Council each year, informing the public of the City's desire to maintain the highest standards of governance.

## II. SCOPE

This policy applies to the investment of all of the City's funds, excluding the investment of employees' retirement funds. Except for cash in certain restricted and special funds, the City will consolidate cash and reserve balances from all funds to maximize earnings and to increase efficiencies with regard to investment pricing, safekeeping, and administration. Investment income will be allocated to the various funds based on their respective participation and in accordance with GAAP.

## III. INVESTMENT OBJECTIVES

The City shall seek as high a level of investment income as is consistent with, first: the safety of principal and, second: the provision of liquidity to meet daily cash flow requirements.

### A. Safety of Principal

Safety of principal, the primary objective, shall be pursued in a number of ways.

1. Investments shall be undertaken in a manner that seeks to ensure the preservation of capital in the overall portfolio by protecting against credit risks.
2. Investments shall be made in conformance with prudent guidelines for allowable instruments, credit quality, and maturities.
3. Adequate diversification of instruments, issuers, and maturities shall be maintained.
4. All deliverable securities shall be held by a third-party custodian on the basis of delivery vs. payment to a custodian bank.
5. All repurchase agreements shall be fully collateralized, with a custodian bank receiving delivery of the collateral.

### B. Liquidity

The investment portfolio shall be structured to meet all of the City's cash requirements that may reasonably be anticipated. Furthermore, since all cash requirements cannot be anticipated, the portfolio should consist mainly of custodial arrangements, investment pools or money market funds specified below, securities or deposits with very short maturities, or securities with active secondary or resale markets.

# INVESTMENT POLICY

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## C. Yield

The investment portfolio shall be designed to attain a market-average rate of return throughout budgetary and economic cycles, taking into account investment risk constraints and the City's liquidity requirements.

The portfolio shall be managed with the objective of exceeding the average of three-month U.S. Treasury Bill rates for the equivalent period. This index is considered a benchmark for near-riskless investment transactions and, therefore, comprises a minimum standard for the portfolio's rate of return. The investment program shall seek to augment returns above this threshold, consistent with stated risk limitations and prudent investment principles.

While investments shall not be made for the purpose of trading or speculating as the dominant criterion, the City may seek to enhance total portfolio return through active portfolio management. The prohibition on speculative investments precludes pursuit of gain or profit through unusual risk. Trading in response to changes in market value or market direction, however, is warranted under active portfolio management.

## IV. STANDARDS OF CARE

### A. Prudence

The standard of prudence to be used by investment officials shall be the "prudent person" standard and shall be applied in the context of managing an overall portfolio. The "prudent person" standard states that "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."

Investment officers acting in accordance with written procedures and the investment policy and exercising due diligence shall be relieved of personal responsibility for an individual security's credit risk or market price changes, provided deviations from expectations are reported in a timely fashion in writing and appropriate action is taken to control adverse developments.

### B. Ethics and Conflicts of Interest

Officers and employees involved in the investment process shall refrain from personal business activity that could conflict with the proper execution and management of the investment program, or that could impair their ability to make impartial decisions. Employees and investment officials shall disclose any material interests in financial institutions with which they conduct business. They shall further disclose any personal financial/investment positions that could be related to the performance of the investment portfolio. Employees and officers shall refrain from undertaking personal investment transactions with the same individual with whom business is conducted on behalf of the City.

# INVESTMENT POLICY

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## C. Delegation of Authority

Authority to manage the investment program is granted to the Assistant Finance Director, hereinafter referred to as the investment manager. The investment manager shall establish written procedures and internal controls for the operation of the investment program consistent with this investment policy. Procedures should include references to: safekeeping, delivery vs. payment, investment accounting, wire transfer agreements, and collateral/depository agreements. No person may engage in an investment transaction except as provided under the terms of this policy and the procedures established by the investment manager. The investment manager shall be responsible for all transactions undertaken and shall establish a system of controls to regulate the activities of subordinate officials. The controls shall be designed to prevent and control losses of public funds arising from fraud, employee error, misrepresentation by third parties, or imprudent actions by employees and officers. An investment committee, comprised of the City Treasurer, City Auditor, Director of Assessing, and the investment manager, will meet monthly to review the investment program and activity.

## V. FINANCIAL DEALERS AND INSTITUTIONS

The City shall conduct business only with qualified financial institutions. The investment manager shall develop criteria for selecting brokers and dealers. An annual review of the financial condition and registration of qualified bidders will be conducted.

All repurchase agreement transactions will be conducted through primary dealers of the Federal Reserve Bank of New York or applicable state agencies with short-term debt ratings of at least A-1, P-1, or F-1, or qualified depositories as described in the appropriate Section, which have executed master repurchase agreements with the City.

## VI. INVESTMENT GUIDELINES

All investments must be made in securities authorized by MGL c.44, §§ 54 and 55 and this investment policy statement.

### A. Suitable and Authorized Investments

The City may invest in the following securities or deposits:

- In term deposits or certificates of deposit in trust companies, national banks, savings banks, banking companies, or cooperative banks.
- In obligations issued or unconditionally guaranteed by the United States government or one of its agencies.
- In United States government securities or securities of United States government agencies.
- Money market mutual funds regulated by the Securities and Exchange Commission, whose portfolios consist only of dollar-denominated securities; and
- Local government investment pools such as the Massachusetts Municipal Depository Trust and Massachusetts Municipal Depository Short Term Bond Fund.

# INVESTMENT POLICY

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No investments may be made in “derivative” securities such as futures, swaps, options, interest-only or principal-only mortgage-backed securities, inverse floaters, CMT floaters, leveraged floaters, dual index floaters, COFI floaters, and range floaters. These restrictions apply to direct investments as well as to investments through custodial arrangements, pools, or money market funds discussed in applicable Sections. Thus, if a custodial arrangement, pool, or fund includes securities listed in this paragraph, the City may not invest in shares or other interest in such custodial arrangement, pool, or fund.

The City requires full collateralization on all demand deposit accounts including checking accounts, certificates of deposit, and money market accounts.

The City shall not at any one time have on deposit in a bank, trust company, or banking company an amount exceeding 60% of the capital surplus of such bank, trust company, or banking company unless satisfactory security is given to it by such bank, trust company, or banking company for such excess.

## **B. Diversification**

It is the policy of the City to diversify its investment portfolio. To eliminate risk of loss resulting from the over-concentration of assets in a specific maturity, issuer, or class of securities, all cash and cash equivalent assets shall be diversified by maturity, issuer, and class of security. Diversification strategies shall include:

1. At the time of acquisition, no more than 10% of the overall portfolio may be invested in deposits with a single bank, unless the deposits are fully-insured or fully-collateralized, or in repurchase arrangements for a period longer than two business days conducted through a single dealer.
2. There is no limitation on the percentage of the overall portfolio that may be invested in: (1) U.S. government and agency obligations and in repurchase agreements fully collateralized by such securities, appropriate state pools, or an authorized custodial arrangement, pool, or money market fund, if permitted by state statute, specified in the appropriate Section.
3. Investments in securities that are not readily marketable, other than securities or deposits that mature within seven days, may not exceed 10% of the portfolio’s net assets at the time of purchase.

This section does not apply to bank accounts used for the temporary deposit of receipts and deposits needed to cover disbursements that are expected to clear over the next seven days.

Investment decisions shall be based on the relative and varying yields and risks of individual securities and the City’s liquidity requirements.

## **VII. REPORTS**

Quarterly and annual reports summarizing the investment portfolio by security types and maturities, and describing the portfolio’s performance relative to standard benchmarks (e.g., 90-day Treasury bills), shall be provided by the investment committee to the City Manager. A detailed portfolio listing, including cost, market valuations, maturities, and commentary on economic conditions, shall be provided with each report.

# INVESTMENT POLICY

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## VIII. PORTFOLIO VALUATION

The market value of the investment portfolio shall be determined on at least a monthly basis. Significant deviations of market values to amortized costs shall be reported promptly to the City Treasurer.

## IX. ADOPTION

This policy shall be adopted by the City Council. Any revisions must be approved by the City Treasurer and City Council.

Any investment held at the time of this policy's adoption that does not conform to the policy shall be exempt from the requirements of the policy so long as such investment is a permitted City investment under state statutes. At maturity or liquidation of such investment, all proceeds shall be reinvested only as provided by this policy.

The City may invest or reinvest in an authorized custodial arrangement, pool, or money market fund specified in the appropriate Section of this policy that currently contains in its portfolio securities that do not meet the criteria set forth in appropriate Section ("Non-Conforming Securities") only if (1) the custodial arrangement, pool, or money market fund is a permitted City investment under state statutes, (2) the custodial arrangement, pool, or money market fund has adopted a written investment policy that precludes future purchases of Non-Conforming Securities for its portfolio, and (3) the custodial arrangement, pool, or money market fund has adopted a written investment policy of liquidating such Non-Conforming Securities as soon as practicable after market conditions permit such liquidation at par.

This policy shall be reviewed during the City's Annual Budget and Public Investment Program process.

# DEBT MANAGEMENT POLICY

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## I. PURPOSE

The purpose of this policy is to establish parameters and provide guidance governing the issuance, management, continuing evaluation of, and reporting on all debt obligations issued by the City.

Debt obligations, which include general obligation bonds, special assessment bonds, revenue bonds, bond anticipation notes, lease/purchase agreements, and any other debt obligations permitted to be issued under Massachusetts law, shall only be issued to purchase capital assets that cannot be acquired with current revenues.

This policy statement reflects the long-term policy guidelines that have been used by the City's management team, which are now incorporated into the City's Annual Budget and Public Investment Program. Each year the City Manager will review and revise this policy to make sure it is in line with rating agency standards and medians for Aaa/AAA-rated local governments. This will ensure the City meets its financial goals, achieves the best possible long-term credit rating profile, and enhances its financial flexibility.

## II. POLICY STATEMENT

Under the requirements of federal and state laws and City Charter provisions, ordinances, and loan orders, the City may periodically issue debt obligations to finance the construction or acquisition of infrastructure and other assets or to refinance existing debt. It is the City's goal to assure that such debt obligations are issued and managed in such a manner as to obtain the best long-term financial advantage to the City and its residents, while making every effort to maintain the credit ratings of Fitch Ratings – AAA, Moody's Investors Service – Aaa, and Standard and Poor's – AAA, and reputation in the investment community.

## III. RESPONSIBILITY FOR POLICY

The City Treasurer shall be responsible for issuing and managing the City's Debt Program. In carrying out this policy, the City Treasurer shall:

1. at least annually consider the need for debt financing based upon the progress on the Public Investment Program;
2. at least annually review the City's adherence to this policy statement and compare the debt ratios established in this policy with where the City actually is;
3. at least annually review the City's authorized but unissued debt to determine if any authorizations are no longer needed; and
4. at least annually determine if there are any opportunities for refinancing current debt.

The City Treasurer shall report his or her findings to the City Manager and City Council in April of each year, prior to the City Council's review of the Public Investment Program.

# DEBT MANAGEMENT POLICY

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## IV. GENERAL DEBT GOVERNING POLICIES

The City hereby establishes the following policies concerning the issuance and management of debt:

- A. The City shall not issue debt obligations or use debt proceeds to finance current operations of the City.
- B. The City will utilize debt obligations only for acquisition, construction, or remodeling of capital improvement projects that cannot be funded from current revenue sources or in such cases wherein it is more equitable to the users of the project to finance the project over its useful life.
- C. The City will measure the impact of debt service requirements of outstanding and proposed debt obligations on single year, five, 10, and 20-year periods. This analysis will consider debt service maturities and payment patterns as well as the City's commitment to a pay-as-you-go budgetary allocation.

## V. DEBT POLICIES, RATIOS, AND MEASUREMENT

- A. Purposes of Issuance – The City shall only issue debt obligations for acquiring, constructing, or renovating City owned fixed assets or for refinancing existing debt obligations. The City intends only to invest and spend bond proceeds for projected capital expenditures to comply with the 24-month payout exception in the U.S. federal regulations regarding non-arbitrage bonds. In the event of unexpected delays in capital spending, the bond proceeds shall be invested in allowable instruments that either restricts the yield so that the City does not benefit, or rebate the positive arbitrage to the U.S. government.
- B. Maximum Maturity – All debt obligations shall have a maximum maturity of the earlier of: (1) the estimated useful life of the Public Investment being financed; or (2) 20 years; or (3) in the event debt obligations are being issued to refinance outstanding debt obligations, the final maturity of the debt obligations being refinanced.
- C. Average Maturity of General Obligation Bonds – The City shall have at least 70% of outstanding general obligation bonds mature in less than 10 years.
- D. The City shall not exceed 50% of its statutory debt limitation.
- E. Bond Covenants and Laws – The City shall comply with all covenants and requirements of the bond resolutions, and Massachusetts and federal laws authorizing and governing the issuance and administration of debt obligations.
- F. Net Present Value Savings – The City must achieve a Net Present Value Savings of at least 3% and/or at least \$1,000,000 over the life of an existing bond issue in order for it to be considered for refunding.
- G. Bond Premiums – Any premium received upon the sale of the bonds or notes, less the cost of preparing, issuing and marketing them, and any accrued interest received upon the delivery of the bonds or notes shall be (i) applied to the costs of the project being financed by the bonds or notes and to reduce the amount authorized to be borrowed for the project or (ii) appropriated for a project for which the city has authorized a borrowing, or may authorize a borrowing, for an equal or longer period of time than the original loan.

# DEBT MANAGEMENT POLICY

## DEBT RATIOS

H. Net Debt as a Percentage of Equalized Value – This ratio compares the amount of debt issued by the City and the size of its tax base. The City’s overall net debt will not exceed 2% of the City’s equalized value. The Net Debt as a Percentage of Equalized Value shall be calculated by dividing the City’s net debt by the City’s equalized value.

EQUALIZED VALUE <sup>1</sup>	NET DEBT <sup>2</sup>	NET DEBT TO EQUALIZED VALUE
\$49,449,365,600	\$348,736,933	0.71%

<sup>1</sup> The equalized value reflects full market value as of January 1, 2018.

<sup>2</sup> The net debt is as of June 30, 2019 (excludes debt retired during FY20).

I. Gross Debt as a Percentage of Operating Expenditures – This ratio measures the amount of the City’s budget that must be allocated to debt service. The City shall adhere to a gross debt management strategy that limits annual gross debt service expenditures to 12.5% of the total budget.

FY21 OPERATING EXPENDITURES	ANNUAL GROSS DEBT SERVICE	GROSS DEBT SERVICE TO OPERATING EXPENDITURES
\$715,264,225	\$78,503,685	10.98%

J. Net Debt as a Percentage of Operating Expenditures – This ratio gauges the amount of the budget that must be allocated to tax-supported debt service. The City shall adhere to a net debt management strategy that achieves the goal of limiting annual net debt service expenditures to 10.0% of the total budget.

FY21 OPERATING EXPENDITURES	ANNUAL NET DEBT SERVICE	NET DEBT SERVICE TO OPERATING EXPENDITURES
\$715,264,225	\$51,982,497	7.27%

K. Net Debt as a Percentage of Per Capita – Debt per capita measures the amount of debt relative to the size of the City’s population. The City’s overall net debt per capita shall not exceed \$5,000 per capita. The Direct Debt Per Capita shall be calculated by dividing the City’s net debt by the City’s population.

POPULATION <sup>3</sup>	NET DEBT <sup>2</sup>	NET DEBT PER CAPITA
118,977	\$348,736,933	\$2,931

<sup>3</sup> The most recent population figure is from the July 2018 estimation from the U.S. Census. Source: U.S. Dept. of Commerce Bureau of Census.

# DEBT MANAGEMENT POLICY

## GENERAL DEBT LIMIT

Under Massachusetts statutes, the general debt limit of the City consists of a normal debt limit and a double debt limit. The normal debt limit of the City is 5% of the valuation of taxable property as last equalized by the state Department of Revenue. The City can authorize debt up to this amount without state approval. It can authorize debt up to twice this amount (the double debt limit) with the approval of the members of the Municipal Finance Oversight Board.

There are many categories of general obligation debt that are exempt from and do not count against the general debt limit. Among others, these exempt categories include revenue anticipation notes and grant anticipation notes, emergency loans, loans exempted by special laws, certain school bonds, sewer bonds, solid waste disposal facility bonds, and, subject to special debt limits, bonds for water (limited to 10% of equalized valuation), housing, urban renewal, economic development (subject to variation debt limits), and electric and gas (subject to a separate limit equal to the general debt limit, including the same doubling provision). Industrial revenue bonds, electrical revenue bonds, and water pollution abatement revenue bonds are not subject to these debt limits. The general debt limit and the special debt limit for water bonds apply at the time the debt is authorized. The other special debt limits generally apply at the time the debt is incurred.

## DEBT LIMIT CALCULATION

<b>EQUALIZED VALUATION AS OF JANUARY 1, 2018</b>	<b>\$49,449,365,600</b>
<b>DEBT LIMIT (5% OF EQUALIZED VALUATION)</b>	<b>\$2,472,468,280</b>
Total Outstanding Debt as of June 30, 2020	\$479,699,619
Total Authorized / Unissued Debt as of June 30, 2020	\$394,174,500
<b>TOTAL OUTSTANDING DEBT PLUS TOTAL AUTHORIZED / UNISSUED DEBT</b>	<b>\$873,874,119</b>
Amount of Outstanding Debt Outside the Debt Limit	\$0
Amount of Authorized / Unissued Debt Outside the Debt Limit	\$0
<b>OUTSTANDING DEBT PLUS AUTHORIZED / UNISSUED OUTSIDE THE DEBT LIMIT</b>	<b>\$0</b>
Total Outstanding Debt Plus Total Authorized / Unissued Debt	<b>\$873,874,119</b>
Less: Outstanding Debt Plus Authorized / Unissued Outside the Debt Limit	\$0
<b>DEBT SUBJECT TO THE DEBT LIMIT</b>	<b>\$873,874,119</b>
Debt Limit (5% of Equalized Valuation)	\$2,472,468,280
<b>REMAINING BORROWING CAPACITY UNDER DEBT LIMIT</b>	<b>\$1,598,594,161</b>

# DEBT MANAGEMENT POLICY

## FY21 DEBT DISTRIBUTION

DEPT.	DEBT PAYMENT	INTEREST	REQUIRED APPROPRIATION*
CITY	\$60,119,718	\$18,383,967	\$78,503,685
WATER	\$0	\$0	\$0
<b>TOTAL</b>	<b>\$60,119,718</b>	<b>\$ 18,383,967</b>	<b>\$78,503,685</b>

\*General Fund debt service does not reflect Water debt service. Water debt service are budgeted at the department level. Please note, fees are not included in this debt distribution.

## DEBT POSITION (BASED ON OUTSTANDING DEBT JUNE 30, 2020)

The City has historically had conservative debt guidelines. When the City embarked on an aggressive capital improvement program several years ago, it established a policy of measuring the impact of debt service requirements on the long-term financial plan, retiring 70% of its debt within 10 years of the date of issue and allocating funds from reserve accounts to finance projects that would otherwise have been supported through bond proceeds. The City’s rapid repayment schedule has given the City considerable flexibility to extend redemption schedules for long-life projects such as the elementary school reconstruction program. In addition, key ratios, such as net direct debt to assessed value and unreserved fund balance as a percent of revenues, compare favorably with national medians.

YEAR	TOTAL DEBT	DEBT PAYMENT	INTEREST	REQUIRED APPROPRIATION
2020-2021	\$479,699,619	\$60,119,718	\$18,383,967	\$78,503,685
2021-2022	\$419,579,901	\$57,265,076	\$16,100,584	\$73,365,660
2022-2023	\$362,314,825	\$53,895,059	\$14,104,015	\$67,999,074
2023-2024	\$308,419,766	\$49,128,835	\$11,997,187	\$61,121,022
2024-2025	\$259,290,931	\$45,091,593	\$9,855,335	\$54,946,928
2025-2026	\$214,199,338	\$37,250,551	\$7,940,317	\$45,190,868
2026-2027	\$176,948,787	\$30,996,263	\$6,420,920	\$37,417,183
2027-2028	\$145,952,524	\$26,326,263	\$5,125,820	\$31,452,083
2028-2029	\$119,626,261	\$21,916,263	\$4,043,907	\$25,960,170
2029-2030	\$97,709,998	\$17,265,000	\$3,177,882	\$20,442,882
2030-2031	\$80,444,998	\$13,585,000	\$2,504,431	\$16,089,431
2031-2032	\$66,859,998	\$12,580,000	\$2,051,038	\$14,631,038
2032-2033	\$54,279,998	\$12,050,000	\$1,664,613	\$13,714,613
2033-2034	\$42,229,998	\$10,200,000	\$1,297,819	\$11,497,819
2034-2035	\$32,029,998	\$9,275,000	\$984,050	\$10,259,050
2035-2036	\$22,754,998	\$7,225,000	\$698,963	\$7,923,963
2036-2037	\$15,529,998	\$6,675,000	\$475,375	\$7,150,375
2037-2038	\$8,854,998	\$5,685,000	\$268,425	\$5,953,425
2038-2039	\$3,169,998	\$2,730,000	\$92,025	\$2,822,025
2039-2040	\$439,998	\$440,000	\$8,800	\$448,800

# RESERVE POLICY

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## I. PURPOSE

The purpose of this policy is to 1) preserve the creditworthiness of the City for borrowing monies at favorable interest rates; 2) provide working capital to meet cash flow needs during the year; and 3) attempt to stabilize fluctuations from year to year in property taxes paid by City taxpayers.

This policy statement reflects the long-term policy guidelines that have been used by the City's management team, which are now incorporated into the City's Annual Budget and Public Investment Program. The City Manager will review these policy statements with the City Council each year, informing the public of the City's desire to maintain the highest standards of governance.

## II. POLICY STATEMENT

Fund Balance is an important indicator of a community's financial position. An adequate fund balance must be maintained to allow the City to continue to meet its obligations in the event of an economic downturn and/or emergency. Therefore, the City shall maintain:

An Unassigned General Fund Fund Balance as of June 30 of each year equal to or greater than 15% of the ensuing fiscal year's operating revenue, and total General Fund Fund Balance as of June 30 of each year equal to or greater than 25% of the ensuing fiscal year's operating revenue.

## III. RESPONSIBILITY FOR POLICY

As part of the annual budget preparation process, the City Treasurer will estimate the surplus or deficit for the current year and prepare a projection of the year-end unreserved/undesignated General Fund Fund Balance. Any anticipated balance in excess of the targeted maximum unreserved/undesignated fund balance may be budgeted to reduce the ensuing year's property tax levy or fund one-time capital projects.

This policy shall be reviewed during the City's Annual Budget and Public Investment Program process.

# THREE-YEAR CONSOLIDATED FINANCIAL SCHEDULE

This schedule is a consolidated three-year financial summary for the General, Water, and Capital Funds.

	General Fund			Water Fund			CAPITAL FUND			TOTAL		
	FY19 Actual	FY20 Projected	FY21 Proposed Budget	FY19 Actual	FY20 Projected	FY21 Proposed Budget	FY19 Actual	FY20 Projected	FY21 Proposed Budget	FY19 Actual	FY20 Projected	FY21 Proposed Budget
<b>Revenues</b>												
Taxes	\$449,469,335	\$478,938,195	\$507,471,465	\$0	\$0	\$0	\$3,567,000	\$8,625,000	\$13,825,000	\$453,036,335	\$487,563,195	\$521,296,465
Charges For Services	\$78,962,480	\$76,445,565	\$79,881,875	\$18,426,930	\$13,630,160	\$13,554,525	\$6,018,443	\$8,222,330	\$10,377,330	\$103,407,853	\$98,298,055	\$103,813,730
Licenses and Permits	\$42,606,545	\$39,155,600	\$22,738,570	\$0	\$0	\$0	\$3,785,019	\$5,234,925	\$5,421,630	\$46,391,564	\$44,390,525	\$28,160,200
Fines & Forfeits	\$10,426,715	\$8,222,175	\$10,490,475	\$0	\$0	\$0	\$0	\$0	\$0	\$10,426,715	\$8,222,175	\$10,490,475
Intergov. Revenue	\$48,668,950	\$53,112,285	\$54,553,800	\$0	\$0	\$0	\$3,897,533	\$4,714,470	\$4,453,730	\$52,566,483	\$59,007,530	\$59,007,530
Miscellaneous Revenue	\$23,357,185	\$29,712,640	\$26,573,515	\$0	\$0	\$0	\$0	\$0	\$1,908,250	\$23,357,185	\$29,712,640	\$28,481,765
Bond Proceeds	\$0	\$0	\$0	\$0	\$0	\$0	\$90,620,000	\$53,665,000	\$275,300,000	\$90,620,000	\$53,665,000	\$275,300,000
Fund Balance	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$1,000,000	\$0	\$0	\$1,000,000
<b>Total Revenues</b>	<b>\$653,491,210</b>	<b>\$685,586,460</b>	<b>\$701,709,700</b>	<b>\$18,426,930</b>	<b>\$13,630,160</b>	<b>\$13,554,525</b>	<b>\$107,887,995</b>	<b>\$80,461,725</b>	<b>\$312,285,940</b>	<b>\$779,806,135</b>	<b>\$780,856,120</b>	<b>\$1,027,550,165</b>
<b>Expenditures By Function</b>												
General	\$53,365,790	\$60,274,055	\$67,696,585	\$0	\$0	\$0	\$2,989,063	\$7,466,137	\$2,260,000	\$56,354,853	\$67,740,192	\$69,956,585
Public Safety	\$140,546,145	\$146,594,280	\$154,522,560	\$0	\$0	\$0	\$3,197,793	\$6,264,243	\$10,510,000	\$143,743,938	\$152,858,523	\$165,032,560
Community Maintenance and Development	\$122,197,710	\$136,928,945	\$144,071,865	\$13,884,955	\$12,581,800	\$12,831,240	\$59,681,310	\$97,725,862	\$60,382,940	\$195,763,975	\$247,236,607	\$217,286,045
Human Resources and Development	\$46,100,975	\$51,437,555	\$59,965,485	\$0	\$0	\$0	\$1,602,482	\$2,406,480	\$283,000	\$47,703,457	\$53,844,035	\$60,248,485
Education	\$190,639,825	\$201,770,255	\$213,714,735	\$0	\$0	\$0	\$65,856,780	\$37,323,861	\$238,850,000	\$256,496,605	\$239,094,116	\$452,564,735
Intergov.	\$57,931,315	\$61,609,335	\$62,461,755	\$0	\$0	\$0	\$0	\$0	\$0	\$57,931,315	\$61,609,335	\$62,461,755
<b>Total Expenditures</b>	<b>\$610,799,760</b>	<b>\$658,614,425</b>	<b>\$702,432,985</b>	<b>\$13,884,955</b>	<b>\$12,581,800</b>	<b>\$12,831,240</b>	<b>\$133,327,428</b>	<b>\$151,186,583</b>	<b>\$312,285,940</b>	<b>\$757,994,143</b>	<b>\$822,382,808</b>	<b>\$1,027,550,165</b>
<b>Change in Fund Balance</b>	<b>\$42,691,450</b>	<b>\$26,972,035</b>	<b>(\$723,285)</b>	<b>\$4,541,975</b>	<b>\$1,048,360</b>	<b>\$723,285</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$21,811,992</b>	<b>\$0</b>	<b>\$0</b>

# FUND BALANCE

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## FUND BALANCE REPORTING

Fund Balance refers to the difference between assets and liabilities. GASB 54 established the five different classifications summarized below. The City is required to report these classifications in its annual CAFR.

<b>NON-SPENDABLE</b>	Cannot be spent (legally restricted or in un-spendable form)
<b>RESTRICTED</b>	External constraints (law, creditor, grantor, bond covenant)
<b>COMMITTED</b>	Can only be used for a specific purpose pursuant to constraints imposed by City Council
<b>ASSIGNED</b>	Can be used for a specific purpose, but is not restricted or committed
<b>UNASSIGNED</b>	Available to spend, unrestricted

In the CAFR, the City Stabilization Fund, Health Claims Trust Fund, Internal Service Fund, and School Debt Stabilization Fund Fund Balances are included in the General Fund.

### CITY DEBT STABILIZATION FUND

This fund was established as a reserve to offset a portion of the debt service on large, tax-supported projects. In FY21, \$7.0 million will be used to cover debt service costs. The FY21 estimated ending Fund Balance is \$49.5 million.

### HEALTH CLAIMS TRUST FUND

This fund was established as a contingency against possible deficits in health insurance allotments due to higher than anticipated claims. Employee deductions for healthcare coverage are deposited into this fund and interest earned by the fund is recorded as income in this trust fund. The City's policy is to transfer a portion of the balance to the General Fund to cover a portion of health insurance costs. Employee contributions to this fund will increase in future years due to increases to the base upon which employee contributions are calculated. The transfer to the General Fund in FY21 is projected to be \$12.5 million. The FY21 estimated ending Fund Balance is \$32.4 million.

### PARKING FUND

This fund is used to record revenue from meter permits, meter collection, resident parking stickers, parking lots and garages, parking fines, and interest charges. Expenditures are not charged directly to the Parking Fund; instead, transfers are made from the Parking Fund to the General Fund and Capital Fund to cover related expenditures. The FY21 estimated ending Fund Balance is \$9.7 million.

## FUND BALANCE

This consolidated financial schedule breaks revenue out by type and expenditures out by both function and category. The fund balance includes projected changes for all appropriated funds.

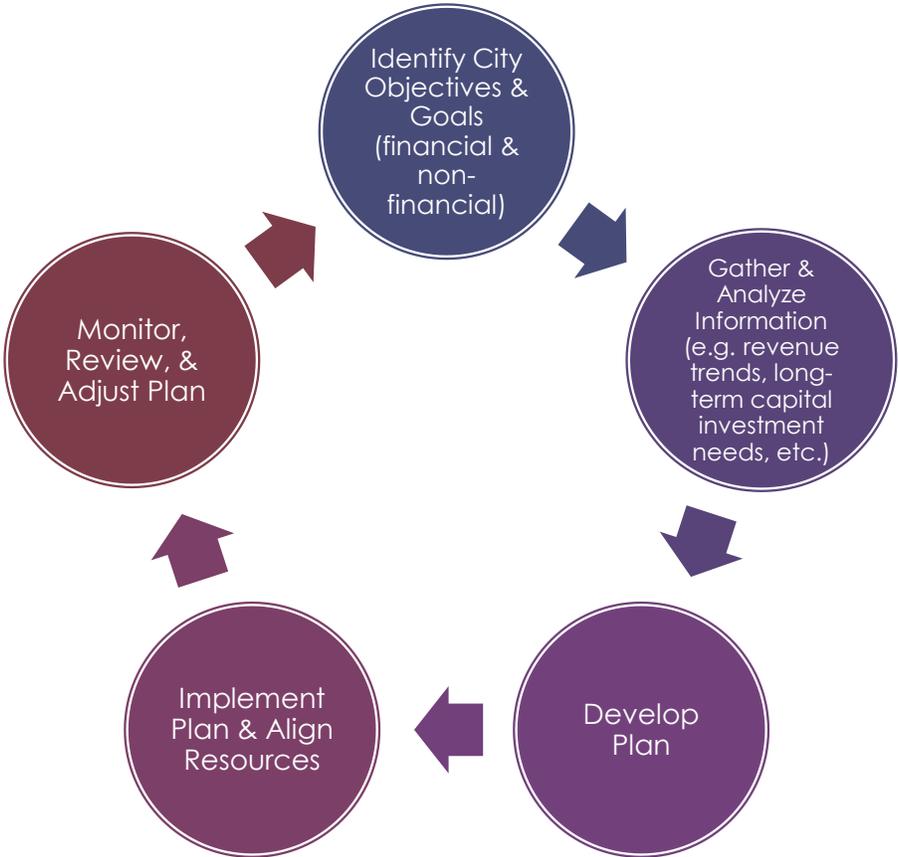
FY21 BUDGET	GENERAL FUND	WATER FUND	CAPITAL FUND	TOTAL
<b>REVENUES</b>				
TAXES	\$507,471,465	\$0	\$13,825,000	\$521,296,465
CHARGES FOR SERVICES	\$79,881,875	\$13,554,525	\$10,377,330	\$103,813,730
LICENSES & PERMITS	\$22,738,570	\$0	\$5,421,630	\$28,160,200
FINES & FORFEITS	\$10,490,475	\$0	\$0	\$10,490,475
INTERGOVERNMENTAL REVENUE	\$54,553,800	\$0	\$4,453,730	\$59,007,530
MISCELLANEOUS REVENUE	\$26,573,515	\$0	\$1,908,250	\$28,481,765
BOND PROCEEDS	\$0	\$0	\$275,300,000	\$275,300,000
FUND BALANCE	\$0		\$1,000,000	\$1,000,000
<b>TOTAL REVENUES</b>	<b>\$701,709,700</b>	<b>\$13,554,525</b>	<b>\$312,285,940</b>	<b>\$1,027,550,165</b>
<b>EXPENDITURES BY FUNCTION</b>				
COMMUNITY MAINTENANCE AND DEVELOPMENT	\$144,071,865	\$12,831,240	\$60,382,940	\$217,286,045
EDUCATION	\$213,714,735	\$0	\$238,850,000	\$452,564,735
GENERAL GOVERNMENT	\$67,696,585	\$0	\$2,260,000	\$69,956,585
HUMAN RESOURCE DEVELOPMENT	\$59,965,485	\$0	\$283,000	\$60,248,485
INTERGOVERNMENTAL	\$62,461,755	\$0	\$0	\$62,461,755
PUBLIC SAFETY	\$154,522,560	\$0	\$10,510,000	\$165,032,560
<b>TOTAL EXPENDITURES</b>	<b>\$702,432,985</b>	<b>\$12,831,240</b>	<b>\$312,285,940</b>	<b>\$1,027,550,165</b>
<b>EXPENDITURES BY CATEGORY</b>				
SALARIES & WAGES	\$459,041,385	\$8,224,465	\$0	\$467,265,850
OTHER ORDINARY MAINTENANCE	\$157,698,040	\$4,345,195	\$0	\$162,043,235
TRAVEL & TRAINING	\$4,561,215	\$86,580	\$0	\$4,647,795
EXTRAORDINARY EXPENDITURES	\$81,132,345	\$175,000	\$0	\$81,307,345
CAPITAL OUTLAY	\$0	\$0	\$312,285,940	\$312,285,940
<b>TOTAL EXPENDITURES</b>	<b>\$702,432,985</b>	<b>\$12,831,240</b>	<b>\$312,285,940</b>	<b>\$1,027,550,165</b>
<b>NET TRANSFERS</b>	<b>\$723,285</b>	<b>(\$723,285)</b>	<b>\$0</b>	<b>\$0</b>
<b>EXCESS (DEFICIENCY) OF REVENUES OVER EXPENDITURES</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>ESTIMATED UNASSIGNED BEGINNING FUND BALANCE - JULY 1, 2019</b>	<b>\$265,107,510</b>	<b>\$11,893,190</b>	<b>\$0</b>	<b>\$277,000,700</b>
<b>ESTIMATED UNASSIGNED ENDING FUND BALANCE - JUNE 30, 2020</b>	<b>\$265,107,510</b>	<b>\$11,893,190</b>	<b>\$0</b>	<b>\$277,000,700</b>
<b>ESTIMATED ENDING UNASSIGNED FUND BALANCE AS A PERCENT OF TOTAL REVENUES</b>	<b>38%</b>	<b>93%</b>	<b>0%</b>	<b>27%</b>

# LONG-TERM FINANCIAL PLANS

The City’s long-term financial plan is prepared annually and is monitored throughout the year. The plan is intended to serve as a tool to ensure the continued financial viability of the City as well as to align the City’s financial capacity with City Council objectives. The plan spans a five-year time frame and considers the following:

<b>ECONOMIC ENVIRONMENT</b>	New growth, construction and development activity, and employment
<b>DEBT &amp; RESERVE POLICIES</b>	Impact of future debt issuances on policies and ratios
<b>AFFORDABILITY ANALYSIS</b>	Debt ratios, debt coverage analysis, impact on levy capacity, Free Cash analysis, and rapidity of debt retirement
<b>FINANCIAL PROJECTIONS</b>	Analysis of revenue and expense trends including, State Aid analysis and insurance costs
<b>STAKEHOLDERS</b>	Impact of decisions on taxpayers and other stakeholders

The plan is presented to the three major credit rating agencies each year prior to the issuance of new debt and receipt of credit scores on new and outstanding debt. In the short term, the plan is used to develop operating and capital budget guidelines and recommendations for loan authorizations and for scenario analysis.



# LONG-TERM FINANCIAL PLANS

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## ASSUMPTIONS FOR REVENUE PROJECTIONS

1. Sewer and Water revenues increase annually by the amount needed to fully cover their costs.
2. Cherry Sheet revenue (State Aid) equals the FY20 Recap Cherry Sheet balance plus \$1,383,236, which is the increased Chapter 70 aid per the Governor’s Budget Estimated FY21 Cherry Sheet.
3. Transfers from the Health Claims Trust Fund will be \$12,500,000 in FY21.
4. Transfers from the Debt Stabilization Fund are \$7,000,000 in FY21, \$11,000,000 in FY22, \$13,000,000 in FY23, and \$14,000,000 in FY24-25 Amounts are based on projected bond schedule.
5. Property tax percentage increases are projected at 8.20% in FY21, 9.10% in FY22, 7.49% in FY23, 6.99% in FY24, and 5.77% in FY25.

## ASSUMPTIONS FOR EXPENDITURE PROJECTIONS

1. Salaries & Wages:

YEAR	DATE	INCREASE	BUDGET COST
FY21	7/1/2020	2.50%	2.50%
FY22	7/1/2021	2.50%	2.50%
FY23	7/1/2022	2.50%	2.50%
FY24	7/1/2023	2.50%	2.50%
FY25	7/1/2024	2.50%	2.50%

2. Health insurance costs increase 3.0% in FY21 and FY22, 7% in FY23-24.
3. Dental insurance costs increase 8% annually in FY21 and thereafter.
4. Contributory pensions increase by 5.85%, plus \$300,000 annually.
5. OPEB contribution is \$2,000,000 annually.
6. Other Ordinary Maintenance expenses increase by 5% annually.
7. Travel & Training expenses remain constant based on FY21.
8. Extraordinary Expenditures remain constant based on FY21.
9. Debt costs reflect issued debt and debt issuance schedule.
10. The MWRA assessment includes increases of 2.8% in FY21 and thereafter.
11. Cherry Sheet assessment remains level funded annually based on FY20.
12. Pay-As-You-Go Capital is \$13,825,000 in FY21, \$17,960,000 in FY22, \$18,320,000 in FY23, \$18,105,000 in FY24 and \$18,110,000 in FY25.

The chart below is the City’s projected preliminary long-term financial plan, which incorporates the revenue and expenditure assumptions given on the previous page.

	FY21 PROPOSED	FY22 PROJECTED	FY23 PROJECTED	FY24 PROJECTED	FY25 PROJECTED
<b>REVENUES</b>					
Charges for Services	\$93,436,400	\$100,379,446	\$104,621,839	\$108,173,152	\$111,459,976
Fines & Forfeits	\$10,490,475	\$10,490,475	\$10,490,475	\$10,490,475	\$10,490,475
Intergovernmental Revenue	\$54,553,800	\$54,479,498	\$54,538,841	\$54,607,250	\$53,410,934
Licenses & Permits	\$22,738,570	\$22,738,570	\$22,738,570	\$22,738,570	\$22,738,570
Miscellaneous Revenue	\$26,573,515	\$30,386,420	\$32,636,420	\$33,886,420	\$35,136,420
Taxes	\$521,296,465	\$565,422,425	\$605,283,269	\$645,353,475	\$686,023,545
<b>TOTAL REVENUES</b>	<b>\$729,089,225</b>	<b>\$783,896,834</b>	<b>\$830,309,414</b>	<b>\$875,249,342</b>	<b>\$919,259,920</b>
<b>EXPENDITURES BY CATEGORY</b>					
Salary & Wages	\$467,265,850	\$492,253,423	\$516,308,417	\$541,746,040	\$568,833,342
Other Ordinary Maintenance	\$162,043,235	\$175,737,209	\$186,164,957	\$197,114,093	\$206,969,798
Travel & Training	\$4,647,795	\$4,647,795	\$4,647,795	\$4,647,795	\$4,647,795
Extraordinary Expenditures	\$95,132,345	\$111,258,407	\$123,188,245	\$131,741,414	\$138,808,985
<b>TOTAL EXPENDITURES</b>	<b>\$729,089,225</b>	<b>\$783,896,834</b>	<b>\$830,309,414</b>	<b>\$875,249,342</b>	<b>\$919,259,920</b>
<b>EXCESS (DEFICIENCY) OF REVENUES OVER EXPENDITURES</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

\*This chart includes the Pay-As-You-Go capital.