

City of Milwaukie Fiscal Policies

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Purpose

The City of Milwaukie is committed to responsible fiscal management through financial integrity, prudent stewardship of public assets, planning, accountability and full disclosure. The broad purpose of these Fiscal Policies is to enable the City to achieve and maintain a long-term stable and positive financial condition. These policies are adopted by the City Council as the basic framework for overall financial management of the City, to guide day-to-day and long-range fiscal planning and decision making, and to achieve the following general financial goals:

1. Provide an adequate financial base to sustain the desired level of municipal services to maintain the social wellbeing and physical conditions of the City.
2. Deliver cost effective and efficient services to citizens.
3. Provide and maintain essential public facilities, utilities, and capital equipment.
4. Protect and enhance the City's credit rating so as to obtain the lowest cost of borrowing and assure taxpayers and the financial community that the City is well managed and financially sound.
5. Provide the financial stability needed to navigate through economic downturns, adjust to changes in the service requirements of the community and respond to other changes as they affect the City's residents and businesses.
6. Adhere to the highest standards of financial management and reporting practices as set by the Government Finance Officers Association, the Governmental Accounting Standards Board and other professional standards.
7. Fully comply with finance related legal mandates, laws and regulations.

To achieve these goals, fiscal policies generally cover areas of revenue management, operating and capital budgeting, financial planning and forecasting, investment and asset management, debt management, accounting and financial reporting, reserves and internal controls. These policies are reviewed annually by management, the Budget Review Board, and City Council and amended as necessary, as part of the budget process.

Revenue Policies

1. The City will strive for and maintain diversified and stable revenue sources to prevent undue or unbalanced reliance on any one source of funds. Revenue diversity will also reduce risk to the City from short-term fluctuations in any one revenue source.
2. One-time revenues will be used only for one-time expenditures. The City will minimize using temporary revenues to fund continuing programs and services.
3. The City will maximize the use of service and user charges in lieu of ad valorem taxes and subsidies from other City funds, for services that can be identified and where costs are directly related to the level of service provided. The Council may establish fees at less than "full cost recovery" when deemed in the public interest.

The City will periodically and systematically review user fees and charges to take into account the effects of additional service costs and inflation.

4. Unless prohibited by law, City fees may be deferred or waived by the City Manager or City Council action when it can be demonstrated that a direct public benefit will be obtained. In addition, the City Council may direct that City fees, e.g., system development charges, building permit fees, planning fees, be paid on behalf of applicants and City Council's action will include a determination of the source of funds to pay such fees. Fees that are deferred or waived by the City Manager exceeding \$1,000 will be communicated to the Council.
5. All fees, charges or assessments that are deferred for later payment will be evidenced by a written promissory note or agreement. The City may charge periodic interest, processing fees and additional interest and penalties for delinquencies as appropriate.
6. System development charges shall be established to fund the costs of improvements to service additional increments to growth such as street, water, wastewater and storm water facilities and infrastructure.
7. Water, Wastewater and Stormwater funds will be self-supporting through user fees. Utility rates will be established to fully recover costs, including operation, administration, replacement of assets, capital expansion, with consideration given to return on investment and existing and or anticipated debt to insure a debt coverage ratio of no less than 1.50.
8. Fee adjustments will be based on five-year financial plans that will be reviewed and updated annually.
9. The City Manager shall approve all grant applications before their submission. Additionally, all potential grants that require matching funds, on-going resource requirements, or include new or additional continuing compliance requirements shall be evaluated and considered before submittal of the application. The City Council will be provided the evaluation with the request for their acceptance of the grant.
10. Revenues will be estimated realistically and prudently. Revenues of a volatile nature will be estimated conservatively. The City will estimate its revenues by an objective, analytical process using best practices as defined by the Government Finance Officers Association.
11. Charges for services shall accurately reflect the actual or estimated costs of providing a specific service. The cost of providing specific services shall be recalculated periodically and the fee adjusted accordingly.
12. The City shall pursue an aggressive policy for collecting delinquent accounts. When necessary, the City shall use such methods as small claims courts, collection agencies, liens to enforce collection. The City may impose late fees and penalties.

Budget Policies

1. The City will prepare a budget with the participation of all departments that incorporates GFOA recommendations relative to budgeting for results and outcomes.
 - a. Determine how much money is available. The budget should be built on expected revenues. This includes base revenues, any new revenue sources, and the potential use of fund balance.
 - b. Prioritize results. The results or outcomes that matter most to citizens should be defined. Elected leaders should determine what programs are most important to their constituents.
 - c. Allocate resources among high priority results. The allocations should be made in a fair and objective manner.
 - d. Conduct analysis to determine what strategies, programs, and activities will best achieve desired results.
 - e. Budget available dollars to the most significant programs and activities. The objective is to maximize the benefit of the available resources.
 - f. Set measures of annual progress, monitor, and close the feedback loop. These measures should spell out the expected results and outcomes and how they will be measured.
 - g. Check what actually happened. This involves using performance measures to compare actual versus budgeted results.
 - h. Communicate performance results. Internal and external stakeholders should be informed of the results in an understandable format.
2. All budgetary procedures will conform to existing state regulations. Oregon budget law requires each local government to prepare a balanced budget and Oregon Administrative Rules state: 1) the budget must be constructed in such a manner that the total resources in a fund equal the total of expenditures and requirements for that fund, and 2) the total of all resources of the entity must equal the total of all expenditures and all requirements for the entity.
3. The budget process will be coordinated so that major policy issues and department goals and objectives are identified and incorporated into the budget. Additionally, the Budget Review Board as established by its charge, shall review the budget of selected departments and/or City functions and shall make recommendations on service levels and the appropriate budget resources necessary to achieve that service level, consistent with its Council approved annual work plan to the full Budget Committee.
4. A cost allocation plan will be developed and incorporated into the City budget. The cost allocation plan will be the basis for distribution of general government and internal service costs to other funds and capital projects.
5. Unless otherwise authorized by City Council, general fund unrestricted revenues shall not be assigned for specific programs, activities or services.
6. The City Council shall adopt the budget at the fund, departmental or program level as a total dollar amount for all appropriations except contingency,

unappropriated ending fund balance and reserves, which shall be stated separately.

7. At a minimum, a mid-year review process will be conducted by the City Manager in order to address any necessary adjustments to the adopted budget.
8. The City will submit the Adopted Budget Document to the Government Finance Officers Association (GFOA) to obtain the Award for Distinguished Budget Presentation.
9. A budget calendar will be prepared detailing the key elements in the development of the budget. (Please see exhibit 1).

Expenditure Control Policies

1. Expenditures will be controlled through appropriate internal controls and procedures. Management must ensure expenditures comply with the legally adopted budget. Each Department or Division Manager or Director will be responsible for the administration of his/her department/division budget. This includes accomplishing the goals and objectives incorporated into the budget and monitoring each department/division budget for compliance with spending limitations.
2. The City Manager will administer expenditure control at the category level and program or divisional level. Additionally, the City Manager may give authorization to mandate this level of control down to any line item level. Expenditures anticipated to be in excess of these levels require approval of the City Manager, or Finance Director. Any increase in a budget category anticipated to exceed \$50,000 will require City Council approval.
3. All purchases of goods and services must comply with the City's Purchasing Policies, guidelines and procedures and with State laws and regulations.
4. All compensation planning and collective bargaining will include analyses of total cost of compensation, which includes analysis of salary increases, health benefits, pension contributions, and other fringe benefits. The City will only propose operating personnel costs that can be supported by continuing operating revenues.
5. City staff are to make every effort to control expenditures to ensure City services and programs provided to its citizens and taxpayers are cost effective and efficient. Expenditures that will reduce future costs will be encouraged.

Capital Improvement Investment Policies

1. A five-year Capital Improvement Program (CIP) encompassing all City facilities, including utilities infrastructure, buildings and major equipment and vehicles, shall be prepared and updated periodically as needed. A public process will be utilized to consider public testimony on the CIP, including review and approval of the CIP by the Citizens Utility Advisory Board (CUAB), Budget Review Board, and the City Council. The five-year CIP will be incorporated into the City's budget and long-range financial planning processes and as such its annual review and approval is anticipated to occur approximately six months, i.e., prior to December 31, prior to the beginning of the subsequent fiscal year. (Please see exhibit 1, Budget Calendar).
2. Projects included in the CIP shall describe the need for the project, the scope of work, total cost estimates, future operating and maintenance costs and how the project and future operations and maintenance will be funded.
3. An objective process, e.g., a rating matrix that includes but is not limited to neighborhood association support for projects within or directly or indirectly impacting a neighborhood association, public safety considerations, engineering, operations, connectivity, inter-departmental and or inter-governmental commitments or requirements, and funding availability, will be established to evaluate and rank CIP projects with respect to each utility and to the overall needs of the City. The ranking of projects will be used to allocate resources to ensure projects are completed effectively and efficiently.
4. Changes to the CIP such as addition of new projects, significant change to the scope of the project or reprioritization of projects will require City Manager or City Council approval.
5. The City will maintain its physical assets at a level adequate to protect the City's capital investment and to minimize future operating maintenance and replacement costs. The City recognizes that deferred maintenance increases future capital costs, thus placing a burden on future residents. Therefore, the CIP will include an orderly and systemic replacement of capital facilities and equipment.
6. The City will establish and fund infrastructure and building reserves adequate to sustain each utility and the City's building facilities. The City will also establish major repairs and replacement reserves to provide stable funding of major repairs and replacements. The reserves will be included and identified as separate components of fund balance in the various funds.
7. The City will utilize "pay-as-you-go" funding for capital improvement expenditures considered recurring, operating or maintenance in nature whenever possible. The City may also utilize "pay-as-you-go" funding for capital improvements when current revenues and adequate fund balances are available or when issuing debt would adversely affect the City's credit rating or debt terms are unfavorable relative to the benefits derived from the capital improvement.

8. The City will consider the use of debt financing for capital projects and equipment under the following circumstances:
 - a. When the use of debt will result in total project cost savings that exceed borrowing costs.
 - b. When the project's useful life will exceed the terms of the financing.
 - c. When resources are deemed sufficient and reliable to service the long-term debt.
 - d. When market conditions present favorable interest rates for City financing.
 - e. When the issuance of debt will not adversely affect the City's credit rating.

Financial Planning Policies

1. The Finance Department, collaborating with other departments, will prepare a Five Year Financial Forecast for each fund to promote responsible planning for the use of resources. The long-term financial plan will include projected revenues, expenditures and reserve balances for the next five years.
2. The City's financial plan should be strategic, reflecting the City Council and community priorities for service while providing resources that fund desired service levels.
3. Long-term projections of revenues and expenditures will be based upon disclosed assumptions, and prepared consistent with best practices established by the Government Finance Officers Association.
4. The Five Year Financial Forecast will be integral to the development of the budget and will be included in the proposed budget presented to the Budget Committee. (Please see exhibit 1, Budget Calendar).

Economic Development Funding Policies

1. The City may utilize economic development incentives to encourage value-added development and accrue public benefits to the City of Milwaukie. Public benefits may include but are not limited to, the following:
 - a. A benefit that materially enhances the financial position of the City by increasing its employment base or assessed valuation.
 - b. A contribution to the basic infrastructure of the City that is greater than that which would be required of the development alone.
 - c. A benefit that increases access to other public services.
2. Economic development incentives may include formation of improvement or redevelopment districts, reimbursement, deferral of certain fees and charges, use of discount lease rates or other forms of financial incentives. All such incentives will be evaluated as to the costs, risks and level of benefit as well as the financial impact of such incentives on the City's operating and capital budgets.
3. The fiscal impact evaluation will be presented to City Council along with the City Manager's recommendation. The City Council shall make the final decision

concerning proposed economic development incentives including any repayment of incentives if performance requirements are not met.

4. Funding for economic development incentives must be identified before approval of all such incentives.
5. A development incentive shall not be provided if the development does not provide sufficient public benefit or if the cost and risks to the City will have a materially adverse impact on the City's finances or operations.

Pension and Retirement Funding Policies

1. All current pension liabilities shall be funded on an annual basis.
2. The City does not pay for any portion of retiree health insurance premiums except in a limited number of cases as grandfathered in under a previous policy. A retiring employee may be able to purchase City provided benefits if the person meets the eligibility requirements.

Cash Management and Investment Policies

1. The Finance Director or their designee shall invest all City funds according to four criteria, in order of their importance: (1) legality, (2) safety, (3) liquidity, and (4) yield.
2. The City shall maintain and comply with a written Investment Policy that has been approved by City Council.
3. The City will consolidate or pool cash balances from various funds for investment purposes and will apply interest earned to offset bank fees. In the event that interest exceeds fees, interest will be allocated to funds based on their respective share of the pool.
4. The City's investment securities will be protected through third party custodial safekeeping.

Accounting and Financial Reporting Policies

1. The City Manager or Finance Director shall present fiscal policy and changes to fiscal policies to the City Council. Such fiscal policies and changes in policies shall be approved by the City Council.
2. The City will comply with the following accounting and reporting standards:
 - a. Generally Accepted Accounting Principles (GAAP) developed by Governmental Accounting Standards Board;
 - b. Government Accounting, Auditing and Financial Reporting standards prescribed by the Government Finance Officers Association (GFOA);
 - c. Government Accounting Standards, issued by the Comptroller General of the United States;
 - d. Oregon Revised Statutes relating to Municipal finance; and
 - e. U.S. Office of Management and Budget (OMB) Circular A-133.
3. Monthly financial reports comparing actual to budgeted expenditures will be prepared timely by the Finance Department. Reports will be distributed to City Management and the City Council. Significant budget to actual variances will be identified and explained. If an additional appropriation is anticipated, such shall be noted.
4. Quarterly financial reports comparing actual to budgeted revenues and expenditures will also be prepared and will be posted on the City's website.
5. A system of internal controls and procedures will be maintained to provide reasonable assurance of the safeguarding of assets and proper recording of financial transactions and compliance with applicable laws and regulations.
6. In accordance with State law, a comprehensive financial audit including an audit of federal grants will be performed annually by an independent public accounting firm with the objective of expressing an opinion on the City's financial statements and assessing the accounting principles used and evaluating the internal controls in place.
7. The City will prepare its financial statements and maintain its accounting and internal control systems in accordance with applicable standards with the goal of obtaining an unqualified opinion from its auditors.
8. The City will prepare a Comprehensive Annual Financial Report (CAFR) and submit its CAFR to the GFOA's "Certificate of Achievement for Excellence in Financial Reporting" program.
9. Upon request, all departments will provide notice of all significant events and financial and related matters to the Finance Director for the City's annual disclosures to the municipal markets as required by SEC Regulation 15-C-2-12. Full disclosure will be provided in the financial statements and bond representations. Significant events include delinquencies and defaults related to the City's bonds, adverse tax opinions or events affecting the tax exempt status

of bonds, the release, substitutions or sale of property securing repayment of bonds and other events having a significant impact on the City's finances and outstanding bonds. The Finance Director will notify all Nationally Recognized Municipal Securities Information Repositories of these significant events.

10. The City's asset capitalization policy is to capitalize and depreciate assets greater than \$10,000 with a useful life beyond one year. Capital assets costing less than \$10,000 or having a useful life of one year or less will be treated as operating expenditures. Assets will be depreciated straight line over their estimated useful lives.

Fund Balance Policies

In accordance with accounting principles generally accepted in the United States of America, Council defines **governmental funds'** fund balances as follows:

1. **Non-spendable** – Include amounts that by their nature cannot be spent such as inventories, prepaid expenditures, long-term loans and notes receivable, permanent contributions, and property held for resale.
2. **Restricted** – Includes constrained amounts that are restricted which are 1) externally imposed by creditors, grantors, contributors, or laws/regulations, or 2) internally imposed by law through constitutional provisions or *enabling legislation*. Enabling legislation authorizes the City to assess, levy, charge, or mandate payment of resources from outside the government, and includes a legally enforceable requirement that those resources be used only for specific purposes. Legally enforceable means the City can be compelled by those outside the government to use those resources for the purposes specified in the legislation.

Practical Application of Enabling Legislation – Board Ordinances and provisions of the City Code and external restrictions.

3. **Committed** – Includes constrained amounts that can be used only for specific purposes imposed by City Council. Commitments can only be reversed by taking the same action employed to commit the amounts (e.g. ordinance). The difference between Restricted and Committed is that committed resources can be redeployed for other purposes with appropriate due process. Compliance with the commitment is not legally enforceable by those outside the government.

Practical Application – Ordinances and City Code.

4. **Assigned** – Includes amounts constrained by the *intent* that they be used for specific purposes. Intent can be expressed by either the City Council or officials and committees to whom the Council has delegated authority.

Practical Application – Board Resolutions

5. **Unassigned** – Defined as the residual fund balance that is not non-spendable, restricted, committed, or assigned. Unassigned fund balance applies only to the General fund.

Debt Management Policies

1. The Finance Director will structure all debt issuances and oversee the on-going management of all City debt. Debt includes general obligation bonds, lease purchase obligations, revenue bonds, special assessment obligations, promissory notes, equipment financing agreements and any other contractual arrangements that obligate the City to make future principal and interest payments.
2. No debt shall be issued for which the City has not identified specific revenue sufficient for repayment. The Finance Director shall prepare an analysis of the source of repayment prior to issuance of any debt.
3. The City will not use long-term debt to fund current operations, to balance the budget or to fund projects that can be funded from current resources, unless the use of debt is otherwise determined to be in the best interest of the City.
4. The City may utilize short-term debt or inter-fund loans to cover temporary cash flow deficiencies due to timing of cash flows, such as may result from delay in receipting grant proceeds or other revenues and delay in issuance of long-term debt.
5. When issuing long-term debt, the City will ensure that the debt is soundly financed by:
 - a. Incurring debt only when necessary for capital improvements too large to be financed from current available resources,
 - b. Insuring that capital projects financed through long-term debt shall be financed for a period not to exceed the useful life of the project,
 - c. Determining that the benefits of the project financed exceed the cost of financing including interest costs,
 - d. Analyzing the source of repayment, debt coverage ratios and the impact of debt service on annual fixed costs prior to issuance of long-term debt.
6. All bond issuances, promissory notes, and capital leases will be authorized by resolution of the City Council.
7. The City will consider establishing a credit rating when issuing debt in the capital markets and once established maintain or enhance the credit rating.

Reserve Policies

1. The City will maintain sufficient contingency and reserves in each fund for the ability to:
 - a. Maintain a positive fund balance at all times.
 - b. Mitigate short-term volatility in revenues.
 - c. Mitigate short-term economic downturns (two years or less).
 - d. Absorb unanticipated operating needs that arise during the fiscal year but were not anticipated during the budget process.
 - e. Sustain City services in the event of an emergency.
 - f. Meet operating cash flow requirements before the collection of property taxes, grant proceeds and other operating revenues.
 - g. Absorb unexpected claims or litigation settlements.
 - h. Meet major facility and equipment repair and replacement needs.
 - i. Meet requirements for debt reserves.
2. Reserve amounts for individual funds:
 - a. General Fund - General Fund undesignated reserves are desired to be sufficient to meet expenditure requirements without the use of short-term borrowing. This is anticipated to be approximately twenty-five percent (25%) of General Fund operating expenditures.
 - b. Building Inspection Fund – Building Inspection Fund undesignated reserves are desired to be at least fifty percent (50%, approximately six months) of the operating budget to provide operational stability given the volatility of the revenue sources for this fund.
 - c. Water, Wastewater and Stormwater Funds – The City desires to maintain undesignated operating reserves of at least twenty five percent (25%, or three months) of the operating budget for its utility funds. Additionally, a major capital repair and replacement reserve and capital improvement reserve will be created and maintained in each fund.
 - d. All other funds –Undesignated reserves of at least seventeen percent (17%, or two months) of the operating budget in all other operating funds unless it can be demonstrated that less than 17% is adequate to meet the needs of the fund are desired.
3. The City may use reserves on a one-time or temporary basis for purposes described above. In the event that reserve funds are presently or decrease to levels below the levels desired by this policy, the City will develop a plan to restore reserves to the desired levels.
4. The City shall establish a contingency reserve as part of the budget process. Funds may not be disbursed directly from contingency but must be reclassified into a spendable budget category through a supplemental budget.

Definition of Terms

Budget Committee – is the legal body appointed by the City Council consisting of the five citizen members and the five councilors, all with equal vote. The role of the Budget Committee is governed by the State of Oregon's *Local Budget Law* and includes reviewing the City Manager's proposed budget and making recommendations to the Council regarding budget items and property tax rates.

Budget Review Board (BRB) – is an advisory board appointed by the City Council consisting of the five citizen members of the budget committee. The board was established to provide Council with the citizen member's expertise developed during the budget process during the year when the budget committee is not in session.

Government Finance Officers Association (GFOA) – is the national finance officers' organization whose purpose is to enhance and promote the professional management of governments for the public benefit by identifying and developing financial policies and best practices and promoting their use through education, training, facilitation of member networking, and leadership.

Category level – for budget control purposes, categories include personal services, materials and services, capital outlay, debt service, transfers, contingency, reserves and unappropriated.

Program level – for budget control purposes, programs may include, community services, community development, finance, human resources, etc.

Divisional level – for budget control purposes, divisional level would include water, street, storm water, and wastewater divisions within the public works department. Other divisions may include the police field services, police administration, and police support services within the police department.

Capital Improvement Plan (CIP) – The CIP is a schedule of capital projects including estimated cost and timing. There is a separate CIP for each major infrastructure system in the City, e.g., water, streets, sidewalks, storm water, wastewater, information technology, City facilities and vehicles.

Debt Coverage Ratio (DCR) – represents the ratio of "net revenues" available to pay scheduled debt service. A ratio of 1.0 reflects "net revenues" equal to scheduled debt service. A ratio greater than 1.0 reflects "net revenues" in excess of scheduled debt services and a ratio less than 1.0 indicates "net revenue" is less than scheduled debt service.

Oregon Revised Statutes (ORS) – Oregon's compilation of state laws including rules of civil procedure.

**Exhibit 1
Draft Budget Calendar**

Description	Parties	Proposed Date	Latest Date
Council approval of CIP	Council, City Mgr, dept heads	End of Dec	End of Jan
Estimate current year-end revenue and expenditures (ORS 294.361 and 294.352)	Dept heads	End of Jan	Mid-Feb
Review December financials, preliminary year-end estimates, five-year financial projections and budget process with Budget Committee	Dept heads	End of Jan	Mid-Feb
Council Goal Setting	Council with City Mgr	Dec	End of Jan
Requested budget prepared and provided to finance	Dept heads	End of Feb	Mid-Mar
Updates to five-year financial plan, e.g., staffing and other assumptions provided to finance director	Dept heads	End of Feb	Mid-Mar
Dept meetings with City Manager and Finance Director	Dept heads, staff and City Mgr	Mid-Mar	End of Mar
Budget narratives completed	Dept heads	Early April	End of April
Update year-end revenue and expenditure estimates	Dept heads	Monthly	Monthly
Publish "Notice of Budget Committee Meeting" (ORS 294.401)	Finance Dir	Xx days before meeting	Xx days before meeting
Publish "Second Notice of Budget Committee Meeting" (ORS 294.401)	Finance Dir	Xx days before meeting	Xx days before meeting
Provide Proposed Budget (ORS 294.396) and Five-Year Financial Projections to Budget Committee	Finance Dir	End of April	Mid-May
First Budget Committee meeting (ORS 294.401)	Budget Committee, City Mgr and dept heads	1 st Council meeting in May	2 nd Council meeting in May
Additional Budget Committee meetings (ORS 294.406)	Budget Committee, City Mgr and dept heads	Week following 1 st Council meeting in May	Week following 2 nd Council meeting in May
Budget Committee approves budget (ORS 294.406)	Budget Committee	Mid-May	End of May

Publish "Notice of Budget Hearing" (ORS 294.413, 416, 418)	Finance Dir	Xx days before meeting	Xx days before meeting
City Council holds public hearing; adopts budget; levies taxes (ORS 294.430, 435)	City Council	1 st Council meeting in June	June 30
Adopted Budget goes into effect	City-wide	July 1	July 1
Adopted Budget submitted to County Assessor and Department of Revenue (ORS 294.555)	Finance Dir	July 1	July 15