

# CITY OF SALEM

MASSACHUSETTS

## COMPREHENSIVE ANNUAL FINANCIAL REPORT



**For the Fiscal Year Ended June 30, 2020**

Kimberley L. Driscoll, Mayor  
Laurie Giardella, Finance Director

Prepared by the City of Salem Finance Department



**Ships Visiting Salem Harbor**  
Photos courtesy of Salem Harbormaster



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JUNE 30, 2020

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# Introductory Section



## Salem Willows Park

The Salem Willows offers beautiful shaded seaside grounds, scenic ocean views, public pier, and band stand for concerts, picnic areas, beaches, children's rides, activities and many eateries. One of Salem's treasures, this park has a fascinating history.

Salem Willows is renowned for the European white willow trees planted here in

1801 to form a shaded walk for patients convalescing at the old smallpox hospital. Later the area became a park. During the first half of the 20th century, Restaurant Row on the park's north shore served fresh seafood favored by locals and visitors alike. A carousel with carved flying horses was another special attraction at Salem Willows, which then, as now, operated as an entertainment center. Visitors still flock here during the summer to enjoy the sunshine, the arcade and the park's ample picnic grounds and recreational facilities.



## Salem Art Scenes



# ***Introductory Section***

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# City of Salem, Massachusetts

Finance Department  
93 Washington Street  
Salem, MA 01970  
Ph. 978.745.9595 Ext 5625  
Fax 978.741.3348

February 18, 2021

## Letter of Transmittal

**Laurie A. Giardella, Finance Director**

To the Honorable Mayor, Members of the City Council and Citizens of the City of Salem, Massachusetts:

At the close of each fiscal year, state law requires the City of Salem to publish a complete set of financial statements in conformity with accounting principles generally accepted in the United States of America (GAAP) that are audited in accordance with generally accepted auditing standards by a firm of licensed certified public accountants. Pursuant to that requirement, we hereby issue the Comprehensive Annual Financial Report (CAFR) of the City of Salem, Massachusetts, for the fiscal year ending June 30, 2020, for your review.

This report consists of management's representations concerning the finances of the City. Consequently, management assumes full responsibility for the completeness and reliability of all of the information presented in this report. To provide a reasonable basis for making these representations, management of the City has established a comprehensive internal control framework that is designed both to protect the government's assets from loss, theft, or misuse and to compile sufficient reliable information for the preparation of the City's financial statements in conformity with GAAP. Because the cost of internal controls should not outweigh their benefits, the City's comprehensive framework of internal controls has been designed to provide reasonable rather than absolute assurance that the financial statements for the fiscal year ended June 30, 2020, are fairly presented in conformity with GAAP.

The City of Salem's financial statements have been audited by Powers & Sullivan, LLC, a firm of licensed certified public accountants. The goal of the independent audit was to provide reasonable assurance that the financial statements of the City for the fiscal year ended June 30, 2020, are free of material misstatement. The independent audit involved examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements; assessing the accounting principles used and significant estimates made by management; and evaluating the overall financial statement presentation. The independent auditor concluded, based upon the audit, that there was a reasonable basis for rendering an unmodified opinion that the City's financial statements for the fiscal year ended June 30, 2020, are fairly presented in conformity with GAAP. The independent auditor's report is presented as the first component of the financial section of this report.

The independent audit of the financial statements of the City was part of a broader, federally mandated "Single Audit" designed to meet the special needs of federal grantor agencies. The standards governing Single Audit engagements require the independent auditor to report not only on the fair presentation of the financial statements, but also on the audited government's internal controls and compliance with legal requirements, with special emphasis on internal controls and legal requirements involving the administration of federal awards. These reports are available in the City of Salem's separately issued Single Audit Report.

GAAP requires that management provide a narrative introduction, overview, and analysis to accompany the basic financial statements in the form of Management's Discussion and Analysis (MD&A). This letter of transmittal is designed to complement that analysis and should be read in conjunction with it. The City's MD&A can be found immediately following the report of the independent auditors.

## **Profile of the City**

The City of Salem, which was incorporated as a town in 1630, and became a city on March 23, 1836, is situated on the Massachusetts coast, 16 miles northeast of Boston. The City has a population of 43,180 and occupies a land area of approximately 8 square miles. The second city in the Commonwealth to be incorporated, it is the Shire City of Essex County. Salem has operated under the Plan B form of government, with a mayor and an eleven-person City Council, seven elected from wards, and four at-large, since 1915.

The Mayor is elected for four years in November of unevenly-numbered years. The Mayor is the administrative head of the City and chairman ex-officio of the School Committee, the Board of Library Trustees, and the Board of Trust Fund Commissioners. The Mayor acts with the City Council and School Committee to carry out City business. The Mayor appoints her office staff, the City Solicitor, and the Assistant City Solicitor without City Council confirmation. The appointments of most City department heads, and members of the various boards and commissions, however, require City Council confirmation. The Mayor has the right to veto any order, resolution, or ordinance passed by the Council. However, a veto may be overturned by a two-thirds vote of all councilors. After reviewing and revising estimates prepared by department heads, the Mayor submits the budget to the City Council for final action. The Mayor approves all municipal payrolls, vouchers, contracts and instruments; and recommends bond issues, legislations and orders to the City Council; and represents the City with other levels of government. As the general administrator of all City departments, the Mayor is consulted by department heads pertaining to the City's welfare.

The City Council is primarily the legislative branch of the City government. As the legislative body, the Council confirms appointments made by the Mayor and appropriates all monies necessary to City operation. It can approve, disapprove, or reduce the amount of appropriations, but not add to the appropriation. The Council receives orders of recommendation by the Mayor and petitions from the public, and acts on them after committee study. The City Council also has the power to enact the Ordinances and other regulations. A majority of the City Council constitutes a quorum, and the affirmative vote of a majority of all the members of the Council is necessary for the adoption of any motion, resolution, or ordinance. In some instances, adoption by a two-thirds vote of the members is required by statute.

The City provides general governmental services for the territory within its boundaries, including police and fire protection, disposal of garbage and rubbish (for residential properties); public education, including vocational-technical education at the high school level; street maintenance; certain water services, through the Salem and Beverly Water Supply Board; certain sewerage disposal services, through the South Essex Sewerage District; and parks and recreational facilities. Approximately 95% of the City is connected to the sewerage system; the entire area of the City is served by the municipal water system. Both the Salem and Beverly Water Supply Board and the South Essex Sewerage District (SESD) qualify as joint ventures. Accordingly, the City's equity interest in SESD has been included in the City's basic financial statements. The Salem Housing Authority owns and manages 715 units of low-income public housing throughout the City of Salem. There are 495 units of elderly/handicapped housing and 220 units of family housing. Additionally, the Salem Housing Authority currently administers approximately 1,130 housing vouchers through the Section 8 Housing Choice program and 17 housing vouchers for the Department of Mental Health through the Department of Housing and Community Development. The Salem Housing Authority does not meet the criteria to be considered a component unit of the City. The principal highways serving the City are state Routes 1A, 107, and 114, all of which provide immediate access to Routes 1 and 128 and other major highways serving the greater Boston area. The City is a member municipality of the Massachusetts Bay Commuter Railroad, which provides passenger and freight service.

Within 170 days after the annual organization of the City government (which is ordinarily in early January), the Mayor is required to submit a budget of proposed expenditures for the fiscal year beginning on the next July 1. The City Council may make appropriations for the recommended purposes and may reduce or reject any item. Without recommendation of the Mayor, the City Council may not increase any item or make an appropriation for a purpose not included in the proposed budget (except by a two-thirds vote in case of the failure of the Mayor to recommend an appropriation for such a purpose within 7 days after a request from the City Council, pursuant to state statute). If the Council fails to act on any item of the proposed budget within 45 days, that item takes effect. The City's legal level of spending is by each department's object: personnel, non-personnel and capital. The amount raised on the tax recapitulation sheet approved by the Department of Revenue for fiscal year 2020, totaled approximately \$174 million, which includes Real & Personal Property tax revenue, State Revenues, MSBA Revenue, local revenues, transfers in of approximately \$1.24 million from Receipts Reserved Harbormaster, Witch House and Golf Course (to reduce tax rate), other receipts reserved transfers, overlay surplus, and approximately \$1.43 million of indirect costs from the Water & Sewer Enterprise funds. These revenues cover general fund budgeted expenses and deficits raised including snow and ice, school lunch, health insurance trust, to fund the Retirement Anticipation Fund and Capital Improvement Projects Fund, including Enterprise fund expenses.

The City includes the Salem Contributory Retirement System (System) in its financial reporting since the City represents approximately 84% of the members of the System. The System was established to provide retirement benefits to its members, including employees and beneficiaries of the City of Salem, the Salem-Beverly Water Supply Board, the Salem Housing Authority, the South Essex Sewerage District, and the Essex Technical High School. Per the Pension Reserves Investment Management Board June 2020, report, the market value of the System's assets totaled \$187.1 million with 99% of the funds invested in the State's Pension Reserve Investment Trust's (PRIT) Fund.

### **Factors Affecting Economic Condition**

The City of Salem is a historic waterfront community that has a rich cultural heritage, known worldwide for its architecture, maritime history, literary prominence, and witchcraft hysteria. For this reason, tourism is one of the City's major industries, accommodating almost one million visitors each year.

Salem originated as one of the earliest landing sites of the English colonists and went on to rise as the first major port in the United States, opening up the East Indian trade. In its heyday, Salem was known as a thriving hub of American commerce and was the home of Nathaniel Hawthorne. Salem is well known for the infamous Salem Witchcraft Trials of 1692, when nineteen people were convicted for the crime of witchcraft and were put to their deaths.

The City's golden years have left her modern inhabitants with architectural treasures, fine museums, and a sparkling literary heritage. Equally important, the development of Salem has produced a rich ethnic history, to which people of all races, creeds, colors and origins have contributed over the generations. Long a trading, manufacturing and retail center, Salem has been making a slow, and sometimes painful, transition to a service-based economy. The City today serves as the home of Salem State University, the North Shore Medical Center, the Essex County District Superior and Probate Courts, and Registry of Deeds, the world-famous Peabody Essex Museum, and a host of banks and other financial institutions. It is the educational, medical, legal, cultural and banking hub of the North Shore. Salem also boasts an impressive collection of historically significant residential structures that are always in high demand. The uniqueness of these historic homes, coupled with a growing downtown condominium market, has helped boost home sales prices in Salem.

## **Private and Public Development - Today**

The City has numerous facilities of continuing cultural and/or historical significance. These facilities contribute to making Salem a unique place that appeals to residents and attracts visitors. The visitor-based economy is important in Salem and contributes jobs and tax revenue for the City of Salem.

Peabody-Essex Museum: In 2003, the Peabody Essex Museum (“PEM”) undertook the largest museum addition in America. The \$125 million expansion allows them to showcase their extensive collection of Oceanic and Asiatic art for the first time. The PEM houses a broad spectrum of artifacts representing centuries of Essex County life and industry, as well as treasures from across the world brought to the region by early navigators. The PEM consists of a downtown campus, four National Historic landmarks and several properties on the National Register of Historic Places, as well as the Yin Yu Tang, the only complete Qing Dynasty house outside China. The PEM enjoys an attendance of approximately 250,000 visitors per year. See the section on Economic Development for overview of PEM’s expansion project.

The Salem Maritime National Historic Site and Derby Wharf Lighthouse: This 9.2-acre site, operated by the National Park Service, (“NPS”) is comprised of several buildings, including the original Customs House, as well as several wharves and homes. The NPS has restored the wharves and buildings. The Friendship, a full-size replica of one of Salem’s historic trading ships is berthed at the site. This \$6 million project was 75 percent federally funded and has become a major cultural attraction and educational tool. The National Park Service has recently relocated the historic Pedrick’s Warehouse from Marblehead to Derby Wharf and installed a pile supported dock adjacent to the building in order to facilitate interpretive display of historic maritime functions.

The House of the Seven Gables: The House of the Seven Gables was made famous by Nathaniel Hawthorne’s novel of the same name. The site is a complex of the actual house occupied by Hawthorne and several adjacent historic structures. The House of Seven Gables received the prestigious designation of “Museum” status in 2008 and has been designated a National Historic Landmark District.

Salem Witch Museum: The Salem Witch Museum commemorates the famous witch trials that occurred in 1692 through an audio-visual presentation. Life-size stage settings, lighting and historically accurate narration recreate the afflicted girls, the trials and the executions of the Salem Witch Trials.

The Witch House: The Witch House was the home of one of the famous Witch Trial judges, Jonathan Corwin. The Witch House is operated by the City of Salem and is an excellent example of 17<sup>th</sup> century architecture. The site recently received interior and exterior improvements for handicapped accessibility and historic preservation.

Witch Dungeon Museum: The Witch Dungeon Museum provides a live re-enactment of the Witch Trials for visitors to the City. The presentation is adapted from the 1692 transcripts and re-enacted by professional actors.

The First Church: The First Church, located on Essex Street, was founded in 1629 and is one of the oldest, continuing Protestant congregations in North America and the first to be governed by congregational polity, a central feature of Unitarian Universalism.

Chestnut Street: Chestnut Street is a National Historic Landmark consisting of a group of homes of notable architectural significance. The homes are primarily old mansions built by Salem’s successful sea captains during the early 19th century.

Pickering House: The Pickering House is the oldest house in America to be continuously occupied by the same family.



Pioneer Village: Pioneer Village, situated in Forest River Park, is a living-history Museum that depicts life in Salem in 1630. Guides in historical costumes show visitors how early Puritans lived. The site contains a thatched cottage, historic gardens, wigwams, and animals.

The Old Burying Point: Located on Charter Street, this is the oldest burying ground in Salem. The site contains the graves of a Mayflower passenger and witchcraft trial judge John Hawthorne, which is adjacent to the Salem Witch Trial Memorial. In 2016, the City completed the restoration of several headstones and tombstones and developed a landscape plan for the site's restoration.

Winter Island Park: Operated by the City of Salem, Winter Island is a former U. S. Coast Guard Air and Sea Rescue Station located on Salem Harbor. The site is a seasonal recreation site with RV and tent spaces. The site also has a beach, boat launch, wind surfing, scuba diving, picnic areas and a snack bar. Historic Fort Pickering and Fort Pickering Light are located within the site. Winter Island is now the home of "Sail Salem", a community sailing program that provides free sailing lessons to Salem children.

Salem Wax Museum of Witches and Seafarers: The Wax Museum, opened in July of 1993, features a multi-media presentation and realistic wax figures depicting pirate and witch stories of Salem's past. The Wax Museum also offers hands-on children's activities.

Salem Witch Trials Memorial: The Salem Witch Trials Memorial was dedicated on August 5, 1992, to commemorate the 300th anniversary of the now famous Salem Witch Trials of 1692. The memorial is located adjacent to the Charter Street Burial Ground. The 20-year old Memorial has now been restored with a rededication ceremony on September 9, 2012.

Heritage Trail: The many cultural and historic facilities in Salem are connected by the Heritage Trail. Known locally as the "Red Line", it leads to world-renowned museums and historic homes, as well as to restaurants offering simple fare to gourmet meals, full-service hotels, inns and bed and breakfasts.

Salem Common: Salem Common has been public land since Salem's early days. Its eight acres were originally a swampy area, with several ponds and small hills. Salem's military heritage begins in 1636, when the first muster occurred on Salem Common. Today, the National Guard traces its roots to that first muster. Needing a place for regular military drills, it was voted in 1714 by the commoners to be "forever kept as a training field for the use of Salem". In 2016, the City completed Phase III of the historic fence's restoration and the next phases are to continue through 2026.

Baker's Island Lighthouse: The tower is located on the north end of the island. The lighthouse was automated in 1972. The island is closed to the general public and is best seen by boat.

Fort Lee: This American Revolution fort was built in 1776 and was added to the National Register of Historic Places in 1994.

The Phillips House: The Phillips House is the only home on historic Chestnut Street open to the public, and it provides a glimpse into the private world of the Phillips family during the early decades of the twentieth century.

Ye Olde Pepper Candy Companie: This is America's Oldest Candy Company, dating back to 1806, when an English woman, Mrs. Spencer, was shipwrecked and landed in Salem. Mrs. Spencer was assisted financially by residents, and what resulted was the first candy made and sold commercially in America and carried around the world by sea captains and their crew.

The tourist attractions described above are included to illustrate the continuously growing tourist economy. These attractions provide jobs and tax revenue for the City of Salem.

## Public and Non-Profit Development Projects

Salem has experienced hundreds of millions of dollars in new development since 2003. This includes:

- **St. Joseph's Church Redevelopment:** Located on the site of the former St. Joseph's Church that was closed in 2004, this affordable housing development is a key revitalization project for the Point Neighborhood and will provide much-needed housing for the City. Phase 1 of the project is complete and includes a new building with 51 affordable housing units, commercial space, and a community room. Phase 2 will bring an additional 37 units; construction began in 2020.
- **North Shore Medical Center (NSMC):** In 2019, completed redevelopment of a portion of their existing hospital campus in order to better serve the surrounding community by consolidating existing uses, improving access and circulation around the hospital, and constructing a new state-of-the-art emergency services department. The Project consisted of 119,735 square feet of new building space, 119,735 square feet of interior renovations, parking and driveway reconfigurations, landscape and hardscape improvements, and utility infrastructure modifications to support this use.
- **Salem State University:** Changes to the physical campus since 2007 are profound. Nearly 760,000 square feet of new construction and renovations have been completed or are underway, bringing state-of-the-art academic and student life spaces to campus. Through the support of the Commonwealth of Massachusetts and generous donors, combined with resources of the university's operating budget, over \$250 million has been invested in campus improvements. Highlights of these changes include the Frederick E. Berry Library and Learning Commons, the Sophia Gordon Center for Creative and Performing Arts, the Harold E. and Marilyn J. Gassett Fitness Center, athletic fields and courts, and two residence halls that provide accommodations for nearly 900 students. Efforts are currently underway to secure the Commonwealth's support for a new science facility to meet the strong demand for science, health care, and technology programming.

## Current Projects – Downtown Redevelopment

A number of vacant and underutilized properties have been redeveloped into mixed-use residential/commercial buildings. The downtown alone has seen over \$125 million in private investment from projects such as the Laundry Building, the Distillery, old Police Station redevelopment, Bluestone Alley, 10 Federal Street, the Salem News Building, Latitudes in the old Tompkins Furniture Building, the old Salem Jail, Commonwealth Diagnostics, Hotel Salem, Hampton Inn mixed use project, and Brix (the District Court redevelopment). New projects continue to be proposed and permitted, as described below.

Superior Court and County Commissioners Buildings: The Governor signed legislation in January 2017, to transfer ownership of these two iconic properties to the Salem Redevelopment Authority (SRA). DCAMM completed a warm mothballing project in early 2019, to maintain the properties while the SRA works to identify a redevelopment project. The SRA issued a Request for Qualifications in April 2019 and issued a Request for Proposals from the four qualified teams in 2020.

Washington and Dodge Street Redevelopment: This 146,000-square foot, \$50 million project includes a mixed-use development with 56 residential units, hotel with 113 rooms, 12,000 square feet of commercial space, 212 parking spaces, associated landscaping, and pedestrian and transportation improvements. Groundbreaking occurred in October 2018. When completed in 2020, this project will dramatically increase the footprint of Salem's downtown. The City was awarded a state grant in the amount of \$3.36 million for infrastructure improvements to support this proposed project.

District Court Redevelopment: The District Court building was transferred to the Salem Redevelopment Authority (SRA) in accordance with legislation passed by the Legislature for the purpose of redevelopment. The SRA solicited development proposals through an RFP process in 2015, and selected Diamond Sinacori as the

designated developer. The project is projected to cost approximately \$26 million and began construction in 2019. It is anticipated to be completed in 2021.

Peabody Essex Museum (PEM): The PEM completed a 40,000-gross square feet expansion in 2019. It includes three floors of state-of-the-art galleries, a secondary entrance to the museum and a full basement for mechanical and electrical equipment. The project cost approximately \$49 million.

Old Salem Jail Complex Redevelopment: The first phase was completed in 2010, which includes 23 housing units, a restaurant, and a jail exhibit. Phase 2 includes an additional 13 housing units in a new building for a total project cost of approximately \$11 million. Phase 2 was completed in summer of 2018.

Commonwealth Diagnostics International (CDI): In 2016, CDI established its headquarters at 39 Norman Street after making an approximately \$5.1 million investment in the purchase and renovation of the building. The business is expected to add potentially up to 100 new full-time equivalent jobs by 2021.

MBTA Station Improvements and New Garage: The new MBTA garage opened October 2014. The \$37 million MBTA commuter rail station and parking garage provides an enhanced station and approximately 700 parking spaces for commuters, residents, and visitors.

### **North River Canal Corridor Redevelopment**

A second area undergoing transformation is the North River Canal Corridor, known as Blubber Hollow, adjacent to downtown. Formerly the region's whaling and then tannery center, the neighborhood has more than \$70 million in pending development. Guided by a community-based plan, the City changed the zoning to encourage development. The pending private investments will transform the largely vacant and contaminated sites into a vibrant mix of residences, offices, and retail uses. Specific projects are:

Riverview Place: Located on the former Salem Suede site, Riverview Place consists of the demolition of the old tannery and construction of 130 residential rental units and 5,540 square feet of commercial space. Construction began in 2019 and is expected to be completed in 2021.

River Rock: In September 2016, the Planning Board approved a mixed-use development containing 50 housing units and retail space. Located on the former Flynn Tan property, the 1.98 acre site contained vacant industrial buildings and land along Boston Street, a major entrance corridor into Salem and within the new North River Canal Corridor Neighborhood Mixed Use District. The project was completed in 2020.

9 South Mason Street: The project involves redevelopment of industrial and residential land located between Mason Street and Commercial Street in the North River Canal Corridor district. The plans total 4 buildings and 29 dwelling units, including the rehabilitation and expansion of an existing two-story concrete industrial building; expansion of a three-story residential building; and construction of two new townhouse style buildings. The project was permitted in 2016 and expected to be completed in 2021.

Grove Street Apartments (formerly known as Legacy Apartments): This project consists of 129 residential apartments. It was approved by the Planning Board in 2012 and amended in 2015 to meet MEPA requirements. In July 2015, the project received a MEPA certificate and Superseding Order of Condition. Environmental remediation and demolition of some on-site structures was completed. Construction is anticipated to begin in 2021.

### **Waterfront Development**

Key changes also are rapidly occurring along Salem's shoreline, creating rare waterfront development opportunities.

Salem Harbor Power Station/Footprint Power: Construction of the new natural gas facility is completed. The new state-of-the-art, 630-megawatt gas-fired plant began operating in June 2018. Site work was substantially completed in 2020. The new plant was developed on one-third of the site, opening up the remaining two-thirds of the 63-acre waterfront property to re-development opportunities.

Port of Salem Expansion (Salem Wharf): This \$20 million project resulted in the construction of a multi-purpose commercial wharf facility with supporting utilities and amenities for cruise ships, commercial fishing, transient, and charter vessels. A terminal building, harbor walk, dredging, and landside improvements are part of the project. During the project's first phase undertaken in 2011, the City completed utility installation, seawall construction, base paving and installation of an interim ferry terminal. In 2012 and 2013 a combination of state and federal Ferry Boat Discretionary (FBD) Funds enabled the City to construct the second phase of the project, which consisted of the first 260 feet of pier, wave fence and a portion of the seawall, install a gangway and ramp system, install utilities and begin dredging. The City has completed Phase 3 which includes final paving, landscaping, lighting and construction of the harbor walk. In addition, the City has made improvements to the adjoining deep-water dock owned by Footprint Power and constructed a connecting walkway between Footprint's dock and the City's Blaney Street pier. Since construction of the cruise port, Salem has received visits from a number of cruise ships. Now that construction of the powerplant is complete, the Port of Salem may host a full schedule of ship visits. In 2017, the City completed dredging and construction of an 11-slip Commercial Marina at Blaney St. The Marina is home to seven marine businesses. It implements an important recommendation and goal of the City's Municipal Harbor Plan by creating a multi-use commercial wharf facility with deep water access for ocean-going vessels. As a result of its construction, the Port of Salem is now a full service commercial and industrial port.

South River Dredge: The maintenance dredging for the South River Channel was last performed by the US Army Corps of Engineers (USACE) in 1967. In February 2008, the USACE dredged the Federal Navigation Channel into Salem Harbor, the Federal Anchorage Basin off Derby Wharf, and the approach to the South River Channel but stopped short of the South River Channel because contaminated sediment that exceed the state levels for open ocean disposal were encountered. Since then, the City obtained \$155,000 from the Governor's Seaport Advisory Council for sediment testing, bathometric survey work, cost analysis for dredge disposal options, and preliminary design and engineering of the dredge footprint for the South River Channel and the South River Basin (area west of the Congress Street Bridge). In 2012, the City received an additional \$275,000 from the Seaport Council to finish the design, engineering and permitting stage of the dredge project. The City's consultant, Apex, has prepared a Draft Environmental Impact Report and Notice of Intent. Upon the Army Corps of Engineers' final determination of the suitability of the CAD cell material for offshore disposal, the City will submit both documents to the appropriate regulatory agencies and work to identify funding sources. Once completed, the dredging will provide direct access to downtown Salem for deeper drafting vessels, transient boats, and dingy boats, which will encourage increased boating activity and support economic development.

Salem Ferry: The Salem to Boston Ferry is an alternative transportation option connecting two great cities. Named the Nathaniel Bowditch after the founder of modern maritime navigation and Salem's native son, the ferry is a high-speed catamaran that carries 149 passengers, is entirely ADA accessible and makes the trip from Salem to Boston – where it docks at Long Wharf – in less than 45 minutes. The City of Salem and the Massachusetts Bay Transportation Association (MBTA) have an agreement which allows commuters to purchase a pass that can be used both on the Ferry commuter runs and on the commuter train, strengthening the Ferry's viability as a transportation choice for daily commuters. Due to the success of the program, the City of Salem has obtained \$3.4 million in grant funding to add a second ferry which is expected to be operational by 2021. The City of Salem is one of only a few municipalities to own a ferry vessel, which it purchased with a grant from the Massachusetts Executive Office of Transportation.



## **Public Infrastructure Projects**

**Boston and Bridge Complete Streets Infrastructure Improvements:** The City received \$3.5 million in 2016 through the State MassWorks Infrastructure Grant Program funding, for “Complete Streets” streetscape improvements along Bridge Street, between Boston and Flint Street. An additional \$250,000 in grant funds were awarded to this project from MassWorks that was expended in 2017.

**Canal Street Improvements:** The improvements include reconstruction of the roadway pavement, curbing and sidewalks. Wheelchair ramps and appropriate pedestrian crossings will be added to improve pedestrian safety. Additional pedestrian improvement such as street trees and curb extensions were incorporated. Drainage and other utility improvement were made, the road crown was adjusted to provide a consistent cross slope, and repair of settled locations were repaired. The project was completed in 2018.

**1A Bridge Street Improvement Project:** The major reconstruction of 1A Bridge Street has been completed, including roadway reconstruction, new sidewalks and crosswalks, landscaping and period lights.

## **Residential Development**

**First and Traders Way:** In 2018, a 212-unit apartment complex with 7,000 square feet of commercial space was permitted. Construction began in 2019.

**North Shore Community Development Coalition (NSCDC) Properties:** The NSCDC has invested \$18.9 million in renovating 77 affordable housing units in Salem since 2016. In 2017, the CDC began the permitting process to develop two new affordable housing buildings with a total of 46 units at a project cost of \$19 million.

**Clark Avenue Cluster Subdivision:** The proposed plan for a 26-lot residential subdivision with approximately 1.95 acres of public open space is fully permitted and currently under construction. There is no scheduled date for completion.

**Osborne Hills Subdivision (Strongwater Crossing):** Currently under construction, Strongwater Crossing Subdivision is a cluster development project that includes the construction of 131 single-family homes on approximately 162 acres of land. Approximately 93 acres of the project will be permanently protected open space. The project represents one of the largest subdivisions built in Salem in recent history. Due to its size, this subdivision is being completed in phases. There is no scheduled date for completion.

**Witch Hill:** The construction of 23 single family homes along the extension of an existing roadway is underway. There is no scheduled date for completion.

**St. Joseph’s Church Redevelopment:** Located on the site of the former St. Joseph’s Church that was closed in 2004, this affordable housing development is a key revitalization project for the Point Neighborhood and will provide much-needed housing for the City. Phase 1 of the project is complete and includes a new building with 51 affordable housing units, commercial space, and a community room. Phase 2, which will bring an additional 37 units, was under construction in 2020.

## **Commercial Development**

Salem enjoys a mix of businesses and markets. Markets for Salem businesses include the local population, the large tourist trade of over 1 million visitors, Salem State University, the North Shore Medical Center, and the J. Michael Ruane Judicial Center. Salem State University with its 10,000 students and large employment base generated over \$104 million for the City of Salem in direct and indirect spending, which is derived directly from employee salaries and benefits, purchased goods and services, and student spending. The North Shore Medical

Center is expanding its facilities in Salem, and in 2017, the Family and Probate Court renovation project was completed marking the completion of the overall court complex on Federal Street.

Large commercial and industrial development, prominent in the Highland Avenue, Swampscott Road and Vinnin Square areas, is strong. Salem's industrial park on Technology Way houses large companies such as Salem Glass and Thermal Circuits. On Swampscott Road, a 170,000 square foot vacant building was converted to commercial condominiums and is now home to 9 businesses relocating or expanding in Salem. A number of significant national retailers such as Staples, WalMart, Home Depot, Target, Pep Boys and Petsmart are located in these areas. The City also is home to Shetland Park, a 900,000 square foot business park abutting downtown, which houses more than 70 businesses.

A&J King Expansion: In 2017, A&J King Artisan Bakers opted to expand its business operations in Salem by leasing approximately 7,400 square feet of space at 131-135 Boston Street. The new space provides more capacity for production and office activities, which will allow the company to acquire new commercial accounts and will allow them to convert the existing production area at their Central Street location in Downtown Salem to additional café space. As a result, A&J King plans to hire an additional 15 full-time employees and 16 part-time employees. A&J King's investment in the new space exceeds \$860,000 and the City invested in a five-year TIF in support of the project, valued at over \$84,000.

### **Other City Projects and Initiatives**

The City pursues additional opportunities to make physical improvements, increase efficiencies, and improve the community.

Housing Agenda: In the spring of 2018, the City was awarded a \$59,000 housing planning grant from MassHousing. The funds are being used to implement the vision of the City's recent Imagine Salem planning process by conducting a citywide public engagement campaign around affordable housing needs, and advancing a new inclusionary zoning ordinance. The funds are also supporting a planning process to develop a mixed-use zoning overlay for Bridge Street Neck.

Charter Street Cemetery: In 2017, the City received a \$125,000 Massachusetts Cultural Council Facilities Fund grant for the full restoration of Charter Street Cemetery. In addition, the project is funded by \$260,000 of CPA funds and \$218,000 Capital Improvement Project funds for a total of \$600,000. The restoration work was completed in 2019.

LED Streetlight Conversion: In 2016, the City completed the conversion of 3,000 overhead streetlights to LED fixtures. This project results in approximately \$194,000 annual cost savings and 1.2 million kilowatt hours in annual energy savings.

Working Cities Challenge: The City successfully implemented a \$100,000 grant from the Boston Federal Reserve Bank to improve the quality of life through economic development initiatives in the Point neighborhood. A second grant to further this initiative has been recently awarded.

EPA Brownfields grant: The City, with the City of Peabody, received a \$950,000 federal grant to be utilized for a revolving loan fund to clean up contaminated sites.

Universal Steel site: This brownfields site was taken by the City for tax title in 2012. Through a coordinated effort with EPA, DEP, and MassDevelopment, the site has been remediated and paved and was used for temporary parking during the construction of the MBTA garage. The City expects to solicit new proposals for redevelopment in order to put the site back on the tax rolls.

Public Art: Over the past five years, the City has been working to increase the amount and quality of public art. Partly in response to public demand, this initiative is being pursued to support the City's identity as an arts and cultural destination. The physical presence of public works of art further supports the City's efforts to leverage the arts for economic development purposes. A Master Plan for Public Art was completed in 2013; Council adopted an ordinance to establish a Public Art Commission in 2014 and the City's first full-time public Art Planner was hired in 2014 to spearhead new initiatives. The City currently manages a program to transform utility boxes into works of art. In May 2012, a mural by an internationally renowned artist was installed on the exterior of the downtown parking garage, and in November 2015 another renowned artist turned two crosswalks into works of art in the Point neighborhood which received an award from the Massachusetts Chapter of the American Planning Association. In addition to these activities, the City supports the annual Salem Arts Festival and hosts a Mural Slam. The festival draws thousands of participants into downtown in early June.

Salem Affordable Housing Trust Fund: The City adopted an ordinance to create a municipal housing trust fund in October 2006. Through negotiations with a developer, the Trust Fund received \$50,000 and additional funds are expected from negotiated contributions from other large development projects. The Trust held its first meeting in March 2007 and has developed a set of goals and strategies to increase affordable housing opportunities in Salem. In 2009, the Trust provided \$25,000 to HAWC toward construction of a shelter for abused parents and children. The remainder of the funds was provided to the St. Joseph's redevelopment project for assistance with designated units of affordable housing.

Destination Salem: Salem continues to market Salem as a premier, year-round travel destination. The City continues its funding commitment to destination Salem through its annual allocation of hotel/motel tax revenue.

## **Planning**

The City's investments are guided and informed by planning studies including the following:

Salem Housing Needs and Demand Analysis: Completed in July 2015 by the Metropolitan Area Planning Council, this analysis identifies the need for an additional 1,900 to 2,725 units of housing by 2030.

Vision and Action Plan for the Point Neighborhood in Salem 2013 – 2020: This Plan outlines a vision to improve the quality of life in the Point neighborhood and an action agenda that the City of Salem and community partners will work together to implement over a seven-year period from 2013 to 2020. This Plan is a product of a year-long grassroots, neighborhood-level visioning process.

Public Art Master Plan: In recognition of the value that public art can bring to the cultural aesthetic and economic vitality of the community, the City completed a master plan for public art in partnership with the Peabody Essex Museum and the Salem Partnership, funded through the National Endowment for the Arts.

Salem Downtown Renewal Plan: In January 2012 the Department of Housing and Community Development approved a major plan change to the City's urban renewal plans, creating a consolidated plan, the "Salem Downtown Renewal Plan", which updates goals and objective and design guidelines. This new plan will be in effect for thirty years.

## **Parks and Recreation**

Winter Island: Salem was awarded a Parks and Conservation Partnership grant in the amount of \$192,404 for a scenic multi-use trail on Winter Island bordering Cat Cove. Improvements include interpretive signage, native plantings, installation of site amenities and improvements to the boat launch parking area.

Bertram Field: A complete renovation of Bertram Field football stadium and track was completed, including a synthetic turf surface expansion of the track to regulation size and installation of a resilient surface. Cost of the project is \$1.9 million and was partially funded with a Massachusetts PARC grant in the amount \$400,000.

Salem Common Fence: The City was awarded a \$62,000 Massachusetts Historical Commission MPPF Grant in 2014 for the restoration of the Salem Common Fence, continuing the phasing of improvements to this historically significant fence at Salem Common. In addition, the project was awarded \$100,000 in local CPA funds, and an additional \$113,000 in City funding for a total project budget of \$275,000. Construction on this phase of the project was completed and additional funding secured from CPA to continue incremental improvements.

Fort Avenue/Szetela Lane Redevelopment: This City-owned site at the intersection of Fort Avenue and Szetela Lane consists of five parcels containing approximately 2.13 acres. A Phase II and Phase III environmental assessment were completed, and the City will be improving the site as a park.

Bicycling Accommodations: The City is proposing to undertake a demonstration project for protected bike lanes on Lafayette Street in accordance with Vision 2020. The City and the Salem Bike Path Committee continue to be committed to extending the Salem Bike Path to downtown Salem via an extension of the former Boston & Maine Railroad ROW at Canal Street, behind Gardner Mattress and all the businesses on Broadway Street, and a portion of the MBTA's active and abandoned railroad ROW. This extension has been engineered as part of the Canal Street Roadway reconstruction project and the City is seeking to secure full funding.

Open Space & Recreation Plan Update: The City has submitted an updated Open Space and Recreation Plan to the State for approval and was approved in 2015. The Plan established long-term goals for the preservation, continued protection and maintenance of open space and recreational areas in the City. Completion of the Plan makes the City eligible to apply for grants through the State PARC program. The City has been successful in the past and has received grants for Peabody Street Park, Furlong Park, Bertram Field, Lead Mills acquisition of open space, and Splaine Park.

### **Community Preservation Projects**

The Community Preservation Act (CPA) was adopted by Salem voters in November 2012. It established a local dedicated fund for the purpose of undertaking open space, historic preservation, outdoor recreation and community housing projects. It is financed by a voter-approved property tax surcharge along with annual matching funds from the statewide CPA Trust Fund. It has funded over \$3.5 million in community projects since 2014 throughout Salem including park and community garden improvements, historical building and statue restorations, conservation trails, and many more important community projects.

### Workforce Statistics

According to the Massachusetts Executive Office of Labor and workforce Development, in August of 2020, the City had a labor force of 23,990, of whom, 20,990 were employed and 3,000, or 12.5%, were unemployed. The Commonwealth, at the same time, had an unemployment rate of 11.2%. The higher unemployment rate is a result of the COVID-19 pandemic.

### Financial Planning and Forecasting

In fiscal year 2009, the City modified its budget format to improve upon its content and layout. The goal was to have a comprehensive budget that would allow an average person to read and comprehend the budget and budget process of the City. It also was modeled after several budgets that were submitted and approved for the Government Financial Officer's Association (GFOA) "Distinguished Budget Presentation Award". The new model included more narrative, including goals and objectives of each department, financial forecasts, policies and glossary of financial terms. It required a significant amount of work for all department heads and especially the



finance division, who had to ensure all the materials were pulled together timely for submission to both the City Council and the GFOA. As a result of our efforts, the City has been awarded the GFOA's "Distinguished Budget Presentation Award" for fiscal years since 2009.

Included in the budget was the City's Five-Year Financial Forecast. This is the twelfth year that such a forecast has been completed. This forecast acts as a useful tool to the Mayor and Council to better identify "budget busters" on the expenditure side and to also determine whether forecasted revenue growth is adequate for future expenses. Also included in the budget was the City's Five-Year Capital Improvement Plan (CIP) for the purpose of planning and maintaining the City's capital and infrastructure. The CIP includes policies on debt service and capital improvement budgeting.

As part of the fiscal year 2020 CIP, the City has authorized over \$15.2 million in general and enterprise fund capital projects.

### Health Insurance

The City continues to explore options to contain the rising cost of health care for City employees/retirees. In fiscal year 2006, the City Council accepted the provisions of Massachusetts General Law (M.G.L.) chapter 32B, section 18, a Massachusetts statute requiring all Medicare-eligible retirees who are currently on self-insured plans to move from self-insured coverage to a fully insured Medicare supplement plan. This provision saved the City approximately \$700,000 in fiscal 2007 and continues to realize savings for the City. This is a major cost saving initiative that will ensure that all retirees over the age of 65 are treated consistently, while also providing greater control of costs associated with the City's healthcare insurance.

The City has used many different approaches to keep the cost of health insurance affordable as it relates to the overall budget of the City, including the procurement of new health care providers, modifications of existing plans, and collective bargaining to modify the employee/employer apportionment of costs. However, the most significant approach was enacted in FY2012 with the City Council's adoption of the Municipal Health Care Reform Act (Act).

As part of the Act, the City was allowed to enter into the State's Group Insurance Commission (GIC), which resulted in significant short-term savings (\$1.5 million in FY13), and long-term savings for the City. In fact, the City was able to reduce its long-term liability, also known as "other postemployment benefits" (OPEB). This year the net OPEB liability increased from \$147.5 million in 2019 to \$186.8 million in 2020, per the City's OPEB liability report performed by the Segal Company, the City's contracted actuary.

The savings to the City employees and retirees comes from lower premiums and an increase in the City's contribution to PPO plans from 65% to 70%. The City also has agreed to pay all administrative fees for any person who wishes to enroll in a flexible spending account, which allows for pre-tax payments for certain medical costs, prescriptions, and some over the counter medications.

### Pension Assessment

During fiscal year 2009, the Salem Contributory Retirement Board moved all available funds into the State's Public Reserve Investment Trust (PRIT) to take advantage of its higher returns and lower administrative fees. Because of its size, the PRIT can diversify assets for maximum possible return. The Retirement Board shifted these assets voluntarily to the PRIT after a complete analysis and a vote of the Retirement Board.

The City includes the Salem Contributory Retirement System (the System) in its financial reporting since the City represents approximately 84% of the members of the System. The System was established to provide retirement benefits to its members, including employees and beneficiaries of the City of Salem, the Salem-Beverly Water Supply Board, the Salem Housing Authority, the South Essex Sewerage District, and the Essex North Shore Agricultural & Technical School. Per the Pension Reserves Investment Management Board July 2020 report, the

market value of the System's assets totaled \$187.1 million, with 99% of the funds invested in the State's Pension Reserve Investment Trust's (PRIT) Fund.

The Salem Contributory Retirement Board completed its most recent actuarial valuation summary for January 1, 2020. The next actuarial valuation will take place in January 2022. The study was performed by the Segal Company and the report was delivered to the Retirement Board in July of 2020. The study reported that the actuarial value of the system's assets, as of January 1, 2020, had increased to \$205 million, while the system's unfunded liability increased by \$10 million to \$136.6 million. The Board maintains a funding schedule which will fully amortize the existing unfunded liability by June 30, 2031, with amortization payments that increase 5.55% per year. The total fiscal 2020, City share of the actuarially determined contribution of 84% amounted to \$12,287,979.

#### Other Significant Financial Matters

The Salem Harbor Power Station is the City's largest taxpayer. The power plant in August of 2012 changed ownership from Dominion Energy to Footprint Power LLC.

In early 2018, Footprint began producing electricity in the new plant. Footprint has constructed a state-of-the-art 630 megawatt gas-fired plant on a portion of the site and has plans to open the remaining two-thirds of the 63 – acre waterfront property to private and public development opportunities.

From a revenue perspective, at the end of FY2011, the City's tax agreement with Dominion expired. Prior to this date, the City received a total payment from Dominion Energy in the amount of \$4.75 million for FY2011, \$3 million in tax dollars within the tax levy and \$1.75 million designated as a "host fee" accounted for as miscellaneous non-recurring revenues.

In FY2011, Dominion announced major operational changes shutting down two of their power generating units due to market conditions and regulatory challenges at the state level. Due to the implementation of state regulations impacting its operations, during the FY2012 budget process, the Massachusetts Legislature adopted a proposal to ensure that Salem taxpayers will not be overly burdened by lost revenues from the power plant through 2019. Chapter 68 of the Acts of 2011, Section 33 states that "...the municipality shall be entitled to reimbursement for the difference between the amount called for.... prior to the full or partial decommissioning or the change in operating status of the facility." This legislation postpones the financial impact of the loss of a major taxpayer. More importantly, it allows the City to work toward replacing the lost revenues and planning for an appropriate reuse of the site.

As of December 2014, the City negotiated, and the City Council approved, an 18-year PILOT agreement with Footprint Power LLC. This agreement will utilize the "hold harmless agreement" of \$4.75 million from the State during construction through 2019, with payments increasing steadily as the plan becomes up and running. graduated escalation factor will result in the City receiving over \$99.2 million for the duration of the contract, or \$5.5 million a year; a 16% increase over the current tax level collected. In addition to the negotiated PILOT agreement, the City was able to draft and finalize a community benefits agreement which will provide the City and School District with over \$4.4 million in additional funding.

#### Financial Policy

The City has set a goal to fund the Stabilization fund in the amount of 5% of the City's current operating budget, or roughly \$7.8 million. As of June 30, 2020, the balance in the City's Stabilization fund is \$9.1 million. The Stabilization fund shall be funded by appropriations from free cash (available funds), operating budget appropriations when available, and other one-time non-recurring revenues that become available for appropriation per Massachusetts General Law.

In fiscal 2008, the City established a second Stabilization fund (Retirement Stabilization Fund) for the funding of retirement buyouts for both City and School employees. As of June 30, 2020, the balance of this account was \$452,000. During the fiscal 2020 budget process, all department heads were asked if they anticipated any retirements and to calculate the estimated cost of each person's buyout for fiscal 2020. The goal of the Retirement Stabilization Fund is to pay for any unanticipated retirements from this Fund instead of using general fund appropriations. This will allow the departments to backfill vacancies in a timely manner without having to request a supplemental appropriation by the Council.

In fiscal 2011, the City adopted Massachusetts General Law Chapter 32B, Section 20, establishing the "Other Postemployment Benefits (OPEB) Liability Trust Fund" as a local option. This fund gives communities a mechanism to reduce the unfunded actuarial liability of health care and other post-employment benefits. The City currently has \$3.5 million in the account as of June 30, 2020. Future appropriations will be made to this fund in accordance to financial policies of the Finance Department of the City.

Free cash is the remaining unrestricted funds from operations of the previous fiscal year including unexpended free cash from the previous year, actual receipts in excess of revenue estimates shown on the tax rate recapitulation sheet, and unspent amounts in budget line-items. Unpaid property taxes and certain deficits reduce the amount that can be certified as free cash. The calculation of free cash is based on the balance sheet as of June 30th, which is submitted by the community's auditor, accountant, or comptroller. Free cash is not available for appropriation until certified by the Massachusetts Director of Accounts. Free cash is the term used for a community's funds that are available for appropriation. Once free cash is certified, it is available for appropriation by City Council.

Free cash may be used for any lawful municipal purpose and provides communities with flexibility to fund additional appropriations after the tax rate has been set. Free cash balances do not carry forward to the next fiscal year (July 1st). The certification expires on June 30th at the end of the fiscal year.

The City's policy is to use free cash for reserves, capital, and special uses in accordance with the policies set forth by the Mayor and Finance Director. Once free cash is certified by the Director of Accounts, any drawdown of the Stabilization Fund from the prior fiscal year shall be replenished from the certified free cash if the free cash exceeds such drawdown. Once any drawdown of Stabilization funds are replenished, allocation of the remaining free cash shall be as follows:

- 20% of any free cash available after funding a prior year drawdown will also be allocated from free cash to Stabilization Fund up to the goal of stabilization fund equaling 5% of the current operating budget of the City.
- 20% of any free cash available after funding a prior year drawdown of Stabilization fund will also be allocated to the Capital Improvement Fund for funding Capital and
- 5% of any free cash available after funding any drawdown will be allocated to the OPEB Liability Trust Fund (beginning in FY2012).

Any free cash available after funding the above may be used to augment trust funds related to fringe benefits and unfunded liabilities related to employee benefits, including Workers' Compensation Fund, Unemployment Fund, and any health benefits payable through Police and Fire operating budgets (111f settlements). Free cash available may also be used to augment general fund appropriations for expenses that increased due to extraordinary and/or unforeseen events as detailed by the department head of the affected budget.

#### Corona Virus (COVID-19)

In response to the outbreak of the virus, the Governor of the Commonwealth of Massachusetts declared a state of emergency on March 10, 2020. On March 13, 2020, the President declared a national emergency due to the outbreak. As a result, the Federal Government approved significant pandemic relief to communities to address

emergency spending needs from March 2020 through December 2021. Salem has and will continue to apply for FEMA (Federal Emergency Management Agency) relief as the need arises. In addition, Salem was allotted up to \$3.9 million of CARES Act funding and a number smaller grant awards that focus on, PPE, small businesses, first responder safety, school remote learning and reopening, and public health and safety.

Salem has responded quickly to the pandemic, the Mayor and City Council appropriated funding to address the public health crisis and implemented tax deferral and saving measures for those impacted,

Although, there are no assurances regarding the extent to which COVID-19 will impact the national and state economies and, accordingly, how it will adversely impact municipalities, including Salem. At this time, the Fiscal Year 2020 budget, resulted in lower than anticipated revenues in meals and hotel excise tax and some local receipts, but also experienced excess receipts in other funding sources. When combined with cost saving measures and healthy reserves, the City is confident in meeting or exceeding its obligations through FY2021.

#### Awards and Acknowledgements

The Government Finance Officers Association (GFOA) awarded a Certificate of Achievement of Excellence in Financial Reporting to the City of Salem for its comprehensive annual financial report (CAFR) for the fiscal year ended June 30, 2019. In order to receive this prestigious award, a government had to publish an easily readable and efficiently organized CAFR that satisfied both generally accepted accounting principles and applicable legal requirements.

A Certificate of Achievement is valid for a period of one year only. We believe that our current CAFR continues to meet the Certificate of Achievement Program's requirements and we are submitting it to the GFOA to determine its eligibility for another certificate.

The GFOA also awarded a Distinguished Budget Presentation Award to the City of Salem for its budget document for the fiscal year beginning July 1, 2019. The GFOA established the Distinguished Budget Award in 1984 to encourage and assist state and local governments to prepare budget documents of the very highest quality that reflect both the guidelines established by the National Advisory Council on State and Local Budgeting and the GFOA's recommended practices on budgeting and then to recognize individual governments that succeed in achieving that goal.

Documents submitted to the Budget Awards Program are reviewed by selected members of the GFOA professional staff and by outside reviewers with experience in public-sector budgeting.

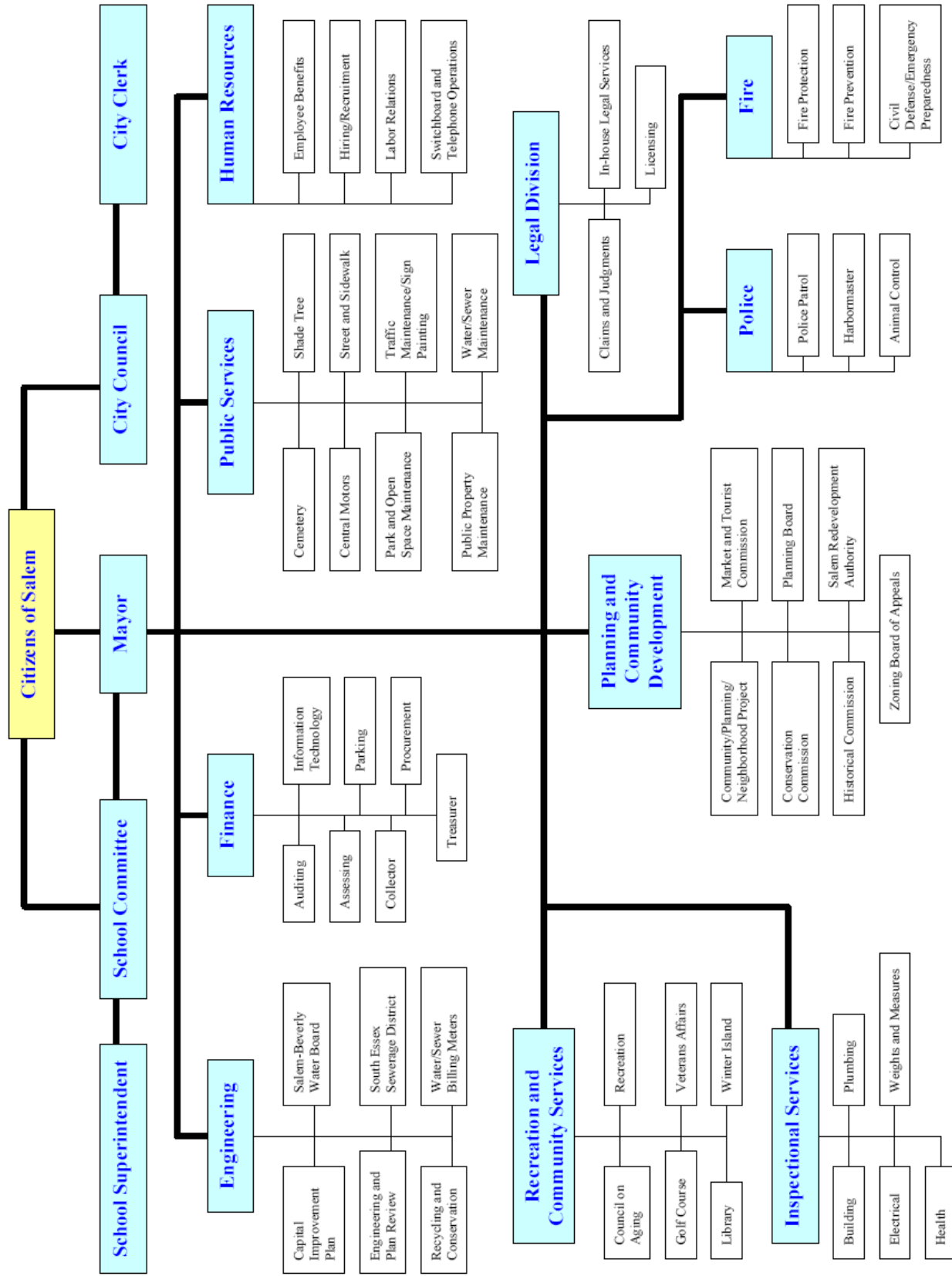
The preparation of both the CAFR and the Distinguished Budget Presentation Award would not have been possible without the efficient and dedicated services of the Finance Department's staff. We would like to express our appreciation to all the members of the departments who assisted and contributed to the preparation of this report. Credit must also be given to the City Council and Mayor for their unfailing support for maintaining the highest standards of professionalism in the management of the City of Salem's finances.

Respectfully submitted,



Laurie A. Giardella  
Finance Director





## Principal Executive Officers

<b>TITLE</b>	<b>NAME</b>	<b>FIRST TOOK OFFICE</b>	<b>TERM EXPIRES</b>
Mayor	Kimberley L. Driscoll	1/2/2006	12/31/2021
President, City Council	Robert McCarthy	1/1/2020	12/31/2020
Finance Director	Laurie A. Giardella	10/2/2017	1/31/2023
Treasurer	Kathleen McMahon	12/27/2010	1/31/2022
Collector	Bonnie Celi	3/11/2004	1/31/2021
City Clerk	Ilene Simons	6/28/2018	6/28/2021
City Solicitor	Elizabeth Rennard	1/10/2006	Indefinite
Assistant Finance Director	Cheryl Dick	2/13/2020	1/31/2022



Government Finance Officers Association

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in Financial  
Reporting**

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Massachusetts**

For its Comprehensive Annual  
Financial Report  
For the Fiscal Year Ended

June 30, 2019

*Christopher P. Morill*

Executive Director/CEO



GOVERNMENT FINANCE OFFICERS ASSOCIATION

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Award*

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City of Salem  
Massachusetts

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July 1, 2019

*Christopher P. Morill*

Executive Director

The Government Finance Officers Association of the United States and Canada (GFOA) presented a Distinguished Budget Presentation Award to the City of Salem, Massachusetts for the Annual Budget beginning July 1, 2019. In order to receive this award, a governmental unit must publish a budget document that meets program criteria as a policy document, as an operational guide, as a financial plan, and as a communication device.

# ***Financial Section***

## **Annual Polar Plunge at Winter Island**



## ***Financial Section***

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## Independent Auditor's Report

To the Honorable Mayor  
and Members of the City Council  
City of Salem, Massachusetts

100 Quannapowitt Parkway  
Suite 101  
Wakefield, MA 01880  
T. 781-914-1700  
F. 781-914-1701  
[www.powersandsullivan.com](http://www.powersandsullivan.com)

## Report on the Financial Statements

We have audited the accompanying financial statements of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of the City of Salem, Massachusetts, as of and for the year ended June 30, 2020 (except for the Salem Contributory Retirement System which is as of and for the year ended December 31, 2019), and the related notes to the financial statements, which collectively comprise the City's basic financial statements as listed in the table of contents.

## Management's Responsibility for the Financial Statements

Management is responsible for the preparation and fair presentation of these financial statements in accordance with accounting principles generally accepted in the United States of America; this includes the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

## Auditor's Responsibility

Our responsibility is to express opinions on these financial statements based on our audit. We conducted our audit in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial statements. The procedures selected depend on the auditor's judgment, including the assessment of the risks of material misstatement of the financial statements, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the entity's preparation and fair presentation of the financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial statements.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinions.

## Opinions

In our opinion, the financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of the City of Salem, Massachusetts, as of June 30, 2020 (except for the Salem Contributory Retirement System which is as of December 31, 2019), and the respective changes in financial position, and, where applicable, cash flows thereof for the year then ended in accordance with accounting principles generally accepted in the United States of America.

## **Other Matters**

### *Required Supplementary Information*

Accounting principles generally accepted in the United States of America require that the management's discussion and analysis and required supplementary information, as listed in the table of contents, be presented to supplement the basic financial statements. Such information, although not part of the basic financial statements, is required by the Governmental Accounting Standards Board who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

### *Other Information*

Our audit was conducted for the purpose of forming opinions on the financial statements that collectively comprise the City of Salem's basic financial statements. The introductory, combining and individual fund statements and statistical sections are presented for the purpose of additional analysis and are not a required part of the basic financial statements.

The combining and individual fund statements are the responsibility of management and were derived from and relates directly to the underlying accounting and other records used to prepare the basic financial statements. Such information has been subjected to the auditing procedures applied in the audit of the basic financial statements and certain additional procedures, including comparing and reconciling such information directly to the underlying accounting and other records used to prepare the basic financial statements or to the basic financial statements themselves, and other additional procedures in accordance with auditing standards generally accepted in the United States of America. In our opinion, the combining and individual fund statements are fairly stated, in all material respects, in relation to the basic financial statements taken as a whole.

The introductory and statistical sections have not been subjected to the auditing procedures applied in the audit of the basic financial statements, and accordingly, we do not express an opinion or provide any assurance on them.

### **Other Reporting Required by Government Auditing Standards**

In accordance with *Government Auditing Standards*, we have also issued our report dated February 18, 2021, on our consideration of the City of Salem, Massachusetts' internal control over financial reporting and on our tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters. The purpose of that report is to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the City of Salem, Massachusetts' internal control over financial reporting and compliance.



February 18, 2021

## ***Management's Discussion and Analysis***

## ***Management's Discussion and Analysis***

As management of the City of Salem (the City), we offer readers of these financial statements this narrative overview and analysis of the financial activities for the year ended June 30, 2020. We encourage readers to consider the information presented in this report in conjunction with additional information that we have furnished in our letter of transmittal.

The Governmental Accounting Standards Board (GASB) is the authoritative standard setting body that provides guidance on how to prepare financial statements in conformity with generally accepted accounting principles (GAAP). Users of these financial statements (such as investors and rating agencies) rely on the GASB to establish consistent reporting standards for all governments in the United States. This consistent application is the only way users (including citizens, the media, legislators and others) can assess the financial condition of one government compared to others.

### ***Overview of the Financial Statements***

This discussion and analysis is intended to serve as an introduction to the City of Salem's basic financial statements. The basic financial statements consist of three components: 1) government-wide financial statements, 2) fund financial statements, and 3) notes to the financial statements. This report also contains other supplementary information in addition to the basic financial statements themselves.

**Government-wide financial statements.** The *government-wide financial statements* are designed to provide readers with a broad overview of finances, in a manner similar to private-sector business.

The *statement of net position* presents information on all assets and liabilities, and deferred inflows/outflows of resources, with the difference between them reported as *net position*. Over time, increases or decreases in net position may serve as a useful indicator of whether the financial position is improving or deteriorating.

The *statement of activities* presents information showing how the City's net position changed during the most recent year. All changes in net position are reported as soon as the underlying event giving rise to the change occurs, *regardless of the timing of related cash flows*. Thus, revenues and expenses are reported in this statement for some items that will only result in cash flows in future periods (e.g., uncollected taxes and earned but unused vacation leave).

Both of the government-wide financial statements distinguish functions that are principally supported by taxes and intergovernmental revenues (*governmental activities*) from other functions that are intended to recover all or a significant portion of their costs through user fees and charges (*business-type activities*). The governmental activities include general government, public safety, education, public works, community development, health and human services, culture and recreation, community preservation, COVID-19 and interest. The business-type activities include the activities of water and sewer, trash disposal, and cable access.

The government-wide financial statements include not only the City of Salem itself (known as the *primary government*), but also a legally separate public employee retirement system for which the City is financially accountable. Financial information for this *component unit* is reported separately within the fiduciary fund statements.

**Fund financial statements.** A fund is a grouping of related accounts that is used to maintain control over resources that have been segregated for specific activities or objectives. Fund accounting is used to ensure and

demonstrate compliance with finance-related legal requirements. All of the funds can be divided into three categories: governmental funds, proprietary funds, and fiduciary funds.

**Governmental funds.** *Governmental funds* are used to account for essentially the same functions reported as *governmental activities* in the government-wide financial statements. However, unlike the government-wide financial statements, governmental fund statements focus on *near-term inflows of spendable resources*, as well as on *balances of spendable resources* available at the end of the year. Such information may be useful in evaluating a government's near-term financing requirements.

Because the focus of governmental funds is narrower than that of the government-wide financial statements, it is useful to compare the information presented for *governmental funds* with similar information presented for *governmental activities* in the government-wide financial statements. By doing so, readers may better understand the long-term impact of the City's near-term financing decisions. Both the governmental fund balance sheet and the governmental fund statement of revenues, expenditures, and changes in fund balances provide a reconciliation to facilitate this comparison between *governmental funds* and *governmental activities*.

The City adopts an annual appropriated budget for its general fund. A budgetary comparison schedule has been provided as required supplementary information to demonstrate compliance with this budget.

**Proprietary funds.** The City maintains one type of proprietary fund.

*Enterprise funds* are used to report the same functions presented as *business-type activities* in the government-wide financial statements. The City uses enterprise funds to account for its water and sewer activities, trash disposal, and cable access.

**Fiduciary funds.** Fiduciary funds are used to account for resources held for the benefit of parties outside the government. Fiduciary funds are *not* reflected in the government-wide financial statements because the resources of those funds are *not* available to support the City's own programs. The accounting used for fiduciary funds is much like that used for proprietary funds.

The fiduciary fund financial statements provide combined information for the pension and other postemployment benefit (OPEB) trust funds of the City under the caption "pension and other postemployment benefit trust funds". Private-purpose trust funds and agency funds are reported and combined into a single, aggregate presentation in the fiduciary funds financial statements under the captions "private purpose trust funds" and "agency funds", respectively.

**Notes to the basic financial statements.** The notes provide additional information that is essential to a full understanding of the data provided in the government-wide and fund financial statements.

## **Government-wide Financial Analysis**

### **Governmental Activities**

As noted earlier, net position may serve over time as a useful indicator of a City's financial position. The City's governmental liabilities and deferred inflows exceed assets and deferred outflows by \$71.1 million at the close of 2020. This represents a decrease of \$4.8 million from the prior year.

Net position of \$177.4 million reflects the City's net investment in capital assets (e.g., land, buildings, infrastructure, machinery, and equipment, less any related debt used to acquire those assets that are still outstanding). The City uses these capital assets to provide services to citizens; consequently, these assets are *not* available for future spending. Although the investment in its capital assets is reported net of its related debt, it

should be noted that the resources needed to repay this debt must be provided from other sources, since the capital assets themselves cannot be used to liquidate these liabilities.

An additional portion of the governmental net position, \$11.2 million, represents resources that are subject to external restrictions on how they may be used. The balance of *unrestricted net position* has a year-end deficit of \$259.7 million. The primary reasons for this deficit balance are the recognition of the net other postemployment benefit liability totaling \$184.8 million and the net pension liability of \$105.8 million.

	2020	2019
<b>Assets:</b>		
Current assets.....	\$ 63,756,149	\$ 55,410,849
Noncurrent assets (excluding capital).....	107,183	111,344
Capital assets, non depreciable.....	18,570,917	14,777,227
Capital assets, net of accumulated depreciation....	216,298,893	218,061,005
<b>Total assets.....</b>	<b>298,733,142</b>	<b>288,360,425</b>
<b>Deferred outflows of resources.....</b>	<b>37,289,991</b>	<b>13,164,502</b>
<b>Liabilities:</b>		
Current liabilities (excluding debt).....	15,405,402	14,732,249
Noncurrent liabilities (excluding debt).....	301,683,783	268,100,738
Current debt.....	6,021,219	6,161,199
Noncurrent debt.....	55,107,259	48,008,152
<b>Total liabilities.....</b>	<b>378,217,663</b>	<b>337,002,338</b>
<b>Deferred inflows of resources.....</b>	<b>28,884,365</b>	<b>30,808,928</b>
<b>Net position:</b>		
Net investment in capital assets.....	177,412,781	179,256,590
Restricted.....	11,160,605	12,710,222
Unrestricted.....	(259,652,281)	(258,253,151)
<b>Total net position.....</b>	<b>\$ (71,078,895)</b>	<b>\$ (66,286,339)</b>

Overall governmental net position decreased during 2020 by \$4.8 million. The decrease can be attributed to the increase in the net OPEB liability and related deferred outflows and inflows of resources of \$6.3 million and the increase in the net pension liability and related deferred outflows and inflows of resources of \$984,000, which were partially offset by positive budgetary results of the general fund.

The operating grants and contributions increase related to the \$3.1 million increase in the on behalf payment made by the State to Massachusetts Teachers' Retirement System. Capital grants and contributions decreased as grant reimbursements for the Derby Street park and Forest River seawall were completed. Real estate and personal property tax revenue increased \$5 million over the prior year.

The governmental expenses totaled \$198.7 million of which \$73 million was directly supported by program revenues consisting of charges for services, operating and capital grants, and contributions.

In 2020, the Federal Government approved the Coronavirus Aid, Relief, and Economic Security (CARES) Act which provides federal funding to assist communities in paying costs incurred between March 1, 2020, and December 31, 2021, that are directly related to the COVID-19 pandemic. The Commonwealth of Massachusetts

was awarded \$2.7 billion which is to be allocated amongst local governments based on population. The State has made a portion of these funds available as of June 30, 2020. In 2020, the City incurred \$497,000 of COVID related expenditures. The City plans to submit reimbursements to the Federal Emergency Management Agency (FEMA), apply for funding from the CARES Act, and use other local grant receipts to cover these costs (See Note 18 for further information).

	2020	2019
<b>Program Revenues:</b>		
Charges for services.....	\$ 10,652,070	\$ 11,747,586
Operating grants and contributions.....	61,085,619	58,497,911
Capital grants and contributions.....	1,258,359	2,868,195
<b>General Revenues:</b>		
Real estate and personal property taxes, net of tax refunds payable.....	102,701,481	97,731,795
Tax and other liens.....	209,038	899,483
Motor vehicle and other excise taxes.....	4,451,078	4,594,318
Hotel/motel tax.....	978,595	813,554
Meals tax.....	1,074,851	1,152,079
Marijuana tax.....	742,899	122,891
Marijuana impact fee.....	1,288,454	303,566
Community preservation tax.....	783,879	661,702
Penalties and interest on taxes.....	531,031	522,287
Payments in lieu of taxes.....	1,294,385	1,674,743
Grants and contributions not restricted to specific programs.....	7,768,343	7,727,978
Unrestricted investment income.....	1,392,581	1,484,742
Miscellaneous.....	515,136	437,721
<b>Total revenues.....</b>	<b>196,727,799</b>	<b>191,240,551</b>
<b>Expenses:</b>		
General government.....	14,240,302	14,486,804
Public safety.....	33,666,846	31,777,519
Education.....	123,301,336	115,406,817
Public works.....	11,229,781	9,959,222
Community development.....	1,281,898	1,588,839
Health and human services.....	6,481,127	6,808,172
Culture and recreation.....	5,511,415	5,636,443
Community preservation.....	1,023,018	354,876
COVID-19.....	496,871	-
Interest.....	1,451,399	1,188,110
<b>Total expenses.....</b>	<b>198,683,993</b>	<b>187,206,802</b>
<b>Excess (Deficiency) before transfers.....</b>	<b>(1,956,194)</b>	<b>4,033,749</b>
<b>Transfers.....</b>	<b>(2,836,362)</b>	<b>(2,541,529)</b>
<b>Change in net position.....</b>	<b>(4,792,556)</b>	<b>1,492,220</b>
<b>Net position, beginning of year.....</b>	<b>(66,286,339)</b>	<b>(67,778,559)</b>
<b>Net position, end of year.....</b>	<b>\$ (71,078,895)</b>	<b>\$ (66,286,339)</b>



### **Business-type Activities**

For the City's business-type activities, assets and deferred outflows exceeded liabilities and deferred inflows by \$15.6 million at the close of 2020.

	2020	2019
<b>Assets:</b>		
Current assets.....	\$ 16,373,428	\$ 14,336,144
Noncurrent assets (excluding capital).....	1,783,855	1,495,605
Capital assets, non depreciable.....	6,588,826	6,263,130
Capital assets, net of accumulated depreciation....	40,219,068	40,040,296
<b>Total assets.....</b>	<b>64,965,177</b>	<b>62,135,175</b>
<b>Deferred outflows of resources.....</b>	<b>669,847</b>	<b>343,260</b>
<b>Liabilities:</b>		
Current liabilities (excluding debt).....	969,685	1,506,235
Noncurrent liabilities (excluding debt).....	5,680,404	4,260,719
Current debt.....	3,056,832	3,183,688
Noncurrent debt.....	39,889,886	37,998,283
<b>Total liabilities.....</b>	<b>49,596,807</b>	<b>46,948,925</b>
<b>Deferred inflows of resources.....</b>	<b>484,104</b>	<b>323,474</b>
<b>Net position:</b>		
Net investment in capital assets.....	11,739,855	10,850,954
Unrestricted.....	3,814,258	4,355,082
<b>Total net position.....</b>	<b>\$ 15,554,113</b>	<b>\$ 15,206,036</b>

Business-type net position of \$11.7 million (75.5%) represents net investment in capital assets. The remaining \$3.8 million (24.5%) is available to be used for the ongoing operation of the City's water and sewer, trash, and cable access activities. There was an overall increase of \$348,000 in net position reported in connection with the enterprise funds.

The water and sewer enterprise fund's net position of \$11.7 million (75.2%) represents the net investment in capital assets, while \$3.9 million (24.8%) is unrestricted. The water and sewer enterprise experienced a net increase of \$331,000 in net position from the prior year. The fund pays annual assessments to the Salem Beverly Water Supply Board and to the South Essex Sewerage District, which totaled \$2.6 million and \$4.6 million, respectively. Combined, these assessments represent 51% of the fund's operating expenses for 2020. The unrestricted balance includes the City's \$1.8 million equity interest in the South Essex Sewerage District.

The City's trash enterprise fund operates on a trash fee that is set with full knowledge that the revenue will not be sufficient to cover the cost of operations. The City budgets for a subsidy from the general fund equal to the estimated cash basis deficit in the fund at year-end. During the year a \$2.8 million transfer was made from the general fund to subsidize for the budgeted deficit. As of June 30, 2020, the trash fund had unrestricted deficit net position of \$99,000.

In July 2019, the City established the cable access enterprise fund to account for monies received and spent for cable television public, educational and governmental (PEG) access facilities and operations. As of June 30, 2020, the cable access fund had unrestricted net position of \$38,000.

	2020	2019
<b>Program Revenues:</b>		
Charges for services.....	\$ 17,025,990	\$ 16,771,030
<b>Expenses:</b>		
Water and sewer.....	15,280,177	13,471,149
Trash.....	3,762,943	3,463,566
Cable access.....	471,155	-
<b>Total expenses.....</b>	<b>19,514,275</b>	<b>16,934,715</b>
<b>Excess (Deficiency) before transfers.....</b>	<b>(2,488,285)</b>	<b>(163,685)</b>
<b>Transfers.....</b>	<b>2,836,362</b>	<b>2,541,529</b>
<b>Change in net position.....</b>	<b>348,077</b>	<b>2,377,844</b>
<b>Net position, beginning of year.....</b>	<b>15,206,036</b>	<b>12,828,192</b>
<b>Net position, end of year.....</b>	<b>\$ 15,554,113</b>	<b>\$ 15,206,036</b>

### ***Financial Analysis of the Government's Funds***

As noted earlier, the City uses fund accounting to ensure and demonstrate compliance with finance-related legal requirements.

**Governmental funds.** The focus of the City's governmental funds is to provide information on near-term inflows, outflows, and balances of spendable resources. Such information is useful in assessing the City's financing requirements. In particular, unassigned fund balance may serve as a useful measure of a government's net resources available for spending at the end of the year.

In accordance with generally accepted accounting standards, the City reports the components of fund balance as nonspendable, restricted, committed, assigned and unassigned, based on restrictions on spending. Additionally, the City's stabilization funds are reported within the general fund as unassigned.

As of the end of the current year, governmental funds reported combined ending fund balances of \$48.1 million of which \$22.7 million is reported in the general fund, \$1.3 million in the community preservation fund, \$7.2 million in the capital improvement fund and \$16.9 million is reported in the nonmajor governmental funds. Cumulatively there was an increase of \$9 million in fund balances from the prior year.

The general fund is the City's chief operating fund. At the end of the current year, unassigned fund balance of the general fund totaled \$21.6 million, while total fund balance was \$22.7 million. The general fund balance increased by \$5.8 million in 2020. The increase is mainly the result of positive budgetary results offsetting the current year use of free cash and a \$1.8 million increase in the City's stabilization funds, reported within the general fund.

The community preservation fund had an ending restricted fund balance at June 30, 2020, of \$1.3 million. These funds are attributable to the City's acceptance of the Community Preservation Act, which allows the City to impose up to a 1% surcharge on property taxes and to receive matching State grant funds for specified uses related to the acquisition, creation, preservation and support of open space, historical resources, land for recreational use and community housing. The City reported community preservation tax revenue of \$784,000 and state matching grant funds of \$159,000. During fiscal year 2020, \$1 million was expended on community preservation projects.

The capital improvement fund is used to account for the projects in the City's capital improvement plan. The fund had a year-end fund balance of \$7.2 million. The fund recognized \$10.7 million in bond proceeds, \$681,000 in capital lease proceeds and \$3 million in transfers in from the general fund as funding sources for ongoing projects. The largest projects related to roadway and sidewalk infrastructure, school HVAC upgrades and park improvements for Betram Field.

Cumulatively, nonmajor governmental funds had a net decrease of \$882,000 million. This represents the activity of other nonmajor capital projects, special revenue funds, and permanent trust funds.

### ***General Fund Budgetary Highlights***

The City's final general fund operating budget included \$161.8 million in total current year appropriations to be funded with \$155.9 million in estimated receipts and transfers in and approximately \$5.9 million in available funds.

The \$6.9 million increase between the original budget and the final amended budget was due to several council orders issued throughout the year to appropriate available funds. The most notable components of this increase include an additional \$5.9 million in available funds (free cash) appropriated to fund stabilization reserves, capital improvements, other postemployment benefits trust, pension reserves and various additional appropriations.

The actual general fund revenues came in \$4.1 million higher than budgeted. The City does not budget revenue for tax liens which totaled \$519,000. Additionally, departmental and other, marijuana tax and marijuana impact fees reported budgetary surpluses of \$1.4 million, \$643,000 and \$1.1 million, respectively.

The City's general fund reported expenditures and encumbrances less than appropriations by a net of approximately \$4.6 million. The budget was overspent by \$400,000 for the removal of snow and ice. This over-expenditure is allowed under state law.

On a budgetary basis, the general fund ended the year with a net increase of \$3.4 million.

### ***Capital Asset and Debt Administration***

**Capital Assets.** The City's investment in capital assets for its governmental and business-type activities as of June 30, 2020, amounts to \$281.7 million (net of accumulated depreciation). This investment in capital assets includes land, construction in progress, buildings and land improvements, equipment, vehicles and infrastructure related to governmental and business-type activities. The City's total investment in capital assets during the current year totaled \$12.3 million for governmental activities and \$1.6 million for business-type activities.

Major governmental additions included Gallows Hill renovations, garage restoration work, roadway and sidewalk improvements, library HVAC upgrades, pier reconstruction, and various other improvements.

Capital improvements for business-type activities were mainly for water infrastructure including water main and hydrant improvements and infrastructure related to the Fowler Street and Canal Street improvements, and various other annual improvements.

**Debt Administration.** Outstanding long-term debt, including unamortized premiums, totaled \$60.2 million for the governmental activities as of June 30, 2020.

The City recorded \$14.7 million in general obligation bonds during fiscal year 2020 for both governmental and business-type activities. The bond issued in November 2020 permanently financed short-term debt, therefore the City has presented the issuance as long-term within the financial statements. The City redeemed \$7.6 million of long-term debt in 2020. The City had \$974,000 of notes outstanding at year end which were paid off by the premium received from the new bond. The bond was rated AA by Standard & Poor's (S&P).

Outstanding debt of the water and sewer enterprise fund, including unamortized premiums, totaled \$42.9 million and was used to fund various repairs, maintenance and infrastructure projects. This includes new debt issued in 2020 for water and sewer improvements of \$4 million.

Please refer to notes 4, 6, 7 and 8 in the financial statements for further discussion of the major capital and debt activity.

### ***Requests for Information***

This financial report is designed to provide a general overview of the City of Salem's finances for all those with an interest in the government's finances. Questions concerning any of the information provided in this report or requests for additional financial information should be addressed to the Finance Director, City Hall, 93 Washington Street, Salem, Massachusetts 01970.

## ***Basic Financial Statements***

## STATEMENT OF NET POSITION

JUNE 30, 2020

	Primary Government		
	Governmental Activities	Business-type Activities	Total
<b>ASSETS</b>			
<b>CURRENT:</b>			
Cash and cash equivalents.....	\$ 41,353,303	\$ 12,990,690	\$ 54,343,993
Investments.....	15,133,437	-	15,133,437
Receivables, net of allowance for uncollectibles:			
Real estate and personal property taxes.....	1,623,683	-	1,623,683
Tax liens.....	1,479,493	-	1,479,493
Community preservation fund surcharge.....	15,011	-	15,011
Motor vehicle and other excise taxes.....	685,324	-	685,324
User fees.....	-	3,382,738	3,382,738
Departmental and other.....	41,008	-	41,008
Intergovernmental.....	3,065,664	-	3,065,664
Community preservation state share.....	159,267	-	159,267
Loans.....	199,959	-	199,959
Total current assets.....	63,756,149	16,373,428	80,129,577
<b>NONCURRENT:</b>			
Receivables, net of allowance for uncollectibles:			
Loans.....	107,183	-	107,183
Investment in joint venture.....	-	1,783,855	1,783,855
Capital assets, nondepreciable.....	18,570,917	6,588,826	25,159,743
Capital assets, net of accumulated depreciation.....	216,298,893	40,219,068	256,517,961
Total noncurrent assets.....	234,976,993	48,591,749	283,568,742
TOTAL ASSETS.....	298,733,142	64,965,177	363,698,319
<b>DEFERRED OUTFLOWS OF RESOURCES</b>			
Deferred outflows for refunding debt.....	18,280	-	18,280
Deferred outflows related to pensions.....	11,328,647	386,603	11,715,250
Deferred outflows related to other postemployment benefits.....	25,943,064	283,244	26,226,308
TOTAL DEFERRED OUTFLOWS OF RESOURCES.....	37,289,991	669,847	37,959,838
<b>LIABILITIES</b>			
<b>CURRENT:</b>			
Warrants payable.....	3,975,659	671,982	4,647,641
Accrued payroll.....	6,456,197	-	6,456,197
Tax refunds payable.....	181,100	-	181,100
Accrued interest.....	371,397	279,299	650,696
Other liabilities.....	79,867	-	79,867
Unearned revenue.....	10,033	-	10,033
Capital lease obligations.....	732,773	-	732,773
Landfill closure.....	1,125,000	-	1,125,000
Compensated absences.....	2,315,988	18,404	2,334,392
Workers' compensation.....	157,388	-	157,388
Notes payable.....	885,596	88,500	974,096
Bonds payable.....	5,135,623	2,968,332	8,103,955
Total current liabilities.....	21,426,621	4,026,517	25,453,138
<b>NONCURRENT:</b>			
Capital lease obligations.....	1,114,179	-	1,114,179
Landfill closure.....	1,125,000	-	1,125,000
Compensated absences.....	7,411,680	51,838	7,463,518
Workers' compensation.....	1,433,380	-	1,433,380
Net pension liability.....	105,816,919	3,611,125	109,428,044
Net other postemployment benefits liability.....	184,782,625	2,017,441	186,800,066
Bonds payable.....	55,107,259	39,889,886	94,997,145
Total noncurrent liabilities.....	356,791,042	45,570,290	402,361,332
TOTAL LIABILITIES.....	378,217,663	49,596,807	427,814,470
<b>DEFERRED INFLOWS OF RESOURCES</b>			
Deferred inflows related to pensions.....	7,271,005	248,132	7,519,137
Deferred inflows related to other postemployment benefits.....	21,613,360	235,972	21,849,332
TOTAL DEFERRED INFLOWS OF RESOURCES.....	28,884,365	484,104	29,368,469
<b>NET POSITION</b>			
Net investment in capital assets.....	177,412,781	11,739,855	189,152,636
Restricted for:			
Loans.....	307,142	-	307,142
Permanent funds:			
Expendable.....	6,182,311	-	6,182,311
Nonexpendable.....	1,894,529	-	1,894,529
Gifts and grants.....	1,346,269	-	1,346,269
Community preservation.....	1,430,354	-	1,430,354
Unrestricted.....	(259,652,281)	3,814,258	(255,838,023)
TOTAL NET POSITION.....	\$ (71,078,895)	\$ 15,554,113	\$ (55,524,782)

See notes to basic financial statements.

# STATEMENT OF ACTIVITIES

YEAR ENDED JUNE 30, 2020

Functions/Programs	Program Revenues				
	Expenses	Charges for Services	Operating Grants and Contributions	Capital Grants and Contributions	Net (Expense) Revenue
<b>Primary Government:</b>					
<i>Governmental Activities:</i>					
General government.....	\$ 14,240,302	\$ 1,127,393	\$ 1,921,164	\$ 6,273	\$ (11,185,472)
Public safety.....	33,666,846	2,976,397	978,122	-	(29,712,327)
Education.....	123,301,336	1,048,187	52,409,890	18,224	(69,825,035)
Public works.....	11,229,781	3,107,510	144,793	1,008,969	(6,968,509)
Community development.....	1,281,898	151,507	1,187,183	-	56,792
Health and human services.....	6,481,127	619,890	3,867,060	-	(1,994,177)
Culture and recreation.....	5,511,415	1,621,186	80,536	-	(3,809,693)
Community preservation.....	1,023,018	-	-	224,893	(798,125)
COVID-19.....	496,871	-	496,871	-	-
Interest.....	1,451,399	-	-	-	(1,451,399)
Total Governmental Activities.....	198,683,993	10,652,070	61,085,619	1,258,359	(125,687,945)
<i>Business-Type Activities:</i>					
Water and sewer.....	15,280,177	15,611,454	-	-	331,277
Trash.....	3,762,943	905,403	-	-	(2,857,540)
Cable access.....	471,155	509,133	-	-	37,978
Total Business-Type Activities.....	19,514,275	17,025,990	-	-	(2,488,285)
Total Primary Government.....	\$ 218,198,268	\$ 27,678,060	\$ 61,085,619	\$ 1,258,359	\$ (128,176,230)

See notes to basic financial statements.

(Continued)



# STATEMENT OF ACTIVITIES

YEAR ENDED JUNE 30, 2020

	Primary Government		
	Governmental Activities	Business-Type Activities	Total
<b>Changes in net position:</b>			
Net (expense) revenue from previous page..... \$	<b>(125,687,945)</b>	<b>(2,488,285)</b>	<b>(128,176,230)</b>
<i>General revenues:</i>			
Real estate and personal property taxes, net of tax refunds payable.....	102,701,481	-	102,701,481
Tax and other liens.....	209,038	-	209,038
Motor vehicle and other excise taxes.....	4,451,078	-	4,451,078
Hotel/motel tax.....	978,595	-	978,595
Meals tax.....	1,074,851	-	1,074,851
Marijuana tax.....	742,899	-	742,899
Marijuana impact fee.....	1,288,454	-	1,288,454
Community preservation tax.....	783,879	-	783,879
Penalties and interest on taxes.....	531,031	-	531,031
Payments in lieu of taxes.....	1,294,385	-	1,294,385
Grants and contributions not restricted to specific programs.....	7,768,343	-	7,768,343
Unrestricted investment income.....	1,392,581	-	1,392,581
Miscellaneous.....	515,136	-	515,136
<i>Transfers, net</i> .....	<u>(2,836,362)</u>	<u>2,836,362</u>	<u>-</u>
Total general revenues and transfers.....	<u>120,895,389</u>	<u>2,836,362</u>	<u>123,731,751</u>
Change in net position.....	(4,792,556)	348,077	(4,444,479)
<i>Net position:</i>			
Beginning of year.....	<u>(66,286,339)</u>	<u>15,206,036</u>	<u>(51,080,303)</u>
End of year..... \$	<u><u>(71,078,895)</u></u>	<u><u>15,554,113</u></u>	<u><u>(55,524,782)</u></u>

(Concluded)

See notes to basic financial statements.

**GOVERNMENTAL FUNDS  
BALANCE SHEET**

JUNE 30, 2020

	General	Community Preservation Fund	Capital Improvement Fund	Nonmajor Governmental Funds	Total Governmental Funds
<b>ASSETS</b>					
Cash and cash equivalents.....	\$ 19,659,357	\$ 1,323,393	\$ 9,824,998	\$ 10,545,555	\$ 41,353,303
Investments.....	7,831,323	-	-	7,302,114	15,133,437
Receivables, net of uncollectibles:					
Real estate and personal property taxes.....	1,623,683	-	-	-	1,623,683
Tax liens.....	1,479,493	-	-	-	1,479,493
Community preservation fund surcharge.....	-	15,011	-	-	15,011
Motor vehicle and other excise taxes.....	685,324	-	-	-	685,324
Departmental and other.....	-	-	-	41,008	41,008
Intergovernmental.....	1,259,254	-	-	1,806,410	3,065,664
Community preservation state share.....	-	159,267	-	-	159,267
Loans.....	-	-	-	307,142	307,142
Due from other funds.....	1,337,895	-	-	-	1,337,895
<b>TOTAL ASSETS.....</b>	<b>\$ 33,876,329</b>	<b>\$ 1,497,671</b>	<b>\$ 9,824,998</b>	<b>\$ 20,002,229</b>	<b>\$ 65,201,227</b>
<b>LIABILITIES</b>					
Warrants payable.....	\$ 1,322,560	\$ 67,317	\$ 1,654,561	\$ 931,221	\$ 3,975,659
Accrued payroll.....	6,456,197	-	-	-	6,456,197
Tax refunds payable.....	181,100	-	-	-	181,100
Due to other funds.....	-	-	-	1,337,895	1,337,895
Other liabilities.....	1,162	-	78,705	-	79,867
Unearned revenue.....	-	-	-	10,033	10,033
Notes payable.....	-	-	885,596	-	885,596
<b>TOTAL LIABILITIES.....</b>	<b>7,961,019</b>	<b>67,317</b>	<b>2,618,862</b>	<b>2,279,149</b>	<b>12,926,347</b>
<b>DEFERRED INFLOWS OF RESOURCES</b>					
Unavailable revenue.....	3,203,105	174,279	-	782,185	4,159,569
<b>FUND BALANCES</b>					
Nonspendable.....	-	-	-	1,894,529	1,894,529
Restricted.....	-	1,256,075	7,206,136	15,046,366	23,508,577
Assigned.....	1,138,425	-	-	-	1,138,425
Unassigned.....	21,573,780	-	-	-	21,573,780
<b>TOTAL FUND BALANCES.....</b>	<b>22,712,205</b>	<b>1,256,075</b>	<b>7,206,136</b>	<b>16,940,895</b>	<b>48,115,311</b>
<b>TOTAL LIABILITIES, DEFERRED INFLOWS OF RESOURCES, AND FUND BALANCES.....</b>	<b>\$ 33,876,329</b>	<b>\$ 1,497,671</b>	<b>\$ 9,824,998</b>	<b>\$ 20,002,229</b>	<b>\$ 65,201,227</b>

See notes to basic financial statements.

**RECONCILIATION OF THE GOVERNMENTAL FUNDS BALANCE SHEET  
TOTAL FUND BALANCES TO THE STATEMENT OF NET POSITION**

JUNE 30, 2020

Total governmental fund balances.....	\$ 48,115,311
Capital assets (net) used in governmental activities are not financial resources and, therefore, are not reported in the funds.....	234,869,810
Accounts receivable are not available to pay for current-period expenditures and, therefore, are unavailable in the funds.....	4,159,569
The statement of net position includes certain deferred inflows of resources and deferred outflows of resources that will be amortized over future periods. In governmental funds, these amounts are not deferred.....	8,405,626
In the statement of activities, interest is accrued on outstanding long-term debt, whereas in governmental funds interest is not reported until due.....	(371,397)
Long-term liabilities are not due and payable in the current period and, therefore, are not reported in the governmental funds:	
Bonds payable.....	(60,242,882)
Net pension liability.....	(105,816,919)
Net other postemployment benefits liability.....	(184,782,625)
Landfill closure.....	(2,250,000)
Capital lease obligations.....	(1,846,952)
Workers' compensation.....	(1,590,768)
Compensated absences.....	(9,727,668)
Net effect of reporting long-term liabilities.....	<u>(366,257,814)</u>
Net position of governmental activities.....	<u>\$ (71,078,895)</u>

See notes to basic financial statements.

**GOVERNMENTAL FUNDS**  
STATEMENT OF REVENUES, EXPENDITURES AND CHANGES IN FUND BALANCES

YEAR ENDED JUNE 30, 2020

	General	Community Preservation Fund	Capital Improvement Fund	Nonmajor Governmental Funds	Total Governmental Funds
<b>REVENUES:</b>					
Real estate and personal property taxes, net of tax refunds.....	\$ 102,060,290	\$ -	\$ -	\$ -	\$ 102,060,290
Tax liens.....	519,364	-	-	-	519,364
Motor vehicle and other excise taxes.....	4,411,782	-	-	-	4,411,782
Hotel/motel tax.....	978,595	-	-	-	978,595
Meals tax.....	1,074,851	-	-	-	1,074,851
Marijuana tax.....	742,899	-	-	-	742,899
Marijuana impact fee.....	1,288,454	-	-	-	1,288,454
Charges for services.....	2,275,965	-	-	574,705	2,850,670
Penalties and interest on taxes.....	527,615	1,211	-	2,205	531,031
Payments in lieu of taxes.....	1,294,385	-	-	-	1,294,385
Licenses and permits.....	500,934	-	-	-	500,934
Fines and forfeitures.....	1,092,649	-	-	-	1,092,649
Intergovernmental - state aid.....	34,241,897	-	-	-	34,241,897
Intergovernmental - School Building Authority.....	732,824	-	-	-	732,824
Intergovernmental - Teachers Retirement.....	16,893,653	-	-	-	16,893,653
Intergovernmental - other.....	130,878	159,267	-	17,087,841	17,377,986
Intergovernmental - COVID-19 relief.....	-	-	-	496,871	496,871
Departmental and other.....	4,126,439	-	-	4,026,485	8,152,924
Community preservation taxes.....	-	783,879	-	-	783,879
Contributions and donations.....	-	-	-	157,916	157,916
Investment income.....	684,864	11,457	-	696,260	1,392,581
<b>TOTAL REVENUES.....</b>	<b>173,578,338</b>	<b>955,814</b>	<b>-</b>	<b>23,042,283</b>	<b>197,576,435</b>
<b>EXPENDITURES:</b>					
Current:					
General government.....	9,910,728	-	1,536,093	2,261,806	13,708,627
Public safety.....	21,842,811	-	742,691	747,518	23,333,020
Education.....	63,346,332	-	1,273,145	11,151,340	75,770,817
Public works.....	4,688,656	-	4,575,981	2,643,853	11,908,490
Community development.....	-	-	-	1,281,898	1,281,898
Health and human services.....	1,528,244	-	45,623	4,232,599	5,806,466
Culture and recreation.....	2,835,709	-	2,104,688	423,910	5,364,307
Community preservation.....	-	1,023,018	-	-	1,023,018
COVID-19.....	-	-	-	496,871	496,871
Pension benefits.....	12,109,617	-	-	-	12,109,617
Pension benefits - Teachers Retirement.....	16,893,653	-	-	-	16,893,653
Employee benefits.....	15,243,750	-	-	-	15,243,750
State and county charges.....	8,878,707	-	-	-	8,878,707
Debt service:					
Principal.....	5,024,124	-	-	-	5,024,124
Interest.....	1,898,097	-	-	-	1,898,097
<b>TOTAL EXPENDITURES.....</b>	<b>164,200,428</b>	<b>1,023,018</b>	<b>10,278,221</b>	<b>23,239,795</b>	<b>198,741,462</b>
<b>EXCESS (DEFICIENCY) OF REVENUES OVER (UNDER) EXPENDITURES.....</b>	<b>9,377,910</b>	<b>(67,204)</b>	<b>(10,278,221)</b>	<b>(197,512)</b>	<b>(1,165,027)</b>
<b>OTHER FINANCING SOURCES (USES):</b>					
Issuance of bonds.....	-	-	10,719,064	-	10,719,064
Premium from issuance of bonds.....	-	-	-	1,586,557	1,586,557
Capital lease financing.....	-	-	681,180	-	681,180
Transfers in.....	1,298,516	-	3,045,963	168,514	4,512,993
Transfers out.....	(4,909,624)	-	-	(2,439,731)	(7,349,355)
<b>TOTAL OTHER FINANCING SOURCES (USES).....</b>	<b>(3,611,108)</b>	<b>-</b>	<b>14,446,207</b>	<b>(684,660)</b>	<b>10,150,439</b>
<b>NET CHANGE IN FUND BALANCES.....</b>	<b>5,766,802</b>	<b>(67,204)</b>	<b>4,167,986</b>	<b>(882,172)</b>	<b>8,985,412</b>
<b>FUND BALANCES AT BEGINNING OF YEAR.....</b>	<b>16,945,403</b>	<b>1,323,279</b>	<b>3,038,150</b>	<b>17,823,067</b>	<b>39,129,899</b>
<b>FUND BALANCES AT END OF YEAR.....</b>	<b>\$ 22,712,205</b>	<b>\$ 1,256,075</b>	<b>\$ 7,206,136</b>	<b>\$ 16,940,895</b>	<b>\$ 48,115,311</b>

See notes to basic financial statements.

**RECONCILIATION OF THE STATEMENT OF REVENUES, EXPENDITURES,  
AND CHANGES IN FUND BALANCES OF GOVERNMENTAL FUNDS  
TO THE STATEMENT OF ACTIVITIES**

YEAR ENDED JUNE 30, 2020

Net change in fund balances - total governmental funds.....	\$	8,985,412
<p>Governmental funds report capital outlays as expenditures. However, in the Statement of Activities the cost of those assets is allocated over their estimated useful lives and reported as depreciation expense.</p>		
Capital outlay.....	12,310,205	
Depreciation expense.....	<u>(10,278,627)</u>	
Net effect of reporting capital assets.....		2,031,578
<p>Revenues in the Statement of Activities that do not provide current financial resources are unavailable in the Statement of Revenues, Expenditures and Changes in Fund Balances. Therefore, the recognition of revenue for various types of accounts receivable differ between the two statements. This amount represents the net change in unavailable revenue.....</p>		
		(848,636)
<p>The issuance of long-term debt provides current financial resources to governmental funds, while the repayment of the principal of long-term debt consumes the financial resources of governmental funds. Neither transaction has any effect on net position. Also, governmental funds report the effect of premiums, discounts, and similar items when debt is first issued, whereas these amounts are unavailable and amortized in the Statement of Activities.</p>		
Principal payments on capital leases.....	736,836	
Issuance of bonds.....	(10,719,064)	
Premium from issuance of bonds.....	(1,586,557)	
Capital lease financing.....	(681,180)	
Net amortization of premium from issuance of bonds.....	528,511	
Net change in deferred charge on refunding.....	(10,519)	
Debt service principal payments.....	<u>5,024,124</u>	
Net effect of reporting long-term debt.....		(6,707,849)
<p>Some expenses reported in the Statement of Activities do not require the use of current financial resources and, therefore, are not reported as expenditures in the governmental funds.</p>		
Net change in compensated absences accrual.....	(827,565)	
Net change in accrued interest on long-term debt.....	(71,294)	
Net change in deferred outflow/(inflow) of resources related to pensions.....	(6,290,942)	
Net change in net pension liability.....	5,306,749	
Net change in deferred outflow/(inflow) of resources related to other postemployment benefits.....	32,241,091	
Net change in net other postemployment benefits liability.....	(38,579,874)	
Net change in workers' compensation liability.....	<u>(31,226)</u>	
Net effect of recording long-term liabilities.....		<u>(8,253,061)</u>
Change in net position of governmental activities.....	\$	<u><u>(4,792,556)</u></u>

See notes to basic financial statements.

**PROPRIETARY FUNDS**  
**STATEMENT OF NET POSITION**

JUNE 30, 2020

	Business-type Activities - Enterprise Funds			
	Water and Sewer	Trash	Cable Access	Total
<b>ASSETS</b>				
<b>CURRENT:</b>				
Cash and cash equivalents.....	\$ 12,425,734	\$ 526,978	\$ 37,978	\$ 12,990,690
Receivables, net of allowance for uncollectibles:				
User fees.....	3,308,646	74,092	-	3,382,738
Total current assets.....	15,734,380	601,070	37,978	16,373,428
<b>NONCURRENT:</b>				
Investment in joint venture.....	1,783,855	-	-	1,783,855
Capital assets, non depreciable.....	6,588,826	-	-	6,588,826
Capital assets, net of accumulated depreciation.....	40,219,068	-	-	40,219,068
Total noncurrent assets.....	48,591,749	-	-	48,591,749
<b>TOTAL ASSETS.....</b>	<b>64,326,129</b>	<b>601,070</b>	<b>37,978</b>	<b>64,965,177</b>
<b>DEFERRED OUTFLOWS OF RESOURCES</b>				
Deferred outflows related to pensions.....	363,173	23,430	-	386,603
Deferred outflows related to other postemployment benefits.....	257,018	26,226	-	283,244
<b>TOTAL DEFERRED OUTFLOWS OF RESOURCES.....</b>	<b>620,191</b>	<b>49,656</b>	<b>-</b>	<b>669,847</b>
<b>LIABILITIES</b>				
<b>CURRENT:</b>				
Warrants payable.....	364,664	307,318	-	671,982
Accrued interest.....	279,299	-	-	279,299
Compensated absences.....	18,404	-	-	18,404
Notes payable.....	88,500	-	-	88,500
Bonds payable.....	2,968,332	-	-	2,968,332
Total current liabilities.....	3,719,199	307,318	-	4,026,517
<b>NONCURRENT:</b>				
Compensated absences.....	51,838	-	-	51,838
Net pension liability.....	3,392,269	218,856	-	3,611,125
Net other postemployment benefits liability.....	1,830,641	186,800	-	2,017,441
Bonds payable.....	39,889,886	-	-	39,889,886
Total noncurrent liabilities.....	45,164,634	405,656	-	45,570,290
<b>TOTAL LIABILITIES.....</b>	<b>48,883,833</b>	<b>712,974</b>	<b>-</b>	<b>49,596,807</b>
<b>DEFERRED INFLOWS OF RESOURCES</b>				
Deferred inflows related to pensions.....	233,093	15,039	-	248,132
Deferred inflows related to other postemployment benefits.....	214,123	21,849	-	235,972
<b>TOTAL DEFERRED INFLOWS OF RESOURCES.....</b>	<b>447,216</b>	<b>36,888</b>	<b>-</b>	<b>484,104</b>
<b>NET POSITION</b>				
Net investment in capital assets.....	11,739,855	-	-	11,739,855
Unrestricted.....	3,875,416	(99,136)	37,978	3,814,258
<b>TOTAL NET POSITION.....</b>	<b>\$ 15,615,271</b>	<b>\$ (99,136)</b>	<b>\$ 37,978</b>	<b>\$ 15,554,113</b>

See notes to basic financial statements.

**PROPRIETARY FUNDS**  
**STATEMENT OF REVENUES, EXPENSES AND CHANGES IN NET POSITION**  
**YEAR ENDED JUNE 30, 2020**

	Business-type Activities - Enterprise Funds			
	Water and Sewer	Trash	Cable Access	Total
<b><u>OPERATING REVENUES:</u></b>				
Charges for services.....	\$ 15,611,454	\$ 905,403	\$ 509,133	\$ 17,025,990
<b><u>OPERATING EXPENSES:</u></b>				
Cost of services and administration.....	5,741,632	3,762,943	471,155	9,975,730
District assessment.....	7,161,783	-	-	7,161,783
Depreciation.....	1,139,655	-	-	1,139,655
TOTAL OPERATING EXPENSES.....	14,043,070	3,762,943	471,155	18,277,168
OPERATING INCOME (LOSS).....	1,568,384	(2,857,540)	37,978	(1,251,178)
<b><u>NONOPERATING REVENUES (EXPENSES):</u></b>				
Interest expense.....	(1,237,107)	-	-	(1,237,107)
INCOME (LOSS) BEFORE TRANSFERS.....	331,277	(2,857,540)	37,978	(2,488,285)
<b><u>TRANSFERS:</u></b>				
Transfers in.....	-	2,836,362	-	2,836,362
CHANGE IN NET POSITION.....	331,277	(21,178)	37,978	348,077
NET POSITION AT BEGINNING OF YEAR.....	15,283,994	(77,958)	-	15,206,036
NET POSITION AT END OF YEAR.....	\$ 15,615,271	\$ (99,136)	\$ 37,978	\$ 15,554,113

See notes to basic financial statements.

**PROPRIETARY FUNDS**  
**STATEMENT OF CASH FLOWS**

YEAR ENDED JUNE 30, 2020

	Business-type Activities - Enterprise Funds			
	Water and Sewer	Trash	Cable Access	Total
<b><u>CASH FLOWS FROM OPERATING ACTIVITIES:</u></b>				
Receipts from customers and users.....	\$ 15,483,819	\$ 903,407	\$ 509,133	\$ 16,896,359
Payments to vendors.....	(11,466,765)	(3,548,127)	(471,155)	(15,486,047)
Payments to employees.....	(1,259,419)	(82,532)	-	(1,341,951)
NET CASH FROM OPERATING ACTIVITIES.....	2,757,635	(2,727,252)	37,978	68,361
<b><u>CASH FLOWS FROM NONCAPITAL FINANCING ACTIVITIES:</u></b>				
Transfers in.....	-	2,836,362	-	2,836,362
<b><u>CASH FLOWS FROM CAPITAL AND RELATED FINANCING ACTIVITIES:</u></b>				
Proceeds from the issuance of bonds and notes.....	4,068,202	-	-	4,068,202
Premium from the issuance of bonds and notes.....	904,627	-	-	904,627
Acquisition and construction of capital assets.....	(1,560,842)	-	-	(1,560,842)
Principal payments on bonds and notes.....	(2,984,923)	-	-	(2,984,923)
Interest expense.....	(1,424,134)	-	-	(1,424,134)
NET CASH FROM CAPITAL AND RELATED FINANCING ACTIVITIES.....	(997,070)	-	-	(997,070)
NET CHANGE IN CASH AND CASH EQUIVALENTS.....	1,760,565	109,110	37,978	1,907,653
CASH AND CASH EQUIVALENTS AT BEGINNING OF YEAR.....	10,665,169	417,868	-	11,083,037
CASH AND CASH EQUIVALENTS AT END OF YEAR.....	\$ 12,425,734	\$ 526,978	\$ 37,978	\$ 12,990,690
<b><u>RECONCILIATION OF OPERATING INCOME (LOSS) TO NET CASH</u></b>				
<b><u>FROM OPERATING ACTIVITIES:</u></b>				
Operating income (loss).....	\$ 1,568,384	\$ (2,857,540)	\$ 37,978	\$ (1,251,178)
Adjustments to reconcile operating income to net cash from operating activities:				
Depreciation.....	1,139,655	-	-	1,139,655
Deferred (outflows)/inflows related to pensions.....	140,348	(8,391)	-	131,957
Deferred (outflows)/inflows related to other postemployment benefits.....	(251,294)	(46,620)	-	(297,914)
Changes in assets and liabilities:				
User charges.....	(127,635)	(1,996)	-	(129,631)
Investment in joint venture.....	(288,250)	-	-	(288,250)
Warrants payable.....	(641,484)	4,592	-	(636,892)
Accrued payroll.....	(22,804)	(1,680)	-	(24,484)
Compensated absences.....	13,282	-	-	13,282
Net pension liability.....	488,408	218,856	-	707,264
Net other postemployment benefits liability.....	739,025	(34,473)	-	704,552
Total adjustments.....	1,189,251	130,288	-	1,319,539
NET CASH FROM OPERATING ACTIVITIES.....	\$ 2,757,635	\$ (2,727,252)	\$ 37,978	\$ 68,361
<b><u>NONCASH INVESTING, CAPITAL, AND FINANCING ACTIVITIES:</u></b>				
Acquisition of capital assets on account.....	\$ (83,281)	\$ -	\$ -	\$ (83,281)

See notes to basic financial statements.



**FIDUCIARY FUNDS**  
STATEMENT OF FIDUCIARY NET POSITION

JUNE 30, 2020

	Pension and Other Postemployment Benefit Trust Funds	Private Purpose Trust Funds	Agency Funds
<b>ASSETS</b>			
Cash and cash equivalents.....	\$ 757,569	\$ 296,516	\$ 651,666
Investments:			
Investments in Pension Reserve Investment Trust.....	201,946,301	-	-
Equity securities.....	-	908,025	-
Equity mutual funds.....	2,275,274	-	-
Fixed income mutual funds.....	847,071	563,493	-
Repurchase agreements.....	2,551,401	-	-
Alternative investments.....	69,792	-	-
Receivables, net of allowance for uncollectibles:			
Reimbursements from other systems.....	10,570	-	-
Capital assets, net of accumulated depreciation.....	78,906	-	-
<b>TOTAL ASSETS.....</b>	<b>208,536,884</b>	<b>1,768,034</b>	<b>651,666</b>
<b>LIABILITIES</b>			
Warrants payable.....	7,256	-	-
Liabilities due depositors.....	-	-	651,666
<b>TOTAL LIABILITIES.....</b>	<b>7,256</b>	<b>-</b>	<b>651,666</b>
<b>NET POSITION</b>			
Restricted for pensions.....	205,018,140	-	-
Restricted for other postemployment benefits.....	3,511,488	-	-
Held in trust for other purposes.....	-	1,768,034	-
<b>TOTAL NET POSITION.....</b>	<b>\$ 208,529,628</b>	<b>\$ 1,768,034</b>	<b>\$ -</b>

See notes to basic financial statements.

**FIDUCIARY FUNDS**  
**STATEMENT OF CHANGES IN FIDUCIARY NET POSITION**  
**YEAR ENDED JUNE 30, 2020**

	Pension and Other Postemployment Benefit Trust Funds	Private Purpose Trust Funds
<b>ADDITIONS:</b>		
Contributions:		
Employer contributions.....	\$ 15,001,998	\$ -
Employer contributions for other postemployment benefit payments.....	4,432,568	-
Member contributions.....	4,947,814	-
Transfers from other systems.....	1,064,570	-
3(8)c contributions from other systems.....	180,055	-
Workers compensation settlements.....	8,300	-
State COLA reimbursements.....	106,197	-
Member makeup payments and redeposits.....	24,485	-
Reimbursement of 91A overearnings.....	8,278	-
Private donations.....	-	103,521
Total contributions.....	25,774,265	103,521
Net investment income:		
Investment income.....	28,903,676	125,025
Less: investment expense.....	(966,531)	-
Net investment income.....	27,937,145	125,025
TOTAL ADDITIONS.....	53,711,410	228,546
<b>DEDUCTIONS:</b>		
Administration.....	298,640	-
Transfers to other systems.....	329,234	-
3(8)c transfer to other systems.....	688,904	-
Retirement benefits and refunds.....	17,217,491	-
Depreciation.....	3,125	-
Other postemployment benefit payments.....	4,432,568	-
Health and human services.....	-	24,326
Educational scholarships.....	-	51,209
TOTAL DEDUCTIONS.....	22,969,962	75,535
NET INCREASE (DECREASE) IN NET POSITION.....	30,741,448	153,011
NET POSITION AT BEGINNING OF YEAR.....	177,788,180	1,615,023
NET POSITION AT END OF YEAR.....	\$ 208,529,628	\$ 1,768,034

See notes to basic financial statements.

**NOTE 1 – SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES**

The accompanying basic financial statements of the City of Salem, Massachusetts (City) have been prepared in accordance with accounting principles generally accepted in the United States of America (GAAP). The Governmental Accounting Standards Board (GASB) is the recognized standard-setting body for establishing governmental accounting and financial reporting principles. The significant accounting policies are described herein.

**A. Reporting Entity**

The City is a Massachusetts municipal corporation with a Mayor-Council form of government. The Mayor is elected at large for a four-year term. The City Council is comprised of eleven members elected for two-year terms from seven wards and four at-large.

For financial reporting purposes, the City has included all funds, organizations, agencies, boards, commissions and institutions. The City has also considered all potential component units for which it is financially accountable as well as other organizations for which the nature and significance of their relationship with the City are such that exclusion would cause the basic financial statements to be misleading or incomplete. As required by GAAP, these basic financial statements present the City (the primary government) and its component units. One entity has been included as a component unit in the reporting entity, because of the significance of its operational and/or financial relationship.

*Component Unit Presented as a Fiduciary Fund* – The following component unit is presented as a Fiduciary Fund of the primary government due to the nature and significance of relationship between the City and the component unit.

The Salem Contributory Retirement System (System) was established to provide retirement benefits to City employees, the Salem Housing Authority employees, the South Essex Sewerage District employees, the Salem-Beverly Water Supply Board employees, the Essex North Shore Agricultural & Technical School employees and their beneficiaries. The System is governed by a five-member board comprised of the Finance Director (ex-officio), two members elected by the System's participants, one member appointed by the Mayor and one member appointed by the other board members. The System is presented using the accrual basis of accounting and is reported as a pension trust fund in the fiduciary fund financial statements.

The System issued a separate GAAP based audited financial statement along with a publicly available unaudited financial report in accordance with guidelines established by the Commonwealth of Massachusetts' (Commonwealth) Public Employee Retirement Administration Commission (PERAC). These reports may be obtained by contacting the System located at 20 Central Street, Suite 110, Salem, Massachusetts 01970.

*Joint Ventures* – The following are joint ventures of the City.

The City is a member of the South Essex Sewerage District (the District), a joint venture with the Cities of Salem, Peabody, and Beverly and the Towns of Danvers, Marblehead, and Middleton, for the operation of a septage disposal facility. The members share in overseeing the operations of the District. Each member is responsible for its proportionate share of the operational costs of the District, which are paid in the form of assessments. The 2020 assessment totaled \$4.6 million. As of June 30, 2020, the City's equity interest in the operations of the District totaled \$1.8 million, which is recorded in the Water and Sewer Enterprise Fund. Complete financial statements for the District can be obtained by contacting them at 50 Fort Avenue, Salem, MA 01970.

The City is a member of the Salem-Beverly Water Supply Board (Water Board), a joint venture with the City of Beverly for the operation of a water distribution system. The City does not have an equity interest in the Salem-

Beverly Water Supply Board. The annual assessment from the Water Board for the year ended June 30, 2020, totaled approximately \$2.6 million. Complete financial information for the Water Board can be obtained by contacting them at 50 Arlington Avenue, Beverly, MA 01915.

The City is a member of the Essex North Shore Agricultural & Technical School that serves the members' students seeking an education in academic, technical and agriculture studies. The members' share in the operations of the School and each member is responsible for its proportionate share of the operational and capital cost of the School, which are paid in the form of assessments. The City does not have an equity interest in the Essex North Shore Agricultural & Technical School and the 2020 assessment was \$2.3 million.

## B. Government-Wide and Fund Financial Statements

### *Government-Wide Financial Statements*

The government-wide financial statements (i.e., statement of net position and the statement of activities) report information on all of the non-fiduciary activities of the primary government and its component units.

*Governmental activities*, which are primarily supported by taxes and intergovernmental revenues, are reported separately from *business-type activities*, which are supported primarily by user fees and charges.

### *Fund Financial Statements*

Separate financial statements are provided for governmental funds, proprietary funds, and fiduciary funds, even though fiduciary funds are excluded from the government-wide financial statements. Major individual governmental funds and major individual enterprise funds are reported as separate columns in the fund financial statements. Nonmajor funds are aggregated and displayed in a single column.

#### *Major Fund Criteria*

Major funds must be reported if the following criteria are met:

- If the total assets and deferred outflows of resources, liabilities and deferred inflows of resources, revenues, or expenditures/expenses of an individual governmental or enterprise fund are at least 10% of the corresponding element (assets and deferred outflows of resources, liabilities and deferred inflows of resources, etc.) for all funds of that category or type (total governmental or total enterprise funds), *and*
- If the total assets and deferred outflows of resources, liabilities and deferred inflows of resources, revenues, or expenditures/expenses of the individual governmental fund or enterprise fund are at least 5% of the corresponding element for all governmental and enterprise funds combined.

Additionally, any other governmental or enterprise fund that management believes is particularly significant to the basic financial statements may be reported as a major fund.

Fiduciary funds are reported by fund type.

## C. Measurement Focus, Basis of Accounting and Financial Statement Presentation

### *Government-Wide Financial Statements*

The government-wide financial statements are reported using the economic resources measurement focus and the accrual basis of accounting. Under this method, revenues are recorded when earned and expenses are

recorded when the liabilities are incurred. Real estate and personal property taxes are recognized as revenues in the year for which they are levied. Grants and similar items are recognized as revenue as soon as all eligibility requirements imposed by the provider have been met.

The statement of activities demonstrates the degree to which the direct expenses of a particular function or segment are offset by program revenues. Direct expenses are those that are clearly identifiable with a specific function or segment. Program revenues include the following:

- Charges to customers or applicants who purchase, use, or directly benefit from goods, services, or privileges provided by a given function or segment.
- Grants and contributions that are restricted to meeting the operational requirements of a particular function or segment.
- Grants and contributions that are restricted to meeting the capital requirements of a particular function or segment.

Taxes and other items not identifiable as program revenues are reported as general revenues.

For the most part, the effect of interfund activity has been removed from the government-wide financial statements. However, the effect of interfund services provided and used between functions is not eliminated as the elimination of these charges would distort the direct costs and program revenues reported for the functions affected.

#### *Fund Financial Statements*

**Governmental** fund financial statements are reported using the flow of current financial resources measurement focus and the modified accrual basis of accounting. Under the modified accrual basis of accounting, revenues are recognized when susceptible to accrual (i.e., when 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 pay liabilities of the current period. Expenditures are recorded when the related fund liability is incurred, except for unmatured interest on general long-term debt which is recognized when due, and certain compensated absences and claims and judgments which are recognized when the obligations are expected to be liquidated with current expendable available resources.

Real estate and personal property tax revenues are considered available if they are collected within 60 days after year-end. Investment income is susceptible to accrual. Other receipts and tax revenues become measurable and available when the cash is received and are recognized as revenue at that time.

Entitlements and shared revenues are recorded at the time of receipt or earlier if the susceptible to accrual criteria is met. Expenditure driven grants recognize revenue when the qualifying expenditures are incurred, and all other grant requirements are met.

The following major governmental funds are reported:

The *general fund* is the primary operating fund. It is used to account for all financial resources, except those that are required to be accounted for in another fund.

The *community preservation fund* is a special revenue fund used to account for the accumulation of resources for the acquisition, creation, preservation and support of open space, historic resources, and community housing. The City is allowed to impose a surcharge on property taxes and to receive matching state funds for these specified uses.

The *capital improvement fund* is used to account for the City's capital improvement plan projects.

The nonmajor governmental funds consist of other special revenue, capital projects and permanent funds that are aggregated and presented in the *nonmajor governmental funds* column on the governmental funds financial statements. The following describes the general use of these fund types:

The *special revenue fund* is used to account for and report the proceeds of specific revenue sources that are restricted or committed to expenditure for specified purposes other than permanent funds or capital projects.

The *capital projects fund* is used to account for and report financial resources that are restricted, committed, or assigned to expenditure for capital outlays, including the acquisition or construction of capital facilities and other capital assets of the governmental funds.

The *permanent fund* is used to account for and report financial resources that are legally restricted to the extent that only earnings, not principal, may be used for purposes that support the governmental programs.

**Proprietary** fund financial statements are reported using the flow of economic resources measurement focus and use the accrual basis of accounting. Under this method, revenues are recorded when earned and expenses are recorded when the liabilities are incurred.

Proprietary funds distinguish operating revenues and expenses from nonoperating items. Operating revenues and expenses generally result from providing services and producing and delivering goods in connection with the proprietary funds principal ongoing operations. All revenues and expenses not meeting this definition are reported as nonoperating revenues and expenses.

The following major proprietary funds are reported:

The *water and sewer enterprise fund* is used to account for the City's water and sewer activities.

The *trash enterprise fund* is used to account for the solid waste disposal activities.

The *cable access enterprise fund* is used to account for the local access television activities.

**Fiduciary** fund financial statements are reported using the flow of economic resources measurement focus and use the accrual basis of accounting except for the agency fund, which has no measurement focus. Fiduciary funds are used to account for assets held in a trustee capacity for others that cannot be used to support the governmental programs.

The following fiduciary fund types are reported:

The *pension and other postemployment benefit trust* funds are used to account for the activities of the System, which accumulates resources to provide pension benefits to eligible retirees and their beneficiaries and to accumulate resources to provide funding for future other postemployment benefits (OPEB) liabilities.

The *private-purpose trust fund* is used to account for trust arrangements that exclusively benefit individuals, private organizations, or other governments. Some of these trusts have donor restrictions and trustee policies

that do not allow the endowment portion and any unrealized appreciation to be spent. The donor restrictions and trustee policies only allow the trustees to authorize spending of the realized investment earnings. The City's educational scholarships and health and human service funds are accounted for in this fund.

The *agency fund* is used to account for assets held in a purely custodial capacity. The City's agency funds consist primarily of payroll withholdings, police and fire details, escrow deposits, deputy collector receipts and unclaimed property.

#### D. Cash and Investments

##### *Government-Wide and Fund Financial Statements*

Cash and cash equivalents are considered to be cash on hand, demand deposits and short-term investments with an original maturity of three months or less from the date of acquisition.

Investments are carried at fair value. The fair values were determined by the closing price for those securities traded on national stock exchanges and at the average bid-and-asked quotation for those securities traded in the over-the-counter market. Investments that do not have an established market are reported at estimated fair values.

#### E. Fair Value Measurements

The City reports required types of financial instruments in accordance with the fair value standards. These standards require an entity to maximize the use of observable inputs (such as quoted prices in active markets) and minimize the use of unobservable inputs (such as appraisals or valuation techniques) to determine fair value. Fair value standards also require the government to classify these financial instruments into a three-level hierarchy, based on the priority of inputs to the valuation technique or in accordance with net asset value practical expedient rules, which allow for either Level 2 or Level 3 depending on lock up and notice periods associated with the underlying funds.

Instruments measured and reported at fair value are classified and disclosed in one of the following categories:

Level 1 – Quoted prices are available in active markets for identical instruments as of the reporting date. Instruments, which are generally included in this category, include actively traded equity and debt securities, U.S. government obligations, and mutual funds with quoted market prices in active markets.

Level 2 – Pricing inputs are other than quoted in active markets, which are either directly or indirectly observable as of the reporting date, and fair value is determined through the use of models or other valuation methodologies. Certain fixed income securities, primarily corporate bonds, are classified as Level 2 because fair values are estimated using pricing models, matrix pricing, or discounted cash flows.

Level 3 – Pricing inputs are unobservable for the instrument and include situations where there is little, if any, market activity for the instrument. The inputs into the determination of fair value require significant management judgment or estimation.

In some instances the inputs used to measure fair value may fall into different levels of the fair value hierarchy and is based on the lowest level of input that is significant to the fair value measurement.

Market price is affected by a number of factors, including the type of instrument and the characteristics specific to the instrument. Instruments with readily available active quoted prices generally will have a higher degree of market price observability and a lesser degree of judgment used in measuring fair value. It is reasonably possible that change in values of these instruments will occur in the near term and that such changes could materially

affect amounts reported in these financial statements. For more information on the fair value of the City's financial instruments, see Note 2 – Cash and Investments.

#### F. Accounts Receivable

##### *Government-Wide and Fund Financial Statements*

The recognition of revenue related to accounts receivable reported in the government-wide financial statements and the proprietary funds and fiduciary funds financial statements are reported under the accrual basis of accounting. The recognition of revenue related to accounts receivable reported in the governmental funds financial statements are reported under the modified accrual basis of accounting.

##### ***Real Estate, Personal Property Taxes, Tax Liens and Tax Foreclosures***

Real estate and personal property taxes are levied and based on values assessed on January 1<sup>st</sup> of every year. Assessed values are established by the Board of Assessor's for 100% of the estimated fair market value. Taxes are due on August 1<sup>st</sup>, November 1<sup>st</sup>, February 1<sup>st</sup> and May 1<sup>st</sup> and are subject to penalties and interest if they are not paid by the respective due date. Real estate and personal property taxes levied are recorded as receivables in the year of the levy.

The City has the ability to process real estate tax liens on delinquent properties. Tax liens are processed once a year following the first quarter of the following year. Liens are recorded as receivables in the year they are processed.

Real estate receivables which have been secured via the tax lien process are considered 100% collectible. Accordingly, an allowance for uncollectibles is not reported.

Personal property taxes cannot be secured through the lien process. The allowance for uncollectibles is estimated based on historical trends and specific account analysis.

##### ***Motor Vehicle and Other Excise Taxes***

Motor vehicle excise taxes are assessed annually for each vehicle registered and are recorded as receivables in the year of the levy. The Commonwealth is responsible for reporting the number of vehicles registered and the fair values of those vehicles. The tax calculation is the fair value of the vehicle multiplied by \$25 per \$1,000 of value. Boat excise taxes are assessed annually for each boat registered and are recorded as receivables in the year of the levy. The Commonwealth is responsible for reporting the number of boats registered and the fair value of those boats. The tax calculation is the fair value of the boat multiplied by \$10 per \$1,000 of value.

The allowance for uncollectibles is estimated based on historical trends and specific account analysis.

##### ***Community Preservation Surcharges***

Community preservation surcharges are levied annually at a rate of 1% of resident's real estate tax bills with exemptions for the first \$100,000 of residential property and property owned by qualified persons with low income and seniors (60+) with low or moderate income defined by DOR guidelines. The surcharge is due with the real estate tax on August 1st, November 1st, February 1st and May 1st and are subject to penalties and interest if they are not paid by the respective due date. Overdue surcharges are included on the tax liens processed on delinquent real estate taxes. Surcharges are recorded as receivables in the year of the levy.



Since the receivables are secured via the lien process, these accounts are considered 100% collectible and therefore do not report an allowance for uncollectibles.

### ***User Fees***

Water and Sewer user fees are levied monthly based on individual meter readings and are subject to penalties and interest if they are not paid by the respective due date. Unbilled user fees are estimated at year-end and are recorded as revenue in the current period. The City abides by a strict policy for unpaid user fees which includes liening any unpaid balance plus interest to the corresponding real estate tax bills.

Trash user fees are levied monthly based on the number of units located on the property. The monthly per unit fee collected is \$26.50 for commercial and \$18.00 for residential. Collection from any owner occupied property shall not exceed \$120 per month. Unpaid trash fees are subject to interest and demand fees; any fees not paid within thirty (30) days may be liened to the property in the following years' real estate bill.

Since the receivables are secured via either a shut off or lien process, these accounts are considered 100% collectible and therefore do not report an allowance for uncollectibles.

### ***Departmental and Other***

Departmental and other receivables consist primarily of harbor mooring and slip fees and fire detail fees that are recorded as receivables in the year accrued.

The allowance of uncollectibles is estimated based on historical trends and specific account analysis.

### ***Intergovernmental***

Various federal and state grants for operating and capital purposes are applied for and received annually. For non-expenditure driven grants, receivables are recorded as soon as all eligibility requirements imposed by the provider have been met. For expenditure driven grants, receivables are recorded when the qualifying expenditures are incurred, and all other grant requirements are met.

These receivables are considered 100% collectible and therefore do not report an allowance for uncollectibles.

### ***Loans***

Loan receivables are comprised of funds advanced to small businesses and developers under various Urban Development Action Grants (UDAG) and Community Development Block Grants (CDBG). The City loans funds to owners of commercial and residential properties for the purpose of rehabilitating these properties. The City receives funding for these loans from the U.S Department of Housing and Urban Development (HUD) under Community Development Block Grant (CDBG) programs for the City. These loans are repaid to the City under various terms and conditions stipulated by each loan agreement. The loan repayments may be used by the City for any eligible activity relevant to the community development program.

### **G. Inventories and Prepaid Items**

#### ***Government-Wide and Fund Financial Statements***

Inventories are recorded as expenditures at the time of purchase. Inventories are not material in total to the government-wide and fund financial statements, and therefore are not reported.

Certain payments to vendors reflect costs applicable to future accounting periods and are recorded as prepaid items in both the government-wide and fund financial statements. The cost of prepaid items is recorded as expenditures/expenses when consumed rather than when purchased.

#### H. Capital Assets

##### *Government-Wide and Proprietary Fund Financial Statements*

Capital assets, which include land, land improvements, buildings and improvements, machinery and equipment, and infrastructure (e.g., roads, water mains, sewer mains, and similar items), are reported in the applicable governmental or business-type activity column of the government-wide financial statements, and the proprietary fund financial statements. Capital assets are recorded at historical cost, or at estimated historical cost, if actual historical cost is not available. Donated capital assets, donated works of art, historical treasures and similar assets; and capital assets received in service concession arrangements are recorded at acquisition value. Except for the capital assets of the governmental activities column in the government-wide financial statements, construction period interest is capitalized on constructed capital assets.

All purchases and construction costs in excess of \$25,000 are capitalized at the date of acquisition or construction, respectively, with expected useful lives of greater than one year. This excludes vehicles, which will all be capitalized.

Capital assets (excluding land and construction in progress) are depreciated on a straight-line basis. The estimated useful lives of capital assets are as follows:

<u>Capital Asset Type</u>	<u>Estimated Useful Life (in years)</u>
Land improvements.....	20 - 30
Buildings and improvements...	40
Equipment.....	5 - 10
Vehicles.....	5 - 15
Infrastructure.....	15 - 80

The cost of normal maintenance and repairs that do not add to the value of the assets or materially extend asset lives are not capitalized and are treated as expenses when incurred. Improvements are capitalized.

##### *Governmental Fund Financial Statements*

Capital asset costs are recorded as expenditures in the acquiring fund in the year of the purchase.

#### I. Deferred Outflows/Inflows of Resources

##### *Government-Wide Financial Statements (Net Position)*

In addition to assets, the statement of net position will sometimes report a separate section for deferred outflows of resources. This separate financial statement element, deferred outflows of resources, represents a consumption of net position that applies to a future period(s) and so will not be recognized as an outflow of resources (expense/ expenditure) until then. The City reported a deferred outflow for refunding debt, deferred outflows related to pensions and deferred outflows related to other postemployment benefits under this category.

In addition to liabilities, the statement of net position will sometimes report a separate section for deferred inflows of resources. This separate financial statement element, deferred inflows of resources, represents an acquisition of net position that applies to a future period(s) and so will not be recognized as an inflow of resources (revenue) until that time. The City reported deferred inflows related to pensions and deferred inflows related to other postemployment benefits under this category.

#### *Governmental Fund Financial Statements*

In addition to assets and liabilities, the balance sheet will sometimes report separate sections for deferred inflows and outflows of resources. These separate financial statement elements represent either an acquisition or consumption of fund balance that applies to a future period(s) and so will *not* be recognized until that time. The City has recorded unavailable revenue as deferred inflows of resources in the governmental funds balance sheet. Unavailable revenue is recognized as revenue in the conversion to the government-wide (full accrual) financial statements. The governmental funds did not have any deferred outflows of resources at year-end.

#### J. Interfund Receivables and Payables

During the course of its operations, transactions occur between and within individual funds that may result in amounts owed between funds.

#### *Government-Wide Financial Statements*

Transactions of a buyer/seller nature between and within governmental funds are eliminated from the governmental activities in the statement of net position. Any residual balances outstanding between the governmental activities and business-type activities are reported in the statement of net position as “internal balances”.

#### *Fund Financial Statements*

Transactions of a buyer/seller nature between and within funds are *not* eliminated from the individual fund statements. Receivables and payables resulting from these transactions are classified as “Due from other funds” or “Due to other funds” on the balance sheet.

#### K. Interfund Transfers

During the course of its operations, resources are permanently reallocated between and within funds. These transactions are reported as transfers in and transfers out.

#### *Government-Wide Financial Statements*

Transfers between and within governmental funds are eliminated from the governmental activities in the statement of net position. Any residual balances outstanding between the governmental activities and business-type activities are reported in the statement of activities as “Transfers, net”.

#### *Fund Financial Statements*

Transfers between and within funds are *not* eliminated from the individual fund statements and are reported as transfers in and transfers out.

L. Net Position and Fund Equity*Government-Wide Financial Statements (Net position)*

Net position reported as “net investment in capital assets” includes capital assets, net of accumulated depreciation, less the principal balance of outstanding debt used to acquire capital assets. Unspent proceeds of capital related debt are not considered to be capital assets. Outstanding debt related to future reimbursements from the state’s school building program is not considered to be capital related debt.

Net position is reported as restricted when amounts are not available for appropriation or are legally restricted by outside parties for a specific future use.

Net position has been “restricted for” the following:

“Loans” represents community development outstanding loan receivable balances which are funded through the Community Development Block Grant program. The loan repayments are subject to various restrictions which are imposed by the grantors.

“Permanent funds - expendable” represents the amount of realized and unrealized investment earnings of donor restricted trusts. The donor restrictions and trustee policies only allow the trustees to approve spending of the realized investment earnings that support governmental programs.

“Permanent funds - nonexpendable” represents the endowment portion of donor restricted trusts that support governmental programs.

“Grants and gifts” represents assets that have restrictions placed on them from outside parties.

“Community preservation” amounts held for uses restricted by law for community preservation purposes.

Sometimes the City will fund outlays for a particular purpose from both restricted (e.g., restricted bond or grant proceeds) and unrestricted resources. In order to calculate the amounts to report as restricted – net position and unrestricted – net position in the government-wide and proprietary fund financial statements, a flow assumption must be made about the order in which the resources are considered to be applied. It is the City’s policy to consider restricted – net position to have been depleted before unrestricted – net position is applied.

*Fund Financial Statements (Fund Balances)*

Governmental fund equity is classified as fund balance. Fund balance is further classified as follows:

“Nonspendable” fund balance includes amounts that cannot be spent because they are either not in spendable form or they are legally or contractually required to be maintained intact.

“Restricted” fund balance includes amounts subject to constraints placed on the use of resources that are either externally imposed by creditors, grantors, contributors, or laws or regulations of other governments; or that are imposed by law through constitutional provisions or enabling legislation.

“Committed” fund balance includes amounts that can only be used for specific purposes pursuant to constraints imposed by formal action of the government’s highest level of decision-making authority. An order of the City Council is the highest level of decision-making authority that can commit or rescind funds for a specific purpose. Once voted, the limitation imposed by the order remains in place until the funds are used for their intended purpose or an order is taken to rescind the commitment.

“Assigned” fund balance includes amounts that are constrained by the City’s intent to be used for specific purposes but are neither restricted nor committed. The City Finance Director has the authority to assign fund balance. Funds are assigned when the City has an obligation to purchase goods or services from the current years’ appropriation.

“Unassigned” fund balance includes the residual classification for the general fund. This classification represents fund balance that has not been assigned to other funds and that has not been restricted, committed, or assigned to specific purposes within the general fund. The general fund is the only fund that reports a positive unassigned fund balance amount.

Sometimes the City will fund outlays for a particular purpose from different components of fund balance. In order to calculate the amounts to report as restricted, assigned, and unassigned fund balance in the governmental fund financial statements a flow assumption must be made about the order in which the resources are considered to be applied. When different components of fund balance can be used for the same purpose, it is the City’s policy to consider restricted fund balance to have been depleted first, followed by assigned fund balance. Unassigned fund balance is applied last.

#### M. Long-term Debt

##### *Government-Wide and Proprietary Fund Financial Statements*

Long-term debt is reported as liabilities in the government-wide and proprietary fund statement of net position. Material bond premiums and discounts are deferred and amortized over the life of the bonds using the effective interest method. Bonds payable are reported net of the applicable bond premium or discount.

##### *Governmental Fund Financial Statements*

The face amount of governmental funds long-term debt is reported as other financing sources. Bond premiums and discounts, as well as issuance costs, are recognized in the current period. Bond premiums are reported as other financing sources and bond discounts are reported as other financing uses. Issuance costs, whether or not withheld from the actual bond proceeds received, are reported as general government expenditures.

#### N. Pensions

For purposes of measuring the net pension liability, deferred outflows of resources and deferred inflows of resources related to pensions, and pension expense, information about the fiduciary net position of both the Salem Contributory Retirement System and the Massachusetts Teachers’ Retirement System and additions to/deductions from the System’s fiduciary net position have been determined on the same basis as they are reported by the Systems. For this purpose, benefit payments (including refunds of employee contributions) are recognized when due and payable in accordance with the benefit terms. Investments are reported at fair value.

#### O. Investment Income

Excluding the permanent funds, investment income derived from major and nonmajor governmental funds is legally assigned to the general fund unless otherwise directed by Massachusetts General Law (MGL). Investment income of the enterprise funds is voluntarily assigned to the general fund.

P. Compensated Absences

Employees are granted vacation and sick leave in varying amounts based on collective bargaining agreements, state laws and executive policies. Compensated absence liabilities related to both governmental and business-type activities are normally paid from the funds reporting payroll and related expenditures.

*Government-Wide and Proprietary Fund Financial Statements*

Vested or accumulated vacation and sick leave are reported as liabilities and expensed as incurred.

*Governmental Fund Financial Statements*

Vested or accumulated vacation and sick leave, which will be liquidated with expendable available financial resources, are reported as expenditures and fund liabilities upon maturity of the liability.

Q. Appropriation Deficits

Actual expenditures exceeded appropriations for snow and ice removal by \$400,000 and will be raised in fiscal year 2021. Massachusetts General Laws allows communities to overspend their snow and ice removal appropriation line; however, deficits must be raised in the subsequent year.

R. Use of Estimates*Government-Wide and Fund Financial Statements*

The preparation of basic financial statements in conformity with GAAP requires management to make estimates and assumptions that affect the reported amounts of assets and liabilities and disclosure for contingent assets and liabilities at the date of the basic financial statements and the reported amounts of the revenues and expenditures/expenses during the year. Actual results could vary from estimates that were used.

S. Total Column*Government-Wide Financial Statements*

The total column presented on the government-wide financial statements represents consolidated financial information.

*Fund Financial Statements*

The total column on the fund financial statements is presented only to facilitate financial analysis. Data in this column is not the equivalent of consolidated financial information.

**NOTE 2 – CASH AND INVESTMENTS**

A cash and investment pool is maintained that is available for use by all funds. Each fund type's portion of this pool is displayed on the balance sheet as "Cash and Cash Equivalents". The deposits and investments of the trust funds are held separately from those of other funds.

Statutes authorize the investment in obligations of the U.S. Treasury, agencies, and instrumentalities, certificates of deposit, repurchase agreements, money market accounts, bank deposits and the State Treasurer's Investment

Pool (Pool). The Treasurer and Trust Fund Commission may also invest trust funds in securities, other than mortgages or collateral loans, which are legal for the investment of funds of savings banks under the laws of the Commonwealth; provided, that not more than 15% of any trust fund may be invested in bank stocks and insurance company stocks, and not more than 15% of any trust fund can be invested in the stock of any one bank or insurance company.

The Pool meets the criteria of an external investment pool. The Pool is administered by the Massachusetts Municipal Depository Trust (MMDT), which was established by the Treasurer of the Commonwealth who serves as Trustee. The fair value of the position in the Pool is the same as the value of the Pool shares. There are no limitations or restrictions on participant withdrawals, i.e. no redemption notice periods, maximum transaction amounts, ability of pool to impose liquidity fees or redemption gates.

The City participates in MMDT which is unrated. MMDT maintains a cash portfolio with weighted average maturity of approximately 52 days. The fair value of the position of the Pool is the same as the value of the Pool shares.

The City Treasurer is the custodian of funds held in the Other Postemployment Benefit (OPEB) Trust Fund. As of June 30, 2020, \$3,511,488, from the OPEB Trust Fund is included within the City's cash and investment balances in the following disclosures.

The System participates in the Pension Reserve Investment Trust (PRIT), which meets the criteria of an external investment pool. PRIT is administered by the Pension Reserves Investment Management Board, which was established by the Treasurer of the Commonwealth of Massachusetts who serves as Trustee. The fair value of the position in the PRIT is the same as the value of the PRIT shares. The System also has expanded investment powers which are governed by Chapter 32 of the general laws of the Commonwealth and by the regulations issued by the Public Employee Retirement Administration Commission (PERAC). The existing law provides that Systems will invest in securities other than mortgages or collateral loans, which are legal for the investment of funds of savings banks under the laws of the Commonwealth.

The System participates in PRIT which is unrated. The effective weighted duration rate for PRIT investments ranged from 0.14 to 16.03 years. There is no credit quality rating for the fund.

#### Custodial Credit Risk – Deposits

In the case of deposits, this is the risk that in the event of a bank failure, the City's deposits may not be returned to it. The City does not have a formal deposit policy for custodial credit risk. At year-end, the carrying amount of deposits totaled \$54,578,582 and the bank balance totaled \$56,592,487. Of the bank balance, \$3,808,313 was covered by Federal Depository Insurance, \$17,267,372 was covered by the Depositors Insurance Fund, \$32,318,791 was collateralized and \$3,198,011 was exposed to custodial credit risk because it was uninsured and uncollateralized.

The System does not have a formal deposit policy for custodial credit risk. At year-end, the carrying amount of deposits totaled \$368,426 and the bank balance totaled \$431,021. The entire bank balance was covered by Federal Depository Insurance and the Depositors Insurance Fund.

Investments

As of June 30, 2020, the City had the following investments:

Investment Type	Fair value	Maturity	
		Under 1 Year	1-5 Years
Debt securities:			
U.S. treasury notes.....	\$ 1,711,914	\$ 764,935	\$ 946,979
Government sponsored enterprises....	749,254	-	749,254
Corporate bonds.....	4,392,928	862,050	3,530,878
Total debt securities.....	6,854,096	\$ 1,626,985	\$ 5,227,111
Other investments:			
Equity securities.....	6,436,196		
Equity mutual funds.....	2,275,274		
Fixed income.....	4,161,734		
Money market mutual funds.....	1,023,804		
MMDT - Cash portfolio.....	78,932		
Total investments.....	\$ 20,830,036		

As of December 31, 2019, the System had the following investments:

<u>Investment Type</u>	<u>Fair Value</u>
Repurchase agreement.....	\$ 2,551,400
Pooled alternative investments.....	69,792
Pension Reserve Investment Trust (PRIT).....	201,946,302
Total investments.....	\$ 204,567,494

Custodial Credit Risk – Investments

For an investment, this is the risk that, in the event of a failure by the counterparty, the City will not be able to recover the value of its investments or collateral security that are in the possession of an outside party. The Citywide investment policy, as well as the investment policy specifically for OPEB funds, addresses custodial credit risk by requiring all securities not held directly by the City to be held in the City's name and tax identification number by a third-party custodian approved by the Treasurer and evidenced by safekeeping receipts showing individual CUSIP numbers for each security. The City's investments in U.S. treasury notes, government sponsored enterprises, corporate bonds and equity securities are covered by this policy.

The System's investments are not subject to custodial credit risk as all of the securities are insured or registered and held by its agents in the name of the Salem Contributory Retirement Board.



Interest Rate Risk

The City has a formal investment policy limiting investment maturities up to one year as a means of managing its exposure to fair value losses arising from increasing interest rates. The System does not have a formal investment policy related to interest rate risk.

Credit Risk

The City has not adopted a formal policy related to Credit Risk. The investment ratings are as follows:

Quality Rating	Government Sponsored Enterprises	Corporate Bonds
AA+.....	\$ 749,254	\$ 525,053
A+.....	-	543,730
A.....	-	580,619
A-.....	-	926,640
BBB.....	-	802,130
BBB+.....	-	1,014,756
Total.....	\$ 749,254	\$ 4,392,928

The System has not adopted a formal policy related to Credit Risk. The alternate investments, repurchase agreement, and PRIT are unrated.

Concentration of Credit Risk

The City restricts investments to no more than 5% in any one issuer. The City did not have more than 5% of its investments in any one individual security.

The System places no limit on the amount the government may invest in any one issuer. The System did not have more than 5% of its investments in any one individual security.

Fair Value Measurement

The City holds investments that are measured at fair value on a recurring basis. Because investing is not a core part of the City's mission, the City determines that the disclosures related to these investments only need to be disaggregated by major type. The City chooses a tabular format for disclosing the levels within the fair value hierarchy.

The City categorizes its fair value measurements within the fair value hierarchy established by generally accepted accounting principles. The hierarchy is based on the valuation inputs used to measure the fair value of the asset. Level 1 inputs are quoted prices in active markets for identical assets; Level 2 inputs are significant other observable inputs; Level 3 inputs are significant unobservable inputs.

The following table presents financial assets at June 30, 2020, that the City measures fair value on a recurring basis, by level, within the fair value hierarchy:

Investment Type	June 30, 2020	Fair Value Measurements Using		
		Quoted Prices in Active Markets for Identical Assets (Level 1)	Significant Other Observable Inputs (Level 2)	Significant Unobservable Inputs (Level 3)
<b>Investments measured at fair value:</b>				
<b>Debt securities:</b>				
U.S. treasury notes.....	\$ 1,711,914	\$ 1,711,914	\$ -	\$ -
Government sponsored enterprises.....	749,254	749,254	-	-
Corporate bonds.....	4,392,928	-	4,392,928	-
Total debt securities.....	6,854,096	2,461,168	4,392,928	-
<b>Other investments:</b>				
Equity securities.....	6,436,196	6,436,196	-	-
Equity mutual funds.....	2,275,274	2,275,274	-	-
Fixed income.....	4,161,734	4,161,734	-	-
Money market mutual funds.....	1,023,804	1,023,804	-	-
Total other investments.....	13,897,008	13,897,008	-	-
Total investments measured at fair value.....	20,751,104	\$ 16,358,176	\$ 4,392,928	\$ -
<b>Investments measured at amortized cost:</b>				
MMDT - Cash portfolio.....	78,932			
Total investments.....	\$ 20,830,036			

U.S. treasury notes, government sponsored enterprises, equity securities, equity mutual funds, fixed income, money market mutual funds classified in Level 1 of the fair value hierarchy are valued using prices quoted in active markets for those securities. Corporate bonds classified in Level 2 of the fair value hierarchy are valued using a matrix pricing technique. Matrix pricing is used to value securities based on the securities' relationship to benchmark quoted prices.

MMDT investments are valued at amortized cost. Under the amortized cost method, an investment is valued initially at its cost and adjusted for the amount of interest income accrued each day over the term of the investment to account for any difference between the initial cost and the amount payable at its maturity. If amortized cost is determined not to approximate fair value, the value of the portfolio securities will be determined under procedures established by the Advisor.

The System holds significant amounts of investments that are measured at fair value on a recurring basis. Because investing is a key part of the plan's activities, the plan shows greater disaggregation in its disclosures. The plan chooses a tabular format for disclosing the levels within the fair value hierarchy.

The following table presents financial assets at December 31, 2019, that the System measures fair value on a recurring basis, by level, within the fair value hierarchy:

Investment Type	December 31, 2019	Fair Value Measurements Using		
		Quoted Prices in Active Markets for Identical Assets (Level 1)	Significant Other Observable Inputs (Level 2)	Significant Unobservable Inputs (Level 3)
<b>Investments measured at fair value:</b>				
Repurchase agreement.....	\$ 2,551,400	\$ -	\$ -	\$ 2,551,400
Alternative investments.....	69,792	-	-	69,792
Total investments measured at fair value.....	2,621,192	\$ -	\$ -	\$ 2,621,192
<b>Investments measured at net asset value:</b>				
Pension Reserve Investment Trust (PRIT)....	201,946,302			
Total investments.....	\$ 204,567,494			

Alternative investments and repurchase agreements classified in level 3 are valued using either a discounted cash flow or market comparable company's technique.

PRIT Investments are valued using the net asset value (NAV) method. This investment pool was established by the Treasurer of the Commonwealth of Massachusetts, who serves as Trustee. PRIT is administered by the Pension Reserves Investment Management Board (PRIM). The fair values of the positions in each investment Pool are the same as the value of each Pool's shares. The System does not have the ability to control any of the investment decisions relative to its funds in PRIT.

**NOTE 3 – RECEIVABLES**

At June 30, 2020, receivables for the individual major governmental funds and non-major governmental funds in the aggregate, including the applicable allowances for uncollectible accounts, are as follows:

	Gross Amount	Allowance for Uncollectibles	Net Amount
<u>Receivables:</u>			
Real estate and personal property taxes...	\$ 1,623,683	\$ -	\$ 1,623,683
Tax liens.....	1,479,493	-	1,479,493
Community preservation fund surcharge....	15,011	-	15,011
Motor vehicle and other excise taxes.....	929,624	(244,300)	685,324
Departmental and other.....	41,008	-	41,008
Intergovernmental.....	3,065,664	-	3,065,664
Community preservation state share.....	159,267	-	159,267
Loans.....	307,142	-	307,142
Total.....	\$ 7,620,892	\$ (244,300)	\$ 7,376,592

At June 30, 2020, receivables for the water and sewer and trash enterprise funds consist of the following:

	Gross Amount	Allowance for Uncollectibles	Net Amount
<u>Receivables:</u>			
Water and sewer user fees.....	\$ 3,308,646	\$ -	\$ 3,308,646
Trash user fees.....	74,092	-	74,092
Total.....	\$ 3,382,738	\$ -	\$ 3,382,738

Governmental funds report *deferred inflows of resources* in connection with receivables for revenues that are not considered to be available to liquidate liabilities of the current period. At the end of the current year, the various components of *deferred inflows of resources* for unavailable revenue reported in the governmental funds were as follows:

	General Fund	Other Governmental Funds	Total
<u>Receivables:</u>			
Real estate and personal property taxes.....	\$ 1,038,288	\$ -	\$ 1,038,288
Tax liens.....	1,479,493	-	1,479,493
Community preservation fund surcharge.....	-	15,011	15,011
Motor vehicle and other excise taxes.....	685,324	-	685,324
Departmental and other.....	-	41,008	41,008
Intergovernmental - highway improvements.....	-	434,036	434,036
Community preservation state share.....	-	159,267	159,267
Loans.....	-	307,142	307,142
Total.....	\$ 3,203,105	\$ 956,464	\$ 4,159,569

**NOTE 4 – CAPITAL ASSETS**

Capital asset activity for the year ended June 30, 2020, was as follows:

	Beginning Balance	Increases	Decreases	Ending Balance
<b>Governmental Activities:</b>				
<u>Capital assets not being depreciated:</u>				
Land.....	\$ 7,930,619	\$ -	\$ -	\$ 7,930,619
Construction in progress.....	6,846,608	4,904,196	(1,110,506)	10,640,298
Total capital assets not being depreciated.....	14,777,227	4,904,196	(1,110,506)	18,570,917
<u>Capital assets being depreciated:</u>				
Land improvements.....	15,721,855	436,166	(21,855)	16,136,166
Buildings and improvements.....	246,910,893	2,187,742	(1,715,167)	247,383,468
Equipment.....	16,280,817	1,365,793	(631,789)	17,014,821
Vehicles.....	6,057,680	562,257	(600,996)	6,018,941
Infrastructure.....	91,349,482	3,964,557	(2,000,516)	93,313,523
Total capital assets being depreciated.....	376,320,727	8,516,515	(4,970,323)	379,866,919
<u>Less accumulated depreciation for:</u>				
Land improvements.....	(6,088,137)	(607,503)	21,855	(6,673,785)
Buildings and improvements.....	(95,310,394)	(5,662,510)	1,715,167	(99,257,737)
Equipment.....	(10,834,032)	(1,049,369)	631,789	(11,251,612)
Vehicles.....	(4,196,587)	(562,063)	600,996	(4,157,654)
Infrastructure.....	(41,830,572)	(2,397,182)	2,000,516	(42,227,238)
Total accumulated depreciation.....	(158,259,722)	(10,278,627)	4,970,323	(163,568,026)
Total capital assets being depreciated, net.....	218,061,005	(1,762,112)	-	216,298,893
Total governmental activities capital assets, net.....	\$ 232,838,232	\$ 3,142,084	\$ (1,110,506)	\$ 234,869,810
<b>Water and Sewer:</b>				
<u>Capital assets not being depreciated:</u>				
Land.....	\$ 110,141	\$ -	\$ -	\$ 110,141
Construction in progress.....	6,152,989	915,978	(590,282)	6,478,685
Total capital assets not being depreciated.....	6,263,130	915,978	(590,282)	6,588,826
<u>Capital assets being depreciated:</u>				
Buildings and improvements.....	119,975	-	-	119,975
Vehicles.....	628,701	75,641	(97,587)	606,755
Infrastructure.....	53,192,052	1,242,786	-	54,434,838
Total capital assets being depreciated.....	53,940,728	1,318,427	(97,587)	55,161,568
<u>Less accumulated depreciation for:</u>				
Buildings and improvements.....	(105,657)	(5,727)	-	(111,384)
Vehicles.....	(596,086)	(40,176)	97,587	(538,675)
Infrastructure.....	(13,198,689)	(1,093,752)	-	(14,292,441)
Total accumulated depreciation.....	(13,900,432)	(1,139,655)	97,587	(14,942,500)
Total capital assets being depreciated, net.....	40,040,296	178,772	-	40,219,068
Total water and sewer activities capital assets, net....	\$ 46,303,426	\$ 1,094,750	\$ (590,282)	\$ 46,807,894

In the fiduciary activities, the Retirement System owns a condominium, which is being depreciated on a straight-line basis over 40 years. The historical cost of the condominium was \$125,000; accumulated depreciation through December 31, 2019, totals \$46,094, for a net book value of \$78,906.

Depreciation expense was charged to functions/programs of the primary government as follows:

**Governmental Activities:**

General government.....	\$	812,732
Public safety.....		891,777
Education.....		5,100,350
Public works.....		2,984,151
Health and human services.....		6,111
Culture and recreation.....		483,506
Total depreciation expense - governmental activities..	\$	<u>10,278,627</u>

**Business-Type Activities:**

Water and sewer.....	\$	<u>1,139,655</u>
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**Fiduciary Activities:**

Pension Trust.....	\$	<u>3,125</u>
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**NOTE 5 – INTERFUND RECEIVABLES, PAYABLES, AND TRANSFERS**

The City's interfund balances at June 30, 2020 consisted of \$1,337,895 in balances due to the general fund from the nonmajor governmental funds representing interfund borrowings for cash flow purposes.

Interfund transfers for the year ended June 30, 2020, are summarized as follows:

	Transfers In:					
	General Fund	Capital Improvement Fund	Nonmajor Governmental Funds	Trash Enterprise Fund	Total	
Transfers Out:						
General Fund.....	\$ -	\$ 1,904,748	\$ 168,514	\$ 2,836,362	\$ 4,909,624	(1)
Nonmajor Governmental Funds.....	1,298,516	1,141,215	-	-	2,439,731	(2)
Total.....	\$ 1,298,516	\$ 3,045,963	\$ 168,514	\$ 2,836,362	\$ 7,349,355	

(1) Transfer from general fund to capital improvement fund to finance capital projects from free cash; transfer from general fund to nonmajor governmental funds to fund deficits and the 400th anniversary fund. Transfer to trash enterprise fund for the City's subsidized portion.

(2) Transfer from nonmajor governmental funds, receipts reserved for appropriation, to the general fund to reduce amounts raised by taxation and for supplemental appropriations. Transfers from the nonmajor governmental funds to the capital improvement fund to finance capital projects from bond premiums previously received and reserved.

**NOTE 6 – CAPITAL AND OPERATING LEASES**Capital Leases

The City has entered into lease agreements as lessee for financing the acquisition of various vehicles, equipment, and infrastructure for governmental activities. These lease agreements qualify as capital leases for accounting purposes and therefore, have been recorded at the present value of their future minimum lease payments as of the inception date.

The assets acquired through capital leases are as follows:

	Governmental Activities
<u>Asset:</u>	
Machinery and equipment..... \$	515,110
Vehicles.....	2,186,188
Infrastructure.....	1,240,594
Less: accumulated depreciation.....	(850,774)
Total..... \$	<u>3,091,118</u>

The future minimum lease obligations and the net present value of these minimum lease payments as of June 30, 2020, were as follows:

<u>Years ending June 30:</u>	Governmental Activities
2021..... \$	766,280
2022.....	634,318
2023.....	438,616
2024.....	87,972
Total minimum lease payments.....	1,927,186
Less: amounts representing interest.....	(80,234)
Present value of minimum lease payments..... \$	<u>1,846,952</u>

Operating Leases

The City leases office space for the City Hall Annex under a 20-year operating lease that began in April 2018. The City made lease payments for the year ended June 30, 2020, totaling \$428,000 which is reported as general government expenditures in the general fund.

**NOTE 7 – SHORT-TERM FINANCING**

Short-term debt may be authorized and issued to fund the following:

- Current operating costs prior to the collection of revenues through issuance of revenue or tax anticipation notes (RANS or TANS).
- Capital project costs and other approved expenditures incurred prior to obtaining permanent financing through issuance of bond anticipation notes (BANS), state aid anticipation notes (SAANS) or grant anticipation notes (GANS).

Short-term loans are general obligations and carry maturity dates that are limited by statute. Interest expenditures and expenses for short-term borrowings are accounted for in the general fund and enterprise funds, respectively.

Details related to the short-term debt activity for the year ended June 30, 2020, are as follows:

Type	Purpose	Rate (%)	Due Date	Balance at June 30, 2019	Renewed/ Issued	Retired/ Redeemed	Balance at June 30, 2020
<b>Governmental Funds:</b>							
BAN	General Obligation.....	1.50%	09/26/19	\$ 679,455	\$ -	\$ (679,455)	\$ -
BAN	General Obligation.....	1.00%	11/19/20	-	7,822,596	(6,937,000)	885,596
	Total Governmental Funds.....			\$ 679,455	\$ 7,822,596	\$ (7,616,455)	\$ 885,596
<b>Water and Sewer Enterprise Fund:</b>							
BAN	General Obligation.....	1.50%	09/26/19	\$ 447,143	\$ -	\$ (447,143)	\$ -
BAN	General Obligation.....	1.00%	11/19/20	-	1,246,500	(1,158,000)	88,500
	Total Water and Sewer Enterprise Fund.....			\$ 447,143	\$ 1,246,500	\$ (1,605,143)	\$ 88,500

- (A) On November 18, 2020 the \$9,069,096 BAN was converted to \$8,095,000 of long-term debt and has been presented as such in these financial statements. The City used available funds to pay the remaining BAN balance at maturity.



**NOTE 8 – LONG-TERM DEBT**

Under the provisions of Chapter 44, Section 10, Municipal Law authorizes indebtedness up to a limit of 5% of the equalized valuation. Debt issued in accordance with this section of the law is designated as being "inside the debt limit". In addition, however, debt may be authorized in excess of that limit for specific purposes. Such debt, when issued, is designated as being "outside the debt limit".

Details related to the outstanding general obligation indebtedness at June 30, 2020, and the debt service requirements are reported in the following tables.

**Bonds Payable Schedule – Governmental Activities**

Project	Maturities Through	Original Loan Amount	Interest Rate (%)	Outstanding at June 30, 2020
Municipal Purpose Bonds of 2010.....	2026	\$ 5,219,000	3.00-5.00	\$ 1,205,000
Municipal Purpose Bonds of 2013.....	2043	15,143,598	2.63-4.00	12,090,000
Municipal Purpose Refunding Bonds of 2014....	2025	2,509,500	3.00-4.00	1,000,000
Municipal Purpose Bonds of 2014.....	2034	6,680,000	3.00-4.00	4,835,000
Municipal Purpose Bonds of 2015.....	2035	4,860,000	2.50-4.00	3,190,000
Municipal Purpose Bonds of 2016.....	2036	5,845,000	2.50-4.00	2,865,044
Municipal Purpose Bonds of 2017.....	2036	5,707,000	3.00-4.00	3,250,000
Municipal Purpose Refunding Bonds of 2017....	2037	3,312,000	3.00-4.00	2,552,000
Municipal Purpose Bonds of 2018.....	2038	7,349,229	3.13-5.00	5,610,000
Municipal Purpose Bonds of 2019.....	2049	11,430,933	3.00-5.00	13,295,933
Municipal Purpose Bonds of 2020.....	2050	6,937,000	2.00-5.00	6,937,000
Total General Obligation Bonds Payable.....				56,829,977
Add: Unamortized premium on bonds.....				3,412,905
Total Bonds Payable, net.....				<u>\$ 60,242,882</u>

Debt service requirements for governmental general obligation bonds payable in future years are as follows:

Year	Principal	Interest	Total
2021.....\$	4,590,057	\$ 1,888,306	\$ 6,478,363
2022.....	4,396,124	2,072,678	6,468,802
2023.....	4,284,124	1,740,652	6,024,776
2024.....	3,799,124	1,547,028	5,346,152
2025.....	3,649,124	1,383,923	5,033,047
2026.....	3,144,124	1,241,669	4,385,793
2027.....	2,970,030	1,119,738	4,089,768
2028.....	2,972,030	1,001,757	3,973,787
2029.....	2,475,030	889,501	3,364,531
2030.....	2,415,030	791,175	3,206,205
2031.....	2,390,030	698,700	3,088,730
2032.....	2,360,030	611,451	2,971,481
2033.....	2,445,030	524,457	2,969,487
2034.....	2,195,030	436,584	2,631,614
2035.....	1,760,030	370,776	2,130,806
2036.....	1,190,030	325,920	1,515,950
2037.....	1,140,000	289,914	1,429,914
2038.....	1,120,000	254,106	1,374,106
2039.....	1,150,000	217,628	1,367,628
2040.....	1,060,000	181,650	1,241,650
2041.....	1,025,000	147,393	1,172,393
2042.....	1,045,000	112,994	1,157,994
2043.....	855,000	81,451	936,451
2044.....	355,000	62,441	417,441
2045.....	370,000	52,300	422,300
2046.....	380,000	41,800	421,800
2047.....	380,000	31,064	411,064
2048.....	390,000	20,089	410,089
2049.....	400,000	8,826	408,826
2050.....	125,000	1,560	126,560
Total.....\$	<u>56,829,977</u>	<u>\$ 18,147,531</u>	<u>\$ 74,977,508</u>

The Commonwealth has approved school construction assistance to the City. The assistance program, which is administered by the MSBA, provides resources for future debt service of general obligation school bonds outstanding. During 2020, the final payment of \$733,000 of the assistance was received.

**Bonds Payable Schedule – Water and Sewer Enterprise Fund**

Project	Maturities Through	Original Loan Amount	Interest Rate (%)	Outstanding at June 30, 2020
Direct Borrowings Payable:				
Water Project - MCWT.....	2027	\$ 2,330,656	2.00	\$ <u>925,145</u>
General Obligation Bonds Payable:				
Sewer Improvements of 2011.....	2030	1,690,000	3.00-5.00	820,000
Water System Tanks and Improvements of 2011..	2031	8,464,000	3.00-5.00	3,600,000
Water Improvements of 2013.....	2033	1,412,402	2.63-4.00	1,015,000
Sewer Improvements of 2013.....	2033	1,435,000	2.63-4.00	1,010,000
Sewer Improvements of 2014.....	2034	3,900,000	3.00-4.00	3,015,000
Sewer Improvements of 2015.....	2035	2,300,000	2.50-4.00	1,725,000
Sewer Improvements of 2016.....	2036	2,650,000	2.00-5.00	2,090,000
Water Improvements of 2016.....	2025	3,600,000	2.00-5.00	1,970,000
Sewer Improvements of 2017.....	2036	2,650,000	3.00-4.00	2,370,000
Water Improvements of 2017.....	2036	4,095,000	3.00-4.00	3,255,000
Water Refunding Bonds of 2017.....	2028	1,463,000	4.00	1,163,000
Water Improvements of 2018.....	2048	2,660,000	3.13-5.00	2,510,000
Sewer Improvements of 2018.....	2048	4,890,771	3.13-5.00	4,630,000
Sewer Improvements of 2019.....	2037	2,260,269	2.00-5.00	1,829,956
Water & Sewer Improvements of 2019.....	2050	7,649,067	3.00-5.00	7,649,067
Water & Sewer Improvements of 2020.....	2050	1,158,000	2.00-5.00	<u>1,158,000</u>
Subtotal General Obligation Bonds Payable.....				39,810,023
Add: Unamortized premium on bonds.....				<u>2,123,050</u>
Total Bonds Payable, net.....				\$ <u><u>42,858,218</u></u>

Debt service requirements for the water and sewer enterprise fund general obligation and clean water trust bonds and notes payable in future years are as follows:

Year	General Obligation Bonds Payable:		
	Principal	Interest	Total
2021.....	\$ 2,609,943	\$ 1,436,769	\$ 4,046,712
2022.....	2,583,876	1,382,983	3,966,859
2023.....	2,620,876	1,248,755	3,869,631
2024.....	2,645,876	1,132,562	3,778,438
2025.....	2,675,876	1,017,805	3,693,681
2026.....	2,335,876	914,000	3,249,876
2027.....	1,989,970	827,352	2,817,322
2028.....	1,922,970	749,951	2,672,921
2029.....	1,774,970	675,833	2,450,803
2030.....	1,649,970	608,608	2,258,578
2031.....	1,654,970	546,787	2,201,757
2032.....	1,589,970	489,692	2,079,662
2033.....	1,589,970	433,650	2,023,620
2034.....	1,484,970	378,779	1,863,749
2035.....	1,219,970	333,798	1,553,768
2036.....	1,059,970	298,914	1,358,884
2037.....	885,000	269,539	1,154,539
2038.....	545,000	247,788	792,788
2039.....	555,000	230,632	785,632
2040.....	575,000	212,688	787,688
2041.....	580,000	193,194	773,194
2042.....	605,000	172,860	777,860
2043.....	620,000	151,729	771,729
2044.....	655,000	130,098	785,098
2045.....	670,000	108,498	778,498
2046.....	690,000	86,326	776,326
2047.....	710,000	62,151	772,151
2048.....	740,000	37,176	777,176
2049.....	365,000	11,301	376,301
2050.....	205,000	2,963	207,963
Total.....	\$ 39,810,023	\$ 14,393,181	\$ 54,203,204

Year	Direct Borrowings Payable:		
	Principal	Interest	Total
2021.....	\$ 124,367	\$ 17,259	\$ 141,626
2022.....	126,880	14,747	141,627
2023.....	129,443	12,184	141,627
2024.....	132,058	9,569	141,627
2025.....	134,726	6,901	141,627
2026.....	137,447	4,179	141,626
2027.....	140,224	1,402	141,626
Total.....	\$ 925,145	\$ 66,241	\$ 991,386

The City is subject to various debt limits by statute and may issue additional general obligation debt under the normal debt limit. At June 30, 2020, the City had the following authorized and unissued debt:

Purpose	Amount
Water and Sewer Capital Projects.....	\$ 31,083,264
General Government Capital Projects.....	15,336,559
Collins School Improvement.....	4,360,410
Transfer Station.....	1,605,500
Bentley Academy Boiler Replacement.....	1,565,000
School Projects.....	1,100,094
Museum Place Parking Garage.....	755,000
Total.....	<u>\$ 55,805,827</u>

### Changes in Long-term Liabilities

During the year ended June 30, 2020, the following changes occurred in long-term liabilities:

	Beginning Balance	Bonds and Notes Issued	Bonds and Notes Redeemed	Other Increases	Other Decreases	Ending Balance	Due Within One Year
<b>Governmental Activities:</b>							
Long-term general obligation bonds payable....	\$ 51,135,037	\$ 10,719,064	\$ (5,024,124)	\$ -	\$ -	\$ 56,829,977	\$ 4,590,057
Add: Unamortized premium on bonds.....	2,354,859	1,586,557	(528,511)	-	-	3,412,905	545,566
Total bonds payable.....	53,489,896	12,305,621	(5,552,635)	-	-	60,242,882	5,135,623
Capital lease obligations.....	1,902,608	-	-	681,180	(736,836)	1,846,952	732,773
Landfill closure.....	2,250,000	-	-	-	-	2,250,000	1,125,000
Compensated absences.....	8,900,103	-	-	2,802,800	(1,975,235)	9,727,668	2,315,988
Workers' compensation.....	1,559,542	-	-	189,884	(158,658)	1,590,768	157,388
Net pension liability.....	111,123,668	-	-	6,668,301	(11,975,050)	105,816,919	-
Net other postemployment benefits liability.....	146,202,751	-	-	43,351,527	(4,771,653)	184,782,625	-
Total governmental activity long-term liabilities.....	<u>\$ 325,428,568</u>	<u>\$ 12,305,621</u>	<u>\$ (5,552,635)</u>	<u>\$ 53,693,692</u>	<u>\$ (19,617,432)</u>	<u>\$ 366,257,814</u>	<u>\$ 9,466,772</u>
<b>Business-Type Activities:</b>							
Long-term general obligation bonds payable....	\$ 38,246,197	\$ 3,979,702	\$ (2,415,876)	\$ -	\$ -	\$ 39,810,023	\$ 2,609,943
Long-term direct borrowings payable.....	1,047,049	-	(121,904)	-	-	925,145	124,367
Add: Unamortized premium on bonds.....	1,441,582	904,627	(223,159)	-	-	2,123,050	234,022
Total bonds payable.....	40,734,828	4,884,329	(2,760,939)	-	-	42,858,218	2,968,332
Compensated absences.....	56,960	-	-	26,273	(12,991)	70,242	18,404
Net pension liability.....	2,903,861	-	-	1,020,193	(312,929)	3,611,125	-
Net other postemployment benefits liability.....	1,312,889	-	-	740,179	(35,627)	2,017,441	-
Total business-type activity long-term liabilities.....	<u>\$ 45,008,538</u>	<u>\$ 4,884,329</u>	<u>\$ (2,760,939)</u>	<u>\$ 1,786,645</u>	<u>\$ (361,547)</u>	<u>\$ 48,557,026</u>	<u>\$ 2,986,736</u>

Long-term liabilities related to both governmental and business-type activities are normally paid from the funds reporting payroll and related expenditures, which consist of the general fund and the sewer and water and trash enterprise funds, except for debt incurred by the community preservation act fund.

**NOTE 9 – GOVERNMENTAL FUND BALANCE CLASSIFICATIONS**

The City classifies fund balances according to the constraints imposed on the use of the resources. There are two major types of fund balances, which are nonspendable and spendable.

Nonspendable fund balances are balances that cannot be spent because they are not expected to be converted to cash or they are legally or contractually required to remain intact. Examples of this classification are prepaid items, inventories, and principal (corpus) of an endowment fund. The City has reported principal portions of endowment funds as nonspendable.

Spendable fund balances are classified based on a hierarchy of spending constraints.

- Restricted: fund balances that are constrained by external parties, constitutional provisions, or enabling legislation.
- Committed: fund balances that contain self-imposed constraints of the City from its highest level of decision-making authority.
- Assigned: fund balances that contain self-imposed constraints of the City to be used for a particular purpose.
- Unassigned: fund balance of the general fund that is not constrained for any particular purpose and the deficit fund balances for other funds that would otherwise be restricted, committed, or assigned.

The City's spending policy is to spend restricted fund balance first, followed by committed, assigned and unassigned fund balance. Most governmental funds are designated for one purpose at the time of their creation. Therefore, any expenditure from the fund will be allocated to the applicable fund balance classifications in the order of the aforementioned spending policy. The general fund and certain other funds may have more than one purpose.

Massachusetts General Law Ch.40 §5B allows for the establishment of Stabilization funds for one or more different purposes. The creation of a fund requires a two-thirds vote of the legislative body and must clearly define the purpose of the fund. Any change to the purpose of the fund along with any additions to or appropriations from the fund requires a two-thirds vote of the legislative body. At year end the balances of the general stabilization fund and the retirement stabilization fund totaled \$9.1 million and \$452,000, respectively and are reported as unassigned fund balance within the general fund.

As of June 30, 2020, the governmental fund balances consisted of the following:

	General	Community Preservation Fund	Capital Improvement Fund	Nonmajor Governmental Funds	Total Governmental Funds
Fund Balances:					
Nonspendable:					
Permanent fund principal.....	\$ -	\$ -	\$ -	\$ 1,894,529	\$ 1,894,529
Restricted for:					
Community preservation.....	-	1,256,075	-	-	1,256,075
Capital improvement.....	-	-	7,206,136	-	7,206,136
School grants.....	-	-	-	338,246	338,246
City grants.....	-	-	-	2,500,138	2,500,138
School lunch.....	-	-	-	185,247	185,247
Donations and gifts.....	-	-	-	573,988	573,988
Receipts reserved.....	-	-	-	2,742,966	2,742,966
City revolving accounts.....	-	-	-	1,523,902	1,523,902
School revolving accounts.....	-	-	-	244,766	244,766
City wharf project.....	-	-	-	531,057	531,057
Other capital.....	-	-	-	223,745	223,745
Cemetery.....	-	-	-	3,361,711	3,361,711
Human service.....	-	-	-	1,596,553	1,596,553
Other permanent funds.....	-	-	-	1,224,047	1,224,047
Assigned to:					
Mayor.....	44,996	-	-	-	44,996
Data processing.....	32,448	-	-	-	32,448
Planning department.....	48,970	-	-	-	48,970
Building maintenance.....	35,979	-	-	-	35,979
Other general government.....	4,770	-	-	-	4,770
Police.....	15,135	-	-	-	15,135
Fire.....	16,182	-	-	-	16,182
Electrical inspection and maintenance.....	5,308	-	-	-	5,308
Harbormaster.....	2,823	-	-	-	2,823
Education.....	165,922	-	-	-	165,922
Public services.....	74,580	-	-	-	74,580
Engineering.....	2,462	-	-	-	2,462
Parking garage.....	99,499	-	-	-	99,499
Health and human services.....	19,095	-	-	-	19,095
Library.....	29,654	-	-	-	29,654
Parks and recreation.....	22,694	-	-	-	22,694
Other culture and recreation.....	17,908	-	-	-	17,908
Free cash used for subsequent year budget.....	500,000	-	-	-	500,000
Unassigned.....	21,573,780	-	-	-	21,573,780
Total Fund Balances.....	\$ 22,712,205	\$ 1,256,075	\$ 7,206,136	\$ 16,940,895	\$ 48,115,311

## NOTE 10 – RISK FINANCING

The City is exposed to various risks of loss related to torts; theft of, damage to and destruction of assets; errors and omissions; and natural disasters for which the City carries commercial insurance. The amount of claim settlements has not exceeded insurance coverage in any of the previous three years.

The City participates in premium-based health care plans for its active employees and retirees through the State's Group Insurance Commission.

*Workers' Compensation*

Workers' compensation claims incurred prior to July 1, 2008, are administered by the City and are funded on a pay-as-you-go basis from annual appropriations. The estimated future workers' compensation liability is based on history and injury type. At June 30, 2020, the amount of the liability for workers' compensation claims totaled \$1,590,768.

Changes in the reported liability since July 1, 2018, are as follows:

	Balance at Beginning of Year	Current Year Claims and Changes in Estimate	Claims Payments	Balance at Year-End	Current Portion
2019..... \$	1,527,875	\$ 174,728	\$ (143,061)	\$ 1,559,542	\$ 145,696
2020.....	1,559,542	189,884	(158,658)	1,590,768	157,388

The City participates in a premium based workers' compensation plan for active employees for claims incurred on or after July 1, 2008. The amount of claim settlements has not exceeded insurance coverage in any of the 3 preceding years.

**NOTE 11 – PENSION PLAN***Plan Description*

The City is a member of the City of Salem Contributory Retirement System (System), a cost-sharing, multiple-employer defined benefit pension plan covering eligible employees of the member units. The System is administered by the City of Salem Retirement Board on behalf of all current employees and retirees except for current teachers and retired teachers. Chapter 32 of the MGL assigns authority to establish and amend benefit provisions of the plan.

The City is a member of the Massachusetts Teachers' Retirement System (MTRS), a cost-sharing multiple-employer defined benefit pension plan. MTRS is managed by the Commonwealth of Massachusetts (Commonwealth) on behalf of municipal teachers and municipal teacher retirees. The Commonwealth is a nonemployer contributor and is responsible for 100% of the contributions and future benefit requirements of the MTRS. The MTRS covers certified teachers in cities (except Boston), towns, regional school districts, charter schools, educational collaboratives and Quincy College. The MTRS is part of the Commonwealth's reporting entity and the audited financial report may be obtained by visiting <http://www.mass.gov/osc/publications-and-reports/financial-reports/>.

*Special Funding Situation*

The Commonwealth is a nonemployer contributor and is required by statute to make 100% of all actuarially determined employer contributions on behalf of the City to the MTRS. Therefore, the City is considered to be in a special funding situation as defined by GASB Statement No. 68, *Accounting and Financial Reporting for Pensions* and the Commonwealth is a nonemployer contributor in MTRS. Since the City does not contribute directly to MTRS, there is no net pension liability to recognize. The total of the Commonwealth provided contributions have been allocated based on each employer's covered payroll to the total covered payroll of employers in MTRS as of the measurement date of June 30, 2019. The City's portion of the collective pension expense, contributed by the Commonwealth, of \$16,893,653, is reported in the general fund as intergovernmental revenue and pension



benefits in the current year. The portion of the Commonwealth's collective net pension liability associated with the City is \$139,309,152, as of the measurement date.

#### *Benefits Provided*

Both Systems provide retirement, disability, survivor and death benefits to members and beneficiaries. Massachusetts Contributory Retirement System benefits are, with certain minor exceptions, uniform from system to system. The Systems provides for retirement allowance benefits up to a maximum of 80% of a member's highest three-year average annual rate of regular compensation. For persons who became members on or after April 2, 2012, average salary is the average annual rate of regular compensation received during the five consecutive years that produce the highest average, or, if greater, during the last five years (whether or not consecutive) preceding retirement. Benefit payments are based upon a member's age, length of creditable service, level of compensation, and group classification. Members become vested after ten years of creditable service.

Employees who resign from service and who are not eligible to receive a retirement allowance or are under the age of 55 are entitled to request a refund of their accumulated total deductions. Survivor benefits are extended to eligible beneficiaries of members whose death occurs prior to or following retirement.

Cost-of-living adjustments granted between 1981 and 1997 and any increase in other benefits imposed by the Commonwealth's state law during those years are borne by the Commonwealth and are deposited into the pension fund. Cost-of-living adjustments granted after 1997 must be approved by the Board and are borne by the System. There were no changes in benefit terms that effected the measurement of the total pension liability at December 31, 2019.

At December 31, 2019, the System's membership consists of the following:

Active members.....	922
Inactive members.....	290
Retirees and beneficiaries currently receiving benefits....	<u>610</u>
Total.....	<u><u>1,822</u></u>

#### *Contributions*

Chapter 32 of the MGL governs the contributions of plan members and member units. Active plan members are required to contribute to the System at rates ranging from 5% to 9% of gross regular compensation with an additional 2% contribution required for compensation exceeding \$30,000. The percentage rate is keyed to the date upon which an employee's membership commences. The member units are required to pay into the System a legislatively mandated actuarially determined contribution. The total member units' contribution for the year ended December 31, 2019, was \$14,620,061, or 29.17% of covered payroll, actuarially determined as an amount that, when combined with plan member contributions, is expected to finance the costs of benefits earned by plan members during the year, with an additional amount to finance any unfunded accrued liability. The City's proportionate share of the required contribution equaled its actual contribution for the year ended June 30, 2020, and totaled \$12,287,979.

*Pension Liabilities*

The components of the net pension liability of the participating member units at December 31, 2019, were as follows:

Total pension liability.....	\$ 335,214,056
Total pension plan's fiduciary net position.....	<u>(205,018,140)</u>
Total net pension liability.....	<u>\$ 130,195,916</u>
The pension plan's fiduciary net position as a percentage of the total pension liability.....	61.16%

At June 30, 2020, the City reported a liability of \$109,428,044, for its proportionate share of the net pension liability. The net pension liability was measured as of December 31, 2019, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of January 1, 2020. Accordingly, procedures were used to roll back the total pension liability to the measurement date.

The City's proportion of the net pension liability was based on a projection of the City's long-term share of contributions to the pension plan relative to the projected contributions of all participating members. At December 31, 2019, the City's proportion was 84.05%, which decreased from its 84.16% proportion measured at December 31, 2018.

*Pension Expense*

For the year ended June 30, 2020, the City recognized a pension expense of \$14,111,393. At June 30, 2020, the City reported deferred outflows of resources related to pensions of \$11,715,250 and reported deferred inflows of resources related to pensions of \$7,519,137. The City paid their annual pension appropriation on July 1, 2019 and the measurement date was December 31, 2019, therefore no contributions after the measurement date were reported by the City.

The balances of deferred outflows and inflows at June 30, 2020, consist of the following:

<u>Deferred Category</u>	<u>Deferred Outflows of Resources</u>	<u>Deferred Inflows of Resources</u>	<u>Total</u>
Differences between expected and actual experience.....	\$ 1,222,782	\$ (1,292,844)	\$ (70,062)
Difference between projected and actual earnings, net.....	-	(5,837,315)	(5,837,315)
Changes in assumptions.....	10,492,468	-	10,492,468
Changes in proportion and proportionate share of contributions...	<u>-</u>	<u>(388,978)</u>	<u>(388,978)</u>
Total deferred outflows/(inflows) of resources.....	<u>\$ 11,715,250</u>	<u>\$ (7,519,137)</u>	<u>\$ 4,196,113</u>

The City's deferred outflows (inflows) of resources related to pensions will be recognized in pension expense as follows:

Year ended June 30:

2021.....	\$ 1,848,881
2022.....	586,487
2023.....	2,338,397
2024.....	<u>(577,652)</u>
Total deferred outflows/(inflows) of resources...	\$ <u>4,196,113</u>

### *Actuarial Assumptions*

The total pension liability in the January 1, 2020, actuarial valuation was determined using the following actuarial assumptions, applied to all periods included in the measurement that was rolled back to December 31, 2019:

Valuation date..... January 1, 2020.

Actuarial cost method..... Entry Age Normal Cost Method.

Amortization method..... Appropriation increasing 4.50% per year through 2032.

Remaining amortization period..... As of July 1, 2020, 12 years.

Asset valuation method..... The difference between the expected return and the actual investment return on a fair value basis is recognized over a five-year period. Asset value is adjusted as necessary to be within 20% of the fair value.

Investment rate of return/Discount rate..... 7.15%, net of plan investment expenses, including inflation. Previously 7.375%.

Inflation rate..... 3.00%. Previously 3.50%.

Projected salary increases..... Varies by length of service with ultimate rates of 3.75% for Group 1, 4.00% for Group 2, and 4.25% for Group 4.

Cost of living adjustments..... 3.00% of first \$12,000.

**Mortality Rates:**

Pre-Retirement..... RP-2014 Blue Collar Employee Mortality Table set forward one year for female participants projected generationally using Scale MP-2017.

Healthy Retiree..... RP-2014 Blue Collar Healthy Annuitant Mortality Table set forward one year for female participants projected generationally using Scale MP-2017.

Disabled Retiree..... RP-2014 Blue Collar Healthy Annuitant Mortality Table set forward one year projected generationally using Scale MP-2017.

*Investment Policy*

The pension plan's policy in regard to the allocation of invested assets is established by PRIT. Plan assets are managed on a total return basis with a long-term objective of achieving a fully funded status for the benefits provided through the pension plan.

The long-term expected rate of return on pension plan investments was determined using a building-block method in which best-estimate ranges of expected future real rates of return (expected returns, net of inflation) are developed for each major asset class. These ranges are combined to produce the long-term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentage, adding expected inflation and subtracting expected investment expenses and a risk margin.

The target allocation (approved by the Board) and projected arithmetic real rates of return for each major asset class, after deducting inflation, but before investment expenses, used in the derivation of the long-term expected investment rate of return assumption as of December 31, 2019, are summarized in the following table:

<u>Asset Class</u>	<u>Long-Term Expected Asset Allocation</u>	<u>Long-Term Expected Real Rate of Return</u>
Domestic equity.....	21.0%	6.15%
International developed markets equity....	13.0%	6.78%
International emerging markets equity.....	5.0%	8.65%
Core fixed income.....	15.0%	1.11%
High-yield fixed income.....	8.0%	3.51%
Real estate.....	10.0%	4.33%
Commodities.....	4.0%	4.13%
Hedge fund, GTAA, risk parity.....	11.0%	3.19%
Private equity.....	13.0%	9.99%
Total.....	100.00%	

*Rate of Return*

For the year ended December 31, 2019, the annual money-weighted rate of return on pension plan investments, net of pension plan investment expense, was 16.21%. The money-weighted rate of return expresses investment performance, net of investment expense, adjusted for the changing amounts actually invested.

*Discount Rate*

The discount rate used to measure the total pension liability was 7.15%. The projection of cash flows used to determine the discount rate assumed plan member contributions will be made at the current contribution rate and that contributions will be made at rates equal to the actuarially determined contribution rate. Based on those assumptions, the System's fiduciary net position was projected to be available to make all projected future benefit payments of current plan members. Therefore, the long-term expected rate of return on pension plan investments was applied to all periods of projected benefit payments to determine the total pension liability.

*Sensitivity of the Net Pension Liability to Changes in the Discount Rate*

The following page presents the net pension liability, calculated using the discount rate of 7.15%, as well as what the net pension liability would be if it were calculated using a discount rate that is 1-percentage-point lower (6.15%) or 1-percentage-point higher (8.15%) than the current rate.

	1% Decrease (6.15%)	Current Discount (7.15%)	1% Increase (8.15%)
<u>December 31, 2019 Measurement Date</u>			
The City's proportionate share of the net pension liability.....	\$ 140,942,037	\$ 109,428,044	\$ 82,831,778
SCRS total net pension liability.....	\$ 167,690,813	\$ 130,195,916	\$ 98,552,061

*Changes of Assumptions* – The following assumption changes were reflected in the January 1, 2020, actuarial valuation:

- The investment return assumption was lowered from 7.375% to 7.15%.
- The salary increase assumption was revised from a scale that varies by length of service with ultimate rates of 4.25% for Group 1, 4.50% for Group 2, and 4.75% for Group 4, to a scale that varies by length of service with ultimate rates of 3.75% for Group 1, 4.00% for Group 2, and 4.25% for Group 4.
- The wage inflation rate was lowered from 3.50% to 3.00%.
- A liability of approximately \$5.0 million was added to the estimated the value of benefits paid to or received from other municipal retirement systems (net 3(8)(c) benefits).

*Changes in Plan Provisions* – None.

## NOTE 12 – POSTEMPLOYMENT BENEFITS OTHER THAN PENSIONS

### *Plan Description*

City administers a single-employer defined benefit healthcare plan ("Plan"). The Plan provides lifetime healthcare insurance for eligible retirees and their spouses through the City's participation in the Group Insurance Commission of the Commonwealth of Massachusetts (GIC), which covers both active and retired members. Chapter 32b of the MGL assigns authority to establish and amend benefit provisions of the plan. The Retiree Health Plan does not issue a publicly available financial report. Benefit provisions are negotiated between the City and unions representing City employees and are renegotiated each bargaining period. The employer's share for life insurance is 65% while the retiree is responsible for 35%. Regarding health insurance, these rates are dependent upon the individual's date of retirement. The rates range from 10% to 35% for the retiree's co-payment of the total premium, and 65% to 90% for the City.

### *Funding Policy*

Contribution requirements are also negotiated between the City and union representatives. The required contribution is based on a pay-as-you-go financing requirement. The City contributes 70% of the cost of current-year premiums for retirees in active plans, 65% for those in senior plans and 90% for retired teachers. The City contributes 50% for surviving spouses. Plan members receiving benefits contribute the remainder of their premium costs. For the year ended June 30, 2020, the City's average contribution rate was 5.30% of covered-employee payroll.

The Commonwealth of Massachusetts passed special legislation that has allowed the City to establish the other postemployment benefit trust fund to begin pre-funding its OPEB liabilities. The City has named the Health Care Security Board of Trustees (HCSBT) as Trustees of the OPEB fund and as such has authorized the OPEB Trust Funds to be invested by Bartholomew & Company (the custodian). Investment of the fund monies by the custodian must be consistent with the prudent person standard set forth in MGL Chapter 203C for private trust funds. Interest earned on the investment of the fund monies belongs to the fund.

During 2020, the City pre-funded future OPEB liabilities totaling \$382,000, by contributing funds to the OPEB trust fund in excess of the pay-as-you-go required contribution. These funds are reported within the Fiduciary Fund financial statements. As of June 30, 2020, the net position of the OPEB trust fund totaled \$3.5 million.

#### *Investment Policy*

The City's policy in regard to the allocation of invested assets is established and may be amended by the City Council by a majority vote of its members. The OPEB plan's assets are managed on a total return basis with a long-term objective of achieving and maintaining a fully funded status for the benefits provided through the OPEB plan. The long-term real rate of return on OPEB investments was determined using the City's OPEB trust investment policy.

#### *Measurement Date*

The net OPEB liability was measured as of June 30, 2020, and the total OPEB liability used to calculate the net OPEB liability was determined by an actuarial valuation as of June 30, 2018.

#### *Employees Covered by Benefit Terms*

The following table represents the Plan's membership at June 30, 2018:

Active members.....	879
Retired members of beneficiaries currently receiving benefits...	<u>959</u>
Total.....	<u><u>1,838</u></u>

#### *Components of OPEB Liability*

The following table represents the components of the Plan's OPEB liability as of June 30, 2020:

Total OPEB liability.....	\$ 190,311,554
Less: OPEB plan's fiduciary net position.....	<u>(3,511,488)</u>
Net OPEB liability.....	<u><u>\$ 186,800,066</u></u>
The OPEB plan's fiduciary net position as a percentage of the total OPEB liability...	1.85%

*Significant Actuarial Methods and Assumptions*

The total OPEB liability in the June 30, 2018, actuarial valuation was determined using the following actuarial assumptions, applied to all periods included in the measurement, unless otherwise specified, that was updated to June 30, 2020:

Valuation date.....	June 30, 2018
Actuarial cost method.....	Entry Age Normal.
Asset valuation method.....	Fair Value.
Discount rate.....	2.21% as of June 30, 2020 and 3.50% as of June 30, 2019.
Investment rate of return.....	7.00% as of June 30, 2020.
Health care trend rates:	
Non Medicare.....	6.70% for year 1, then 7.00% decreasing by 0.50% for 3 years then by 0.25% for 2 years to an ultimate level of 5.00%.
Medicare Supplement.....	2.00% for year 1, then 7.00% decreasing by 0.50% for 3 years then by 0.25% for 2 years to an ultimate level of 5.00%.
Medicare Advantage.....	-2.80% for year 1, then 7.00% decreasing by 0.50% for 3 years then by 0.25% for 2 years to an ultimate level of 5.00%.
Part B.....	5.00%.
Contributions.....	Retiree contributions are expected to increase with medical trend.
Mortality rates:	
Pre-Retirement (Non-Teachers)....	RP-2014 Blue Collar Employee Mortality Table set forward one year for females projected generationally using Scale MP-2017.
Healthy (Non-Teachers).....	RP-2014 Blue Collar Healthy Annuitant Mortality Table set forward one year for females projected generationally using Scale MP-2017.
Disabled (Non-Teachers).....	RP-2014 Blue Collar Healthy Annuitant Mortality Table set forward one year projected generationally using Scale MP-2017.
Pre-Retirement (Teachers).....	RP-2014 White Collar Employee Mortality Table projected generationally with Scale MP-2016.
Healthy (Teachers).....	RP-2014 White Collar Healthy Annuitant Mortality Table projected generationally with Scale MP-2016.
Disabled (Teachers).....	RP-2014 White Collar Healthy Annuitant Mortality Table projected generationally using Scale MP-2016.

*Rate of Return*

For the year ended June 30, 2020, the annual money-weighted rate of return on investments, net of investment expense, was 2.74%. The money-weighted rate of return expresses investment performance, net of investment expense, adjusted for the changing amounts actually invested.

The long-term expected rate of return on OPEB plan investments was determined using a building-block method in which best-estimate ranges of expected future real rates of return (expected returns, net of investment expense and inflation) are developed for each major asset class. These ranges are combined to produce the long-term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentage and by adding expected inflation and subtracting expected investment expenses and a risk margin. The target allocation and projected arithmetic real rates of return for each major asset class, after deducting inflation, but before investment expenses, used in the derivation of the long-term expected investment rate of return assumption, as of June 30, 2020, are summarized below:

<u>Asset Class</u>	<u>Long-Term Expected Asset Allocation</u>	<u>Long-Term Expected Real Rate of Return</u>
Domestic equity.....	18.00%	6.15%
International developed markets equity..	16.00%	6.78%
International emerging markets equity...	6.00%	8.65%
Core fixed income.....	12.00%	1.11%
High yield fixed income.....	10.00%	3.51%
Real estate.....	10.00%	4.33%
Commodities.....	4.00%	4.13%
Hedge fund, GTAA, risk parity.....	13.00%	3.19%
Private equity.....	11.00%	9.99%
Total.....	<u>100.00%</u>	

*Discount Rate*

The discount rate used to measure the total OPEB liability was 2.21% as of June 30, 2020 and 3.50% as of June 30, 2019. The projection of cash flows used to determine the discount rate assumed that contributions will be made in accordance with the Plan's funding policy. Based on those assumptions, the OPEB plan's fiduciary net position was projected to be insufficient to make all projected benefit payments to current plan members. Therefore the a blend of the long-term expected rate of return and a yield rate for 20-year, tax exempt general obligation municipal bonds with an average rate of AA/Aa or higher was applied to all periods.



*Sensitivity of the Net OPEB Liability to Changes in the Discount Rate*

The following table presents the net other postemployment benefit liability and service cost, calculated using the discount rate of 2.21%, as well as what the net other postemployment benefit liability and service cost would be if it were calculated using a discount rate that is 1-percentage-point lower (1.21%) or 1-percentage-point higher (3.21%) than the current rate.

	1% Decrease (1.21%)	Current Discount Rate (2.21%)	1% Increase (3.21%)
Net OPEB liability.....	\$ 232,359,242	\$ 186,800,066	\$ 151,905,585

*Sensitivity of the Net OPEB Liability to Changes in the Healthcare Trend*

The following table presents the net other postemployment benefit liability and service cost, calculated using the current healthcare trend rate, as well as what the net other postemployment benefit liability and service cost would be if it were calculated using a healthcare trend rate that is 1-percentage-point lower or 1-percentage-point higher.

	1% Decrease	Current Trend	1% Increase
Net OPEB liability.....	\$ 152,226,479	\$ 186,800,066	\$ 233,034,038

*Changes in the Net OPEB Liability*

	Increase (Decrease)		
	Total OPEB Liability (a)	Plan Fiduciary Net Position (b)	Net OPEB Liability (a) - (b)
Balances at June 30, 2019.....	\$ 150,558,491	\$ 3,042,851	\$ 147,515,640
Changes for the year:			
Service cost.....	7,395,331	-	7,395,331
Interest.....	5,451,481	-	5,451,481
Changes in assumptions.....	31,338,819	-	31,338,819
Contributions - employer.....	-	4,814,505	(4,814,505)
Net investment income.....	-	86,700	(86,700)
Benefit payments.....	(4,432,568)	(4,432,568)	-
Net change.....	39,753,063	468,637	39,284,426
Balances at June 30, 2020.....	\$ 190,311,554	\$ 3,511,488	\$ 186,800,066

*OPEB Expense and Deferred Outflows of Resources and Deferred Inflows of Resources Related to OPEB*

For the year ended June 30, 2020, the City recognized OPEB expense of \$11,559,923. At June 30, 2020, the City reported deferred outflows and inflows of resources related to OPEB from the following sources:

Deferred Category	Deferred Outflows of Resources	Deferred Inflows of Resources	Total
Differences between expected and actual experience..... \$	-	\$ (1,945,772)	\$ (1,945,772)
Difference between projected and actual earnings, net.....	110,623	-	110,623
Changes in assumptions.....	26,115,685	(19,903,560)	6,212,125
Total deferred outflows/(inflows) of resources..... \$	26,226,308	\$ (21,849,332)	\$ 4,376,976

Amounts reported as deferred outflows of resources and deferred inflows of resources related to OPEB will be recognized in OPEB expense as follows:

Year ended June 30:

2021.....	\$ (1,060,518)
2022.....	(1,060,516)
2023.....	(1,054,623)
2024.....	2,329,496
2025.....	5,223,137
Total deferred outflows/(inflows) of resources..... \$	4,376,976

*Changes of Assumptions:*

- The excise tax on high cost health plans was removed.
- The discount rate was lowered from 3.50% as of June 30, 2019 to 2.21% as of June 30, 2020.

*Changes in Plan Provisions – None.*

**NOTE 13 – FINANCIAL STATEMENTS FOR INDIVIDUAL PENSION AND OTHER EMPLOYEE BENEFITS TRUST FUND**

GAAP requires that all Pension and Other Employee Benefit Trust Funds be combined and presented in one column in the Fiduciary Funds financial statements and that the individual financial statements for each trust fund plan are reported in the notes to the financial statements. Provided below are the individual financial statements for the pension and OPEB plans that are included in the Fiduciary Funds as Pension and Other Postemployment Benefit Trust Funds.

	Pension Trust Fund (as of December 31, 2019)	Other Postemployment Benefit Trust Fund	Total Pension and Other Postemployment Benefit Trust Funds
<b>ASSETS</b>			
Cash and cash equivalents.....	\$ 368,426	\$ 389,143	\$ 757,569
Investments:			
Investments in Pension Reserve Investment Trust.....	201,946,301	-	201,946,301
Equity mutual funds.....	-	2,275,274	2,275,274
Fixed income mutual funds.....	-	847,071	847,071
Repurchase agreements.....	2,551,401	-	2,551,401
Alternative investments.....	69,792	-	69,792
Receivables, net of allowance for uncollectibles:			
Departmental and other.....	10,570	-	10,570
Capital assets, net of accumulated depreciation.....	78,906	-	78,906
<b>TOTAL ASSETS.....</b>	<b>205,025,396</b>	<b>3,511,488</b>	<b>208,536,884</b>
<b>LIABILITIES</b>			
Warrants payable.....	7,256	-	7,256
<b>NET POSITION</b>			
Restricted for pensions.....	205,018,140	-	205,018,140
Restricted for other postemployment benefits.....	-	3,511,488	3,511,488
<b>TOTAL NET POSITION.....</b>	<b>\$ 205,018,140</b>	<b>\$ 3,511,488</b>	<b>\$ 208,529,628</b>

	Pension Trust Fund (as of December 31, 2019)	Other Postemployment Benefit Trust Fund	Total Pension and Other Postemployment Benefit Trust Funds
<b>ADDITIONS:</b>			
Contributions:			
Employer contributions.....	\$ 14,620,061	\$ 381,937	\$ 15,001,998
Employer contributions for other postemployment benefit payments.....	-	4,432,568	4,432,568
Member contributions.....	4,947,814	-	4,947,814
Transfers from other systems.....	1,064,570	-	1,064,570
3(8)c contributions from other systems.....	180,055	-	180,055
Workers compensation settlements.....	8,300	-	8,300
State COLA reimbursements.....	106,197	-	106,197
Member makeup payments and redeposits.....	24,485	-	24,485
Reimbursement of 91A overearnings.....	8,278	-	8,278
Total contributions.....	20,959,760	4,814,505	25,774,265
Net investment income:			
Investment income.....	28,816,976	86,700	28,903,676
Less: investment expense.....	(966,531)	-	(966,531)
Net investment income.....	27,850,445	86,700	27,937,145
TOTAL ADDITIONS.....	48,810,205	4,901,205	53,711,410
<b>DEDUCTIONS:</b>			
Administration.....	298,640	-	298,640
Transfers to other systems.....	329,234	-	329,234
3(8)c transfer to other systems.....	688,904	-	688,904
Retirement benefits and refunds.....	17,217,491	-	17,217,491
Depreciation.....	3,125	-	3,125
Other postemployment benefit payments.....	-	4,432,568	4,432,568
TOTAL DEDUCTIONS.....	18,537,394	4,432,568	22,969,962
NET INCREASE (DECREASE) IN NET POSITION.....	30,272,811	468,637	30,741,448
NET POSITION AT BEGINNING OF YEAR.....	174,745,329	3,042,851	177,788,180
NET POSITION AT END OF YEAR.....	\$ 205,018,140	\$ 3,511,488	\$ 208,529,628

**NOTE 14 – MAJOR TAXPAYER**

Footprint Power LLC is the City's largest taxpayer. During December 2014, the City negotiated, and the City Council approved, an 18-year PILOT agreement with Footprint Power LLC, due to a change in ownership of the plant. The agreement includes annual payments which increase steadily as the company's new gas fired plant becomes up and running, and are due to the City on a quarterly basis. In addition to the negotiated PILOT agreement, the City was able to finalize a community benefits agreement which will provide the City and School District with over \$4.4 million in additional funding.

In early 2018, Footprint began producing electricity in its new plant with a state-of-the-art 630-megawatt gas-fired plant using a portion of the site and has plans to open the remaining two-thirds of the 63-acre waterfront property to private and public development opportunities. Site work was substantially completed in 2020.

#### **NOTE 15 – LANDFILL CLOSURE**

State and federal laws and regulations require the City to construct a final capping system on its inactive landfill site, the Salem Transfer Station, when it stops accepting waste and to perform certain maintenance and monitoring functions at the site after closure. The City has stopped accepting waste at the site and the site is closed. The City is the owner and permittee of the Salem Transfer Station site. During 2017, the City discontinued its relationship with the long-time operator of the site and has approved a final plan for the City to cap the site and to construct a new transfer station on the site. The City anticipates the site will be capped in the Spring of 2021. As a result, the City has issued bonds for \$644,000 and has authorized and unissued debt for \$1.6 million. The City recorded a liability of \$2.3 million in the entity-wide financial statements for the total estimated post closure costs of the landfill. Actual costs may be higher due to inflation, changes in technology, or changes in applicable laws, regulations or agreements.

#### **NOTE 16 – COMMITMENTS**

The City has various commitments related to ongoing construction projects which will be financed through long-term borrowing. These projects include \$15.3 million for general government capital projects, \$31.1 million for water and sewer projects, \$4.4 million for Collins School improvements and \$5 million for various other capital projects.

In fiscal year 2017, the City entered into a Community Benefits Agreement with North Shore Medical Center (NSMC) that consists of support for a broad range of City needs and programs. The agreement, which is in addition to the regular annual payment in lieu of taxes that the hospital provides to the City, comes as NSMC is undergoing a significant campus consolidation and expansion project. The agreement is intended to address and mitigate the disruption and impact that the project will have on the City. Under the terms of the agreement, NSMC will provide approximately \$1.7 million over the next six years for various City endeavors. Additionally, NSMC will allow attendees at sporting events at Salem's Bertram Field to utilize NSMC's parking lot at 55 Highland Avenue for event parking on evenings and weekends; NSMC will work collaboratively with the City on the design and implementation of a South Salem Commuter Rail stop; and NSMC will maintain its current support for ongoing community public health programs and activities in the City.

The general fund has various commitments for goods and services related to encumbrances of \$638,425.

#### **NOTE 17 – CONTINGENCIES**

The City participates in a number of federal award programs. Although the grant programs have been audited in accordance with the provisions of the *Title 2 U.S. Code of Federal Regulations Part 200, Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards*, these programs are still subject to financial and compliance audits. The amount, if any, of expenditures which may be disallowed by the granting agencies cannot be determined at this time, although it is expected such amounts, if any, to be immaterial.

Various legal actions and claims are pending. Litigation is subject to many uncertainties, and the outcome of individual litigated matters is not always predictable. Although the amount of the liability, if any, at June 30, 2020,

cannot be ascertained, management believes any resulting liability should not materially affect the financial position at June 30, 2020.

#### **NOTE 18 – COVID-19**

On March 10, 2020, the Massachusetts Governor declared a state of emergency in response to the coronavirus outbreak. The World Health Organization officially declared the novel Coronavirus (COVID-19) a pandemic the following day. In an attempt to slow the spread of COVID-19, governments issued various stay at home orders that caused global economic shutdowns and substantial financial market impact. Starting in March 2020, the Governor continued to issue orders allowing governments to operate and carry out essential functions safely. These included modifying the state's Open Meeting Law, issuing a stay-at-home order, and introducing a phased approach to reopening State businesses. The City is considered an essential business and although it was closed to the public for a period of time, departments remained operational and most employees continued to perform their daily duties.

A number of businesses have been forced to stop or significantly reduce operations decreasing, the City's portion of certain revenue. The City has also incurred unanticipated costs specifically related to the pandemic.

On March 27, 2020, the United States Federal Government established the Coronavirus Aid, Relief and Economic Security (CARES) Act in response to the economic downfall caused by the COVID-19 pandemic. This Act requires that the payment from these funds be used only to cover expenses that; are necessary expenditures incurred due to the public health emergency with respect COVID-19; were not accounted for in the budget most recently approved as of March 27, 2020; and were incurred during the period that begins on March 1, 2020, and ends on December 31, 2021. The Commonwealth and communities throughout the Commonwealth were awarded a portion of this federal funding. In addition to funding from the CARES Act, there are several other federal and state grants available.

The full extent of the financial impact cannot be determined as of the date of the financial statements.

#### **NOTE 19 – SUBSEQUENT EVENTS**

Management has evaluated subsequent events through February 18, 2021, which is the date the financial statements were available to be issued.

#### **NOTE 20 – IMPLEMENTATION OF NEW GASB PRONOUNCEMENTS**

During 2020, the following GASB pronouncement was implemented:

- GASB Statement #95, *Postponement of the Effective Dates of Certain Authoritative Guidance*. This pronouncement postponed the effective dates of certain provisions in GASB Statements and Implementation Guides that first became effective or are scheduled to be effective for periods beginning after June 15, 2018 or later.

The following GASB pronouncements will be implemented in the future:

- The GASB issued Statement #84, *Fiduciary Activities*, which is required to be implemented in 2021.
- The GASB issued Statement #87, *Leases*, which is required to be implemented in 2022.

- The GASB issued Statement #89, Accounting for Interest Cost Incurred before the End of a Construction Period, which is required to be implemented in 2022.
- The GASB issued Statement #90, Majority Equity Interests – an amendment of GASB Statements #14 and #61, which is required to be implemented in 2021.
- The GASB issued Statement #91, Conduit Debt Obligations, which is required to be implemented in 2023.
- The GASB issued Statement #92, Omnibus 2020, which is required to be implemented in 2022.
- The GASB issued Statement #93, Replacement of Interbank Offered Rates, which is required to be implemented in 2022.
- The GASB issued Statement #94, Public-Private and Public-Public Partnerships and Availability Payment Arrangements, which is required to be implemented in 2023.
- The GASB issued Statement #96, Subscription-Based Information Technology Arrangements, which is required to be implemented in 2023.
- The GASB issued Statement #97, Certain Component Unit Criteria, and Accounting and Financial Reporting for Internal Revenue Code Section 457 Deferred Compensation Plans—an amendment of GASB Statements No. 14 and No. 84, and a supersession of GASB Statement No. 32, in which certain paragraphs are required to be implemented in 2021 and 2022.

Management is currently assessing the impact the implementation of these pronouncements will have on the basic financial statements.

## ***Required Supplementary Information***



# ***General Fund Budgetary Comparison Schedule***

The General Fund is the general operating fund of the City. It is used to account for all the City's financial resources, except those required to be accounted for in another fund.

**GENERAL FUND**  
SCHEDULE OF REVENUES, EXPENDITURES AND CHANGES IN FUND BALANCE -  
BUDGET AND ACTUAL

YEAR ENDED JUNE 30, 2020

	Budgeted Amounts				Actual Budgetary Amounts	Amounts Carried Forward To Next Year	Variance to Final Budget
	Amounts Carried Forward From Prior Year	Current Year Initial Budget	Original Budget	Final Budget			
<b>REVENUES:</b>							
Real estate and personal property taxes, net of tax refunds.....	\$ -	\$ 102,910,227	\$ 102,910,227	\$ 102,910,227	\$ 101,984,303	\$ -	\$ (925,924)
Tax liens.....	-	-	-	-	519,364	-	519,364
Motor vehicle and other excise taxes.....	-	4,080,000	4,080,000	4,080,000	4,411,782	-	331,782
Hotel/motel tax.....	-	600,000	600,000	600,000	978,595	-	378,595
Meals tax.....	-	900,000	900,000	900,000	1,074,851	-	174,851
Marijuana tax.....	-	100,000	100,000	100,000	742,899	-	642,899
Marijuana impact fee.....	-	190,000	190,000	190,000	1,288,454	-	1,098,454
Charges for services.....	-	2,760,000	2,760,000	2,760,000	2,275,965	-	(484,035)
Penalties and interest on taxes.....	-	406,028	406,028	406,028	527,615	-	121,587
Payments in lieu of taxes.....	-	1,120,000	1,120,000	1,120,000	1,294,385	-	174,385
Licenses and permits.....	-	450,000	450,000	450,000	500,934	-	50,934
Fines and forfeitures.....	-	800,000	800,000	800,000	1,092,649	-	292,649
Intergovernmental - state aid.....	-	34,323,522	34,323,522	34,323,522	34,241,897	-	(81,625)
Intergovernmental - School Building Authority.....	-	732,824	732,824	732,824	732,824	-	-
Intergovernmental - other.....	-	-	-	-	130,878	-	130,878
Departmental and other.....	-	2,700,000	2,700,000	2,700,000	4,126,439	-	1,426,439
Investment income.....	-	229,000	229,000	229,000	491,574	-	262,574
TOTAL REVENUES.....	-	152,301,601	152,301,601	152,301,601	156,415,408	-	4,113,807
<b>EXPENDITURES:</b>							
Current:							
General Government							
City Council							
Personnel.....	-	159,700	159,700	160,900	160,857	-	43
Non - Personnel.....	-	61,650	61,650	50,719	48,249	-	2,470
Total.....	-	221,350	221,350	211,619	209,106	-	2,513
Mayor							
Personnel.....	-	426,793	426,793	426,793	422,223	-	4,570
Non - Personnel.....	-	174,950	174,950	424,950	366,527	44,996	13,427
Total.....	-	601,743	601,743	851,743	788,750	44,996	17,997
Finance/Auditing							
Personnel.....	-	334,945	334,945	334,945	315,011	-	19,934
Non - Personnel.....	-	57,900	57,900	57,900	46,740	-	11,160
Total.....	-	392,845	392,845	392,845	361,751	-	31,094
Purchasing							
Personnel.....	-	165,666	165,666	165,666	147,881	-	17,785
Non - Personnel.....	-	22,400	22,400	22,400	19,894	-	2,506
Fixed Costs.....	-	73,076	73,076	73,076	71,157	632	1,287
Total.....	-	261,142	261,142	261,142	238,932	632	21,578
Assessors							
Personnel.....	-	323,951	323,951	323,951	322,858	-	1,093
Non - Personnel.....	-	45,900	45,900	45,900	42,624	-	3,276
Total.....	-	369,851	369,851	369,851	365,482	-	4,369
Treasurer							
Personnel.....	-	257,933	257,933	257,933	257,781	-	152
Non - Personnel.....	-	177,838	177,838	177,838	134,312	245	43,281
Total.....	-	435,771	435,771	435,771	392,093	245	43,433
Collector							
Personnel.....	-	245,012	245,012	245,012	239,409	-	5,603
Non - Personnel.....	-	8,300	8,300	8,300	4,988	422	2,890
Total.....	-	253,312	253,312	253,312	244,397	422	8,493
Solicitor							
Personnel.....	-	310,377	310,377	310,377	241,767	-	68,610
Non - Personnel.....	-	60,300	60,300	200,300	194,505	2,071	3,724
Total.....	-	370,677	370,677	510,677	436,272	2,071	72,334
Human Resources							
Personnel.....	-	306,165	306,165	1,180,016	1,003,260	-	176,756
Non - Personnel.....	-	39,800	39,800	49,800	(40,045)	812	89,033
Total.....	-	345,965	345,965	1,229,816	963,215	812	265,789

(continued)

**GENERAL FUND**  
SCHEDULE OF REVENUES, EXPENDITURES AND CHANGES IN FUND BALANCE -  
BUDGET AND ACTUAL

YEAR ENDED JUNE 30, 2020

	Budgeted Amounts				Actual Budgetary Amounts	Amounts Carried Forward To Next Year	Variance to Final Budget
	Amounts Carried Forward From Prior Year	Current Year Initial Budget	Original Budget	Final Budget			
Data Processing							
Personnel.....	-	885,412	885,412	885,412	850,413	-	34,999
Non - Personnel.....	-	20,500	20,500	20,500	10,051	-	10,449
Fixed Costs.....	102,228	971,473	1,073,701	1,073,701	1,015,102	32,448	26,151
Total.....	102,228	1,877,385	1,979,613	1,979,613	1,875,566	32,448	71,599
City Clerk Record Maintenance							
Personnel.....	-	309,279	309,279	308,079	306,790	-	1,289
Non - Personnel.....	1,864	12,200	14,064	14,064	12,353	467	1,244
Total.....	1,864	321,479	323,343	322,143	319,143	467	2,533
Elections & Registrations							
Personnel.....	-	131,733	131,733	142,664	139,955	-	2,709
Non - Personnel.....	-	86,100	86,100	94,190	91,489	121	2,580
Total.....	-	217,833	217,833	236,854	231,444	121	5,289
Conservation Commission							
Personnel.....	-	31,946	31,946	31,946	22,457	-	9,489
Non - Personnel.....	-	1,493	1,493	1,493	713	-	780
Total.....	-	33,439	33,439	33,439	23,170	-	10,269
Subdivision, Planning, and Zoning Board							
Personnel.....	-	32,302	32,302	32,302	31,163	-	1,139
Non - Personnel.....	-	4,955	4,955	4,955	1,533	-	3,422
Total.....	-	37,257	37,257	37,257	32,696	-	4,561
Board of Appeals							
Non - Personnel.....	-	1,200	1,200	1,200	-	-	1,200
Planning Department							
Personnel.....	-	579,547	579,547	579,547	555,521	-	24,026
Non - Personnel.....	35,000	110,110	145,110	185,110	109,411	48,970	26,729
Total.....	35,000	689,657	724,657	764,657	664,932	48,970	50,755
Public Property/Building Maintenance							
Fixed Costs.....	-	685,900	685,900	685,900	639,111	35,979	10,810
Market and Tourism.....	-	310,150	310,150	310,150	285,008	-	25,142
Total General Government.....	139,092	7,426,956	7,566,048	8,887,989	8,071,068	167,163	649,758
Public Safety							
Police							
Personnel.....	-	10,197,787	10,197,787	10,197,787	10,046,948	-	150,839
Non - Personnel.....	36,134	802,174	838,308	838,308	720,412	15,135	102,761
Total.....	36,134	10,999,961	11,036,095	11,036,095	10,767,360	15,135	253,600
Fire							
Personnel.....	-	9,123,210	9,123,210	9,123,210	8,937,844	-	185,366
Non - Personnel.....	-	493,138	493,138	493,138	420,906	16,182	56,050
Total.....	-	9,616,348	9,616,348	9,616,348	9,358,750	16,182	241,416
Building, Plumbing, Gas Inspections							
Personnel.....	-	684,339	684,339	684,339	592,018	-	92,321
Non - Personnel.....	-	52,100	52,100	66,440	47,561	-	18,879
Total.....	-	736,439	736,439	750,779	639,579	-	111,200
Electrical Inspection and Maintenance							
Personnel.....	-	425,990	425,990	425,990	402,248	-	23,742
Non - Personnel.....	20,600	383,000	403,600	403,600	339,938	5,308	58,354
Total.....	20,600	808,990	829,590	829,590	742,186	5,308	82,096
Harbormaster							
Personnel.....	-	350,293	350,293	350,293	323,868	-	26,425
Non - Personnel.....	4,009	49,000	53,009	53,009	39,708	2,823	10,478
Total.....	4,009	399,293	403,302	403,302	363,576	2,823	36,903
Total Public Safety.....	60,743	22,561,031	22,621,774	22,636,114	21,871,451	39,448	725,215

(continued)

**GENERAL FUND**  
SCHEDULE OF REVENUES, EXPENDITURES AND CHANGES IN FUND BALANCE -  
BUDGET AND ACTUAL

YEAR ENDED JUNE 30, 2020

	Budgeted Amounts				Actual Budgetary Amounts	Amounts Carried Forward To Next Year	Variance to Final Budget
	Amounts Carried Forward From Prior Year	Current Year Initial Budget	Original Budget	Final Budget			
Education							
School.....	18,614	59,833,547	59,852,161	59,872,161	58,448,334	165,922	1,257,905
Essex North Shore T&A School.....	-	2,288,533	2,288,533	2,288,533	2,262,449	-	26,084
Total Education.....	18,614	62,122,080	62,140,694	62,160,694	60,710,783	165,922	1,283,989
Public Works							
Public Services							
Personnel.....	-	1,908,534	1,908,534	1,908,534	1,679,941	-	228,593
Non - Personnel.....	-	1,462,987	1,462,987	1,522,987	1,331,170	74,580	117,237
Total.....	-	3,371,521	3,371,521	3,431,521	3,011,111	74,580	345,830
Engineering							
Personnel.....	-	173,436	173,436	173,436	165,616	-	7,820
Non - Personnel.....	-	29,900	29,900	29,900	19,937	2,462	7,501
Total.....	-	203,336	203,336	203,336	185,553	2,462	15,321
Snow and Ice							
Personnel.....	-	50,000	50,000	50,000	49,058	-	942
Non - Personnel.....	-	408,935	408,935	408,935	808,455	-	(399,520)
Total.....	-	458,935	458,935	458,935	857,513	-	(398,578)
Parking Garage							
Personnel.....	-	839,813	839,813	820,323	788,668	-	31,655
Non - Personnel.....	43,922	370,295	414,217	414,217	303,002	99,499	11,716
Total.....	43,922	1,210,108	1,254,030	1,234,540	1,091,670	99,499	43,371
Total Public Works.....	43,922	5,243,900	5,287,822	5,328,332	5,145,847	176,541	5,944
Health and Human Services							
Board of Health							
Personnel.....	-	485,397	485,397	486,551	486,378	-	173
Non - Personnel.....	10,307	62,476	72,783	72,783	46,592	12,237	13,954
Total.....	10,307	547,873	558,180	559,334	532,970	12,237	14,127
Council on Aging							
Personnel.....	-	474,998	474,998	477,498	445,270	-	32,228
Non - Personnel.....	2,398	54,400	56,798	56,798	33,289	4,357	19,152
Total.....	2,398	529,398	531,796	534,296	478,559	4,357	51,380
Veterans Services							
Personnel.....	-	118,899	118,899	118,899	118,511	-	388
Non - Personnel.....	186	452,750	452,936	452,936	398,205	2,501	52,230
Total.....	186	571,649	571,835	571,835	516,716	2,501	52,618
Total Health and Human Services.....	12,891	1,648,920	1,661,811	1,665,465	1,528,245	19,095	118,125
Culture and Recreation							
Library							
Personnel.....	-	1,042,975	1,042,975	1,089,202	1,035,007	-	54,195
Non - Personnel.....	-	339,407	339,407	344,407	314,750	29,654	3
Total.....	-	1,382,382	1,382,382	1,433,609	1,349,757	29,654	54,198
Parks and Recreation							
Personnel.....	-	326,225	326,225	326,225	308,450	-	17,775
Non - Personnel.....	-	224,125	224,125	233,625	124,993	22,694	85,938
Total.....	-	550,350	550,350	559,850	433,443	22,694	103,713
Golf Course							
Personnel.....	-	337,339	337,339	334,469	318,582	-	15,887
Non - Personnel.....	5,332	227,438	232,770	232,770	206,972	10,365	15,433
Total.....	5,332	564,777	570,109	567,239	525,554	10,365	31,320
Witch House							
Personnel.....	-	146,598	146,598	147,468	147,459	-	9
Non - Personnel.....	841	81,180	82,021	82,021	78,176	718	3,127
Total.....	841	227,778	228,619	229,489	225,635	718	3,136

(continued)

**GENERAL FUND**  
SCHEDULE OF REVENUES, EXPENDITURES AND CHANGES IN FUND BALANCE -  
BUDGET AND ACTUAL

YEAR ENDED JUNE 30, 2020

	Budgeted Amounts				Actual Budgetary Amounts	Amounts Carried Forward To Next Year	Variance to Final Budget
	Amounts Carried Forward From Prior Year	Current Year Initial Budget	Original Budget	Final Budget			
Historical Commission							
Personnel.....	-	31,390	31,390	31,390	30,678	-	712
Non - Personnel.....	-	1,400	1,400	1,400	424	-	976
Total.....	-	32,790	32,790	32,790	31,102	-	1,688
Winter Island							
Personnel.....	-	192,516	192,516	194,516	194,474	-	42
Non - Personnel.....	-	70,350	70,350	70,350	57,716	6,546	6,088
Total.....	-	262,866	262,866	264,866	252,190	6,546	6,130
Pioneer Village							
Non - Personnel.....	-	18,600	18,600	18,600	18,028	279	293
Total Culture and Recreation.....	6,173	3,039,543	3,045,716	3,106,443	2,835,709	70,256	200,478
Debt Service:							
Principal.....	-	5,010,000	5,010,000	5,010,000	5,005,000	-	5,000
Interest.....	-	1,795,440	1,795,440	1,795,440	1,795,440	-	-
Short Term Interest.....	-	127,541	127,541	127,326	121,781	-	5,545
Capital Lease Payment.....	-	484,823	484,823	485,038	485,038	-	-
Total.....	-	7,417,804	7,417,804	7,417,804	7,407,259	-	10,545
State and County Charges.....	-	9,150,677	9,150,677	9,150,677	8,878,707	-	271,970
Pension benefits							
Contributory Retirement.....	-	12,287,979	12,287,979	12,284,079	12,100,050	-	184,029
Non-Contributory Retirement.....	-	9,779	9,779	9,779	9,567	-	212
Total.....	-	12,297,758	12,297,758	12,293,858	12,109,617	-	184,241
Workmen's Compensation.....	-	463,216	463,216	463,216	459,826	-	3,390
Unemployment Compensation.....	-	300,000	300,000	300,000	148,292	-	151,708
Group Insurance.....	-	14,616,817	14,616,817	14,978,754	13,973,578	-	1,005,176
Medicare.....	-	1,245,362	1,245,362	1,249,262	1,249,173	-	89
Municipal Insurance.....	-	348,969	348,969	348,969	348,967	-	2
TOTAL EXPENDITURES.....	281,435	147,883,033	148,164,468	149,987,577	144,738,522	638,425	4,610,630
EXCESS (DEFICIENCY) OF REVENUES OVER (UNDER) EXPENDITURES.....	(281,435)	4,418,568	4,137,133	2,314,024	11,676,886	(638,425)	8,724,437
OTHER FINANCING SOURCES (USES):							
Transfers in.....	-	2,670,512	2,670,512	3,604,363	3,604,363	-	-
Transfers out.....	-	(6,763,506)	(6,763,506)	(11,856,533)	(11,856,533)	-	-
TOTAL OTHER FINANCING SOURCES (USES).....	-	(4,092,994)	(4,092,994)	(8,252,170)	(8,252,170)	-	-
NET CHANGE IN FUND BALANCE.....	(281,435)	325,574	44,139	(5,938,146)	3,424,716	(638,425)	8,724,437
BUDGETARY FUND BALANCE, Beginning of year.....	-	8,946,203	8,946,203	8,946,203	8,946,203	-	-
BUDGETARY FUND BALANCE, End of year.....	\$ (281,435)	\$ 9,271,777	\$ 8,990,342	\$ 3,008,057	\$ 12,370,919	\$ (638,425)	\$ 8,724,437

(concluded)

See notes to required supplementary information.

# ***Pension Plan Schedules – Retirement System***

The Pension Plan's Schedule of Changes in the Net Pension Liability presents multi-year trend information on the net pension liability and related ratios.

The Pension Plan's Schedule of Contributions presents multi-year trend information on the required and actual contributions to the pension plan and related ratios.

The Pension Plan's Schedule of Investment Returns presents multi-year trend information on the money-weighted investment return on retirement assets, net of investment expense.

These schedules are intended to present information for ten years. Until a ten-year trend is compiled, information is presented for those years for which information is available.

**SCHEDULE OF CHANGES IN THE NET PENSION LIABILITY  
AND RELATED RATIOS  
SALEM CONTRIBUTORY RETIREMENT SYSTEM**

	December 31, 2014	December 31, 2015	December 31, 2016	December 31, 2017	December 31, 2018	December 31, 2019
<b>Total pension liability:</b>						
Service cost.....	\$ 5,854,030	\$ 6,097,323	\$ 6,350,728	\$ 6,879,418	\$ 7,179,699	\$ 7,450,413
Interest.....	18,557,934	19,386,667	20,274,843	21,023,506	21,882,675	22,806,632
Changes in benefit terms.....	-	-	-	-	-	-
Differences between expected and actual experience.....	-	-	(5,574,549)	(1,058,253)	-	1,818,559
Changes in assumptions.....	-	-	12,360,928	5,467,970	-	9,780,518
Benefit payments.....	(14,146,676)	(13,777,134)	(14,776,958)	(15,699,301)	(16,724,907)	(16,876,507)
Net change in total pension liability.....	10,265,288	11,706,856	18,634,992	16,613,340	12,337,467	24,979,615
Total pension liability - beginning.....	240,676,498	250,941,786	262,648,642	281,283,634	297,896,974	310,234,441
Total pension liability - ending (a).....	<u>\$ 250,941,786</u>	<u>\$ 262,648,642</u>	<u>\$ 281,283,634</u>	<u>\$ 297,896,974</u>	<u>\$ 310,234,441</u>	<u>\$ 335,214,056</u>
<b>Plan fiduciary net position:</b>						
Employer contributions.....	\$ 11,942,341	\$ 12,181,169	\$ 12,527,730	\$ 13,172,909	\$ 13,851,313	\$ 14,620,061
Member contributions.....	3,939,454	4,121,728	4,311,175	4,488,581	4,640,867	4,980,577
Net investment income (loss).....	9,022,647	659,962	10,046,275	25,387,723	(4,217,149)	27,850,445
Administrative expenses.....	(242,294)	(238,374)	(266,216)	(273,699)	(321,267)	(301,765)
Retirement benefits and refunds.....	(14,146,676)	(13,777,134)	(14,776,958)	(15,699,301)	(16,724,907)	(16,876,507)
Net increase (decrease) in fiduciary net position.....	10,515,472	2,947,351	11,842,006	27,076,213	(2,771,143)	30,272,811
Fiduciary net position - beginning of year.....	123,879,403	135,650,902	138,598,253	150,440,259	177,516,472	174,745,329
Adjustment to include members transferred from Essex Agricultural and Technical School (c).....	1,256,027	-	-	-	-	-
Fiduciary net position - end of year (b).....	<u>\$ 135,650,902</u>	<u>\$ 138,598,253</u>	<u>\$ 150,440,259</u>	<u>\$ 177,516,472</u>	<u>\$ 174,745,329</u>	<u>\$ 205,018,140</u>
<b>Net pension liability - ending (a)-(b).....</b>	<u><b>\$ 115,290,884</b></u>	<u><b>\$ 124,050,389</b></u>	<u><b>\$ 130,843,375</b></u>	<u><b>\$ 120,380,502</b></u>	<u><b>\$ 135,489,112</b></u>	<u><b>\$ 130,195,916</b></u>
Plan fiduciary net position as a percentage of the total pension liability.....	54.06%	52.77%	53.48%	59.59%	56.33%	61.16%
Covered payroll.....	\$ 40,399,678	\$ 42,015,665	\$ 45,841,256	\$ 46,608,505	\$ 48,663,234	\$ 50,117,547
Net pension liability as a percentage of covered payroll.....	285.38%	295.25%	285.43%	258.28%	278.42%	259.78%

Note: this schedule is intended to present information for 10 years.  
Until a 10-year trend is compiled, information is presented for those years for which information is available.

(c) Essex North Shore Agricultural and Technical School merged with Northshore Regional Vocational Technical School in 2014. As a result of this merger, 39 active and inactive members of Essex Agricultural and Technical School were transferred from Essex Regional Retirement System to Salem Contributory Retirement System and the annuity savings fund balances of those members, totaling \$1,256,027, were also transferred. The 2014 total pension liability and fiduciary net position have been amended to include the liabilities and assets of these members that were transferred subsequent to year end.

See notes to required supplementary information.

**SCHEDULE OF CONTRIBUTIONS**  
**SALEM CONTRIBUTORY RETIREMENT SYSTEM**

<u>Year</u>	<u>Actuarially determined contribution</u>	<u>Contributions in relation to the actuarially determined contribution</u>	<u>Contribution deficiency (excess)</u>	<u>Covered payroll</u>	<u>Contributions as a percentage of covered payroll</u>
December 31, 2019.....	\$ 14,620,061	\$ (14,620,061)	\$ -	\$ 50,117,547	29.17%
December 31, 2018.....	13,851,313	(13,851,313)	-	48,663,234	28.46%
December 31, 2017.....	13,172,909	(13,172,909)	-	46,608,505	28.26%
December 31, 2016.....	12,527,730	(12,527,730)	-	45,841,256	27.33%
December 31, 2015.....	12,013,685	(12,181,169)	(167,484)	42,015,665	28.99%
December 31, 2014.....	11,942,341	(11,942,341)	-	40,399,678	29.56%

Note: this schedule is intended to present information for 10 years.  
Until a 10-year trend is compiled, information is presented for those years for which information is available.

See notes to required supplementary information.



**SCHEDULE OF INVESTMENT RETURNS**  
**SALEM CONTRIBUTORY RETIREMENT SYSTEM**

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<u>Year</u>	<u>Annual money-weighted rate of return, net of investment expense</u>
December 31, 2019.....	16.21%
December 31, 2018.....	-2.46%
December 31, 2017.....	17.23%
December 31, 2016.....	7.41%
December 31, 2015.....	0.51%
December 31, 2014.....	7.58%

Note: this schedule is intended to present information for 10 years.  
Until a 10-year trend is compiled, information is presented for those  
years for which information is available.

See notes to required supplementary information.

## ***Pension Plan Schedules – City***

The Schedule of the City's Proportionate Share of the Net Pension Liability presents multi-year trend information on the City's net pension liability and related ratios.

The Schedule of City Contributions presents multi-year trend information on the City's required and actual contributions to the pension plan and related ratios.

The Schedule of the Special Funding Amounts of the Net Pension Liability for the Massachusetts Teachers' Contributory Retirement System presents multi-year trend information on the liability and expense assumed by the Commonwealth of Massachusetts on behalf of the City along with related ratios.

These schedules are intended to present information for ten years. Until a ten-year trend is compiled, information is presented for those years for which information is available.

**SCHEDULE OF THE CITY'S PROPORTIONATE SHARE  
OF THE NET PENSION LIABILITY  
SALEM CONTRIBUTORY RETIREMENT SYSTEM**

<u>Year</u>	<u>Proportion of the net pension liability</u>	<u>Proportionate share of the net pension liability</u>	<u>Covered payroll</u>	<u>Net pension liability as a percentage of covered payroll</u>	<u>Plan fiduciary net position as a percentage of the total pension liability</u>
December 31, 2019.....	84.05%	\$ 109,428,044	\$ 39,401,443	277.73%	61.16%
December 31, 2018.....	84.16%	114,027,529	37,576,589	303.45%	56.33%
December 31, 2017.....	84.17%	101,324,784	35,989,977	281.54%	59.59%
December 31, 2016.....	84.73%	110,864,597	35,015,154	316.62%	53.48%
December 31, 2015.....	84.67%	105,037,687	33,907,437	309.78%	52.77%
December 31, 2014.....	84.01%	96,851,803	32,603,305	297.06%	54.06%

Note: this schedule is intended to present information for 10 years.  
Until a 10-year trend is compiled, information is presented for those years for which information is available.

See notes to required supplementary information.

**SCHEDULE OF THE CITY'S CONTRIBUTIONS**  
**SALEM CONTRIBUTORY RETIREMENT SYSTEM**

<u>Year</u>	<u>Actuarially determined contribution</u>	<u>Contributions in relation to the actuarially determined contribution</u>	<u>Contribution deficiency (excess)</u>	<u>Covered payroll</u>	<u>Contributions as a percentage of covered payroll</u>
June 30, 2020.....	\$ 12,287,979	\$ (12,287,979)	\$ -	\$ 39,795,457	30.88%
June 30, 2019.....	11,657,254	(11,657,254)	-	37,952,355	30.72%
June 30, 2018.....	11,087,694	(11,087,694)	-	36,349,877	30.50%
June 30, 2017.....	10,513,908	(10,513,908)	-	35,365,306	29.73%
June 30, 2016.....	10,071,175	(10,238,659)	(167,484)	34,246,511	29.90%
June 30, 2015.....	10,121,621	(10,121,621)	-	32,929,338	30.74%

Note: this schedule is intended to present information for 10 years.  
Until a 10-year trend is compiled, information is presented for those years for which information is available.

See notes to required supplementary information.

**SCHEDULE OF THE SPECIAL FUNDING AMOUNTS  
OF THE NET PENSION LIABILITY  
MASSACHUSETTS TEACHERS' RETIREMENT SYSTEM**

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The Commonwealth of Massachusetts is a nonemployer contributor and is required by statute to make all actuarially determined employer contributions on behalf of the member employers which creates a special funding situation. Therefore, there is no net pension liability to recognize. This schedule discloses the Commonwealth's 100% share of the associated collective net pension liability; the portion of the collective pension expense as both a revenue and pension expense recognized; and the Plan's fiduciary net position as a percentage of the total liability.

<u>Year</u>	<u>Commonwealth's 100% Share of the Associated Net Pension Liability</u>	<u>Expense and Revenue Recognized for the Commonwealth's Support</u>	<u>Plan Fiduciary Net Position as a Percentage of the Total Liability</u>
2020.....	\$ 139,309,152	\$ 16,893,653	53.95%
2019.....	135,976,121	13,779,211	54.84%
2018.....	135,097,228	14,100,491	54.25%
2017.....	129,844,131	13,244,953	52.73%
2016.....	125,868,567	10,209,061	61.43%
2015.....	97,197,542	6,752,780	61.64%

Note: this schedule is intended to present information for 10 years.  
Until a 10-year trend is compiled, information is presented for those years for which information is available.

See notes to required supplementary information.

# ***Other Postemployment Benefit Plan Schedules***

The Schedule of Changes in the City's Net Other Postemployment Benefit Liability and Related Ratios presents multi-year trend information on changes in the Plan's total OPEB liability, changes in the Plan's net position, and ending net OPEB liability. It also demonstrates the Plan's net position as a percentage of the total liability and the Plan's net other postemployment benefit liability as a percentage of covered-employee payroll.

The Schedule of the City's Contributions presents multi-year trend information on the City's actual contributions to the other postemployment benefit plan and related ratios.

The Schedule of Investment Returns presents multi-year trend information on the money-weighted investment return on the Plan's other postemployment assets, net of investment expense.

These schedules are intended to present information for ten years. Until a ten-year trend is compiled, information is presented for those years for which information is available.

**SCHEDULE OF CHANGES IN THE  
CITY'S NET OPEB LIABILITY AND RELATED RATIOS  
OTHER POSTEMPLOYMENT BENEFIT PLAN**

	June 30, 2017	June 30, 2018	June 30, 2019	June 30, 2020
<b>Total OPEB Liability</b>				
Service Cost.....	\$ 8,252,716	\$ 6,389,170	\$ 6,114,584	\$ 7,395,331
Interest.....	5,052,006	5,871,915	6,352,168	5,451,481
Changes of benefit terms.....	-	-	-	-
Differences between expected and actual experience.....	-	-	(2,918,659)	-
Changes of assumptions.....	(20,326,073)	(7,215,647)	(14,610,788)	31,338,819
Benefit payments.....	(4,267,124)	(4,459,144)	(4,805,860)	(4,432,568)
Net change in total OPEB liability.....	(11,288,475)	586,294	(9,868,555)	39,753,063
Total OPEB liability - beginning.....	171,129,227	159,840,752	160,427,046	150,558,491
Total OPEB liability - ending (a).....	<u>\$ 159,840,752</u>	<u>\$ 160,427,046</u>	<u>\$ 150,558,491</u>	<u>\$ 190,311,554</u>
<b>Plan fiduciary net position</b>				
Employer contributions.....	\$ 269,044	\$ 246,147	\$ 297,475	\$ 381,937
Employer contributions for OPEB payments.....	4,267,124	4,459,144	4,805,860	4,432,568
Net investment income.....	170,768	137,225	172,705	86,700
Benefit payments.....	(4,267,124)	(4,459,144)	(4,805,860)	(4,432,568)
Net change in plan fiduciary net position.....	439,812	383,372	470,180	468,637
Plan fiduciary net position - beginning of year.....	1,749,487	2,189,299	2,572,671	3,042,851
Plan fiduciary net position - end of year (b).....	<u>\$ 2,189,299</u>	<u>\$ 2,572,671</u>	<u>\$ 3,042,851</u>	<u>\$ 3,511,488</u>
<b>Net OPEB liability - ending (a)-(b).....</b>	<u><b>\$ 157,651,453</b></u>	<u><b>\$ 157,854,375</b></u>	<u><b>\$ 147,515,640</b></u>	<u><b>\$ 186,800,066</b></u>
Plan fiduciary net position as a percentage of the total OPEB liability.....	1.37%	1.60%	2.02%	1.85%
Covered-employee payroll.....	\$ 82,395,000	\$ 86,683,000	\$ 87,301,000	\$ 91,888,000
Net OPEB liability as a percentage of covered-employee payroll.....	191.34%	182.11%	168.97%	203.29%

Note: this schedule is intended to present information for 10 years.  
Until a 10-year trend is compiled, information is presented for those years for which information is available.

See notes to required supplementary information.

**SCHEDULE OF THE CITY'S CONTRIBUTIONS  
OTHER POSTEMPLOYMENT BENEFIT PLAN**

<u>Year</u>	<u>Actuarially determined contribution</u>	<u>Contributions in relation to the actuarially determined contribution</u>	<u>Contribution deficiency (excess)</u>	<u>Covered- employee payroll</u>	<u>Contributions as a percentage of covered- employee payroll</u>
June 30, 2020.....	\$ 8,689,017	\$ (4,814,502)	\$ 3,874,515	\$ 91,888,000	5.24%
June 30, 2019.....	8,190,988	(5,103,335)	3,087,653	87,301,000	5.85%
June 30, 2018.....	8,076,359	(4,705,291)	3,371,068	86,683,000	5.43%
June 30, 2017.....	7,625,880	(4,536,167)	3,089,713	82,395,000	5.51%

Note: this schedule is intended to present information for 10 years.

Until a 10-year trend is compiled, information is presented for those years for which information is available.

See notes to required supplementary information.



**SCHEDULE OF INVESTMENT RETURNS**  
**OTHER POSTEMPLOYMENT BENEFIT PLAN**

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<u>Year</u>	<u>Annual money-weighted rate of return, net of investment expense</u>
June 30, 2020.....	2.74%
June 30, 2019.....	6.29%
June 30, 2018.....	5.89%
June 30, 2017.....	9.08%

Note: this schedule is intended to present information for 10 years.  
Until a 10-year trend is compiled, information is presented for those  
years for which information is available.

See notes to required supplementary information.

**NOTE A – STEWARDSHIP, COMPLIANCE AND ACCOUNTABILITY**Budgetary Information

Within 170 days after the annual organization of the City government (which is ordinarily in early January), the Mayor is required to submit a budget of proposed expenditures for the year beginning on the next July 1. The City Council may make appropriations for the recommended purposes and may reduce or reject any item. Without a recommendation of the Mayor, the Council may not make any appropriation for a purpose not included in the proposed budget, except by a two-thirds vote in the case of the failure of the Mayor to recommend an appropriation for such a purpose within 7 days after a request from the Council. The Council may not increase any item without the recommendation of the Mayor (except as provided by legislation, recommendation of the school committee or regional district school committee and by two-thirds vote of the Council, provided that such increase does not cause the total annual budget to exceed the property tax limitations). If the Council fails to act on any item of the proposed budget within 45 days, that item takes effect.

City department heads are generally required to submit their budget requests to the Mayor between January 1, March 1, and December 1. This does not apply to the school department, which must submit its request in time for the Mayor to include it in the submission to the Council.

If the Mayor does not make a timely budget submission, provision is made for preparation of a budget by the Council. Provision is also made for supplementary appropriations upon recommendation of the Mayor. Water and Sewer department expenditures are included in the budgets adopted by City Council.

The City Council on the recommendation of the Mayor may transfer during May and June, and the first fifteen days of July, any amount appropriated for the use of any department to the appropriation for any other department, provided that no such transfer may be made from any appropriation for a school department, regional school district, or municipal light department.

The majority of appropriations are non-continuing which lapse at the end of each year. Others are continuing appropriations for which the governing body has authorized that an unspent balance from a prior year be carried forward and made available for spending in the current year. These carry forwards are included as part of the subsequent year's original budget.

Generally, expenditures may not exceed the legal level of spending (personnel, non-personnel, and capital) authorized for an appropriation account. However, the payment of debt service is statutorily required, regardless of whether such amounts are appropriated. Additionally, expenditures for disasters, natural or otherwise, and final judgments may exceed the level of spending authorized by two-thirds majority vote of the City Council.

An annual budget is adopted for the general fund in conformity with the guidelines described above. The original 2020 approved budget authorized approximately \$154.9 million in appropriations, other amounts to be raised and amounts encumbered from the prior year. During the year, increases to the original budget were approved totaling approximately \$6.9 million. The most notable components of this increase include available funds (free cash) appropriated to fund stabilization reserves, capital improvements, other postemployment benefits trust and various additional departmental appropriations.

The Finance Department has the responsibility to ensure that budgetary control is maintained. Budgetary control is exercised through the accounting system.

Budgetary - GAAP Reconciliation

For budgetary financial reporting purposes, the Uniform Municipal Accounting System basis of accounting (established by the Commonwealth) is followed, which differs from the GAAP basis of accounting. A reconciliation of budgetary-basis to GAAP-basis results for the general fund for the year ended June 30, 2020, is presented below:

Net change in fund balance - budgetary basis.....	\$ 3,424,716
<u>Perspective differences:</u>	
Activity of the stabilization fund recorded in the general fund for GAAP.....	1,785,084
Activity of the Bentley Charter School.....	(48,210)
<u>Basis of accounting differences:</u>	
Net change in recording tax refunds payable.....	(119,000)
Net change in recording 60 day receipts.....	194,987
Net change in recording accrued expenditures.....	529,225
Recognition of revenue for on-behalf payments.....	16,893,653
Recognition of expenditures for on-behalf payments.....	<u>(16,893,653)</u>
Net change in fund balance - GAAP basis.....	<u>\$ 5,766,802</u>

Appropriation Deficits

During 2020, expenditures exceeded budgeted appropriations for snow and ice removal. This over expenditure is allowable under Massachusetts General Law. The City will raise this deficit in the next fiscal year.

**NOTE B – PENSION PLAN*****Pension Plan Schedules – Retirement System***Schedule of Changes in the Net Pension Liability and Related Ratios

The Schedule of Changes in the Net Pension Liability and Related Ratios includes the detailed changes in the System's total pension liability, changes in the System's net position, and the ending net pension liability. It also demonstrates the plan's net position as a percentage of the total pension liability and the net pension liability as a percentage of covered payroll.

Schedule of Contributions

Governmental employers are required to pay an annual appropriation as established by PERAC. The appropriation includes the amounts to pay the pension portion of each member's retirement allowance, an amount to amortize the actuarially determined unfunded liability to zero in accordance with the system's funding schedule, and additional appropriations in accordance with adopted early retirement incentive programs. The appropriations are payable on July 1 and January 1. Employers may choose to pay the entire appropriation in July at a discounted rate. Accordingly, actual employer contributions may be less than the "total appropriation". The appropriations are allocated amongst employers based on an actuarial valuation.

Schedule of Investment Returns

The money weighted rate of return is calculated as the internal rate of return on pension plan investments, net of pension plan investment expense. A money weighted rate of return expresses investment performance, net of pension plan investment expense, adjusted for the changing amounts actually invested. Inputs to the money weighted rate of return calculation are determined monthly.

***Pension Plan Schedules - City***Schedule of the City's Proportionate Share of the Net Pension Liability

The Schedule of the City's Proportionate Share of the Net Pension Liability details the allocated percentage of the net pension liability (asset), the proportionate share of the net pension liability, and the covered employee payroll. It also demonstrates the net position as a percentage of the pension liability and the net pension liability as a percentage of covered payroll.

Schedule of City's Contributions

Governmental employers are required to pay an annual appropriation as established by PERAC. The appropriation includes the amounts to pay the pension portion of each member's retirement allowance, an amount to amortize the actuarially determined unfunded liability to zero in accordance with the system's funding schedule, and additional appropriations in accordance with adopted early retirement incentive programs. The appropriations are payable on July 1 and January 1. The City may choose to pay the entire appropriation in July at a discounted rate. Accordingly, actual contributions may be less than the "total appropriation".

Schedule of the Special Funding Amounts of the Net Pension Liabilities

The Commonwealth of Massachusetts is a nonemployer contributor and is required by statute to make all actuarially determined employer contributions on behalf of the member employers which creates a special funding situation. Since the City does not contribute directly to MTRS, there is no net pension liability to recognize. This schedule discloses the Commonwealth's 100% share of the collective net pension liability that is associated with the City; the portion of the collective pension expense as both revenue and pension expense recognized by the City; and the Plan's fiduciary net position as a percentage of the total liability.

Changes of Assumptions – The following assumption changes were reflected in the January 1, 2020, actuarial valuation:

- The investment return assumption was lowered from 7.375% to 7.15%.
- The salary increase assumption was revised from a scale that varies by length of service with ultimate rates of 4.25% for Group 1, 4.50% for Group 2, and 4.75% for Group 4, to a scale that varies by length of service with ultimate rates of 3.75% for Group 1, 4.00% for Group 2, and 4.25% for Group 4.
- The wage inflation rate was lowered from 3.50% to 3.00%.
- A liability of approximately \$5.0 million was added to the estimated the value of benefits paid to or received from other municipal retirement systems (net 3(8)(c) benefits).

Changes in Plan Provisions – None.

**NOTE C – OTHER POSTEMPLOYMENT BENEFITS**

The City administers a single employer defined benefit healthcare plan (“The Retiree Health Plan”). The plan provides lifetime healthcare insurance for eligible retirees and their spouses through the City’s participation in the Group Insurance Commission of the Commonwealth of Massachusetts (GIC) which covers both active and retired members. Additionally, retired teachers and their spouses receive health insurance through the Group Insurance Commission of the Commonwealth of Massachusetts (GIC). Each participating municipality is assessed for the governmental share of health and life insurance premiums paid on behalf of its teacher retirees by the state.

**The Other Postemployment Benefit Plan**Schedule of Changes in the City’s Net Other Postemployment Benefit Liability and Related Ratios

The Schedule of Changes in the City’s Net Other Postemployment Benefit Liability and Related Ratios presents multi-year trend information on changes in the Plan’s total OPEB liability, changes in the Plan’s net position, and ending net OPEB liability. It also demonstrates the Plan’s net position as a percentage of the total liability and the Plan’s net other postemployment benefit liability as a percentage of covered employee payroll.

Schedule of the City’s Contributions

The Schedule of the City’s Contributions includes the City’s annual required contribution to the Plan, along with the contribution made in relation to the actuarially determined contribution and the covered employee payroll. The City is not required to fully fund this contribution. It also demonstrates the contributions as a percentage of covered payroll. Actuarially contribution rates are calculated as of June 30, two years prior to the end of the fiscal year in which contributions are reported. Methods and assumptions used to determine contribution rates are as follows:

Valuation date.....	June 30, 2018
Actuarial cost method.....	Entry Age Normal.
Asset valuation method.....	Fair Value.
Discount rate.....	2.21% as of June 30, 2020 and 3.50% as of June 30, 2019.
Investment rate of return.....	7.00% as of June 30, 2020.
Health care trend rates:	
Non Medicare.....	6.70% for year 1, then 7.00% decreasing by 0.50% for 3 years then by 0.25% for 2 years to an ultimate level of 5.00%.
Medicare Supplement.....	2.00% for year 1, then 7.00% decreasing by 0.50% for 3 years then by 0.25% for 2 years to an ultimate level of 5.00%.
Medicare Advantage.....	-2.80% for year 1, then 7.00% decreasing by 0.50% for 3 years then by 0.25% for 2 years to an ultimate level of 5.00%.

Part B.....	5.00%.
Contributions.....	Retiree contributions are expected to increase with medical trend.
Mortality rates:	
Pre-Retirement (Non-Teachers)....	RP-2014 Blue Collar Employee Mortality Table set forward one year for females projected generationally using Scale MP-2017.
Healthy (Non-Teachers).....	RP-2014 Blue Collar Healthy Annuitant Mortality Table set forward one year for females projected generationally using Scale MP-2017.
Disabled (Non-Teachers).....	RP-2014 Blue Collar Healthy Annuitant Mortality Table set forward one year projected generationally using Scale MP-2017.
Pre-Retirement (Teachers).....	RP-2014 White Collar Employee Mortality Table projected generationally with Scale MP-2016.
Healthy (Teachers).....	RP-2014 White Collar Healthy Annuitant Mortality Table projected generationally with Scale MP-2016.
Disabled (Teachers).....	RP-2014 White Collar Healthy Annuitant Mortality Table projected generationally using Scale MP-2016.

#### Schedule of Investment Returns

The Schedule of Investment Returns includes the money-weighted investment return on the Plan's other postemployment assets, net of investment expense.

#### Changes of Assumptions:

- The excise tax on high cost health plans was removed.
- The discount rate was lowered from 3.50% as of June 30, 2019 to 2.21% as of June 30, 2020.

Changes in Plan Provisions – None.

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## ***Combining and Individual Fund Statements***



# ***Nonmajor Governmental Funds***

## ***Special Revenue Funds***

Special revenue funds are used to account for specific revenues that are legally restricted to expenditure for particular purposes.

*School Grants Fund* – This fund is used to account for the educational programs specifically financed by federal, state, and other grants which are designated for specific programs.

*City Grants Fund* – This fund is used to account for non-school related activity specifically financed by federal, state, and other grants which are designated to specific programs.

*Community Development Grants Fund* – This fund is used to account for community development activity specifically financed by federal, state, and other grants which are designated for specific programs.

*School Lunch Fund* – This fund is used to account for all cafeteria activities and is funded by user charges, federal and state grants and commodities received.

*Highway Grants Fund* – This fund is used to account for construction, reconstruction and improvements to roadways, streets and sidewalks. Funding is provided primarily by grants.

*Donations and Gifts Fund* – This fund is used to account for gifts which have been accepted by the City to be used for the purpose specified by the donor.

*Receipts Reserved Fund* – This fund is used to account for receipts reserved for appropriation.

*City Revolving Accounts Fund* – This fund is used to account for non-school related revolving funds specifically allowed by the laws of the Commonwealth. These funds are expended for purposes specified by the enabling statute.

*School Revolving Accounts Fund* – This fund is used to account for school related revolving funds specifically allowed by the laws of the Commonwealth. These funds are expended for purposes specified by the enabling statutes.

*City Wharf Project Fund* – This fund is used to account for the fourth phase of the wharf project which includes improvements to the harbor walk, docks, walkways, and pier construction.

## ***Capital Project Funds***

*Other Funds* – This fund is used to account for various capital projects not reported as major funds.

### ***Permanent Funds***

Permanent funds are used to report resources that are legally restricted to the extent that only earnings, not principal, may be used for purposes that support governmental programs.

*Cemetery Fund* – This fund is used to account for cemetery perpetual care contributions and expenditures.

*Human Service Fund* – This fund is used to account for various contributions associated with human service activities.

*Other Funds* – This fund is used to account for various contributions associated with governmental programs.

**NONMAJOR GOVERNMENTAL FUNDS  
COMBINING BALANCE SHEET**

JUNE 30, 2020

	Special Revenue Funds					
	School Grants	City Grants	Community Development Grants	School Lunch	Highway Grants	Donations and Gifts
<b>ASSETS</b>						
Cash and cash equivalents.....	\$ 544,647	\$ 3,169,121	\$ -	\$ 185,247	\$ -	\$ 576,297
Investments.....	-	-	-	-	-	-
Receivables, net of uncollectibles:						
Departmental and other.....	-	-	-	-	-	-
Intergovernmental - other.....	-	-	217,416	-	1,588,994	-
Loans.....	-	-	172,950	-	-	-
<b>TOTAL ASSETS.....</b>	<b>\$ 544,647</b>	<b>\$ 3,169,121</b>	<b>\$ 390,366</b>	<b>\$ 185,247</b>	<b>\$ 1,588,994</b>	<b>\$ 576,297</b>
<b>LIABILITIES</b>						
Warrants payable.....	\$ 206,401	\$ 658,950	\$ 34,480	\$ -	\$ -	\$ 2,309
Due to other funds.....	-	-	182,936	-	1,154,959	-
Unearned revenue.....	-	10,033	-	-	-	-
<b>TOTAL LIABILITIES.....</b>	<b>206,401</b>	<b>668,983</b>	<b>217,416</b>	<b>-</b>	<b>1,154,959</b>	<b>2,309</b>
<b>DEFERRED INFLOWS OF RESOURCES</b>						
Unavailable revenue.....	-	-	172,950	-	434,035	-
<b>FUND BALANCES</b>						
Nonspendable.....	-	-	-	-	-	-
Restricted.....	338,246	2,500,138	-	185,247	-	573,988
<b>TOTAL FUND BALANCES.....</b>	<b>338,246</b>	<b>2,500,138</b>	<b>-</b>	<b>185,247</b>	<b>-</b>	<b>573,988</b>
<b>TOTAL LIABILITIES, DEFERRED INFLOWS OF RESOURCES, AND FUND BALANCES.....</b>	<b>\$ 544,647</b>	<b>\$ 3,169,121</b>	<b>\$ 390,366</b>	<b>\$ 185,247</b>	<b>\$ 1,588,994</b>	<b>\$ 576,297</b>

(continued)

**NONMAJOR GOVERNMENTAL FUNDS  
COMBINING BALANCE SHEET**

JUNE 30, 2020

	Special Revenue Funds					Capital Project Funds
	Receipts Reserved	City Revolving Accounts	School Revolving Accounts	City Wharf Project	Subtotal	Other Capital Projects
<b>ASSETS</b>						
Cash and cash equivalents.....	\$ 2,753,061	\$ 1,533,468	\$ 244,766	\$ 531,057	\$ 9,537,664	\$ 232,853
Investments.....	-	-	-	-	-	-
Receivables, net of uncollectibles:						
Departmental and other.....	41,008	-	-	-	41,008	-
Intergovernmental - other.....	-	-	-	-	1,806,410	-
Loans.....	-	134,192	-	-	307,142	-
<b>TOTAL ASSETS.....</b>	<b>\$ 2,794,069</b>	<b>\$ 1,667,660</b>	<b>\$ 244,766</b>	<b>\$ 531,057</b>	<b>\$ 11,692,224</b>	<b>\$ 232,853</b>
<b>LIABILITIES</b>						
Warrants payable.....	\$ 10,095	\$ 9,566	\$ -	\$ -	\$ 921,801	\$ 9,108
Due to other funds.....	-	-	-	-	1,337,895	-
Unearned revenue.....	-	-	-	-	10,033	-
<b>TOTAL LIABILITIES.....</b>	<b>10,095</b>	<b>9,566</b>	<b>-</b>	<b>-</b>	<b>2,269,729</b>	<b>9,108</b>
<b>DEFERRED INFLOWS OF RESOURCES</b>						
Unavailable revenue.....	41,008	134,192	-	-	782,185	-
<b>FUND BALANCES</b>						
Nonspendable.....	-	-	-	-	-	-
Restricted.....	2,742,966	1,523,902	244,766	531,057	8,640,310	223,745
<b>TOTAL FUND BALANCES.....</b>	<b>2,742,966</b>	<b>1,523,902</b>	<b>244,766</b>	<b>531,057</b>	<b>8,640,310</b>	<b>223,745</b>
<b>TOTAL LIABILITIES, DEFERRED INFLOWS OF RESOURCES, AND FUND BALANCES.....</b>	<b>\$ 2,794,069</b>	<b>\$ 1,667,660</b>	<b>\$ 244,766</b>	<b>\$ 531,057</b>	<b>\$ 11,692,224</b>	<b>\$ 232,853</b>

Permanent Funds				Total Nonmajor Governmental Funds
Cemetery	Human Service	Other	Subtotal	
\$ 501,424	\$ 63,001	\$ 210,613	\$ 775,038	\$ 10,545,555
4,035,871	1,754,726	1,511,517	7,302,114	7,302,114
-	-	-	-	41,008
-	-	-	-	1,806,410
-	-	-	-	307,142
<u>\$ 4,537,295</u>	<u>\$ 1,817,727</u>	<u>\$ 1,722,130</u>	<u>\$ 8,077,152</u>	<u>\$ 20,002,229</u>
\$ 312	\$ -	\$ -	\$ 312	\$ 931,221
-	-	-	-	1,337,895
-	-	-	-	10,033
<u>312</u>	<u>-</u>	<u>-</u>	<u>312</u>	<u>2,279,149</u>
-	-	-	-	782,185
1,175,272	221,174	498,083	1,894,529	1,894,529
<u>3,361,711</u>	<u>1,596,553</u>	<u>1,224,047</u>	<u>6,182,311</u>	<u>15,046,366</u>
<u>4,536,983</u>	<u>1,817,727</u>	<u>1,722,130</u>	<u>8,076,840</u>	<u>16,940,895</u>
<u>\$ 4,537,295</u>	<u>\$ 1,817,727</u>	<u>\$ 1,722,130</u>	<u>\$ 8,077,152</u>	<u>\$ 20,002,229</u>

(concluded)

**NONMAJOR GOVERNMENTAL FUNDS**  
COMBINING STATEMENT OF REVENUES, EXPENDITURES AND CHANGES IN FUND BALANCES

YEAR ENDED JUNE 30, 2020

	Special Revenue Funds					
	School Grants	City Grants	Community Development Grants	School Lunch	Highway Grants	Donations and Gifts
<b>REVENUES:</b>						
Charges for services.....	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Penalties and interest on taxes.....	-	-	-	-	-	-
Intergovernmental - other.....	6,344,293	6,284,725	1,172,814	1,626,013	1,518,222	-
Intergovernmental - COVID-19 relief.....	-	496,871	-	-	-	-
Departmental and other.....	448,839	1,130,159	103,636	41,984	-	3,050
Contributions and donations.....	-	500	-	-	-	114,738
Investment income.....	-	363	45	-	-	-
<b>TOTAL REVENUES.....</b>	<b>6,793,132</b>	<b>7,912,618</b>	<b>1,276,495</b>	<b>1,667,997</b>	<b>1,518,222</b>	<b>117,788</b>
<b>EXPENDITURES:</b>						
Current:						
General government.....	-	1,753,635	-	-	-	31,414
Public safety.....	-	660,080	-	-	-	19,332
Education.....	8,268,342	-	-	2,156,012	-	42,778
Public works.....	-	960,719	-	-	1,518,222	-
Community development.....	-	-	1,279,379	-	-	-
Health and human services.....	-	4,079,775	-	-	-	33,135
Culture and recreation.....	-	47,476	-	-	-	14,589
COVID-19.....	-	496,871	-	-	-	-
<b>TOTAL EXPENDITURES.....</b>	<b>8,268,342</b>	<b>7,998,556</b>	<b>1,279,379</b>	<b>2,156,012</b>	<b>1,518,222</b>	<b>141,248</b>
<b>EXCESS (DEFICIENCY) OF REVENUES OVER (UNDER) EXPENDITURES.....</b>	<b>(1,475,210)</b>	<b>(85,938)</b>	<b>(2,884)</b>	<b>(488,015)</b>	<b>-</b>	<b>(23,460)</b>
<b>OTHER FINANCING SOURCES (USES):</b>						
Premium from issuance of bonds.....	-	-	-	-	-	-
Transfers in.....	-	118,514	-	-	-	50,000
Transfers out.....	-	-	-	-	-	-
<b>TOTAL OTHER FINANCING SOURCES (USES).....</b>	<b>-</b>	<b>118,514</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>50,000</b>
<b>NET CHANGE IN FUND BALANCES.....</b>	<b>(1,475,210)</b>	<b>32,576</b>	<b>(2,884)</b>	<b>(488,015)</b>	<b>-</b>	<b>26,540</b>
<b>FUND BALANCES AT BEGINNING OF YEAR.....</b>	<b>1,813,456</b>	<b>2,467,562</b>	<b>2,884</b>	<b>673,262</b>	<b>-</b>	<b>547,448</b>
<b>FUND BALANCES AT END OF YEAR.....</b>	<b>\$ 338,246</b>	<b>\$ 2,500,138</b>	<b>\$ -</b>	<b>\$ 185,247</b>	<b>\$ -</b>	<b>\$ 573,988</b>

Special Revenue Funds					Capital Project Funds
Receipts Reserved	City Revolving Accounts	School Revolving Accounts	City Wharf Project	Subtotal	Other Capital Projects
\$ 574,705	\$ -	\$ -	\$ -	\$ 574,705	\$ -
2,205	-	-	-	2,205	-
-	141,774	-	-	17,087,841	-
-	-	-	-	496,871	-
747,252	942,269	604,477	-	4,021,666	-
-	2,475	-	-	117,713	-
-	888	596	-	1,892	-
<u>1,324,162</u>	<u>1,087,406</u>	<u>605,073</u>	<u>-</u>	<u>22,302,893</u>	<u>-</u>
78,932	397,825	-	-	2,261,806	-
17,081	12,784	-	-	709,277	9,110
-	92,439	586,019	-	11,145,590	-
-	-	-	-	2,478,941	-
-	2,519	-	-	1,281,898	-
-	32,615	-	-	4,145,525	-
-	361,845	-	-	423,910	-
-	-	-	-	496,871	-
<u>96,013</u>	<u>900,027</u>	<u>586,019</u>	<u>-</u>	<u>22,943,818</u>	<u>9,110</u>
<u>1,228,149</u>	<u>187,379</u>	<u>19,054</u>	<u>-</u>	<u>(640,925)</u>	<u>(9,110)</u>
1,586,557	-	-	-	1,586,557	-
-	-	-	-	168,514	-
<u>(2,439,731)</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>(2,439,731)</u>	<u>-</u>
<u>(853,174)</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>(684,660)</u>	<u>-</u>
374,975	187,379	19,054	-	(1,325,585)	(9,110)
<u>2,367,991</u>	<u>1,336,523</u>	<u>225,712</u>	<u>531,057</u>	<u>9,965,895</u>	<u>232,855</u>
\$ <u>2,742,966</u>	\$ <u>1,523,902</u>	\$ <u>244,766</u>	\$ <u>531,057</u>	\$ <u>8,640,310</u>	\$ <u>223,745</u>

(continued)

**NONMAJOR GOVERNMENTAL FUNDS**  
COMBINING STATEMENT OF REVENUES, EXPENDITURES AND CHANGES IN FUND BALANCES

YEAR ENDED JUNE 30, 2020

	Permanent Funds				Total Nonmajor Governmental Funds
	Cemetery	Human Service	Other	Subtotal	
<b>REVENUES:</b>					
Charges for services.....	\$ -	\$ -	\$ -	\$ -	\$ 574,705
Penalties and interest on taxes.....	-	-	-	-	2,205
Intergovernmental - other.....	-	-	-	-	17,087,841
Intergovernmental - COVID-19 relief.....	-	-	-	-	496,871
Departmental and other.....	-	-	4,819	4,819	4,026,485
Contributions and donations.....	21,400	-	18,803	40,203	157,916
Investment income.....	423,484	146,102	124,782	694,368	696,260
<b>TOTAL REVENUES.....</b>	<b>444,884</b>	<b>146,102</b>	<b>148,404</b>	<b>739,390</b>	<b>23,042,283</b>
<b>EXPENDITURES:</b>					
Current:					
General government.....	-	-	-	-	2,261,806
Public safety.....	-	-	29,131	29,131	747,518
Education.....	-	-	5,750	5,750	11,151,340
Public works.....	164,912	-	-	164,912	2,643,853
Community development.....	-	-	-	-	1,281,898
Health and human services.....	-	86,623	451	87,074	4,232,599
Culture and recreation.....	-	-	-	-	423,910
COVID-19.....	-	-	-	-	496,871
<b>TOTAL EXPENDITURES.....</b>	<b>164,912</b>	<b>86,623</b>	<b>35,332</b>	<b>286,867</b>	<b>23,239,795</b>
<b>EXCESS (DEFICIENCY) OF REVENUES OVER (UNDER) EXPENDITURES.....</b>	<b>279,972</b>	<b>59,479</b>	<b>113,072</b>	<b>452,523</b>	<b>(197,512)</b>
<b>OTHER FINANCING SOURCES (USES):</b>					
Premium from issuance of bonds.....	-	-	-	-	1,586,557
Transfers in.....	-	-	-	-	168,514
Transfers out.....	-	-	-	-	(2,439,731)
<b>TOTAL OTHER FINANCING SOURCES (USES).....</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>(684,660)</b>
<b>NET CHANGE IN FUND BALANCES.....</b>	<b>279,972</b>	<b>59,479</b>	<b>113,072</b>	<b>452,523</b>	<b>(882,172)</b>
<b>FUND BALANCES AT BEGINNING OF YEAR.....</b>	<b>4,257,011</b>	<b>1,758,248</b>	<b>1,609,058</b>	<b>7,624,317</b>	<b>17,823,067</b>
<b>FUND BALANCES AT END OF YEAR.....</b>	<b>\$ 4,536,983</b>	<b>\$ 1,817,727</b>	<b>\$ 1,722,130</b>	<b>\$ 8,076,840</b>	<b>\$ 16,940,895</b>

(concluded)



# ***Private Purpose Trust Funds***

*Trust Fund Commissioners* – This fund is used to account for trusts held by the City to benefit individuals and is administered by the City's Board of Trust Fund Commissioners.

*Scholarship Funds* – This fund is used to account for scholarships held by the City to benefit individuals.

**PRIVATE PURPOSE TRUST FUNDS**  
COMBINING STATEMENT OF NET POSITION

JUNE 30, 2020

	Trust Fund Commissioners	Scholarship Funds	Total Private Purpose Trust Funds
<b>ASSETS</b>			
Cash and cash equivalents..... \$	99,315	\$ 197,201	\$ 296,516
Investments:			
Equity securities.....	908,025	-	908,025
Fixed income mutual funds.....	563,493	-	563,493
<b>TOTAL ASSETS.....</b>	<b>1,570,833</b>	<b>197,201</b>	<b>1,768,034</b>
<b>NET POSITION</b>			
Held in trust for other purposes..... \$	1,570,833	\$ 197,201	\$ 1,768,034

**PRIVATE PURPOSE TRUST FUNDS**  
COMBINING STATEMENT OF CHANGES IN NET POSITION

YEAR ENDED JUNE 30, 2020

	Trust Fund Commissioners	Scholarship Funds	Total Private Purpose Trust Funds
<b>ADDITIONS:</b>			
Contributions:			
Private donations.....	\$ -	\$ 103,521	\$ 103,521
Net investment income:			
Investment income.....	123,189	1,836	125,025
<b>TOTAL ADDITIONS.....</b>	<b>123,189</b>	<b>105,357</b>	<b>228,546</b>
<b>DEDUCTIONS:</b>			
Health and human services.....	24,326	-	24,326
Educational scholarships.....	10,415	40,794	51,209
<b>TOTAL DEDUCTIONS.....</b>	<b>34,741</b>	<b>40,794</b>	<b>75,535</b>
<b>NET INCREASE IN NET POSITION.....</b>	<b>88,448</b>	<b>64,563</b>	<b>153,011</b>
<b>NET POSITION AT BEGINNING OF YEAR.....</b>	<b>1,482,385</b>	<b>132,638</b>	<b>1,615,023</b>
<b>NET POSITION AT END OF YEAR.....</b>	<b>\$ 1,570,833</b>	<b>\$ 197,201</b>	<b>\$ 1,768,034</b>

# ***Agency Fund***

This fund is used primarily to account for payroll withholdings, police and fire details, escrow deposits, deputy collector receipts and unclaimed property.

**AGENCY FUND**  
STATEMENT OF CHANGES IN ASSETS AND LIABILITIES

YEAR ENDED JUNE 30, 2020

	June 30, 2019	Additions	Deletions	June 30, 2020
<b>ASSETS</b>				
CURRENT:				
Cash and cash equivalents.....	\$ 326,956	\$ 18,650,996	\$ (18,326,286)	\$ 651,666
<b>LIABILITIES</b>				
Liabilities due depositors.....	\$ 326,956	\$ 18,650,996	\$ (18,326,286)	\$ 651,666

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# Statistical Section

## Winter Island



During the 1930's, the United States Coast Guard created a Search & Rescue Base here on Winter Island Park. The Frigate USS Essex was built and launched in 1799 from this location. It served General George Washington in the U.S. Navy. The three bunkers located in historic Fort Pickering once stored ammunition as early as the Civil War. Winter Island had Salem's first tavern and first shipyard. A fort was erected as early as 1643. In 1867, the War department "turned over" to the city "for public use" the part of the island not occupied by the fort, until it should be wanted for defense. On December 28, 1928, Salem's Park Department took formal possession of the island. The fort was renamed Fort Pickering, after Colonel Timothy Pickering, Secretary of State and War in Washington's Cabinet.

Winter Island is located at 50 Winter Island Road in Salem, Massachusetts. It offers RV and Tent Camping May 1 to Nov 1, a public boat ramp that is open year round, Waikiki Beach a public beach with lifeguards, seasonal dinghy rack spaces, and a camp and gift store. Picnic areas can be rented May 1 through Nov 1. Winter Island offers a walking tour where you can see the historic Fort Pickering Lighthouse and is a stop along the Salem Trolley Tour. A function hall is available for year round rentals and is a great place for weddings and more! Go to [www.salem.com](http://www.salem.com) Recreation Department for more information.



# ***Statistical Section***

This part of the comprehensive annual financial report presents detailed information as a context for understanding what the information in the financial statements, note disclosures, and required supplementary information says about the City's overall financial health.

## ***Financial Trends***

- These schedules contain trend information to help the reader understand how the City's financial performance and well-being have changed over time.

## ***Revenue Capacity***

- These schedules contain information to help the reader assess the City's most significant local revenue source, the property tax.

## ***Debt Capacity***

- These schedules present information to help the reader assess the affordability of the City's current levels of outstanding debt and the City's ability to issue additional debt in the future.

## ***Demographic and Economic Information***

- These schedules offer demographic and economic indicators to help the reader understand the environment within which the City's financial activities take place.

## ***Operating Information***

- These schedules contain service and infrastructure data to help the reader understand how the information in the City's financial report relates to the services the City provides and the activities it performs.

SOURCES: Unless otherwise noted, the information in these schedules is derived from the comprehensive annual financial reports for the relevant year.



**Net Position By Component**

**Last Ten Years**

	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
<b>Governmental activities</b>										
Net investment in capital assets.....	\$ 144,887,020	\$ 147,692,495	\$ 169,750,602	\$ 170,092,864	\$ 172,084,606	\$ 171,154,358	\$ 176,860,142	\$ 179,897,226	\$ 179,256,590	\$ 177,412,781
Restricted.....	10,562,103	11,197,635	12,499,976	14,383,949	12,047,560	9,234,701	11,301,791	11,216,626	12,710,222	11,160,605
Unrestricted.....	(17,992,385)	(21,617,069)	(22,562,824)	(116,481,627)	(125,845,138)	(126,419,624)	(244,081,157)	(258,892,411)	(258,253,151)	(259,652,281)
<b>Total governmental activities net position.....</b>	<b>\$ 137,456,738</b>	<b>\$ 137,273,061</b>	<b>\$ 159,687,754</b>	<b>\$ 67,995,186</b>	<b>\$ 58,287,028</b>	<b>\$ 53,969,435</b>	<b>\$ (55,919,224)</b>	<b>\$ (67,778,559)</b>	<b>\$ (66,286,339)</b>	<b>\$ (71,078,895)</b>
<b>Business-type activities</b>										
Net investment in capital assets.....	\$ 8,248,186	\$ 8,605,165	\$ 9,562,558	\$ 8,511,138	\$ 8,744,920	\$ 8,280,350	\$ 8,340,720	\$ 9,066,385	\$ 10,850,954	\$ 11,739,855
Unrestricted.....	4,366,232	4,085,318	4,857,190	6,184,586	3,008,694	3,573,341	3,735,855	3,761,807	4,355,082	3,814,258
<b>Total business-type activities net position.....</b>	<b>\$ 12,614,418</b>	<b>\$ 12,690,483</b>	<b>\$ 14,419,748</b>	<b>\$ 14,695,724</b>	<b>\$ 11,753,614</b>	<b>\$ 11,853,691</b>	<b>\$ 12,076,575</b>	<b>\$ 12,828,192</b>	<b>\$ 15,206,036</b>	<b>\$ 15,554,113</b>
<b>Primary government</b>										
Net investment in capital assets.....	\$ 153,135,206	\$ 156,297,660	\$ 179,313,160	\$ 178,604,002	\$ 180,829,526	\$ 179,434,708	\$ 185,200,862	\$ 188,963,611	\$ 190,107,544	\$ 189,152,636
Restricted.....	10,562,103	11,197,635	12,499,976	14,383,949	12,047,560	9,234,701	11,301,791	11,216,626	12,710,222	11,160,605
Unrestricted.....	(13,626,153)	(17,531,751)	(17,705,634)	(110,297,041)	(122,836,444)	(122,846,283)	(240,345,302)	(255,130,604)	(253,898,069)	(255,838,023)
<b>Total primary government net position.....</b>	<b>\$ 150,071,156</b>	<b>\$ 149,963,544</b>	<b>\$ 174,107,502</b>	<b>\$ 82,690,910</b>	<b>\$ 70,040,642</b>	<b>\$ 65,823,126</b>	<b>\$ (43,842,649)</b>	<b>\$ (54,950,367)</b>	<b>\$ (51,080,303)</b>	<b>\$ (55,524,782)</b>

GASB 68 was implemented in 2015 and the net pension liability was recorded which changed the 2014 net position for the first time.

GASB 75 was implemented in 2018 and the net other postemployment benefits liability was recorded. Fiscal year 2017 was revised to reflect this implementation.

In 2018 it was determined the golf course fund would be more appropriately reported as a governmental fund, accordingly beginning net position for governmental and business-type activities was revised.

In 2019 the City restated beginning net position to update the measurement date for GASB 75 to the current fiscal year end. Fiscal year 2018 has been restated to reflect the change.

**Changes in Net Position**

**Last Ten Years**

	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
<b>Expenses</b>										
<b>Governmental activities:</b>										
General government.....	\$ 11,702,186	\$ 11,904,711	\$ 10,574,021	\$ 10,080,121	\$ 12,503,170	\$ 11,788,264	\$ 12,327,559	\$ 13,502,981	\$ 14,486,804	\$ 14,240,302
Public safety.....	27,989,181	26,551,919	27,832,445	29,879,444	29,652,698	29,707,698	32,046,642	32,001,933	31,777,519	33,666,846
Education.....	88,938,434	91,261,655	95,924,303	100,837,487	100,997,380	105,955,199	114,049,284	116,239,977	115,406,817	123,301,336
Public works.....	8,894,659	5,952,380	8,848,271	9,092,995	11,878,911	12,627,503	10,846,604	10,560,810	9,959,222	11,229,781
Community development.....	1,845,141	1,530,786	1,347,731	1,304,481	1,569,281	1,033,601	1,335,941	1,404,147	1,588,839	1,281,898
Health and human services.....	5,930,089	6,001,130	6,140,975	5,788,579	6,850,201	6,793,390	6,714,390	6,326,856	6,808,172	6,481,127
Culture and recreation.....	2,997,090	3,219,315	3,429,452	3,589,253	3,277,578	3,585,339	3,576,595	4,177,418	5,636,443	5,511,415
Community preservation.....	(A)	(A)	(A)	5,350	356,518	80,610	456,019	923,668	354,876	1,023,018
COVID-19.....	-	-	-	-	-	-	-	-	-	496,871
Interest.....	1,582,033	1,544,887	1,277,709	1,328,888	1,349,443	1,313,435	1,646,278	1,379,029	1,188,110	1,451,399
<b>Total government activities expenses.....</b>	<b>147,878,813</b>	<b>147,966,783</b>	<b>155,374,907</b>	<b>161,906,598</b>	<b>168,435,180</b>	<b>172,885,039</b>	<b>182,999,312</b>	<b>186,516,819</b>	<b>187,206,802</b>	<b>198,683,993</b>
<b>Business-type activities:</b>										
Water and sewer.....	10,752,161	10,921,100	11,169,816	11,241,391	12,386,557	11,694,630	10,787,708	11,472,948	13,471,149	15,280,177
Golf course.....	363,625	438,613	465,210	466,834	472,708	531,307	552,606	(C)	(C)	(C)
Parking.....	991,722	1,042,610	1,052,780	968,159	(B)	(B)	(B)	(B)	(B)	(B)
Trash.....	2,617,948	2,744,963	2,648,564	2,373,876	2,448,400	2,762,022	2,917,405	3,125,896	3,463,566	3,762,943
Cable access.....	(D)	(D)	(D)	(D)	(D)	(D)	(D)	(D)	(D)	471,155
<b>Total business type activities expenses.....</b>	<b>14,725,456</b>	<b>15,147,286</b>	<b>15,336,370</b>	<b>15,050,260</b>	<b>15,307,665</b>	<b>14,987,959</b>	<b>14,257,719</b>	<b>14,598,844</b>	<b>16,934,715</b>	<b>19,514,275</b>
<b>Total primary government expenses.....</b>	<b>\$ 162,604,269</b>	<b>\$ 163,114,069</b>	<b>\$ 170,711,277</b>	<b>\$ 176,956,858</b>	<b>\$ 183,742,845</b>	<b>\$ 187,872,998</b>	<b>\$ 197,257,031</b>	<b>\$ 201,115,663</b>	<b>\$ 204,141,517</b>	<b>\$ 218,198,268</b>
<b>Program Revenues</b>										
<b>Governmental activities:</b>										
Education charges for services.....	\$ 1,277,950	\$ 1,271,626	\$ 1,171,221	\$ 1,275,125	\$ 1,036,778	\$ 1,224,683	\$ 807,217	\$ 951,076	\$ 1,182,469	\$ 1,048,187
Public Safety charges for services.....	2,115,452	2,212,295	2,780,253	2,237,189	2,712,983	2,289,056	3,257,068	2,589,149	3,126,420	2,976,397
Other charges for services.....	1,744,351	1,872,305	2,264,412	2,345,324	4,762,457	4,971,335	5,576,210	6,403,324	7,518,374	6,627,486
Operating grants and contributions.....	51,358,511	47,872,700	49,028,512	50,489,073	46,826,741	52,223,253	54,915,403	56,548,429	58,620,802	61,085,619
Capital grant and contributions.....	5,197,515	5,699,571	30,643,446	8,496,589	5,050,922	7,213,351	7,576,188	2,514,534	2,868,195	1,258,359
<b>Total government activities program revenues.....</b>	<b>61,693,779</b>	<b>58,928,497</b>	<b>85,887,844</b>	<b>64,843,300</b>	<b>60,389,881</b>	<b>67,921,678</b>	<b>72,132,086</b>	<b>69,006,512</b>	<b>73,316,260</b>	<b>72,996,048</b>
<b>Business-type activities:</b>										
Charges for services - Water and sewer.....	12,810,031	12,609,726	13,692,023	13,086,639	13,288,556	13,043,867	13,312,357	13,486,343	15,901,307	15,611,454
Charges for services - Golf.....	548,805	648,916	697,232	705,341	724,052	805,227	749,590	(C)	(C)	(C)
Charges for services - Parking.....	2,333,478	2,274,470	2,580,262	2,510,838	(B)	(B)	(B)	(B)	(B)	(B)
Charges for services - Trash.....	692,089	675,916	684,262	678,607	689,982	838,882	861,402	855,521	869,723	905,403
Charges for services - Cable access.....	(D)	(D)	(D)	(D)	(D)	(D)	(D)	(D)	(D)	509,133
Capital grants and contributions.....	39,804	-	-	2,887,131	102,518	-	-	-	-	-
<b>Total business-type activities program revenues.....</b>	<b>16,424,207</b>	<b>16,209,028</b>	<b>17,653,779</b>	<b>19,868,556</b>	<b>14,805,108</b>	<b>14,687,976</b>	<b>14,923,349</b>	<b>14,341,864</b>	<b>16,771,030</b>	<b>17,025,990</b>
<b>Total primary government program revenues.....</b>	<b>\$ 78,117,986</b>	<b>\$ 75,137,525</b>	<b>\$ 103,541,623</b>	<b>\$ 84,711,856</b>	<b>\$ 75,194,989</b>	<b>\$ 82,609,654</b>	<b>\$ 87,055,435</b>	<b>\$ 83,348,376</b>	<b>\$ 90,087,290</b>	<b>\$ 90,022,038</b>
<b>Net (Expense)/Revenue</b>										
Governmental activities.....	\$ (86,185,034)	\$ (89,038,286)	\$ (69,487,063)	\$ (97,063,298)	\$ (108,045,299)	\$ (104,963,361)	\$ (110,867,226)	\$ (117,510,307)	\$ (113,890,542)	\$ (125,687,945)
Business-type activities.....	1,698,751	1,061,742	2,317,409	4,818,296	(502,557)	(299,983)	665,630	(256,980)	(163,685)	(2,488,285)
<b>Total primary government net expense.....</b>	<b>\$ (84,486,283)</b>	<b>\$ (87,976,544)</b>	<b>\$ (67,169,654)</b>	<b>\$ (92,245,002)</b>	<b>\$ (108,547,856)</b>	<b>\$ (105,263,344)</b>	<b>\$ (110,201,596)</b>	<b>\$ (117,767,287)</b>	<b>\$ (114,054,227)</b>	<b>\$ (128,176,230)</b>
<b>General Revenues and other Changes in Net Position</b>										
<b>Governmental activities:</b>										
Real estate and personal property taxes, net of tax refunds payable.....	\$ 71,828,412	\$ 72,073,381	\$ 76,770,134	\$ 79,012,963	\$ 82,444,144	\$ 84,802,453	\$ 90,118,638	\$ 92,995,509	\$ 97,731,795	\$ 102,701,481
Tax and other liens.....	510,973	795,443	589,138	563,353	708,963	523,414	317,548	497,622	899,483	209,038
Motor vehicle and other excise taxes.....	3,181,247	3,131,334	3,052,229	3,890,099	3,929,230	4,194,711	4,311,772	4,486,746	4,594,318	4,451,078
Hotel/motel and meals tax.....	955,092	1,161,007	1,224,849	1,319,418	1,362,357	1,541,901	1,683,573	1,845,865	1,965,633	2,053,446
Marijuana tax.....	-	-	-	-	-	-	-	-	223,889	742,899
Marijuana impact fee.....	-	-	-	-	-	-	-	-	223,889	1,288,454
Community preservation taxes.....	(A)	(A)	(A)	486,797	535,637	561,424	590,722	612,399	661,702	783,879
Penalties and interest on taxes.....	438,487	490,242	399,311	457,958	443,444	497,484	466,092	495,693	522,287	531,031
Payments in lieu of taxes.....	1,319,079	1,440,186	1,462,692	1,321,060	1,043,782	1,322,806	1,082,164	1,572,535	1,674,743	1,294,385
Grants and contributions not restricted to specific programs.....	6,404,395	8,220,908	6,610,413	6,775,827	7,182,509	6,881,968	7,218,934	7,527,909	7,727,978	7,768,343
Unrestricted investment income.....	1,095,518	103,015	828,974	1,377,835	554,360	459,322	1,134,074	947,635	1,484,742	1,392,581
Miscellaneous.....	358,720	453,416	375,872	344,538	122,979	260,344	318,858	585,870	437,721	515,136
Transfers, net.....	1,251,059	985,677	588,144	1,653,218	9,736	(400,060)	(510,404)	(1,050,090)	(2,541,529)	(2,836,362)
<b>Total governmental activities.....</b>	<b>87,342,982</b>	<b>88,854,609</b>	<b>91,901,756</b>	<b>97,203,066</b>	<b>98,337,141</b>	<b>100,645,767</b>	<b>106,731,971</b>	<b>110,517,693</b>	<b>115,606,651</b>	<b>120,895,389</b>
<b>Business-type activities:</b>										
Transfers, net.....	(1,251,059)	(985,677)	(588,144)	(1,653,218)	(9,736)	400,060	510,404	1,050,090	2,541,529	2,836,362
<b>Total primary government.....</b>	<b>\$ 86,091,923</b>	<b>\$ 87,868,932</b>	<b>\$ 91,313,612</b>	<b>\$ 95,549,848</b>	<b>\$ 98,327,405</b>	<b>\$ 101,045,827</b>	<b>\$ 107,242,375</b>	<b>\$ 111,567,783</b>	<b>\$ 118,148,180</b>	<b>\$ 123,731,751</b>
<b>Changes in Net Position</b>										
Governmental activities.....	\$ 1,157,948	\$ (183,677)	\$ 22,414,693	\$ 139,768	\$ (9,708,158)	\$ (4,317,594)	\$ (4,135,255)	\$ (6,992,614)	\$ 1,716,109	\$ (4,792,556)
Business-type activities.....	447,692	76,065	1,729,265	3,165,078	(512,293)	100,077	1,176,034	793,110	2,377,844	348,077
<b>Total primary government.....</b>	<b>\$ 1,605,640</b>	<b>\$ (107,612)</b>	<b>\$ 24,143,958</b>	<b>\$ 3,304,846</b>	<b>\$ (10,220,451)</b>	<b>\$ (4,217,517)</b>	<b>\$ (2,959,221)</b>	<b>\$ (6,199,504)</b>	<b>\$ 4,093,953</b>	<b>\$ (4,444,479)</b>

(A) In 2014 the City approved and established the Community Preservation Fund.

(B) In 2015 the City reclassified the parking fund to a governmental activity.

(C) In 2018 the City reclassified the golf course fund to a governmental activity.

(D) In 2020 the City approved and established the cable access enterprise fund.

**Fund Balances, Governmental Funds**

**Last Ten Years**

	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
General Fund										
Assigned.....	\$ 589,894	\$ 985,737	\$ 1,059,667	\$ 1,002,935	\$ 558,880	\$ 661,246	\$ 468,894	\$ 303,334	\$ 281,435	\$ 1,138,425
Unassigned.....	<u>8,405,585</u>	<u>9,550,262</u>	<u>11,663,494</u>	<u>11,998,002</u>	<u>11,159,068</u>	<u>12,937,609</u>	<u>14,518,650</u>	<u>13,712,764</u>	<u>16,663,968</u>	<u>21,573,780</u>
Total general fund.....	<u>\$ 8,995,479</u>	<u>\$ 10,535,999</u>	<u>\$ 12,723,161</u>	<u>\$ 13,000,937</u>	<u>\$ 11,717,948</u>	<u>\$ 13,598,855</u>	<u>\$ 14,987,544</u>	<u>\$ 14,016,098</u>	<u>\$ 16,945,403</u>	<u>\$ 22,712,205</u>
All Other Governmental Funds										
Nonspendable.....	\$ 1,707,276	\$ 2,074,097	\$ 2,074,989	\$ 2,074,987	\$ 2,151,087	\$ 2,176,969	\$ 2,206,224	\$ 2,206,224	\$ 1,886,480	\$ 1,894,529
Restricted.....	11,329,632	14,344,418	12,942,168	15,563,265	12,440,090	20,988,535	19,857,614	19,857,614	20,298,016	23,508,577
Unassigned.....	<u>(665,295)</u>	<u>(4,101,228)</u>	<u>(623,622)</u>	<u>(2,089,648)</u>	<u>(1,002,367)</u>	<u>(23,344)</u>	<u>(128,661)</u>	<u>(128,661)</u>	<u>-</u>	<u>-</u>
Total all other governmental funds....	<u>\$ 12,371,613</u>	<u>\$ 12,317,287</u>	<u>\$ 14,393,535</u>	<u>\$ 15,548,604</u>	<u>\$ 13,588,810</u>	<u>\$ 23,142,160</u>	<u>\$ 21,935,177</u>	<u>\$ 21,935,177</u>	<u>\$ 22,184,496</u>	<u>\$ 25,403,106</u>

Source: Audited Financial Statements

**Changes in Fund Balances, Governmental Funds**

**Last Ten Years**

	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
<b>Revenues:</b>										
Real estate and personal property taxes, net of tax refunds.....	\$ 71,754,816	\$ 72,202,064	\$ 77,018,965	\$ 79,449,354	\$ 82,905,745	\$ 85,828,099	\$ 91,488,374	\$ 93,102,182	\$ 98,715,028	\$ 102,579,654
Motor vehicle and other excise taxes.....	3,180,552	3,203,122	3,113,058	3,799,179	3,945,343	4,057,235	4,300,898	4,456,037	4,608,527	4,411,782
Intergovernmental.....	51,562,915	50,048,535	84,640,597	49,698,445	49,811,556	51,544,933	53,058,071	46,824,285	51,721,106	52,116,754
Departmental and other.....	9,656,996	10,366,488	12,049,109	11,097,377	13,036,554	14,259,338	14,159,322	19,953,037	20,904,170	19,449,187
Investment income.....	1,096,747	129,773	828,974	1,377,835	554,360	459,322	1,134,074	846,980	1,426,392	1,392,581
Intergovernmental - School Building Authority.....	4,310,837	4,310,837	4,310,837	3,695,128	3,171,572	3,171,572	3,171,572	1,389,074	732,824	732,824
Intergovernmental - Teachers Retirement (A).....	9,290,000	9,695,000	10,522,000	10,808,000	6,752,780	10,209,061	13,244,953	14,100,491	13,779,211	16,893,653
<b>Total Revenue.....</b>	<b>150,852,863</b>	<b>149,955,819</b>	<b>192,483,540</b>	<b>159,925,318</b>	<b>160,177,910</b>	<b>169,529,560</b>	<b>180,557,264</b>	<b>180,672,086</b>	<b>191,887,258</b>	<b>197,576,435</b>
<b>Expenditures:</b>										
General government.....	5,678,376	6,039,335	6,351,699	6,218,639	8,285,799	7,404,363	7,971,958	9,740,148	10,635,954	9,630,739
Public safety.....	17,129,546	17,807,607	18,207,275	19,627,830	19,936,450	19,682,270	20,668,857	21,796,758	21,701,555	22,788,763
Education.....	51,429,439	50,076,848	53,168,217	54,548,503	63,150,832	60,044,184	71,832,889	73,764,881	75,096,418	74,481,293
Public works.....	3,573,118	2,831,181	5,338,674	5,230,942	7,137,934	7,530,669	6,216,029	6,469,400	5,866,995	6,955,983
Community development.....	1,933,227	1,757,053	1,322,586	1,629,209	1,544,509	1,033,601	1,335,941	1,404,147	1,588,839	1,281,898
Health and human services.....	5,927,137	5,538,621	5,580,162	5,446,188	6,424,227	6,341,080	5,837,125	5,589,063	6,065,825	5,770,743
Culture and recreation.....	2,152,872	3,367,206	2,468,723	2,368,401	2,264,401	2,347,889	2,366,896	2,872,247	4,286,937	3,954,001
Community preservation (B).....	-	-	-	5,350	356,518	506,415	456,019	923,668	354,876	1,023,018
COVID-19.....	-	-	-	-	-	-	-	-	-	496,871
Pension benefits.....	17,707,823	18,538,274	19,771,148	20,402,625	16,923,249	20,151,894	10,365,094	10,934,690	11,486,335	12,109,617
Pension benefits - Teachers Retirement (A).....	9,290,000	9,695,000	10,522,000	10,808,000	6,752,780	10,209,061	13,244,953	14,100,491	13,779,211	16,893,653
Employee benefits.....	11,751,691	13,122,992	13,326,634	14,255,543	13,490,299	13,529,621	14,108,736	14,390,925	13,976,929	15,243,750
State and county charges.....	6,445,380	6,390,908	5,141,397	5,776,828	6,015,427	7,061,663	7,946,729	8,376,492	8,599,120	8,878,707
Capital outlay.....	6,194,898	11,752,488	38,287,997	16,665,809	13,273,983	10,251,982	14,234,566	10,245,735	16,129,277	12,310,205
Debt service										
Principal.....	7,550,000	4,717,000 (C)	19,454,000	3,073,598	2,935,000	3,500,000	3,752,361	4,312,000	4,958,353	5,024,124
Interest.....	1,851,117	1,761,551	1,816,117	1,536,769	1,558,748	1,640,859	1,810,439	1,840,860	1,770,949	1,898,097
<b>Total Expenditures.....</b>	<b>148,614,624</b>	<b>153,396,064</b>	<b>200,756,629</b>	<b>167,594,234</b>	<b>170,050,156</b>	<b>171,235,551</b>	<b>182,148,592</b>	<b>186,761,505</b>	<b>196,297,573</b>	<b>198,741,462</b>
<b>Excess of revenues over (under) expenditures.....</b>	<b>2,238,239</b>	<b>(3,440,245)</b>	<b>(8,273,089)</b>	<b>(7,668,916)</b>	<b>(9,872,246)</b>	<b>(1,705,991)</b>	<b>(1,591,328)</b>	<b>(6,089,419)</b>	<b>(4,410,315)</b>	<b>(1,165,027)</b>
<b>Other Financing Sources (Uses):</b>										
Issuance of bonds.....	630,000	3,900,938	11,242,660	6,680,000	5,980,000	10,473,361	665,000	7,349,229	9,513,869	10,719,064
Premium from issuance of bonds.....	1,167,420	1,059	191,693	421,355	700,157	606,548	517,618	561,847	18,070	1,586,557
Issuance of refunding bonds.....	4,589,000	-	-	2,509,500	-	-	3,312,000	-	-	-
Premium from issuance of refunding bonds.....	-	-	-	262,818	-	-	464,866	-	-	-
Payments to refunded bond escrow agent.....	-	-	-	(2,709,130)	-	-	(3,735,364)	-	-	-
Refunding bonds redeemed.....	(4,589,000)	-	-	-	-	-	-	-	-	-
Capital lease financing.....	185,715	38,765	514,002	284,000	351,762	1,805,846	590,426	695,958	387,461	681,180
Transfers in.....	5,137,447	5,184,894	5,343,327	6,718,284	3,699,383	4,779,568	7,261,562	9,364,166	3,879,780	4,512,993
Transfers out.....	(3,886,388)	(4,199,217)	(4,755,183)	(5,065,066)	(3,689,647)	(5,179,628)	(7,771,966)	(10,414,256)	(6,421,309)	(7,349,355)
Capital transfer.....	-	-	-	-	-	-	-	(2,260,269)	-	-
<b>Total other financing sources (uses).....</b>	<b>3,234,194</b>	<b>4,926,439</b>	<b>12,536,499</b>	<b>9,101,761</b>	<b>7,041,655</b>	<b>12,485,695</b>	<b>1,304,142</b>	<b>5,296,675</b>	<b>7,377,871</b>	<b>10,150,439</b>
<b>Net change in fund balance.....</b>	<b>\$ 5,472,433</b>	<b>\$ 1,486,194</b>	<b>\$ 4,263,410</b>	<b>\$ 1,432,845</b>	<b>\$ (2,830,591)</b>	<b>\$ 10,779,704</b>	<b>\$ (287,186)</b>	<b>\$ (792,744)</b>	<b>\$ 2,967,556</b>	<b>\$ 8,985,412</b>
Debt service as a percentage of noncapital expenditures.....	6.60%	4.57%	13.09%	3.05%	2.87%	3.19%	3.31%	3.49%	3.74%	3.71%

(A) The Commonwealth is legally obligated to fund the Salem teachers retirement. Therefore the revenue and expenditure has been recorded in accordance with GASB 24.

(B) In 2014 the City approved and established the Community Preservation Fund.

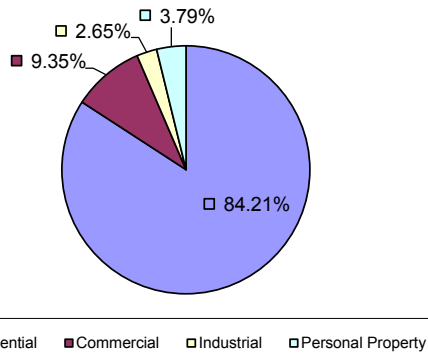
(C) The City received a \$15.8 million grant from the Commonwealth to pay down \$15.6 million in school debt issued in 2013.

# Assessed Value and Actual Value of Taxable Property by Classification and Tax Rates

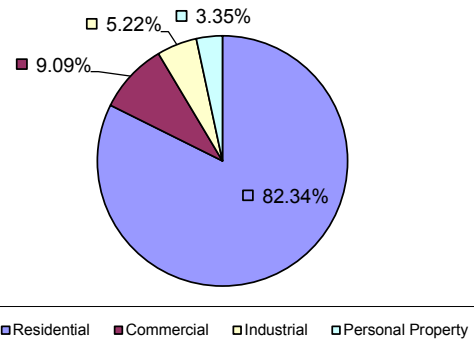
Last Ten Years

Assessed and Actual Values and Tax Rates									
Year	Residential Value	Residential Tax Rate	Commercial Value	Industrial Value	Personal Property	Total Commercial Value	Commercial Tax Rate	Total Direct Rate	Total City Value
2011	\$ 3,361,382,273	\$ 15.05	\$ 417,668,102	\$ 123,342,500	\$ 213,577,900	\$ 754,588,502	\$ 29.08	\$ 17.62	\$ 4,115,970,775
2012	3,291,268,444	15.63	410,704,364	118,044,040	153,768,900	682,517,304	29.81	18.07	3,973,785,748
2013	3,227,554,748	16.38	420,436,783	116,029,720	163,211,490	699,677,993	31.46	19.07	3,927,232,741
2014	3,265,724,508	16.73	421,704,398	115,505,220	160,002,170	697,211,788	32.05	19.43	3,962,936,296
2015	3,523,220,734	16.41	449,496,402	101,675,040	134,283,680	685,455,122	30.99	18.78	4,208,675,856
2016	3,802,708,194	15.67	479,297,217	108,008,340	144,065,880	731,371,437	29.55	17.91	4,534,079,631
2017	3,802,708,194	15.86	478,990,259	108,442,340	183,684,630	771,117,229	29.99	18.24	4,573,825,423
2018	4,249,989,014	15.38	483,778,163	131,020,400	202,795,500	817,594,063	29.97	17.73	5,067,583,077
2019	4,606,817,409	15.10	511,657,866	144,705,400	207,287,510	863,650,776	29.55	17.38	5,470,468,185
2020	5,043,728,493	14.45	556,513,446	319,546,560	205,396,370	1,081,456,376	28.42	16.92	6,125,184,869

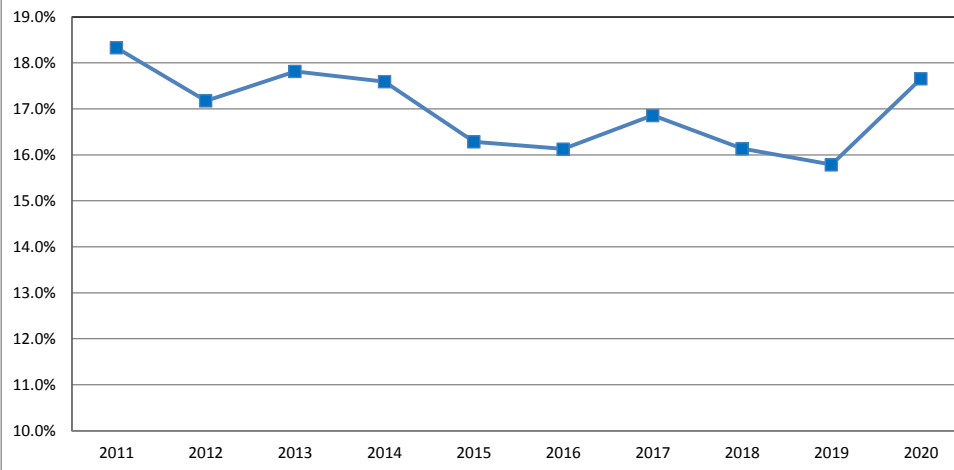
Total Assessed Value by Classification Year Ended June 30, 2019



Total Assessed Value by Classification Year Ended June 30, 2020



Commercial Value as % of Total Value



Source: Assessor's Department, City of Salem

All property in the Commonwealth of Massachusetts is assessed at 100% of fair cash value.

Note: Chapter 59, Section 21C of the Massachusetts General Laws, known as "Proposition 2 1/2", imposes 2 separate limits on the annual tax levy of the City. The primary limitation is that the tax levy cannot exceed 2 1/2 percent of the full and fair cash value. The secondary limitation is that the tax levy cannot exceed the maximum levy limit for the preceding year as determined by the State Commissioner of Revenue by more than 2 1/2 percent, subject to an exception for property added to the tax rolls and for certain substantial valuation increases other than as part of a general revaluation. The secondary limit may be exceeded in any year by a majority vote of the voters, however it cannot exceed the primary limitation.

**Principal Taxpayers**  
**Current Year and Nine Years Ago**

Name	Nature of Business	2020		Percentage of Total Taxable Assessed Value	2011		Percentage of Total Taxable Assessed Value
		Assessed Valuation	Rank		Assessed Valuation	Rank	
Footprint Power	Power Plant - Industrial	\$176,002,900	1	2.87%	-	-	-
New England Power Co./Boston Gas	Personal & Industrial	\$72,430,090	2	1.18%	\$32,131,420	2	0.78%
Prime Storage Shetland, LLC	Industrial & Commercial	\$58,122,600	3	0.95%	-	-	-
National Grid	Personal & Industrial	\$42,931,480	4	0.70%	-	-	-
Mass Electric	Personal Property	\$35,879,200	5	0.59%	\$28,878,740	4	0.70%
Algonquin Gas Transmission	Personal Property	\$32,064,300	6	0.52%	\$21,690,400	7	0.53%
Bell Fund V (Salem Station LLC)	Apartments	\$62,882,000	7	1.03%	\$32,000,700	3	0.78%
Highlander Plaza	Commercial Property	\$27,569,200	8	0.45%	\$20,417,800	9	0.50%
Hawthorne Crossing/MIREF Hawthorne	Apartments	\$45,256,000	9	0.74%	\$21,000,000	8	0.51%
Princeton Crossing Apartments	Apartments	\$44,924,300	10	0.73%	\$27,635,200	5	0.67%
Dominion Energy	Power Plant - Industrial	-	-	-	\$103,172,200	1	2.51%
Shetland Properties	Industrial & Commercial	-	-	-	\$25,849,900	6	0.63%
TMG Vinnin Square LLC	Apartments	-	-	-	\$20,405,900	10	0.50%
<b>Totals</b>		<b>\$598,062,070</b>		<b>9.8%</b>	<b>\$333,182,260</b>		<b>8.1%</b>

Source: Board of Assessors

**Property Tax Levies and Collections**

**Last Ten Years**

<b>Year</b>	<b>Total Tax Levy</b>	<b>Less Abatements &amp; Exemptions</b>	<b>Net Tax Levy</b>	<b>Current Tax Collections</b>	<b>Percent of Net Levy Collected</b>	<b>Delinquent Tax Collections</b>	<b>Total Tax Collections</b>	<b>Percent of Total Tax Collections to Net Tax Levy</b>
2011	\$ 72,532,237	\$ 402,324	\$ 72,129,913	\$ 70,936,056	98.3%	\$ 1,193,857	\$ 72,129,913	100.0%
2012	71,788,367	360,622	71,427,745	70,558,172	98.8%	869,573	71,427,745	100.0%
2013	74,879,216	420,829	74,458,387	73,069,108	98.1%	1,389,279	74,458,387	100.0%
2014	76,981,209	337,606	76,643,603	75,905,195	99.0%	738,408	76,643,603	100.0%
2015	79,058,306	354,811	78,703,495	78,006,777	99.1%	696,718	78,703,495	100.0%
2016	81,200,463	341,538	80,858,925	80,580,642	99.7%	278,283	80,858,925	100.0%
2017	85,600,551	364,920	85,235,631	84,518,157	99.2%	717,474	85,235,631	100.0%
2018	89,868,125	705,771	89,162,354	88,816,390	99.6%	345,964	89,162,354	100.0%
2019	95,083,826	701,588	94,382,238	94,317,747	99.9%	64,491	94,382,238	100.0%
2020	103,616,867	706,640	102,910,227	102,518,341	99.6%	-	102,518,341	99.6%

Source: Massachusetts Department of Revenue; Board of Assessors

# Ratios of Outstanding Debt by Type

Last Ten Years

Year	U. S. Census Population	Personal Income	Assessed Value	Business-type Activities			Governmental Activities		Total Primary Government			
				General Obligation Bonds	Direct Borrowings	Capital Leases	General Obligation Bonds	Capital Leases	Total Outstanding Debt	Per Capita	Percentage of Personal Income	Percentage of Assessed Value
2011	41,361	\$ 1,226,898,824	\$ 4,115,970,775	\$ 13,726,000	\$ 1,939,280	\$ -	\$ 44,581,526	\$ 384,965	\$ 60,631,771	\$ 1,466	4.94%	1.47%
2012	41,340	1,250,783,040	3,973,785,748	14,927,402	1,835,400	-	43,629,929	245,703	60,638,434	1,467	4.85%	1.53%
2013	41,654	1,285,525,748	3,927,232,741	14,941,402	1,729,422	-	35,291,962	619,317	52,582,103	1,262	4.09%	1.34%
2014	41,340	1,301,351,782	3,962,936,296	17,204,000	1,621,303	105,047	39,943,717	626,059	59,500,126	1,439	4.57%	1.50%
2015	42,544	1,282,020,896	4,208,675,856	18,424,000	1,511,000	257,054	43,473,824	698,595	64,364,473	1,513	5.02%	1.53%
2016	42,544	1,083,723,312	4,534,079,631	28,268,426	1,398,468	274,554	50,735,271	2,211,224	82,887,943	1,948	7.65%	1.83%
2017	42,544	1,445,049,504	4,573,825,423	29,993,450	1,283,663	226,416	47,959,069	2,250,280	81,712,878	1,921	5.65%	1.79%
2018	41,340	1,161,075,240	5,067,583,077	37,697,556	1,166,539	67,083	49,229,007	2,346,553	90,506,738	2,189	7.80%	1.79%
2019	42,869	1,243,543,952	5,470,468,185	39,687,779	1,047,049	-	53,489,896	1,902,608	96,127,332	2,242	7.73%	1.76%
2020	43,226	1,563,138,612	6,125,184,869	41,933,073	925,145	-	60,242,882	1,846,952	104,948,052	2,428	6.71%	1.71%

Source: Audited Financial Statements, U. S. Census



# Ratios of General Bonded Debt Outstanding

## Last Ten Years

Year	Total Primary Government						
	U. S. Census Population	Personal Income	Assessed Value	General Obligation Bonds	Per Capita	Percentage of Personal Income	Percentage of Assessed Value
2011	41,361	\$ 1,226,898,824	\$ 4,115,970,775	\$ 58,307,526	\$ 1,410	4.75%	1.42%
2012	41,340	1,250,801,415	3,973,785,748	58,557,331	1,416	4.68%	1.47%
2013	41,654	1,285,525,748	3,927,232,741	50,233,364	1,206	3.91%	1.28%
2014	41,340	1,301,351,782	3,962,936,296	57,147,717	1,382	4.39%	1.44%
2015	42,544	1,282,020,896	4,208,675,856	61,897,824	1,455	4.83%	1.47%
2016	42,544	1,083,723,312	4,534,079,631	79,003,697	1,857	7.29%	1.74%
2017	42,544	1,445,049,504	4,573,825,423	77,952,519	1,832	5.39%	1.70%
2018	41,340	1,161,075,240	5,067,583,077	86,926,563	2,103	7.49%	1.72%
2019	42,869	1,243,543,952	5,470,468,185	93,177,675	2,174	7.49%	1.70%
2020	43,226	1,563,138,612	6,125,184,869	102,175,955	2,364	6.54%	1.67%

Source: Audited Financial Statements, U. S. Census

## Direct and Overlapping Governmental Activities Debt

As of June 30, 2020

	<u>Debt Outstanding</u>	<u>Estimated Percentage Applicable (1)</u>	<u>Estimated Share of Overlapping Debt</u>
Overlapping debt:			
Essex North Shore Agricultural & Technical School.....	\$ 27,610,000	16.83%	\$ <u>4,646,763</u>
Direct debt:			
Capital lease obligations.....			1,846,952
Governmental bonds payable.....			<u>60,242,882</u>
City total direct debt.....			<u>62,089,834</u>
Total direct and overlapping debt.....			\$ <u><u>66,736,597</u></u>

Overlapping governments are those that coincide, at least in part, with the geographic boundaries of the City. This schedule estimates the portion of the outstanding debt of the overlapping governments that is borne by the taxpayers of the City. This process recognizes that, when considering the City's ability to issue and repay long-term debt, the entire debt burden borne by the property taxpayers should be taken into account. However, this does not imply that every taxpayer is a resident, and therefore responsible for repaying the debt, of each overlapping government.

(1) The percentage applicable for the Essex North Shore Agricultural & Technical School is based on the number of students attending from the City of Salem as a percentage of all students at the Regional School.

Source: Treasurer and Essex North Shore Agricultural & Technical School

# Computation of Legal Debt Margin

## Last Ten Years

	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Equalized Valuation.....	\$ 4,568,374,700	\$ 4,256,808,900	\$ 4,256,808,900	\$ 4,191,566,000	\$ 4,191,566,000	\$ 4,757,173,700	\$ 4,757,173,700	\$ 5,354,781,400	\$ 5,354,781,400	\$ 6,602,630,500
Debt Limit -5% of Equalized Valuation.....	\$ 228,418,735	\$ 212,840,445	\$ 212,840,445	\$ 209,578,300	\$ 209,578,300	\$ 237,858,685	\$ 237,858,685	\$ 267,739,070	\$ 267,739,070	\$ 330,131,525
Less:										
Outstanding debt applicable to limit.....	16,669,700	14,905,000	19,976,500	23,966,500	30,306,500	32,996,153	36,040,315	40,102,544	37,522,000	47,851,731
Authorized and unissued debt.....	13,725,802	72,303,161	46,646,035	36,905,041	28,415,041	60,521,980	49,272,080	37,700,822	61,697,012	55,805,827
Legal debt margin.....	\$ 198,023,233	\$ 125,632,284	\$ 146,217,910	\$ 148,706,759	\$ 150,856,759	\$ 144,340,552	\$ 152,546,290	\$ 189,935,704	\$ 168,520,058	\$ 226,473,967
Total debt applicable to the limit as a percentage of debt limit.....	13.31%	40.97%	31.30%	29.04%	28.02%	39.32%	35.87%	29.06%	37.06%	31.40%

Source: Audited Financial Statements; Statement of Indebtedness; and the Massachusetts Department of Revenue, Bureau of Local Assessment.

## Demographic and Economic Statistics

### Last Ten Years

Year	Population Estimates	Personal Income	Per Capita Personal Income	Median Age	School Enrollment	Unemployment Rate
2011	41,361	\$ 1,226,898,824	\$ 29,663	36.5	4,647	9.2%
2012	41,340	1,250,783,040	30,256	37.6	4,541	8.2%
2013	41,654	1,285,525,748	30,862	36.5	4,501	7.6%
2014	41,340	1,301,351,782	31,479	39.2	4,478	6.2%
2015	42,544	1,282,020,896	30,134	38.4	4,222	5.6%
2016	42,544	1,083,723,312	25,473	38.2	3,949	4.7%
2017	42,544	1,445,049,504	33,966	39.1	4,144	3.7%
2018	41,340	1,161,075,240	28,086	39.4	3,737	4.2%
2019	42,869	1,243,543,952	29,008	39.6	4,024	3.1%
2020	43,226	1,563,138,612	36,162 *	39.5	3,620	20.4% **

Note: \*Per Capita Personal Income based on DOR Community Comparison Report (2014-2018 Figures available)

\*\*Unemployment rates in FY 2020 were 3.2% as of March 20th, prior to COVID 19 pandemic

Source: Massachusetts Department of Revenue, Division of Local Services; City Clerks office, Workforce Board

# Principal Employers

## Current Year and Nine Years Ago

Employer	Nature of Business	2020			2011		
		Employees	Rank	Percentage of Total City Employment	Employees	Rank	Percentage of Total City Employment
North Shore Medical Center	Healthcare	2,639	1	13.2%	2,875	1	13.3%
City of Salem	Municipal Government	1,663	2	8.3%	1,650	2	7.6%
Salem State University	Higher Education	1,354	3	6.8%	1,500	3	6.9%
Commonwealth of Massachusetts	State Government	543	4	2.7%	520	4	2.4%
Market Basket	Food Market	460	5	2.3%	325	5	1.5%
Salem Five Savings	Banking	335	6	1.7%	236	7	1.1%
Thermal Circuits, Inc.	Manufacturer	300	7	1.5%	-	-	-
Peabody Essex Museum	Cultural/Tourism	263	8	1.3%	290	6	1.3%
Excelitas Technologies	Technology	221	9	1.1%	-	-	-
For Kids Only After School	Education	202	10	1.0%	-	-	-
Hawthorne Hotel	Lodging	-	-	-	210	8	1.0%
Grosvenor Park Nursing Center	Health Care	-	-	-	202	9	0.9%
Home Depot	Retail	-	-	-	187	10	0.9%
		<u>7,980</u>		<u>39.9%</u>	<u>7,995</u>		<u>37.0%</u>

Source: The City Planning Department

In past years the City was excluded from the Principal Employers table.

### Full-time Equivalent City Employees by Function

#### Last Ten Years

Function	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
General government.....	35	35	35	37	38	56	65	91	88	73
Public safety.....	190	194	203	210	211	210	214	206	206	222
Education.....	752	776	890	841	841	1,008	860	980	881	881
Public works.....	39	40	39	41	41	58	60	40	43	43
Engineering.....	1	1	1	1	1	3	4	10	12	11
Health and human services.....	15	14	15	14	13	15	16	18	11	17
Culture and recreation.....	23	23	23	24	24	25	25	25	35	27
Total .....	<u>1,055</u>	<u>1,083</u>	<u>1,206</u>	<u>1,168</u>	<u>1,169</u>	<u>1,375</u>	<u>1,244</u>	<u>1,370</u>	<u>1,275</u>	<u>1,274</u>

Source: Various City Departments

**Operating Indicators by Function/Program**

**Last Ten Years**

<b>Function/Program</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>	<b>2020</b>
General government										
Marriage recordings.....	381	321	324	365	338	337	352	346	356	427
Birth recordings.....	1,599	1,433	1,452	1,566	1,659	1,539	1,560	1,518	1,548	1,418
Death recordings.....	492	436	484	560	605	520	474	566	578	663
Police										
Physical arrests.....	2,629	1,627	1,307	1,597	2,509	2,455	1,320	2,025	2,063	1,601
Motor vehicle violations.....	10,309	8,497	6,161	7,936	8,660	6,267	5,764	5,437	7,727	5,330
Police personnel and officers.....	89	93	99	100	103	101	110	115	128	122
Fire										
Inspections.....	1,077	973	1,307	1,192	1,545	2,047	1,470	1,126	821	716
Emergency responses.....	6,079	5,952	6,161	6,292	6,752	7,054	7,116	7,576	5,315	5,546
Fire personnel and officers.....	83	90	86	88	88	88	88	88	88	88
Education										
Number of students.....	4,585	4,541	4,501	4,478	4,222	3,949	3,831	4,065	4,096	3,939
Number of graduates.....	246	240	275	275	271	211	228	228	219	184
Number of teachers.....	507	517	540	542	571	521	464	510	503	354
Water										
Service connections.....	11,719	11,719	11,729	11,827	9,833	9,998	10,136	10,009	10,218	10,155
Consumption in gallons.....	2,025	1,921	1,934	1,898	1,898	1,612	1,504	1,500	1,297	1,711
Daily consumption (MG).....	6.00	5.26	5.30	5.00	4.00	5.20	4	6	4.2	4.7
Sewer										
Service connections.....	11,706	11,719	11,719	11,807	9,813	9,988	9,881	9,894	9,903	9,944
Health and human services										
Number of persons using COA transportation.....	16,908	19,630	16,170	12,698	14,704	11,479	12,575	18,548	19,290	13,073
Libraries										
Volumes in circulation.....	148,634	158,011	162,486	168,263	172,628	163,038	177,858	169,299	166,544	172,672
Total volumes borrowed.....	508,293	493,315	471,416	430,391	397,810	353,800	356,973	328,276	337,782	239,099

Source: Various City Departments; Massachusetts Department of Education

### Capital Asset Statistics by Function/Program

#### Last Ten Years

<u>Function/Program</u>	<u>2011</u>	<u>2012</u>	<u>2013</u>	<u>2014</u>	<u>2015</u>	<u>2016</u>	<u>2017</u>	<u>2018</u>	<u>2019</u>	<u>2020</u>
General government										
Number of buildings.....	2	2	2	2	2	2	2	2	2	2
Police										
Number of stations.....	1	1	1	1	1	1	1	1	1	1
Fire										
Number of stations.....	4	4	4	4	4	4	4	4	4	4
Education										
Number of elementary schools.....	7	7	7	7	7	7	7	7	6	6
Number of middle schools.....	1	1	1	1	1	1	1	1	1	1
Number of high schools.....	1	1	1	1	1	1	1	1	1	1
Public Works										
Water mains (miles).....	102	102	102	102	102	102	102	102	102	102
Number of personnel.....	15	14.7	14.7	13.8	13.8	21	21	18	27.9	27.9
Culture and recreation										
Parks and playgrounds.....	35	35	35	35	35	35	35	36	36	36
Park and playground (acreage).....	230	230	230	230	230	230	230	230	230	230
Conservation land (acreage).....	128	128	128	128	128	128	128	128	128	128
Railroad right of way (acreage).....	89	89	89	89	89	89	89	89	89	89
Public beaches.....	7	7	7	7	7	7	7	7	7	7
Ball fields.....	13	13	13	13	13	13	13	13	13	13
Tennis courts.....	10	10	10	10	10	10	10	10	10	10

Source: Various City Departments, Manual of the City Government



## Free Cash and Stabilization Fund Balances

### Last Ten Years

<u>Year</u>	<u>Free Cash</u>	<u>General Stabilization Fund</u>
FY2020.....	\$ N/A	\$ 9,563,649
FY2019.....	7,638,739	7,778,566
FY2018.....	5,949,483	6,511,290
FY2017.....	4,922,937	6,037,015
FY2016.....	5,380,858	5,531,963
FY2015.....	4,949,767	5,440,226
FY2014.....	3,349,683	5,173,812
FY2013.....	5,498,710	3,438,799
FY2012.....	2,525,829	3,453,722
FY2011.....	3,249,238	2,736,777

Source: City Records

N/A = FY2020 Certified Free Cash amount is not yet available.