

BUDGET OVERVIEW

The Town's budget is constructed on a calendar year basis as required by 29-1-101, et seq., C.R.S. The budget must present a complete financial plan for the Town setting forth all estimated expenses, revenues, and other financial sources for the ensuing budget year with the corresponding figures for the previous fiscal year. In estimating the anticipated revenues, consideration must be given to any unexpected surpluses and the historical percentage of tax collections. Further, the budget must show a balanced relationship between the total proposed expenses and the total anticipated revenues with the inclusion of beginning fund balances. For 2013, and for the five year 2013 – 2017 financial plan, all Town budgets are balanced.

Measuring Budgetary Performance

Performance Analysis - One method of measuring budgetary and operational performance is to use Performance Analysis. Performance Analysis is a historical look at the Town of Superior from an economic, financial and departmental view, in correlation with an analysis of current operations. It assesses departmental performance, provides information and projects the impact of budget and program decisions. The performance model uses community and economic data, financial data and organizational data (staff, performance, etc.) to produce an overall assessment of the Town's performance trend and effectiveness.

The performance model used by the Town of Superior compares the data with other jurisdictions (a practice known as benchmarking) and provides Town staff with a tool to support management decisions, a baseline for measuring progress, a framework for action and recognition of achievement.

Citizen's Survey – A Citizen's Survey is also used to measure performance and overall effectiveness. This survey seeks to determine citizen's level of satisfaction and dissatisfaction with services provided by the Town, and is used as another tool by the Town in making policy decisions.

Budget Assumptions

Revenues/Taxes/Fees

Sales tax revenue up 2.5% in 2013. This follows an estimated 2012 increase also of 2.5%. Staff will continue to closely monitor these revenue trends in 2013 and make budget adjustments as needed. For the five-year planning horizon, annual sales tax revenue forecasts are at the estimated to increase an average 1.85%. 75% of sales tax is generated through Superior Marketplace vendors. 50% of each new dollar generated by a Superior Marketplace vendor is used for debt/developer liability reduction (and therefore not available for Town use).

Vehicle use tax revenue has risen slowly from the historic low experienced in 2009. It is budgeted in 2013 for this revenue source to remain at the historic annual average of \$750,000.

Residential construction use tax - New residential construction is limited to the Coal Creek Crossing development (2013 – 2017) and completion of the Calmante development (southeast corner of McCaslin and Coalton) from 2014 - 2018. Minimal residential remodel/upgrade work will be on-going.

Commercial construction use tax – Over the five year planning horizon, there are no commercial developments included in Superior’s financial plan.

Investment portfolios, generating interest income, are anticipated to yield 0.50% in 2013, with the average annual yield rising to 1.30% at the end of the five year planning horizon. Again, staff will closely monitor this revenue source.

Landscape maintenance fees, used to fund enhanced landscaping efforts in Superior, are projected to remain the same during the five year planning horizon. The 2013 monthly fee structure is as follows:

- Single Family Detached \$30.00
- Single Family Attached \$25.00
- Apartment \$20.00

No new taxes are proposed over the five year financial planning horizon.

Temporary property tax reductions are anticipated to continue. Projected property tax mill levies are noted below:

	2011	2012	2013	2014	2015	2016	2017
Town - General	7.98	7.98	7.93	7.88	7.83	7.78	7.73
Town - Library	1.50	1.50	1.50	1.50	1.50	1.50	1.50
SMID - Operations and Debt	35.00	35.00	28.00	28.00	28.00	28.00	28.00
SMD2 Debt Service	6.75	6.20	6.20	6.20	6.20	6.20	6.20
SMD3 Debt Service	6.40	6.25	6.20	6.20	6.20	6.20	6.20

A five percent SMD1 fee increase in 2013 for potable and non-potable water and sewer usage. The five year plans calls for yearly five percent rate increases. These increases will help offset operating and maintenance capital increases as well as increasing debt service payments and reduce the general fund transfer to these funds.

No governmental fees affecting our residential and business community will change in 2013.

No fee changes are planned in Superior's park, recreation and open space operations.

Monthly residential trash and recycling fee remain to \$9.65. This will impact residential customers in Original Town, Sagamore, The Ridge and Calmante.

Vendor fee/reimbursement remains at 2.22% with no monthly cap. The Vendor fee is set to increase with the State in July 2014 from 2.22% to 3.33% with no monthly cap.

Expenses

3.5% salary/merit/performance/longevity pool increase in 2013. Generally, for future financial planning, salary increases are budgeted at 5% and benefit increases at 6%. Annually the Town conducts a thorough analysis of our pay and benefits and compares to other like Colorado municipalities. This analysis is then the basis for any changes to the Towns salary/benefit scale.

Rate of inflation for general goods and services is estimated at a range between 0.0% and 3.0%. However, this inflation range can vary for the current budget year and the five-year financial plan as well (i.e. fuel costs).

Budgetary Basis. The Town of Superior uses a “cash basis” of budgeting for all fund types. Under the “cash basis” of budgeting transactions are recognized only when cash changes hands. Encumbrances and depreciation are not budgeted. Town expenses may not exceed the amounts appropriated.

Accounting Basis. All governmental fund types use the modified accrual basis of accounting. Under the modified accrual basis, revenues are recognized when susceptible to accrual (i.e. when they become both measurable and available). “Measurable” means the amount of the transaction can be determined and “available” means collectible within the current period or soon enough thereafter to be used to pay liabilities of the current period. Expenses are recorded when the related fund liability is incurred. Principal and interest on general long-term debt are recorded as fund liabilities when due. Those revenues susceptible to accrual are sales taxes, property taxes, uses taxes and franchise tax.

Proprietary fund types utilize the accrual basis of accounting. Under this method, revenues are recorded when earned and expenses are recorded at the time liabilities are incurred.

Budgetary Basis vs. Accounting Basis. The basis of budgeting differs from the basis of accounting only by the assumptions that are made in regards to the timing of the recognition of revenues and expenditures. The budget assumes that all revenues and expenditures, as well as the associated cash, will be expended or received during the budget period. Conversely, the basis of accounting only recognizes revenues when measurable and available, and expenditures when incurred. Cash is not necessarily received or expended at the same time.

Other Strategic Plans

In addition to using the assumptions noted above to assist with the budget planning and development process, other strategic planning documents are utilized including:

Long-Term Financial Model – Staff actively maintains and the Board annually reviews a long-term financial model for all Town operations. Staff’s financial planning extends beyond 20 years and the Board reviews Superior’s fiscal model for the next five years. This long-term, financial planning tool is integral in the development of the Town’s current budget and assesses the long-term financial implications of current and proposed operating and capital budgets, budget policies, cash management and investment policies

Comprehensive Plan – Updated most recently in 2012, this document is used to identify land uses and types of development on yet to be built Superior parcels. In addition to this planning document is a vision of Superior’s Town Center site, created in 2007. In 2012, not only was the Comprehensive Plan updated, but the Town also worked cooperatively with the Town Center land owners to approve a Planned Development zoning for this 80 acre site.

Open Space Summary Report and Recommendations – Adopted in 2005, this report evaluates and establishes a prioritization for acquisition of open space property, and recommends purchases and preservation efforts.

Parks Recreation Open Space and Trails Master Plan – Adopted in 2005, the purpose of the master plan process is to obtain community input and present information about existing levels of service for parks, recreation, trails, and natural open space in the Town, as well as recommendations for development, delivery, and potential funding considerations for the future. The master plan proposes standards for levels of service to be achieved for parks and recreation facilities while trail and natural open space needs are addressed through guidelines based upon citizen desire and prioritizing acquisition and/or development in the community.

Infrastructure Maintenance Plan – Staff has established and continues to update a 20 year maintenance plan which will establish an inventory of major public infrastructure including roadways, water/sewer lines, water/sewer plants, evaluates the condition of this inventory and assesses these assets, identifies a replacement schedule, and ultimately funds and construct the improvements.

Town Center Plan/Vision/Model – Beginning in 2007, and completed in 2008, the Town Board completed its vision of a Town Center plan. This document identifies the myriad of components the Town Board expects to see in a yet to be developed Town Center. The plan is used in discussion with potential Town Center developers. As noted above, in 2012 the Town Board approved a Planned Development zoning for this 80 acre site.

Boulder County Countywide Coordinated Comprehensive Development Plan Intergovernmental Agreement – Adopted in 2003, this agreement between Superior, Boulder, Boulder County, Lafayette, Louisville, Longmont, Erie, Lyons and Nederland identifies a coordinated comprehensive development growth plan for the aforementioned governmental entities.

Agreements with Louisville – Superior and its neighbor to the north, the City of Louisville, have entered into a number of agreements in a spirit of cooperation including:

- Interchange Improvement IGA – identifies future interchange improvements of this shared asset
- Revenue Sharing IGA – identifies adjacent properties in both communities, and stipulates that as these properties develop, sales tax revenues generated from the sites will be split between Superior and Louisville.
- Library Services IGA – identifies the delivery of library services by Louisville to Superior residents

BUDGET AND FINANCIAL POLICIES

The Town uses a number of policies to assist with budget and fiscal management.

Budget Adoption Policy. The Town of Superior and its component units implement budgets by approving a series of resolutions and ordinances. Resolutions establish appropriations, fees, tax levies, and other mechanics necessary to execute a program for raising revenue and paying for services the Town government provides. Each resolution adopted to implement the 2013 budget is summarized below and attached in full at the end of each entity's tab:

Resolution R-67: A Resolution levying general property taxes for the year 2013 to help defray the costs of government for the Town of Superior.

Resolution R-68: A Resolution adopting a budget for the Town of Superior beginning January 1, 2013 and ending December 31, 2013.

Resolution R-69: A Resolution adopting a fee schedule for the Town of Superior beginning January 1, 2013 and ending December 31, 2013.

Ordinance O-4: An Ordinance appropriating sums of money to the various funds and spending agencies in the Town of Superior for the 2013 budget year.

Resolution SMD No. 1-9: A Resolution adopting a budget for the Superior Metropolitan District No. 1 for the 2013 budget year.

Resolution SMD No. 1-10: A Resolution adopting a new appendix A (Fees and Charges) to the rules and regulations for the Superior Metropolitan District No. 1 for the 2013 budget year.

Resolution SURA-3: A Resolution adopting a budget for the Superior Urban Renewal Authority for the 2013 budget year.

Resolution SMID-5: A Resolution adopting a budget and levying general property taxes for the Superior/McCaslin Interchange Metropolitan District for the 2013 budget year.

Resolution R-70: A Resolution adopting a budget and levying debt service property taxes for the year 2013 for Superior Metropolitan Districts No. 2 & 3.

Budget Amendment Policy. Town of Superior expenses may not exceed the amounts appropriated, except in the case of an emergency or a contingency which was not reasonably foreseeable. Under such circumstances, the Board of Trustees may authorize the expense of funds in excess of the budget by voting in and adopting a resolution of the Town Board following proper notice. If the Town receives revenue that was unanticipated at the time of adoption of the budget, the Board of Trustees may authorize expense thereof by adopting a supplemental budget and an appropriation resolution after proper notice and hearing thereon. The transfer of budgeted and appropriated monies within a fund or between funds may be done only in accordance with state law.

Budget Monitoring Policy. Both the Town’s annual budget and long term fiscal plan are continually monitored by the Finance Department, operating Departments, the Town Board and Town citizens. Reports generated to assist with these reviews include weekly accounts payable detailed payment reports, monthly financial reports, quarterly financial statements, annual fiscal budget, and the comprehensive annual financial report. All of these reports are available on the Town’s web page.

Cash/Investment Management Policy. Cash, temporarily idle during the year, is invested in Demand Deposits, Time Deposits, U.S. Treasuries, securities issued by U.S. Government Agencies and Instrumentalities, Bankers Acceptances, Commercial Paper, Certificates of Deposits, Repurchase Agreements, Guaranteed Investment Contract and Local Government Investment Pools.

The Town’s principal investment objectives are:

- Preservation of capital and protection of investment principal.
- Maintenance of sufficient liquidity to meet anticipated cash flows.
- Diversification to avoid incurring unreasonable market risks.
- Attainment of a market value rate of return.
- Conformance with all applicable Town policies, State and Federal regulations.

Debt Management Policy. The policy that guides the Town in the use of management of debt includes:

- Confine long-term borrowing to capital improvements or capital projects that cannot be financed with current revenues.
- Repay bonds over a period less than or equal to the project’s useful life.
- Maintain good communications with bond ratings agencies about the Town’s financial condition.
- Fully disclose information on every financial report and bond prospectus.

The Town Municipal code does not have any specific debt limitations. TABOR requires voter approval on the issuance of governmental debt or multi-fiscal year obligations.

The Town’s general policy is to cash finance projects when practicable. Issuance of debt is only considered after other funding options have been exhausted. The Board and Staff, with the assistance of the Town’s financial advisor, manage and evaluate the need for new debt issues. Management of existing debt issues is performed by the Town’s Finance Department.

Currently one debt issue is considered in the Town’s five year financial plan. In 2015, debt in the amount of \$6,000,000 for completion of the Windy Gap Firing Project is budgeted.

Financial Incentive Policy. As the Town looks for ways to bring in new business or enhance existing business, the Town may offer financial incentives to a business meeting one of three criteria: (1) Job Creation – a minimum of 25 new full-time equivalents (FTE), (2) Investment – a minimum of \$10 million in new, taxable private

sector investment, (3) Tax Generation – a minimum of \$250,000 in new annual net revenues to the Town. It is the intent of this policy that the recipient of any financial incentive package or business assistance will meet or exceed the Town’s current development standards.

Fund Balance/Reserve Policy.

It is the policy of the Board of Trustees to ensure the fiscal health of the community against unforeseen circumstances by maintaining fund balances at sufficient levels for operations to continue. Use of excess fund balance is intended only for one-time or non-recurring expenditures. Find below the Board approved reserve policy for each fund/operation in Superior.

Fund	Reserve Minimum	Reserve Maximum	Expenses
General	75%	100%	Grand Total Expenses excluding transfers between funds and fee-supported expenses.
Governmental Capital Improvement	Not applicable	Not applicable	Note: In the event of a catastrophe or lost revenues new capital projects would not be undertaken.
Landscape	10%	25%	Grand Total Expenses
Open Space	15%	50%	Grand Total Expenses excluding transfers between funds, capital projects, and studies.
Conservation Trust	15%	75%	Grand Total Expenses excluding transfers between funds and capital projects.
SMID	50%	75%	Grand Total Expenses including debt service but excluding transfers between funds and capital projects.
Water Operations	75%	100%	Total operating expenses excluding debt service and pass-through revenues.
Sewer Operations	75%	100%	Total operating expenses excluding debt service and pass-through revenues.
Storm Operations	75%	100%	Total operating expenses excluding debt service and pass-through revenues.
Water Capital Improvement	Not applicable	Not applicable	Note: In the event of a catastrophe or lost revenues new CIP would be limited.
Sewer Capital Improvement	Not applicable	Not applicable	Note: In the event of a catastrophe or lost revenues new CIP would be limited.

Storm Capital Improvement	Not applicable	Not applicable	Note: In the event of a catastrophe or lost revenues new CIP would be limited.
Open Space Debt	\$542,393 - equal to annual maximum debt service (2009)		
SMID Debt	\$500,000 – consist with bond covenants		
SURA Debt	None – consist with bond covenants		
SMD1 Debt	\$2,524,750 – equal to annual maximum debt service (2027)		
SMD2 Debt	None - consist with bond covenants		
SMD3 Debt	None - consist with bond covenants		

Independent Audit Policy. The Town performs an annual audit of accounting systems, financial records, and transactions of all administrative departments of the Town by independent certified public accountants selected by the Town Board.

Internal Control Policy. Internal accounting controls are designed to foster reasonable assurance regarding: (a) the safeguarding of assets against loss from unauthorized use or dispositions; and (b) maintaining the reliability of financial records for preparing financial statements and maintaining accountability for assets.

The concept of reasonable assurance is based on two principles:

- The cost of a control should not exceed projected benefits to be received; and
- The evaluation of costs and benefits requires estimates and judgments by management.

Purchasing Policy. The Town uses this policy to provide guidance in an effort to set forth a standard of integrity when purchasing goods and services, provide for the most efficient use of taxpayer’s dollars, provide for timely purchases, and follow good business practices. In selecting product and service providers, the Town considers and weighs all of the following criteria: (1) Pricing, (2) Competition, (3) Quality, and (4) Environmentally preferable purchasing.

Revenue Policy. It is the Town’s intent to have a diverse source of on-going revenues to pay for on-going expenses. These revenues include primarily sales/use taxes, properties taxes, interest income and rates/fees/charges. One-time revenues (building use tax, utility system development fee revenues) are intended to fund one-time expenses, and not on-going operations.

GOVERNMENTAL FUNDS

General Fund. This fund accounts for the general obligations of the Town which are not required to be accounted for in another fund. The General Fund accounts for the majority of Town services. Sales tax, use tax, property tax, user fees, fines, permit fees, license fees, intergovernmental revenue and administrative charges are the sources of General Fund revenue. This is a major fund.

Special Revenue Funds. These funds account for the proceeds of specific revenue sources legally restricted to expenses for specified purposes. Special Revenue Funds are established by federal or state law or by municipal ordinance or resolution. These funds include:

Conservation Trust Fund – Accounts for the proceeds the Town receives from the Colorado State Lottery.

Open Space Fund – Accounts for the proceeds from the Town’s 0.3% sales/use tax devoted to open space. This is a major fund.

Open Space Debt Service Fund – Accounts for the bonds from the Town in order to preserve open space and natural areas.

Landscape Fee Fund – Accounts for the proceeds from a monthly special assessment on property within SMD No. 2 & 3 for enhanced landscape maintenance within these areas.

Trash and Recycling Fund – Accounts for the proceeds from a monthly fee on residential property within Original Town, Sagamore, Ridge and Calmante for contracted trash and recycling within these areas.

Capital Improvement Funds. These funds account for financial resources to be used for the acquisition and construction of major capital facilities (other than those financed by Proprietary Funds).

Capital Improvement Fund - Accounts for the proceeds from the Town’s 0.3% sales/use tax and other revenues devoted to capital projects.

OTHER DISTRICTS AND AUTHORITIES

These account for operations that: (a) are financed and operated in a manner similar to private business enterprises where the intent of the governing body is that the costs of providing goods and services to the public on a continuing basis be financed or recovered primarily through user charges; or (b) the governing body had decided that periodic determination of revenues earned, expenses incurred, or net income is appropriate for capital maintenance, management control, accountability, or other purposes. These funds include:

Superior Metropolitan District No. 1. This District provides water, waste water and storm water service to residents within the Town of Superior.

Water Fund – Operating and Capital accounts associated with the administration, supply, treatment, storage, distribution and capital acquisitions/improvements for the water operation. This is a major fund.

Waste Water Fund – Operating and Capital accounts associated with the administration, collection, treatment and capital acquisitions/improvements for the waste water operation.

Storm Water Fund – Operating and Capital accounts associated with the administration, maintenance and capital acquisitions/improvements for the storm water operation.

Superior Urban Renewal Authority. This authority facilitates the development of an eighty-acre retail center.

Revenue Fund – This fund accounts for all non-dedicated sales tax revenue from SURA. This is a major fund.

Debt Service Fund – This fund accounts for the debt payment of SURA

Superior / McCaslin Interchange Metropolitan District. This district accounts for the improvements to the McCaslin Boulevard/U.S. 36 interchange. The District consists of most of the commercial retail and office property south of the interchange.

Superior Metropolitan Districts No. 2 and 3 Debt Service Fund. These funds account for the Districts debt outstanding that was issued for initial streets, parks and recreation capital construction.

DEPARTMENT/FUND/FUNCTION RELATIONSHIP

This table summarizes the relationship between Town departments and funds. In addition, the accounting functions used to summarize the operating expenses for each department are listed:

Department	Function	General Fund	Enterprise Fund
Legislative	General Government	X	
Judicial	General Government	X	
Clerk	General Government	X	
Administrative	General Government	X	
Finance	General Government	X	
Legal	General Government	X	
Public Safety	Public Safety	X	
Building Inspections	Building Inspections	X	
Parks, Recreation and Open Space	Parks, Recreation and Open Space	X	
Public Works and Utilities	Public Works	X	
Non-Departmental	General Government	X	
Library	General Government	X	
Water Administration	Water		X
Water Supply	Water		X
Water Treatment	Water		X
Water Storage and Distribution	Water		X
Water Non-Departmental	Water		X
Waste Water Administration	Waste Water		X
Waste Water Collection	Waste Water		X
Waste Water Treatment Plant	Waste Water		X
Waste Water Non-Departmental	Waste Water		X
Storm Water Administration	Storm Water		X
Storm Water Storm Drainage	Storm Water		X
Storm Water Non-Departmental	Storm Water		X

Budget Process

The Town of Superior's budget process is continual, involving citizens, constituent groups, advisory committees/commissions, the Board of Trustees and staff. The formal timeline for development of a budget generally begins in May and is completed in November with the adoption of next year's budget. A general budget calendar is noted below.

2013 BUDGET GENERAL CALENDAR

<i>May, 2012</i>	Goal setting session with Town Board to identify budget priorities. Update 2013 budget information and template. Departments receive budget templates to develop 2013 operating and capital budgets.
<i>End June</i>	Staff goal setting to incorporate Town Board priorities into 2013 budget. Departments return completed templates.
<i>End July</i>	Completion of 2013 revenue estimates by budget team. Preliminary 2013 operating and 2013 – 2017 capital budgets submitted. Staffing plan updated. Hold individual Department Head meetings. Finalize 2013 operating budget and 2013 – 2017 capital plan with all management staff. Send budget to Board of Trustees for review.
<i>August</i>	Budget review work sessions with the Finance Committee/Board of Trustees.
<i>August 25</i>	County Assessor provides preliminary certification for the total new assessed and actual values for taxable real property.
<i>September</i>	Continue budget review work sessions with Board of Trustees. Service descriptions, goals and performance measurements completed by all department heads.
<i>September 24</i>	Formal budget presentation to the Board, including preliminary Ordinance for approval of 2013 budget.
<i>October 15</i>	Statutory deadline for presentation of preliminary budgets to Town & District Boards and publication of “Notice of Budget.” C.R.S. 29-1-106(1)
<i>October 22</i>	Public hearing on 2013 Town & District Budgets and second reading of budget adoption and appropriation ordinances and resolutions.
<i>December 1</i>	County Assessor provides final certification for the total new assessed and actual values for taxable real property.
<i>December 15</i>	Statutory deadline for Town & District Boards to adopt 2013 Budgets and certify mill levy to County Commissioners.
<i>January, 2013</i>	Final budget available on Town’s web page. Submission of budget document to GFOA for distinguished budget award. Submission of official budget to the State of Colorado Department of Local Affairs.

TABOR

The Taxpayer's Bill of Rights (TABOR) was adopted by Colorado voters in 1992 and enacted in 1993. This amendment acts as a revenue limitation measure on Colorado governments by requiring voter approval in advance for "any new tax, tax rate increase, mill levy above that of the previous year...or extension of an expiring tax, or a tax policy change directly causing a net tax revenue gain to any district." Superior voters specifically exempted much of the Town's revenue from TABOR's limitation provisions during the 2000 general election. The passage of Ballot Issue 2A authorized the Town "to retain, and spend any and all amounts annually from any revenue sources other than ad valorem property taxes." TABOR continues to affect Superior in other ways:

Property Tax

TABOR limits the Town's property tax revenue growth to the annual percentage changes in the actual property valuations of the Town, the annual growth (new construction) of the Town, and inflation. The Town received voter approval in November, 2003 with the passage of Ballot Issue 2A to increase the mill levy by an additional 9.400 mills to a total mill levy authorization of 12.127 mills. Additionally with this 9.400 mill levy increase, voters agreed to exempt these revenues from any TABOR limitations. The 2013 property tax rate is 7.93 mills, which represents a temporary mill levy reduction of 4.197 mills (12.127 – 7.93).

Revenue

TABOR acts to limit total governmental revenue to the Town's rate of growth (measured in actual value of real property) plus inflation. Voters approved exempting Superior from this limitation.

Emergency Reserve

TABOR mandates Colorado governments maintain an emergency reserve of 3% and strongly restricts the use of this fund. Therefore, the Town maintains a higher emergency reserve that may be utilized in any appropriate situation. The additional emergency reserve of the Town does not preclude it from also designating a TABOR emergency reserve.

Debt Issuance

TABOR requires that the issuance of Governmental debt or multi-fiscal year obligations are voter approved.