
CITY OF HARRISONBURG, VIRGINIA

FINANCIAL TREND MONITORING SYSTEM

AN EVALUATION OF THE CITY'S FINANCIAL CONDITION

For the Five Year Period Ended June 30, 2025

33rd Edition



Introduction

The Financial Trend Monitoring System is developed in order to review the past five years for benchmarking and to evaluate key trends in financial planning for the City and management. The City uses a format developed by the International City/County Management Association (ICMA). The format utilizes several primary factors that influence a local government's financial condition. These factors are based on quantifiable indicators which can be used to monitor changes and to identify trends. Monitoring financial trends allows the City to do the following:

1. Develop quantifiable indicators that will:
 - a. Provide a better understanding of the City's financial condition.
 - b. Identify emerging problems before they reach serious proportions.
 - c. Identify existing problems that may not be readily apparent.
 - d. Present a straightforward picture of the City's financial strengths and weaknesses.
 - e. Introduce long range considerations into the annual budget process.
 - f. Assist in establishing future financial policies.
2. Incorporate benchmarks that are used by national credit rating agencies.
3. Combine financial and non-financial data in the same analysis.

The ICMA's handbook, *Evaluating Financial Condition*, serves as the primary source document for the indicators and the implications associated with each indicator. The 2003 edition of ICMA's handbook uses 42 quantifiable indicators to identify trends that may be occurring within local governments and classifies "warning" trends for the indicators. The City's FTMS develops 26 of those indicators and compares what is happening in Harrisonburg with the warning trends identified by the ICMA handbook, and when possible, explains any unusual trends observed. It is important to recognize that the trends identified are simply numerical indicators. Numbers ignore political constraints, the personal preferences of City leaders, and the wishes of Harrisonburg residents. Clearly, the numbers are only part of the overall picture.

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Factor 1 Revenue Indicators

It is important to study and analyze revenues because, without revenues, a government cannot provide services. In addition to analyzing total revenues, there are a number of things to consider. The City does not want to be overly dependent on any one source of revenue whether it is from property owners, businesses, or external sources (for example the federal government). If there are too many conditions attached to its revenues, the City may not have the flexibility to adjust to changing demands. If revenue growth rates do not match expenditure growth rates and population growth rates, the City may experience large operating deficits in the future or it may have to cut back on services or raise taxes, neither of which is politically popular.

Analyzing revenues will help to identify the following problems:

- Deterioration of the revenue base
- Over-dependence on external sources of funding
- Poor estimating and forecasting techniques
- An unfair tax burden on one segment of the population, i.e., property owners
- Poor collection procedures

Indicator 5, One-Time Revenues, was not developed.

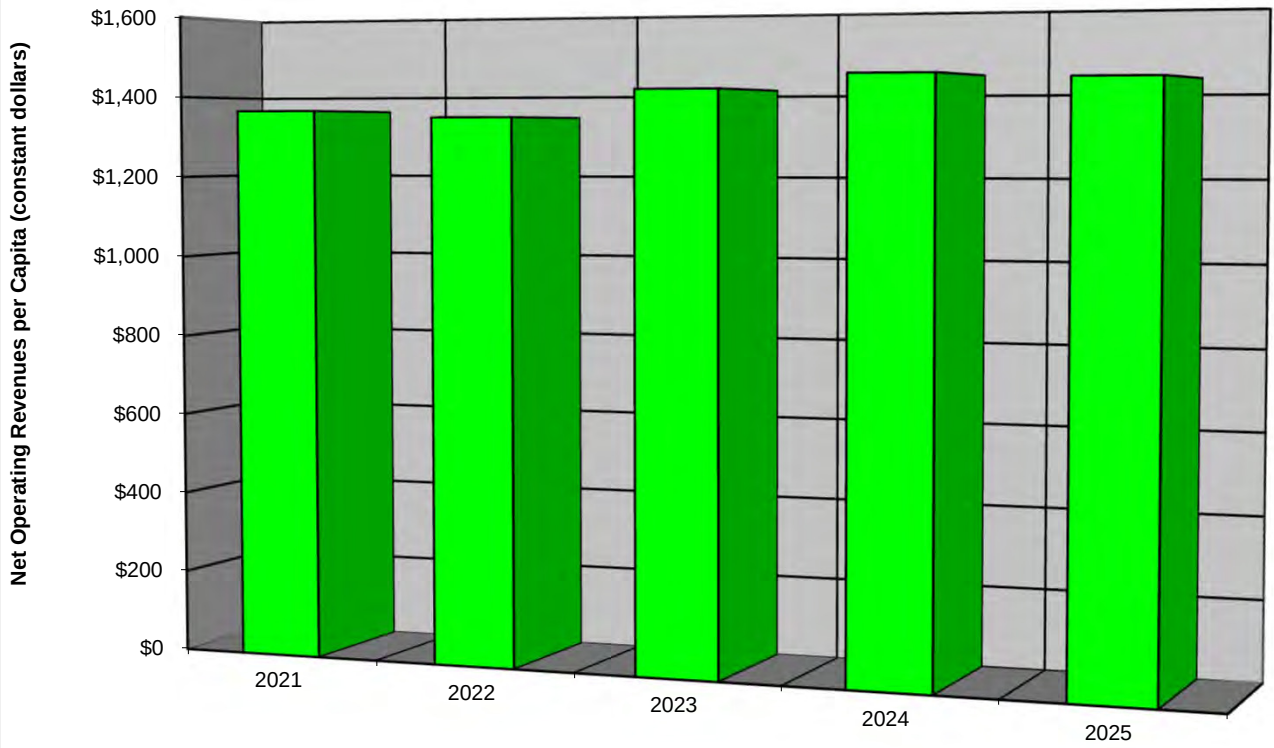
Indicator 1 Net Operating Revenues per Capita

Net operating revenues per capita show changes in revenues relative to changes in population. Net operating revenues per capita in nominal dollars has increased 28.5% (5.5% in constant dollars) over the past five years. Revenue growth has been driven primarily by growth in real estate tax revenue, intergovernmental revenue for education and restaurant food tax revenue. The City has increased the real estate tax rate in each of the past four years since 2021. Although revenues in nominal dollars have increased over the past five years, revenues in constant dollars decreased slightly in 2022 due to an increase in inflation.

The important issue to consider is the reason for revenue growth. Are total tax revenues rising because of higher tax rates, more population growth, or inflation? These factors need to be closely monitored. What happens when population growth no longer results in an increase in revenues? What if more households needing public assistance move into the City or if more are created by unemployment? Is it reasonable to assume that the increased level of revenues will continue? Do increased revenues per capita indicate an increase in the tax burden? What would be the effect on the City if businesses and citizens decided to relocate to jurisdictions that have lower tax burdens?

Description	2021	2022	2023	2024	2025
Net Operating Revenues (Nominal)	\$189,587,081	\$202,909,824	\$229,281,153	\$244,534,465	\$252,516,629
CPI for the Area (1982-84=1.000)	2.532	2.726	2.910	3.014	3.085
Net Operating Revenues (Constant)	\$74,876,414	\$74,435,005	\$78,790,774	\$81,132,868	\$81,853,040
Population	54,892	55,220	55,700	55,990	56,879
Net Operating Revenues per Capita (Nominal)	\$3,454	\$3,675	\$4,116	\$4,367	\$4,440
Net Operating Revenues per Capita (Constant)	\$1,364	\$1,348	\$1,415	\$1,449	\$1,439

Net Operating Revenues per Capita



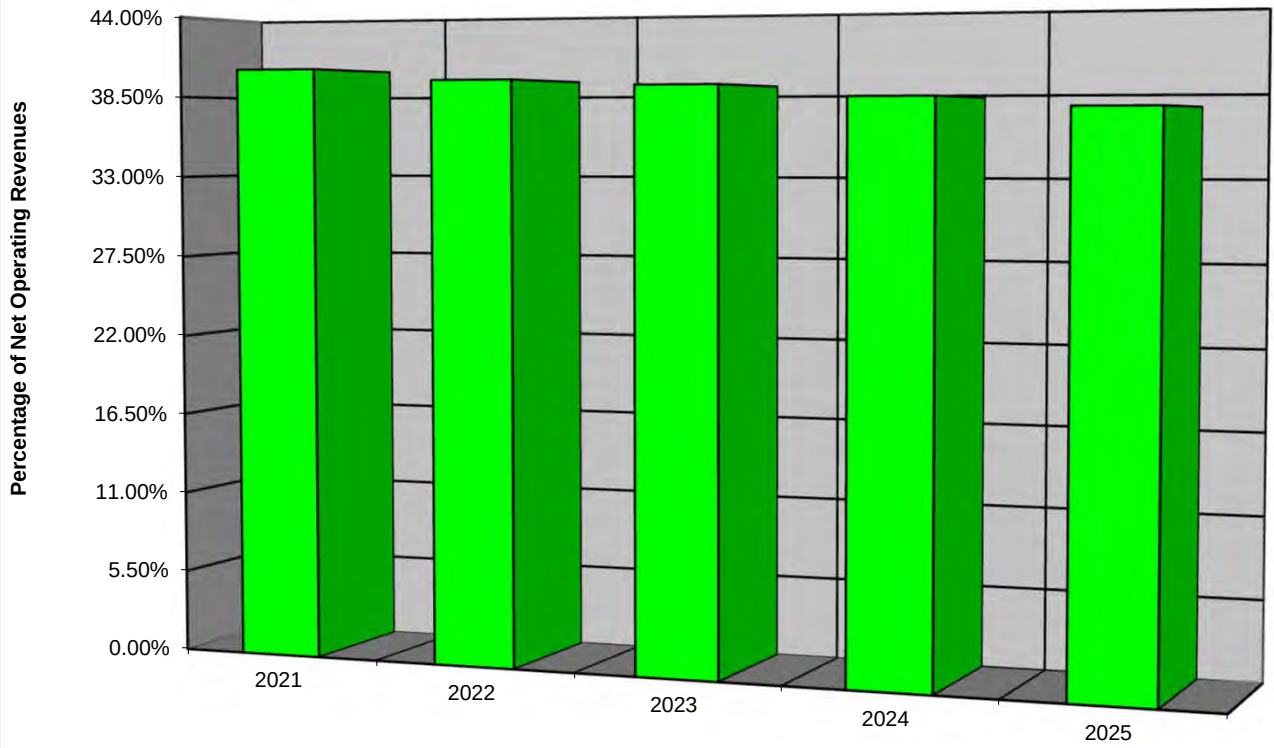
Indicator 2 Restricted Revenues

Restricted revenues are those revenues that are earmarked for specific uses. Categorical aid for education is one example. While these revenues are restricted, the programs they support should not be looked upon as optional programs that can be easily cut. If these sources of revenue are eliminated, the City may have to make the tough decision of cutting a vital program or paying for the program from other revenue sources. As the percentage of restricted revenues increases, a city loses its flexibility. As the needs and desires of constituents change, the City finds itself increasingly unable to meet those changing needs because of revenue restrictions.

Restricted revenues as a percentage of total operating revenues have been decreasing since 2021. Over the past five years, restricted revenues have increased 24.5% but have been outpaced by an increase of 33.2% in net operating revenues. State funding for education has increased \$20.9 million (42.7%), while federal funding for education has decreased \$1.4 million. The additional state funding for education has primarily been the result of an increase in basic school aid, English as a second language, special education programs and the local share of state sales tax revenues. Revenue from CARES Act, ARPA and ESSER funds for both the City and the School Board have also contributed to the increase in restricted revenues. The Handbook suggests that a locality should analyze how essential these services are to the locality and its citizens and develop contingency plans for funding those services deemed essential. Since the majority of these revenues are used for education, the City has little choice other than to fund these programs.

Description	2021	2022	2023	2024	2025
Restricted Revenues	\$76,485,237	\$80,271,610	\$89,831,594	\$93,833,512	\$95,236,076
Net Operating Revenues	\$189,587,081	\$202,909,824	\$229,281,153	\$244,534,465	\$252,516,629
Restricted Revenues as a Percentage of Net Operating Revenues	40.34%	39.56%	39.18%	38.37%	37.71%

Restricted Revenues



Indicator 3 Intergovernmental Revenues

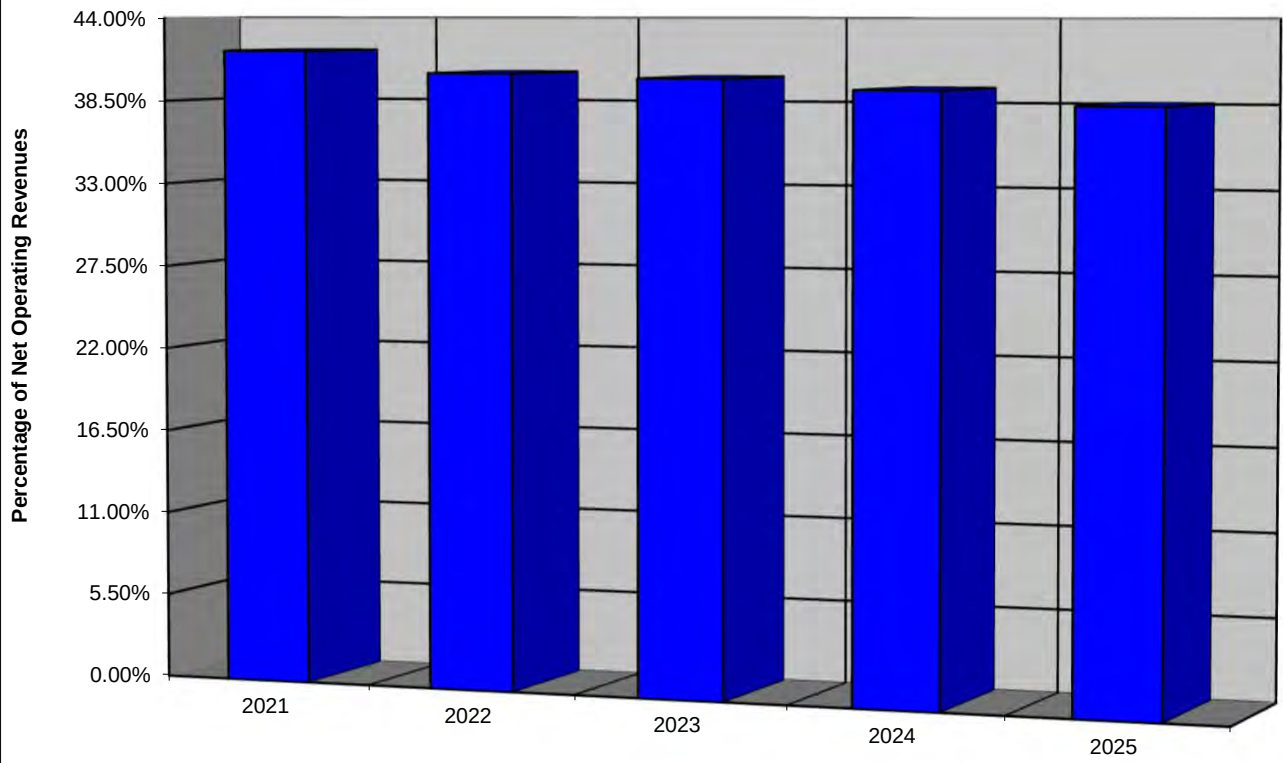
Analyzing intergovernmental revenues as a percentage of total operating revenues is important. While intergovernmental revenues will always be a major component of total revenues, localities do not want to rely too heavily on external support for several reasons. First, those revenues can be reduced or eliminated, often without input from the locality. Second, there are often conditions attached to intergovernmental revenues.

Intergovernmental revenues as a percentage of total operating revenues have decreased since 2021 with actual intergovernmental revenue increasing \$18 million (22.7%). State funding has increased \$23.1 million (38.6%), while federal funding has decreased \$5.1 million (26.3%). State school funding has increased \$20.9 million (42.7%) as discussed within Indicator 2, Restricted Revenues. The decrease in federal funding was mainly due to the end of the CARES Act and education stabilization funds. Federal funding within the school food program has increased by \$990,000 (19.4%) since 2021.

The City should keep the following issues in mind. Are the trends that have been identified likely to continue? What contingency plans exist in case these revenues are cut or are less than anticipated? If intergovernmental revenues diminish, can the programs that the funds support be terminated or will a new revenue source need to be found?

Description	2021	2022	2023	2024	2025
Intergovernmental Revenues	\$79,340,799	\$82,024,787	\$92,064,090	\$96,547,430	\$97,362,002
Net Operating Revenues	\$189,587,081	\$202,909,824	\$229,281,153	\$244,534,465	\$252,516,629
Intergovernmental Revenues as a Percentage of Net Operating Revenues	41.85%	40.42%	40.15%	39.48%	38.56%

Intergovernmental Revenues



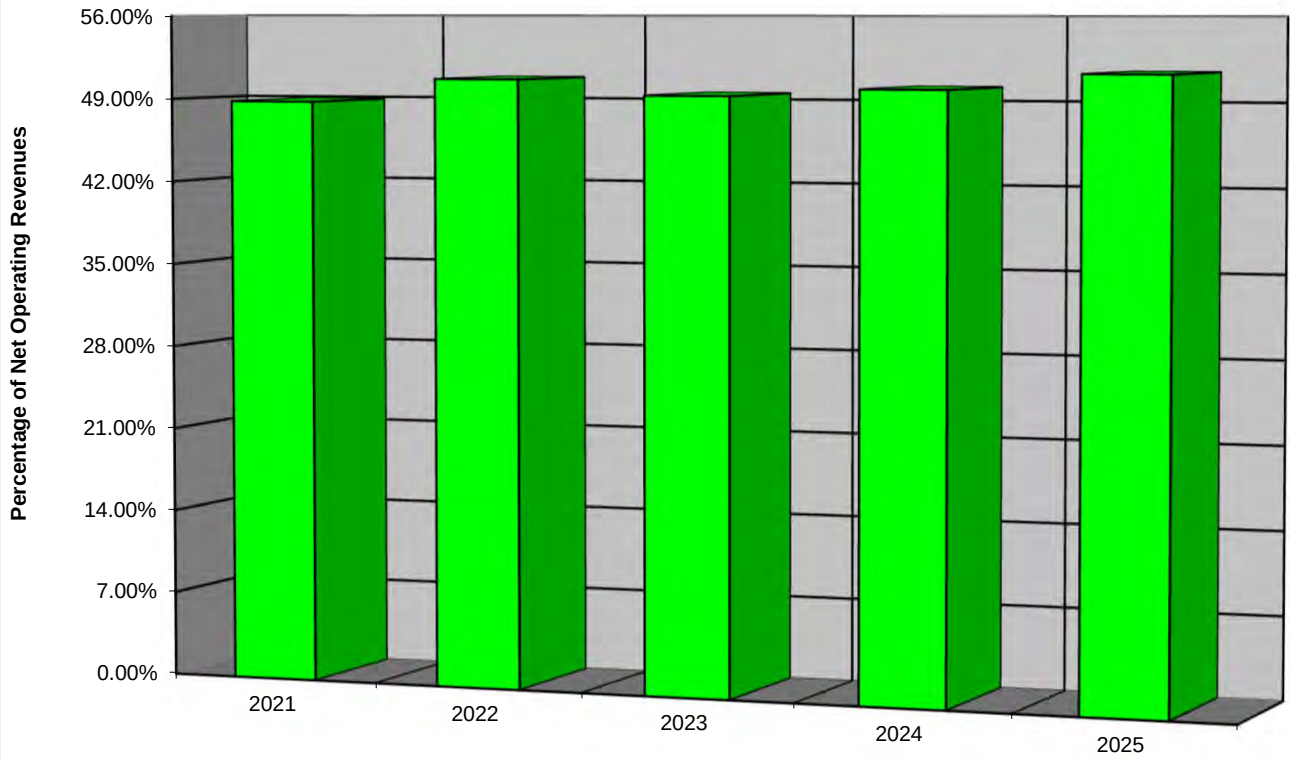
Indicator 4 Elastic Revenues

Elastic revenues are revenues that respond directly to changes in the economy. In general, during inflationary periods it is desirable to have a high percentage of elastic tax revenues in order to keep pace with the rising prices a government must incur. Elastic tax revenues for purposes of this indicator are all property taxes, local sales taxes, business license taxes, hotel/motel room taxes, restaurant food taxes, and admission taxes.

This indicator generally has an inverse relationship to the intergovernmental revenues indicator and has increased overall since 2021 with a one-year decrease in 2023. Over the past five years, real estate tax collections have increased \$21.1 million (55.1%) due to an increase in the real estate tax rate each year since 2021 and an overall increase of 32.5% in real estate assessments. Restaurant food tax revenue increased to \$19.5 million in 2025 resulting in an increase of \$6.3 million (47.2%) over the past five years. Personal property tax revenue has increased \$3.3 million (27.2%). Sales tax revenue has increased \$3 million (19%). Business license tax revenue has increased \$1.6 million (22%). Hotel/motel tax revenue has increased by \$1.5 million (59.5%).

Description	2021	2022	2023	2024	2025
Elastic Revenues	\$92,585,994	\$103,063,759	\$113,560,133	\$122,612,788	\$129,948,822
Net Operating Revenues	\$189,587,081	\$202,909,824	\$229,281,153	\$244,534,465	\$252,516,629
Elastic Revenues as a Percentage of Net Operating Revenues	48.84%	50.79%	49.53%	50.14%	51.46%

Elastic Revenues



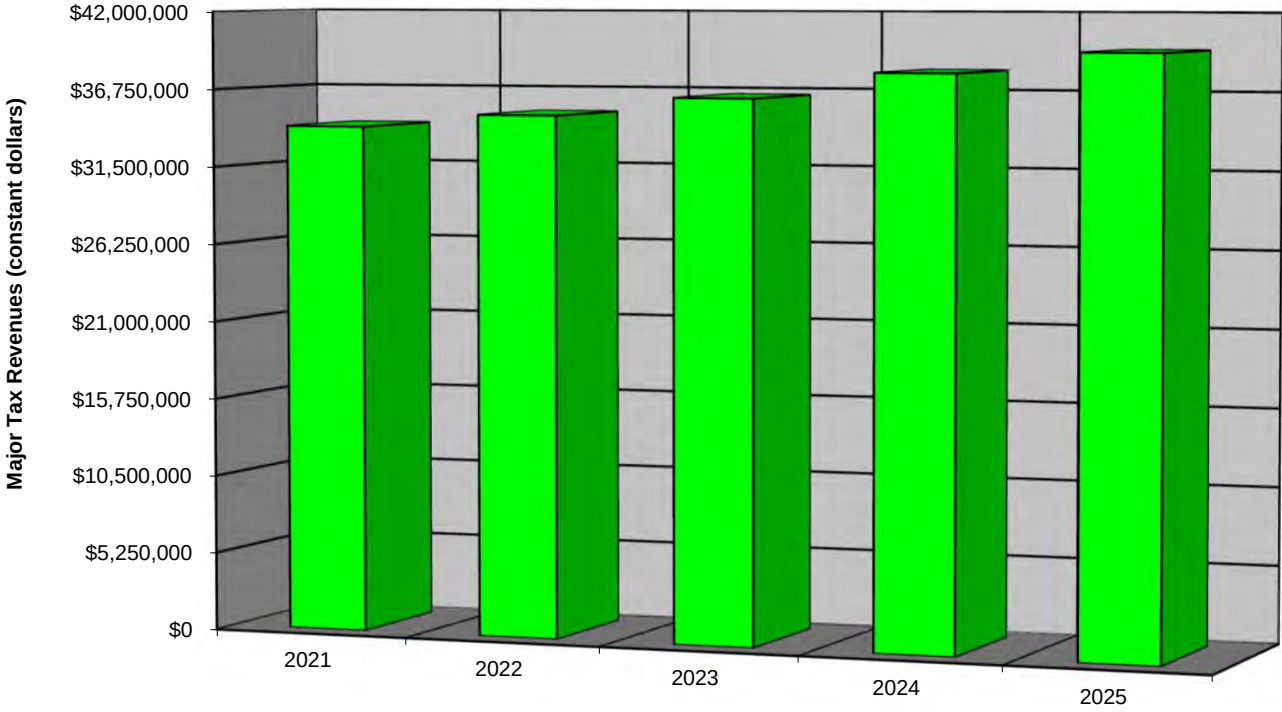
Indicator 6 Major Tax Revenues

The City's major tax revenues are those taxes which the City tends to rely on the most heavily for funding its programs and services. Major tax revenues for the purpose of this indicator are real estate taxes, personal property taxes, sales and use taxes, business license taxes, and restaurant food taxes.

Major tax revenues have increased over the past five years. Real estate tax revenue has been a major contributor with a \$21.1 million increase which is an increase of 55.1% in nominal dollars (27.3% in constant dollars). Real estate tax revenue was discussed further in Indicator 4, Elastic Revenues. Restaurant food tax revenue has increased 47.2% in nominal dollars (20.8% in constant dollars). Personal property tax revenue has increased 27.2% in nominal dollars (4.4% in constant dollars). In 2023, the City eliminated the motor vehicle tax and absorbed the revenue into its personal property tax revenue resulting in an increase of approximately \$1.2 million in personal property tax revenue. Sales tax revenue has increased 19% in nominal dollars (but decreased 2.3% in constant dollars).

Description	2021	2022	2023	2024	2025
Major Tax Revenues (Nominal)	\$86,710,497	\$95,750,229	\$105,852,818	\$114,914,186	\$121,959,192
CPI for the Area (1982-84=1.000)	2.532	2.726	2.910	3.014	3.085
Major Tax Revenues (Constant)	\$34,245,852	\$35,124,809	\$36,375,539	\$38,126,804	\$39,532,963

Major Tax Revenues



Indicator 7 Current Year Uncollected Property Taxes

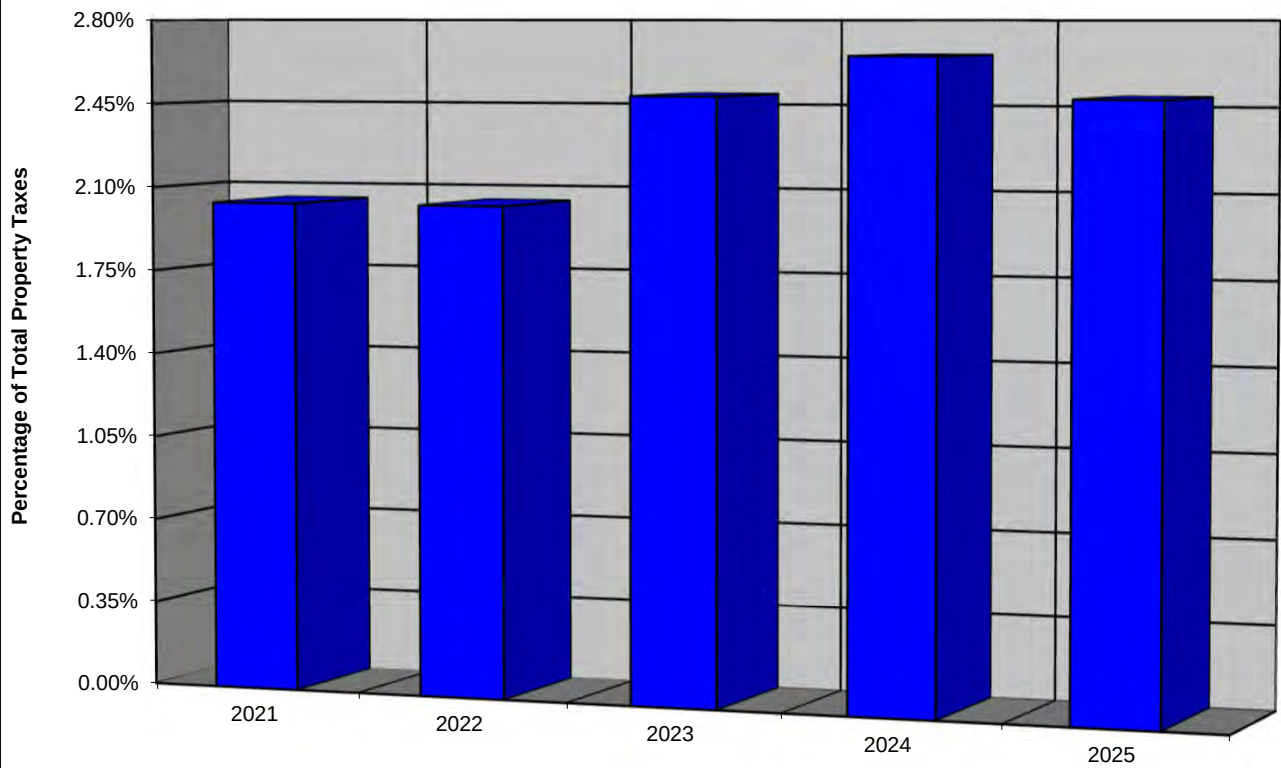
Uncollected property taxes as a percentage of the property tax levy for current year taxes have increased over the past five years. Credit rating agencies assume that a locality will normally not collect from two to three percent of its property taxes within the year that the taxes are due. If current year uncollected property taxes rise to more than five to eight percent, credit rating agencies consider this a negative factor because it signals potential problems in the stability of the property tax base.

This indicator has been increasing overall since 2021 and is currently at 2.49%. Uncollected real estate taxes increased from 1.33% in 2021 to 1.43% in 2025. Uncollected personal property taxes have increased from 4.70% to 5.53% over the past five years.

The City could analyze whether its collection procedures are adequate, especially in regard to delinquent taxes. If delinquency is a problem, the City may also wish to analyze the penalties being charged to delinquent taxpayers. If these penalties are low, taxpayers may be using the City for a low-interest source of financing for their tax bills.

Description	2021	2022	2023	2024	2025
Current Year Uncollected Property Taxes	\$1,103,469	\$1,171,768	\$1,610,276	\$1,933,639	\$1,966,828
Total Property Taxes	\$54,116,941	\$57,484,253	\$64,571,060	\$72,722,849	\$78,973,936
Current Year Uncollected Property Taxes as a Percentage of Total Property Taxes	2.04%	2.04%	2.49%	2.66%	2.49%

Current Year Uncollected Property Taxes



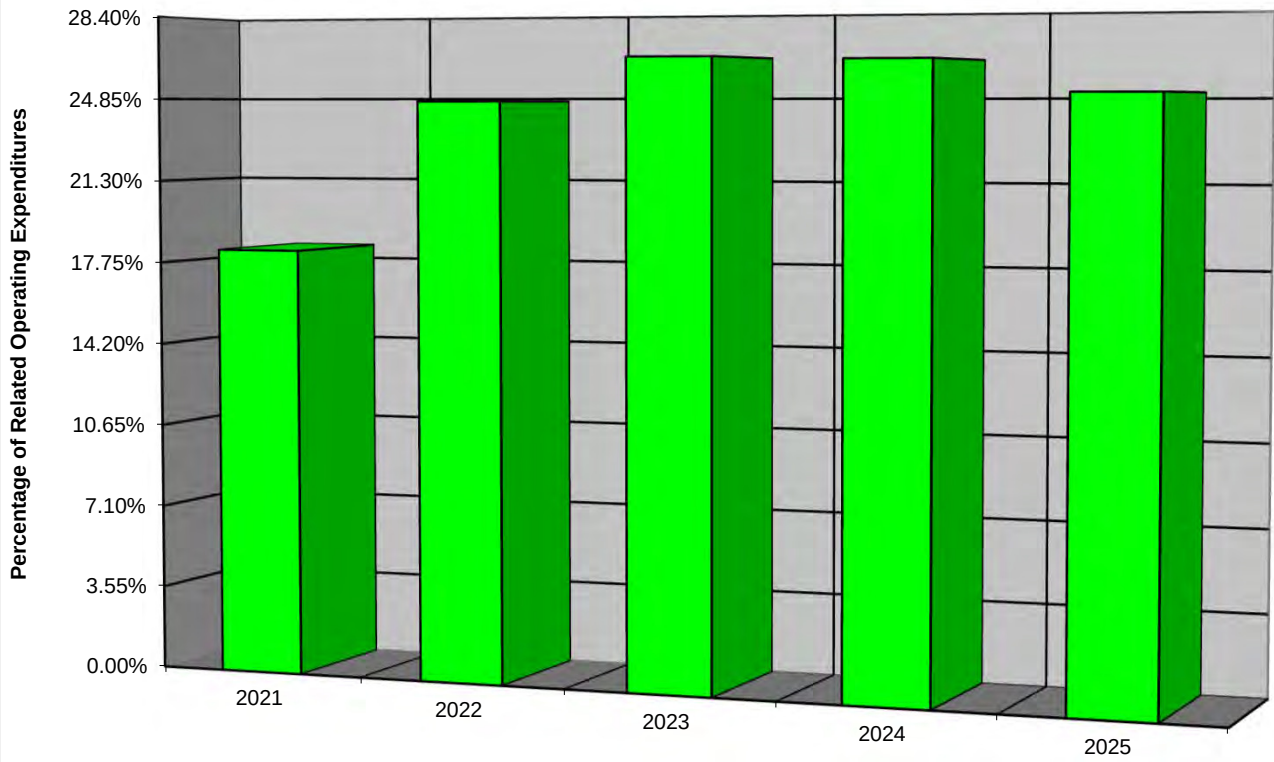
Indicator 8 User Charge Coverage

User charge coverage refers to whether or not fees and charges cover the entire cost of providing a service. A warning trend could develop as fees provided by these services begin to decrease as a percentage of the operating expenditures incurred to provide the services. The City then starts depending on general tax revenues to finance these expenditures. Expenditures used in this indicator do not include capital outlay expenditures. The idea being that user fees are generally not structured to cover these types of costs. The activities analyzed for this indicator are downtown parking, golf course, and parks and recreation programs.

This indicator has been trending upward overall since 2021 to 25.11%. The user charge coverage for the golf course has increased over the past five years to 115.49% in 2025 as compared to 90.88% in 2021. Over the past five years downtown parking revenues increased by 72.4% while expenditures only increased by 23.7%, creating a 109.07% user charge coverage in this activity. Parks and recreation programs user charge coverage has trended upwards to 7.68% in 2025 from 1.98% in 2021 primarily due to COVID-19 pandemic effects on recreation in 2021.

Description	2021	2022	2023	2024	2025
Revenues from User Charges	\$895,951	\$1,270,900	\$1,487,512	\$1,730,345	\$1,844,211
Operating Expenditures for Services for which there is a Fee	\$4,885,657	\$5,138,390	\$5,595,855	\$6,536,657	\$7,345,920
Revenues from User Charges as a Percentage of Related Operating Expenditures	18.34%	24.73%	26.58%	26.47%	25.11%

User Charge Coverage



Indicator 9 Revenue Surplus (Shortfall)

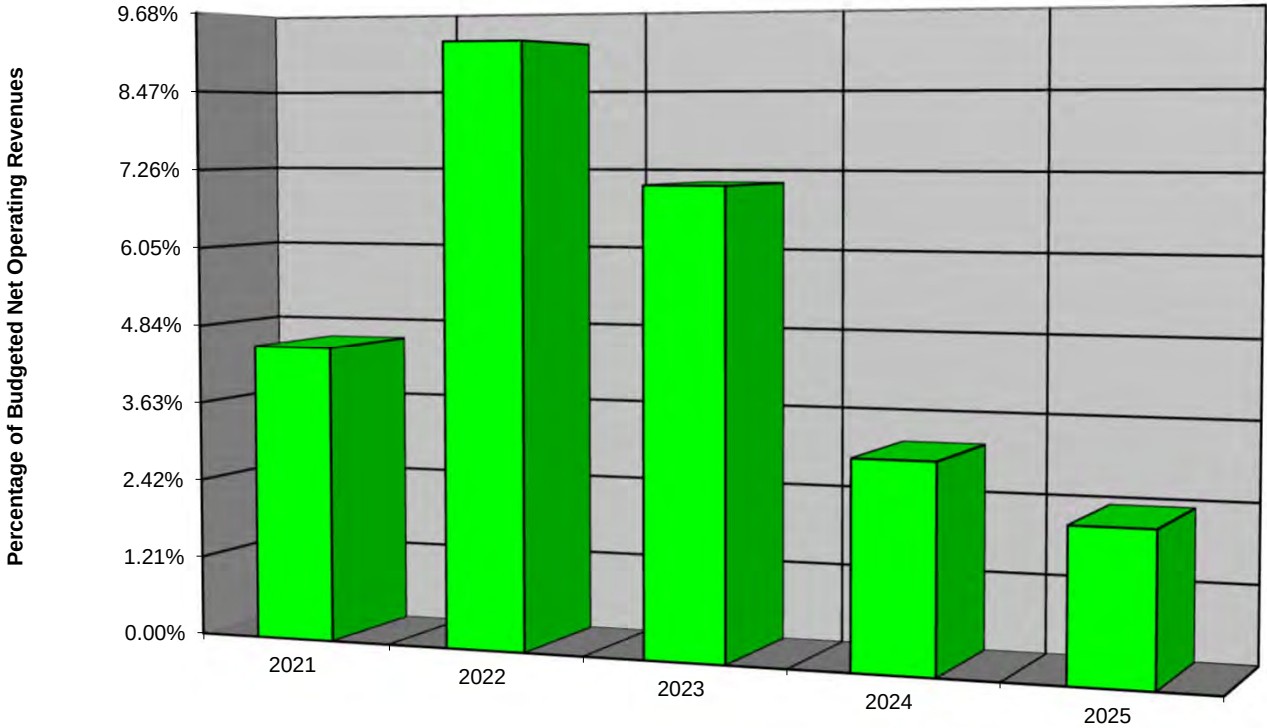
The purpose of this indicator is to examine the differences between revenue estimates and actual revenues collected during the fiscal year. Significant shortfalls that continue year after year can signal major warning trends.

Estimating revenues is a critical part of the budget process, so this area deserves attention and close scrutiny each fiscal year. Actual revenues have exceeded budgeted revenues every year during the past five years, a sign that the economy is out-performing management's predictions. The decrease in this indicator over the past four years is indicative of actual net operating revenues not increasing at the elevated percentage increases experienced in 2021 and 2022 as actual revenues have been increasing at more modest historical rates since 2022. For purposes of this indicator, federal and select state budget and actual revenue have been removed.

When looking at the chart below, bear in mind that a surplus is an underestimation of revenues. The budget figures quoted are for General Fund revenues only.

Description	2021	2022	2023	2024	2025
Actual Net Operating Revenues	\$120,794,391	\$130,305,954	\$147,907,587	\$159,200,622	\$166,934,219
Budgeted Net Operating Revenues	\$115,551,542	\$119,324,654	\$138,143,938	\$154,362,137	\$163,182,064
Revenue Surplus (Shortfall)	\$5,242,849	\$10,981,300	\$9,763,649	\$4,838,485	\$3,752,155
Revenue Surplus (Shortfall) as a Percentage of Budgeted Net Operating Revenues	4.54%	9.20%	7.07%	3.13%	2.30%

Revenue Surplus (Shortfall)



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Factor 2 Expenditure Indicators

The indicators developed under this factor are intended to aid the City in identifying the following types of problems:

- Excessive growth in overall expenditures as compared to growth in revenues and community wealth
- Ineffective budget controls
- A decline in personnel productivity

Indicator 11, Expenditures by Function, was not developed.

Indicator 13, Fixed Costs as a Percentage of Net Operating Expenditures, was not developed. It was felt that the usefulness of the information did not justify the difficulty in developing the ratio from existing records.

Indicator 10 Net Operating Expenditures per Capita

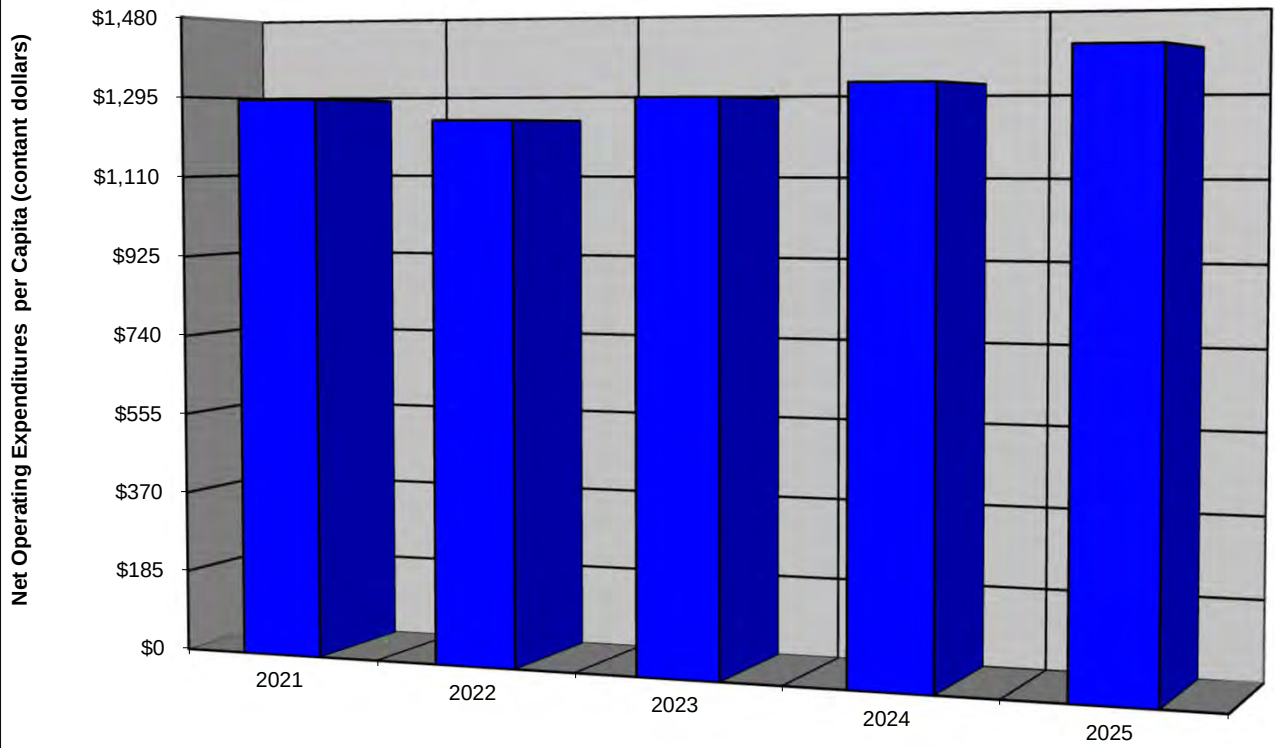
Net operating expenditures per capita show changes in expenditures relative to changes in population. With public opinion stronger than ever against tax increases, local governments increasingly feel the need to focus on expenditures.

Net operating expenditures per capita has increased 32.3% in nominal dollars (8.6% in constant dollars) over the past five years. The overall increase to \$245.4 million in net operating expenditures has mainly been due to increased spending on education, public safety, debt service and public works.

Spending on education during the last five years has increased by \$35.6 million (38.5%). Since 2021, expenditures have increased for public safety by \$12.2 million (46.3%), debt service by \$4.9 million (31%) and public works by \$4.2 million (38.8%)

Description	2021	2022	2023	2024	2025
Net Operating Expenditures (Nominal)	\$178,987,822	\$186,735,001	\$209,184,105	\$222,935,298	\$245,388,678
CPI for the Area (1982-84=1.000)	2.532	2.726	2.910	3.014	3.085
Net Operating Expenditures (Constant)	\$70,690,293	\$68,501,468	\$71,884,572	\$73,966,589	\$79,542,521
Population	54,892	55,220	55,700	55,990	56,879
Net Operating Expenditures per Capita (Nominal)	\$3,261	\$3,382	\$3,756	\$3,982	\$4,314
Net Operating Expenditures per Capita (Constant)	\$1,288	\$1,241	\$1,291	\$1,321	\$1,398

Net Operating Expenditures per Capita



Indicator 12 Employees per Capita

The purpose of this indicator is to determine if a trend of increasing employees is occurring, which might indicate that government is becoming more labor intensive or that personnel productivity is declining. It may also indicate that an increasing population is creating an increasing demand for services. Employee figures are the budgeted full-time equivalent (FTE) positions for that year.

The number of FTEs has increased over the past five years with a total five-year increase of 64.5 FTEs (9%). In 2022, the 10.5 FTEs increase was concentrated in central garage, public transportation, community development, public utilities, and parks and recreation. The 2023 increase of 11.9 FTEs was in part due to additions to school transportation, fire, and public utilities. The 2024 increase of 14.6 FTEs was largely due to increases within public transportation, school transportation, and central garage. In 2025, the addition of firefighter staffing for Station No. 5 was the primary contributor of the 27.5 FTE total increase.

Description	2021	2022	2023	2024	2025
Number of Employees (Full-time Equivalents)	715.4	725.9	737.8	752.4	779.9
Population	54,892	55,220	55,700	55,990	56,879
Municipal Employees per 1,000 Residents	13.03	13.15	13.25	13.44	13.71

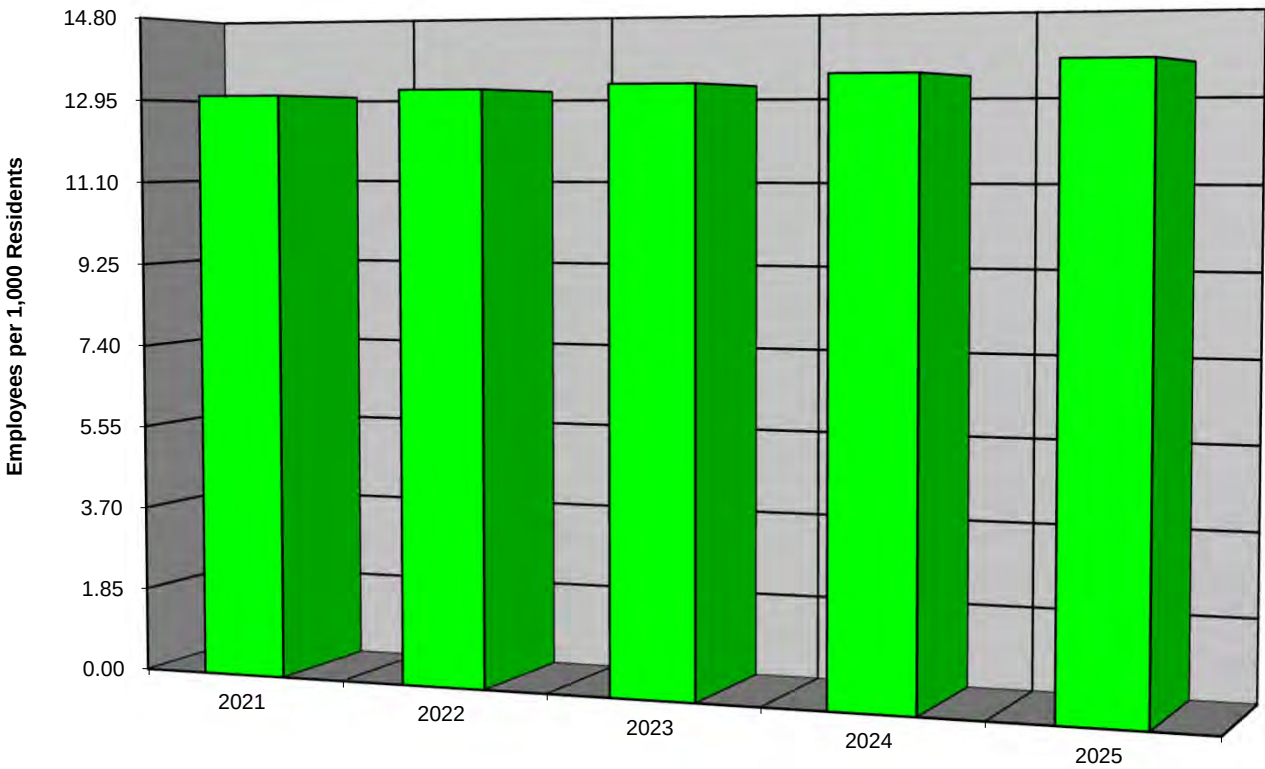
**Municipal Employees
(Full-time Equivalents)
By Department**

Department¹	2021	2022	2023	2024	2025
Clerk of Council	1	1	1	1	1
City Manager	4.5	4.9	5.4	5.5	4.5
City Attorney	2	2	2	2	2
Human Resources	5	5.5	6	6.5	7
Commissioner of the Revenue	11.3	11.3	11.8	11.8	11.8
Treasurer	8.4	8.4	8.8	8.4	8.4
Finance	9.8	10.2	11.2	11.2	11.4
Information Technology	14	14	15	15	15
Registrar	2.7	2.7	2.7	3.7	3.7
Police	138.6	138.6	139.4	140.6	141.7
Fire	89.4	90.2	93.8	94.3	110.8
Public Works	72.4	72.2	71.6	72	73.2
Parks and Recreation	79.1	80	77.8	76.2	81
Planning and Community Development	25	26	26	26.5	27
Economic Development	8.1	7.9	7.8	7.7	7.6
General Properties	3	3.5	3.5	3.8	3.8
Community Development Block Grant	0.6	0.6	0.6	0.5	0.5
Public Utilities	65.3	66.2	69.1	70.9	72.6
Public Transportation	71	72.9	72.8	78.3	81.8
School Transportation	57.3	57.7	62	65.9	62.4
Sanitation	25	25.4	24.1	24.1	23.4
Stormwater	3.7	3.7	3.7	3.5	4.4
Central Garage	16.2	19	19.7	21	20.9
Central Stores	2	2	2	2	2
TOTAL	715.4	725.9	737.8	752.4	779.9

¹ Figures do not include boards and commissions.

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Employees per Capita



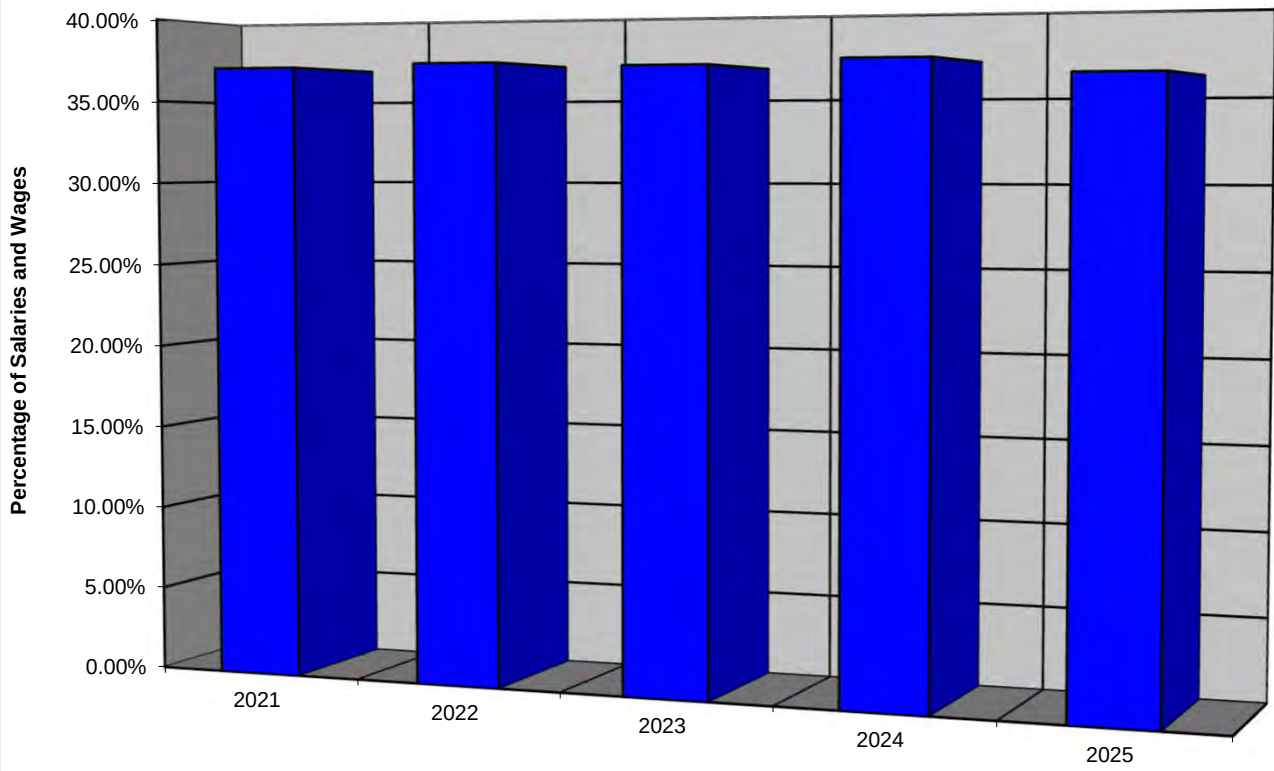
Indicator 14 Fringe Benefits

The ICMA Handbook explains that this indicator can be helpful in guiding policy because fringe benefits can be difficult to quantify in the normal budgeting process. As a result, these costs can escalate unnoticed while straining finances. The City's primary fringe benefit expenditures consist of health insurance, VRS retirement and employer's share of FICA. While accumulated vacation and sick leave are considered employee or fringe benefits, these benefits are not recorded as expenditures until actually paid.

This indicator has decreased minimally overall since 2021 as wages and salaries have been increasing at a slightly higher rate than increases in fringe benefits. Overall, health insurance contributions increased by 39.8% since 2021. The City has increased its share of health insurance premiums from 70% to 78% over the past five years. School Board retirement contributions increased by \$2.2 million (29%) primarily from increasing salaries while the City's retirement contributions increased \$1.8 million (65.1%) from increasing salaries and contribution rates.

Description	2021	2022	2023	2024	2025
Expenditures for Fringe Benefits	\$28,713,229	\$30,477,442	\$33,153,973	\$36,911,638	\$39,210,817
Salaries and Wages	\$77,670,411	\$82,047,351	\$89,813,312	\$99,218,865	\$107,993,208
Fringe Benefit Expenditure as a Percentage of Salaries and Wages	36.97%	37.15%	36.91%	37.20%	36.31%

Fringe Benefits



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Factor 3 Operating Position Indicators

The indicators developed under this factor are intended to aid the City in assessing its operating position. Specifically, operating position refers to a government's ability to balance its budget and pay its bills.

Analyzing operating position can help a city identify the following types of problems:

- Continuing operating deficits
- A decline in unrestricted reserves
- A decline in liquidity (its cash position)
- Ineffective forecasting techniques
- Ineffective budget controls

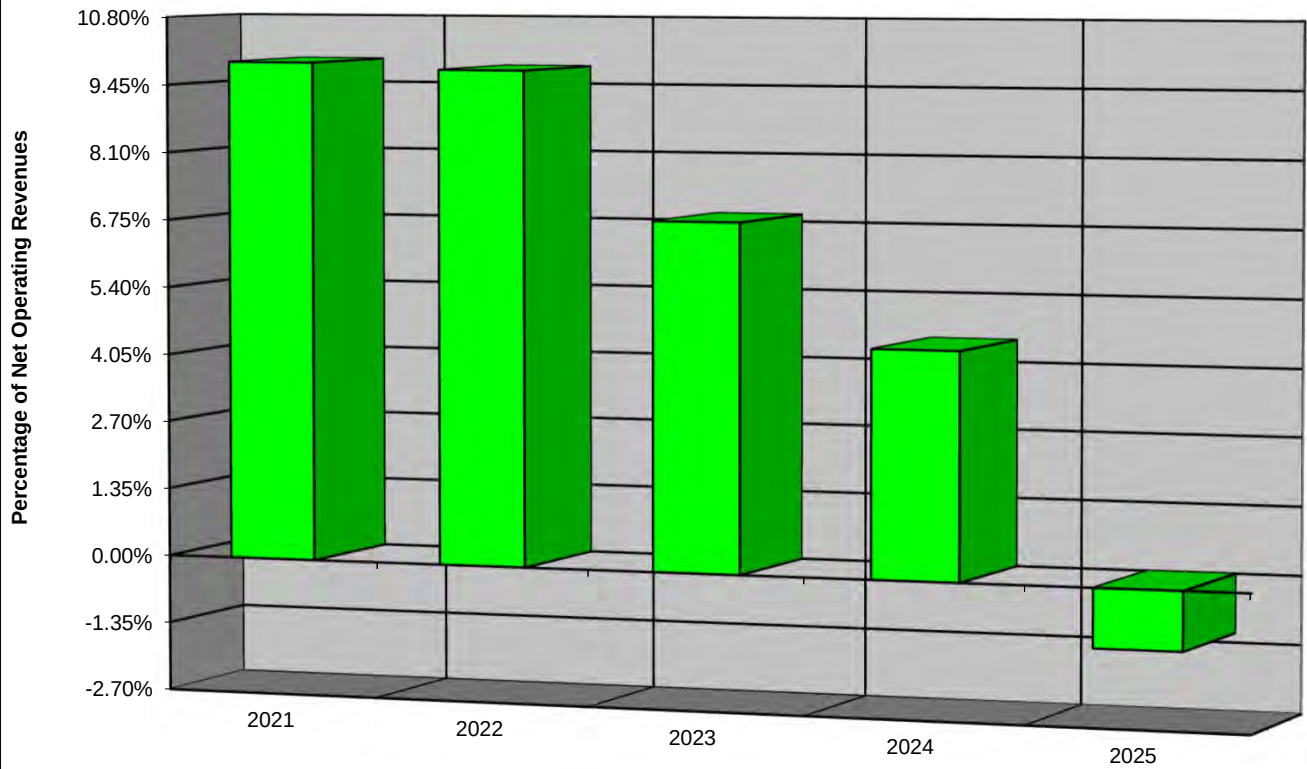
Indicator 15 Operating Surplus (Deficit)

Operating results are important indicators of a city's financial position. When the current year's expenditures exceed the current year's revenues, an operating deficit occurs. This does not mean that the City is operating on a budget deficit. Reserves from prior years may be used to offset the current budget deficit. If the trend continues, the financial condition of the municipality may deteriorate, and the City will need more revenues to meet the increasing amount of expenditures. Increasing operating deficits from year to year are usually considered negative factors in analyzing financial condition, but many political and environmental factors play a part in the budgeting process, so that mere reduction of expenditures and/or increasing revenues may not be the most desirable solutions. Since this indicator focuses on operating results, significant one-time revenues and expenditures have been eliminated.

The General Fund has had operating surpluses from 2021 through 2024. The operating surpluses from 2021 to 2024 were a combination of federal COVID-19 funds, tax revenue significantly exceeding budget estimates, cost savings due to the COVID-19 pandemic and school appropriations retained by the City. In addition, the 2023 surplus was due to an increase in interest revenue from increasing interest rates. The operating deficit in 2025 can be attributed to capital funding which included two fire trucks.

Description	2021	2022	2023	2024	2025
General Fund Operating Surplus (Deficit)	\$12,656,717	\$12,963,349	\$10,259,221	\$7,234,319	\$(1,985,558)
General Fund Net Operating Revenues	\$127,614,850	\$132,281,327	\$148,882,182	\$161,058,773	\$170,540,571
General Fund Surplus (Deficit) as a Percentage of Net Operating Revenues	9.92%	9.80%	6.89%	4.49%	(1.16)%

Operating Surplus (Deficit) (General Fund)



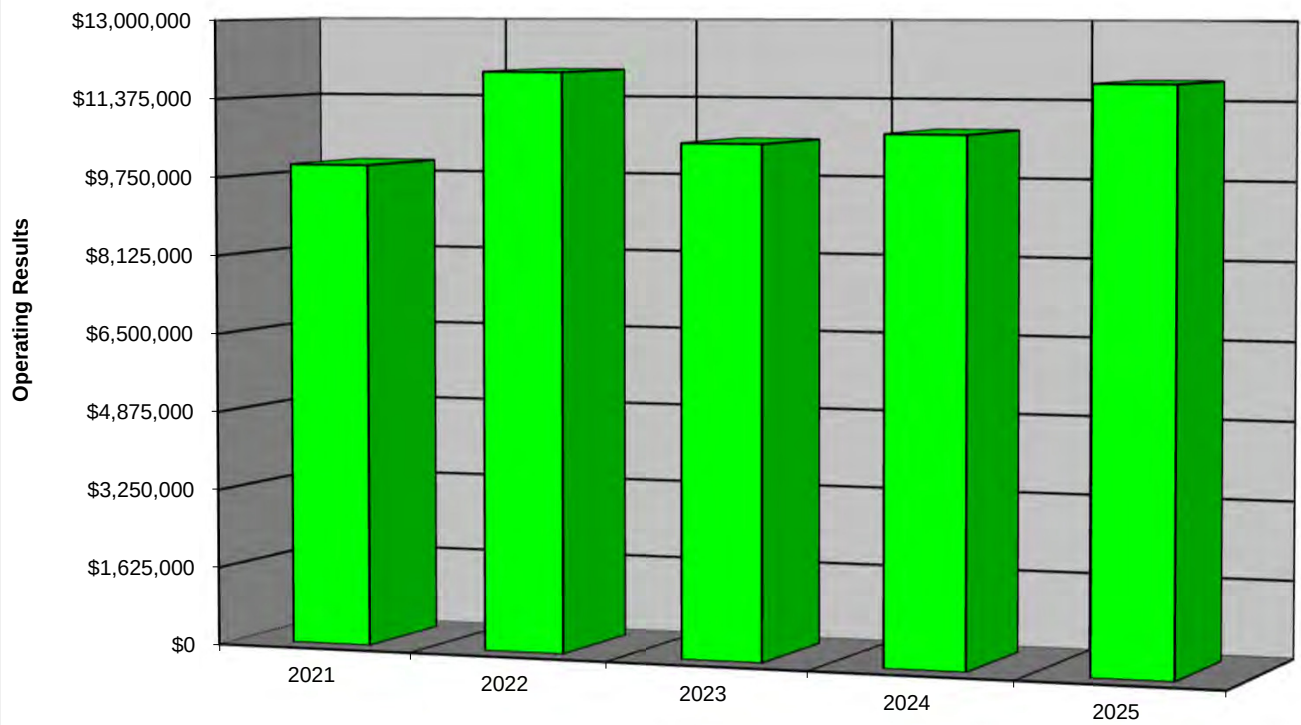
Indicator 16 Enterprise Fund Operating Results

Enterprise Fund operating results have increased by \$1 million overall since 2021. Water Fund revenues have increased \$2.7 million (28.2%) over the past five years as the result of rate increases and increased usage. The increased revenue is being used to fund debt service for the eastern raw water line project and to provide funding for general asset replacements. Since 2021, Sewer Fund revenue has increased \$2.9 million (25.4%) to offset contributions to the Harrisonburg-Rockingham Regional Sewer Authority and to provide funding for general asset replacements. Public Transportation Fund revenues increased \$1.6 million (27.4%) which is attributed to increased inter-governmental revenue during the COVID-19 pandemic. However, overall expenses also increased by \$1.8 million (32.8%) resulting in negative operating results in the Public Transportation Fund. Sanitation Fund revenues have increased \$226,000 (5.3%) while expenses increased \$551,000 (22.3%) which contributed to the minimal overall increase in Enterprise Fund operating results.

Enterprise Fund net income is the result of these funds covering the "user charge" for the services they render. If transfers from the General Fund substantially support an Enterprise Fund, the City should consider charging user fees or increasing the fees already charged. The figures shown below are for the City's primary government Enterprise Funds and reflect operating income (loss) and operating grants, less depreciation, amortization and one-time charges.

Description	2021	2022	2023	2024	2025
Enterprise Fund Operating Results (Nominal)	\$10,010,632	\$11,957,083	\$10,537,885	\$10,765,096	\$11,796,750

Enterprise Fund Operating Results



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Indicator 17 Unassigned Fund Balances

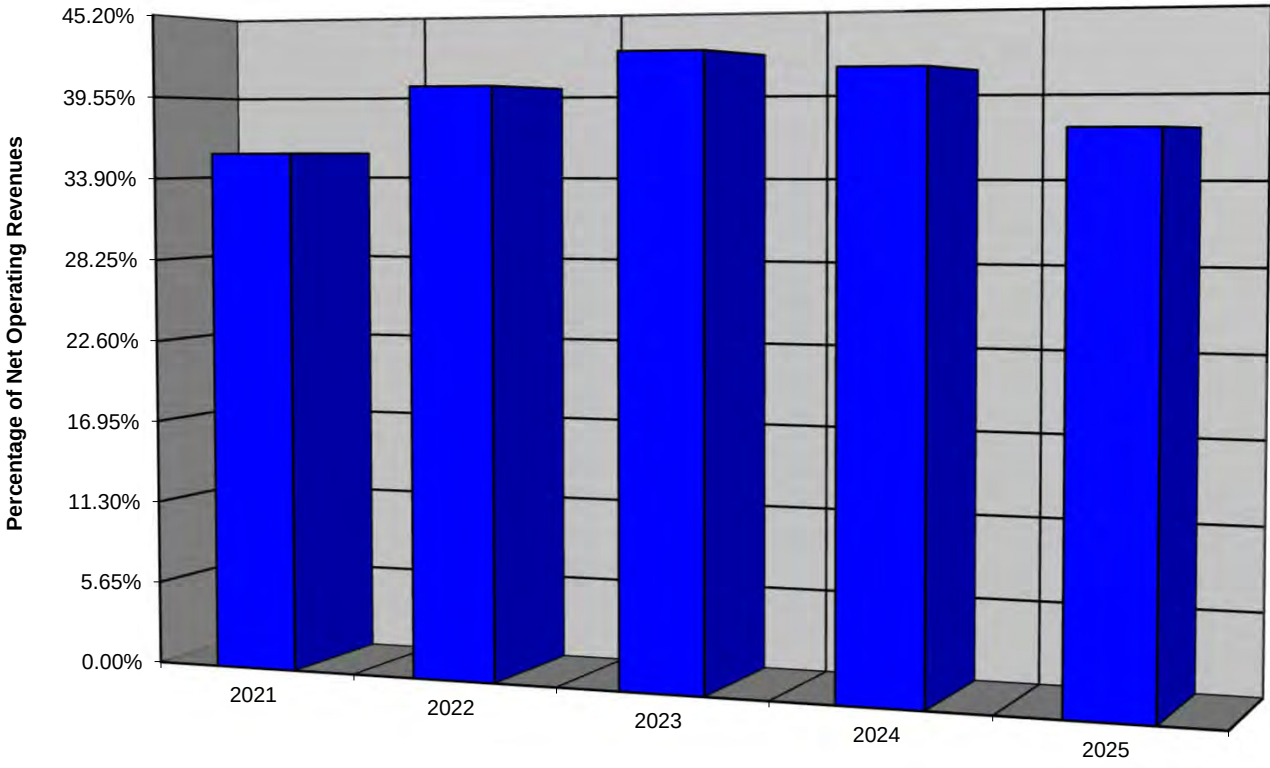
Maintenance of a sufficient unassigned fund balance allows local governments to have adequate funds on hand to operate throughout the year, including periods of low revenue collections. The size of the unassigned fund balance can affect the City's ability to withstand financial emergencies and short-term revenue losses due to actions by other levels of government. It can also be used to accumulate funds for capital purchases without incurring debt. An appropriate fund balance also helps in securing and maintaining better credit ratings, which results in lower borrowing costs. As a result, taxes and other user rates can be lower than otherwise would be necessary.

Rating agencies typically recommend local governments adopt a formal fund balance reserve policy and tend to look unfavorably on large swings in the percentage and especially on unplanned declines. A smaller balance may be justified by a long-term trend in annual budget surpluses. A much larger balance may be warranted, especially if budget revenues and expenses are economically sensitive or otherwise not easily forecasted. Decreasing fund balances are warning trends because the City may not be able to meet its future needs unless more revenues are generated. The City has taken a proactive approach to preserve the General Fund's unassigned fund balance through the adoption of the City's Financial Management Policies. It is the City's policy to maintain an unassigned fund balance of no less than fourteen percent of the General Fund budget plus adequate funds for working capital purposes, which is typically considered four percent.

Over the past five years, the unassigned fund balance for the General Fund increased from \$45.5 million to \$63.7 million in 2025. The increase in unassigned fund balance in 2022 was primarily from federal CARES Act funds allocated to the City, property tax and other local tax revenues exceeding budget projections, retaining unused school appropriations and a continued deferral of capital outlay due to the COVID-19 pandemic. The increases in 2023 and 2024 can be attributed to property tax and other local tax revenues exceeding budget projections, increased interest revenue and retaining unused school appropriations. The decrease in 2025 was largely due to continued use of unassigned fund balance for one-time capital funding.

Description	2021	2022	2023	2024	2025
General Fund Unassigned Fund Balance	\$45,459,532	\$53,108,748	\$63,065,854	\$66,374,744	\$63,695,162
General Fund Net Operating Revenues	\$127,614,850	\$132,281,327	\$148,882,182	\$161,058,773	\$170,540,571
General Fund Unassigned Fund Balance as a Percentage of Net Operating Revenues	35.62%	40.15%	42.36%	41.21%	37.35%

Unassigned Fund Balances (General Fund)



Indicator 18 Liquidity

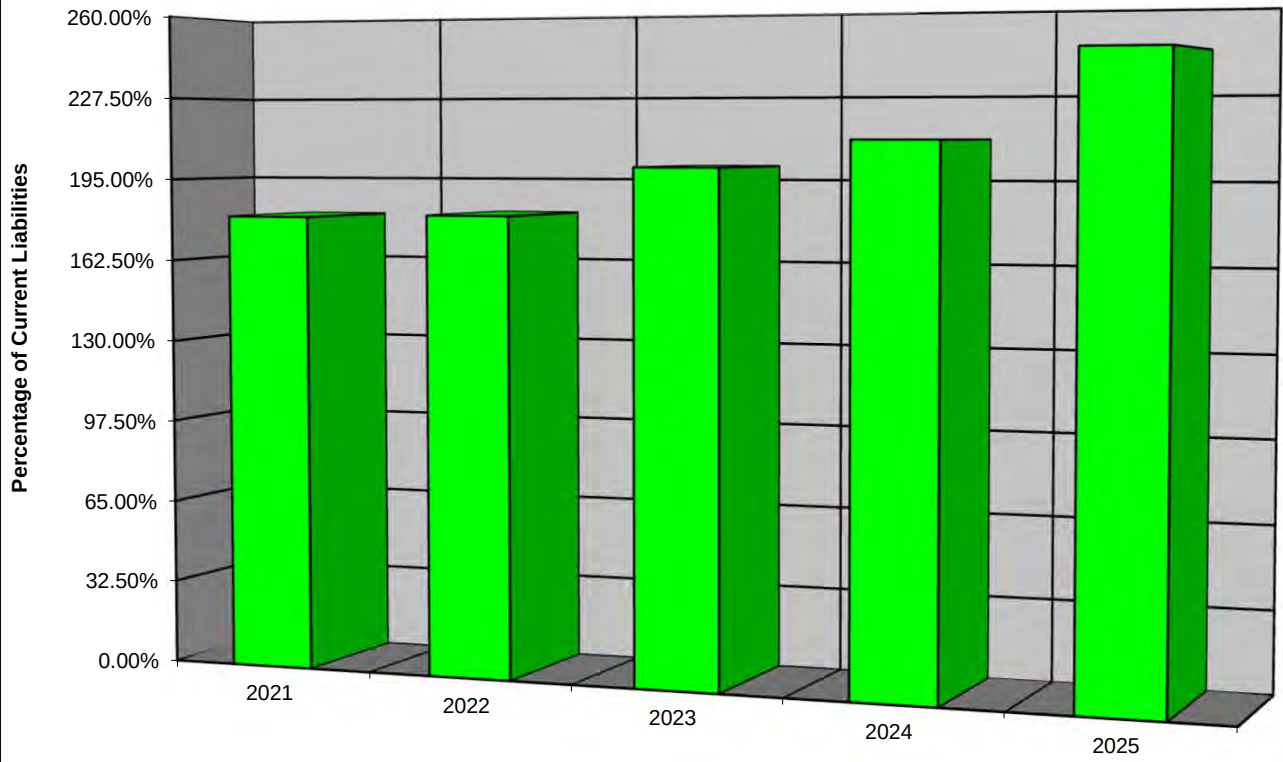
A good measure of a local government's short-term financial condition is its cash position. Cash position, which includes cash and short-term investments, determines a government's ability to pay its short-term obligations. The credit industry benchmark of less than a one-to-one ratio is considered a negative factor with three or more years being an extreme negative factor.

The City continues to be in a healthy cash position. The increases in the past three years have primarily been due to a combination of the General Fund's positive operating results from tax revenue significantly exceeding budget estimates, interest revenue exceeding budgeted revenue and unused school appropriations retained by the City. It should be noted that outstanding encumbrance balances have increased \$4.8 million since 2021. This is due to the delay in delivery of major equipment orders from continued supply chain issues. This in effect has allowed cash to be retained until the equipment is delivered and purchased, which has contributed to the increase in this indicator.

It is not uncommon for a city the size of Harrisonburg to experience fluctuations in its cash position over the course of a year. The ultimate goal is to manage cash effectively to prevent insolvency. The City has adopted cash management policies and procedures to prevent any unfavorable situations.

Description	2021	2022	2023	2024	2025
Cash and Cash Equivalents	\$79,182,876	\$104,519,201	\$112,627,360	\$118,195,333	\$109,173,490
Current Liabilities	\$43,901,521	\$57,610,873	\$56,192,756	\$56,014,236	\$44,588,506
Cash and Short-term Investments as a Percentage of Current Liabilities	180.36%	181.42%	200.43%	211.01%	244.85%

Liquidity



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Factor 4 Debt Indicators

The indicators developed under this factor are intended to aid the City in monitoring changes in debt structure. The overriding concern is to ensure that the City's outstanding debt does not exceed its ability to repay in a worst-case scenario. Specific considerations to be analyzed include determining whether or not debt is (1) proportional in size and rate of growth to its tax base, (2) extends past the useful life of the facilities it finances, (3) used to finance the operating budget, (4) requires repayment schedules that put excessive burdens on operating expenditures, and (5) so high as to jeopardize the City's credit rating.

Indicator 22, Overlapping Debt, was not developed because the City does not have overlapping debt.

Indicator 19 Current Liabilities

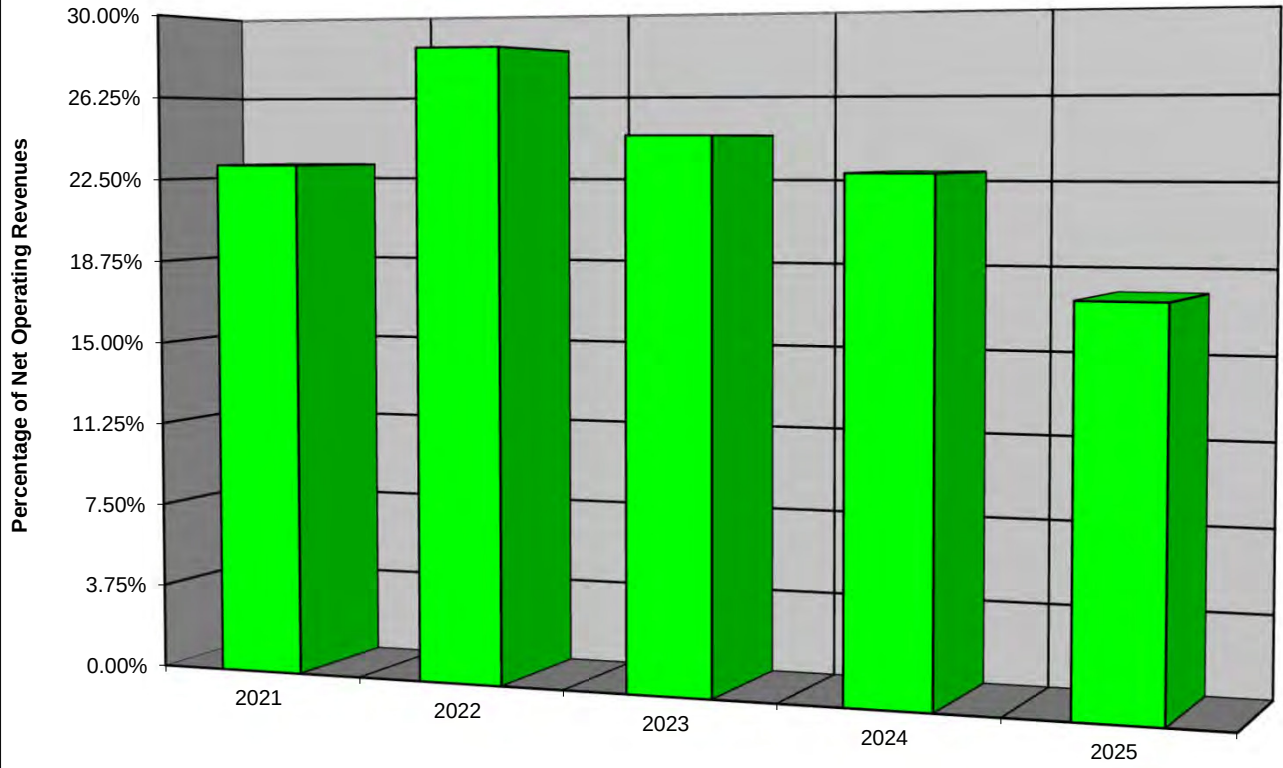
Current liabilities are the sum of all liabilities due at the end of the fiscal year and the principal on long-term debt that is due the following year. This indicator is mainly concerned with identifying whether increasing levels of short-term borrowing are being used to finance deficit spending and/or mask liquidity problems.

The warning trend identified by the Handbook is an increasing ratio of current liabilities to net operating revenues. This indicator has decreased since 2021 and is currently 17.66%. Current liabilities in 2021 and 2022 included a significant amount of the \$23.8 million in federal ARPA funds. As of the end of 2025, approximately \$21.1 million of the ARPA funds have been unexpended. The 2023 through 2025 indicator percentage decline can be attributed to the spend down of the ARPA funds and an increase in operating revenues.

Two credit industry benchmarks considered negative factors are (1) short-term debt outstanding at the end of the year exceeding five percent of operating revenues, and (2) a two-year trend of increasing short-term debt outstanding at the end of the fiscal year. The City does not have any short-term borrowings and is not in violation of either benchmark. The Handbook suggests adopting policies, which will prohibit these situations from occurring.

Description	2021	2022	2023	2024	2025
Current Liabilities	\$43,901,521	\$57,610,873	\$56,192,756	\$56,014,236	\$44,588,506
Net Operating Revenues	\$189,587,081	\$202,909,824	\$229,281,153	\$244,534,465	\$252,516,629
Current Liabilities as a Percentage of Net Operating Revenues	23.16%	28.39%	24.51%	22.91%	17.66%

Current Liabilities



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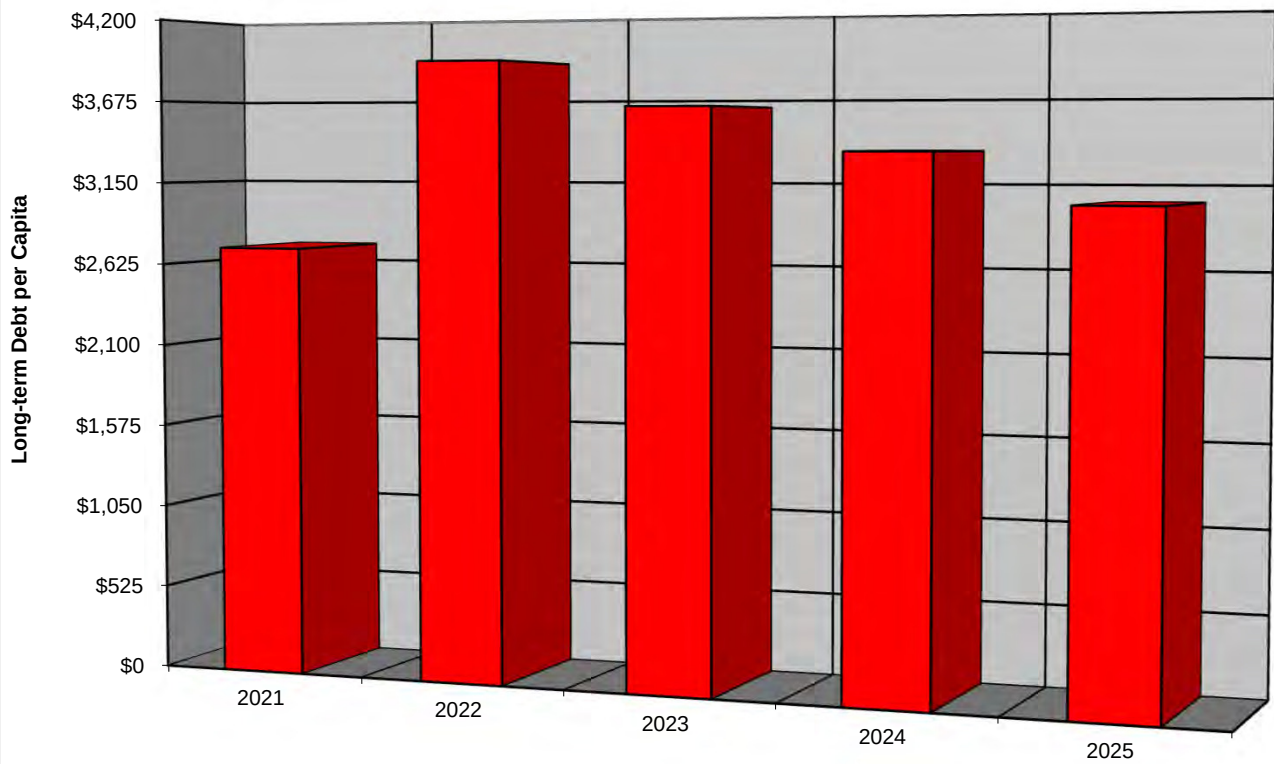
Indicator 20 Long-term Debt

This indicator is used to help assess whether local government resources are adequate to pay its long-term debt. This indicator is computed by comparing net direct general long-term debt to assessed real property valuation and also to population. The assessed valuation of real property in the City is used with the assumption that real property taxes will be the primary source of debt repayment.

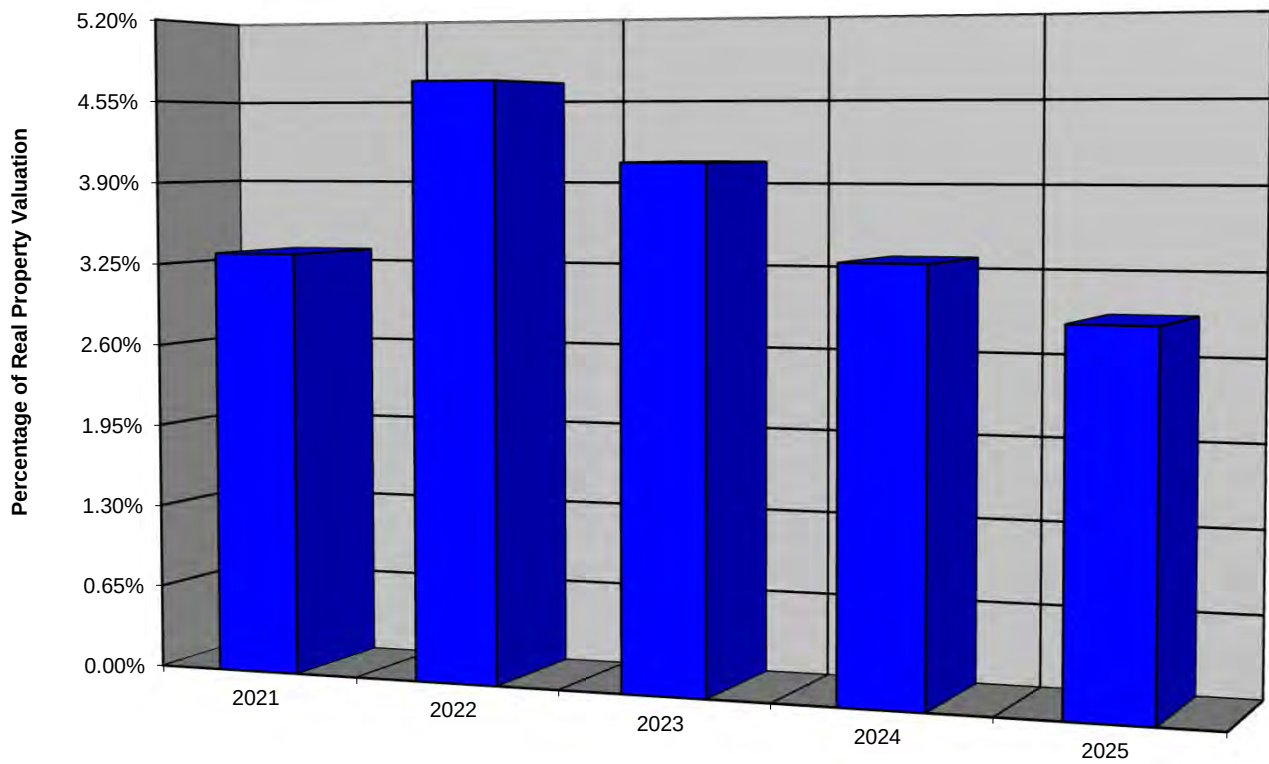
This indicator has decreased overall as a percentage of assessed real property valuation but has increased overall on a per capita basis. This indicator increased significantly in 2022 with the issuance of \$84.6 million in new debt for the construction of Rocktown High School with no new debt having been issued since 2022. It should also be noted that the City's assessed real property valuation has increased by \$1.4 billion (32.5%) over the past five years. The ICMA Handbook suggests that an increasing indicator is a warning trend, but it also points out that a credit industry benchmark warning signal is when debt exceeds 10% of assessed real property valuation. The City's ratio is currently 2.91%.

Description	2021	2022	2023	2024	2025
Long-term Debt	\$150,114,910	\$216,353,669	\$202,284,503	\$188,043,439	\$173,160,000
Population	54,892	55,220	55,700	55,990	56,879
Long-term Debt per Capita	\$2,735	\$3,918	\$3,632	\$3,359	\$3,044
Assessed Real Property Valuation	\$4,490,939,557	\$4,605,151,095	\$4,968,195,034	\$5,641,704,977	\$5,950,810,866
Long-term Debt as a Percentage of Assessed Real Property Valuation	3.34%	4.70%	4.07%	3.33%	2.91%

Long-term Debt per Capita



Long-term Debt as a Percentage of Real Property Valuation



Indicator 21 Debt Service

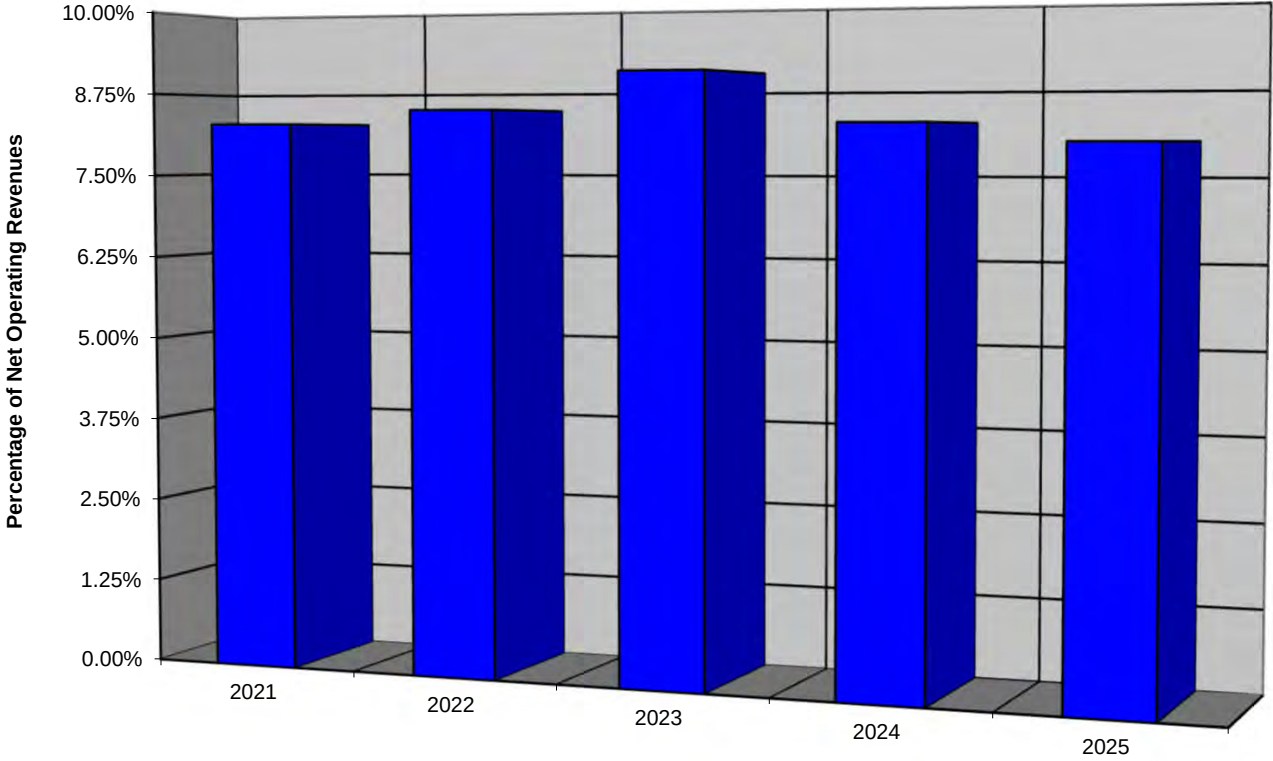
This indicator is determined by comparing the amount of the City's debt principal and interest payments for the year to its net operating revenues. The primary purpose of this indicator is to determine the effect of debt on the flexibility of expenditures, since debt service can be a major part of a government's fixed costs.

This indicator has decreased overall since 2021. The ICMA Handbook calls an increasing indicator a warning trend, but it also indicates that the credit industry warning benchmark is 20% with 10% considered acceptable. The indicator has remained below 10% during the past five years and is currently at 8.03%. Total debt service has increased \$4.6 million since 2021. The increase in 2023 was due to a full year of debt service payments from the \$84.6 million in new debt issued for the construction of Rocktown High School.

The policy implications are generally the same as those for Indicator 19 with the additional suggestion that the effect of debt service on annual fixed cost be analyzed prior to the issuance of bonded long-term debt.

Description	2021	2022	2023	2024	2025
Debt Service	\$15,703,053	\$17,230,196	\$20,753,950	\$20,291,748	\$20,270,790
Net Operating Revenues	\$189,587,081	\$202,909,824	\$229,281,153	\$244,534,465	\$252,516,629
Debt Service as a Percentage of Net Operating Revenues	8.28%	8.49%	9.05%	8.30%	8.03%

Debt Service



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Factor 5 Unfunded Liability Indicators

Unfunded liabilities are those which have been incurred prior to the balance sheet date, are not payable until a future date and for which reserves have not been set aside.

Pension and employee leave liabilities are the unfunded liabilities considered under this factor. Because the City has no policy control over the Virginia Retirement System, Indicators 23 and 24 relating to pension obligations and assets were not developed. Developing these indicators would not disclose any information, which is not already highlighted in the Defined Benefit Pension Plan note to the financial statements contained in the City's Comprehensive Annual Financial Report.

Indicator 25 Accumulated Employee Leave

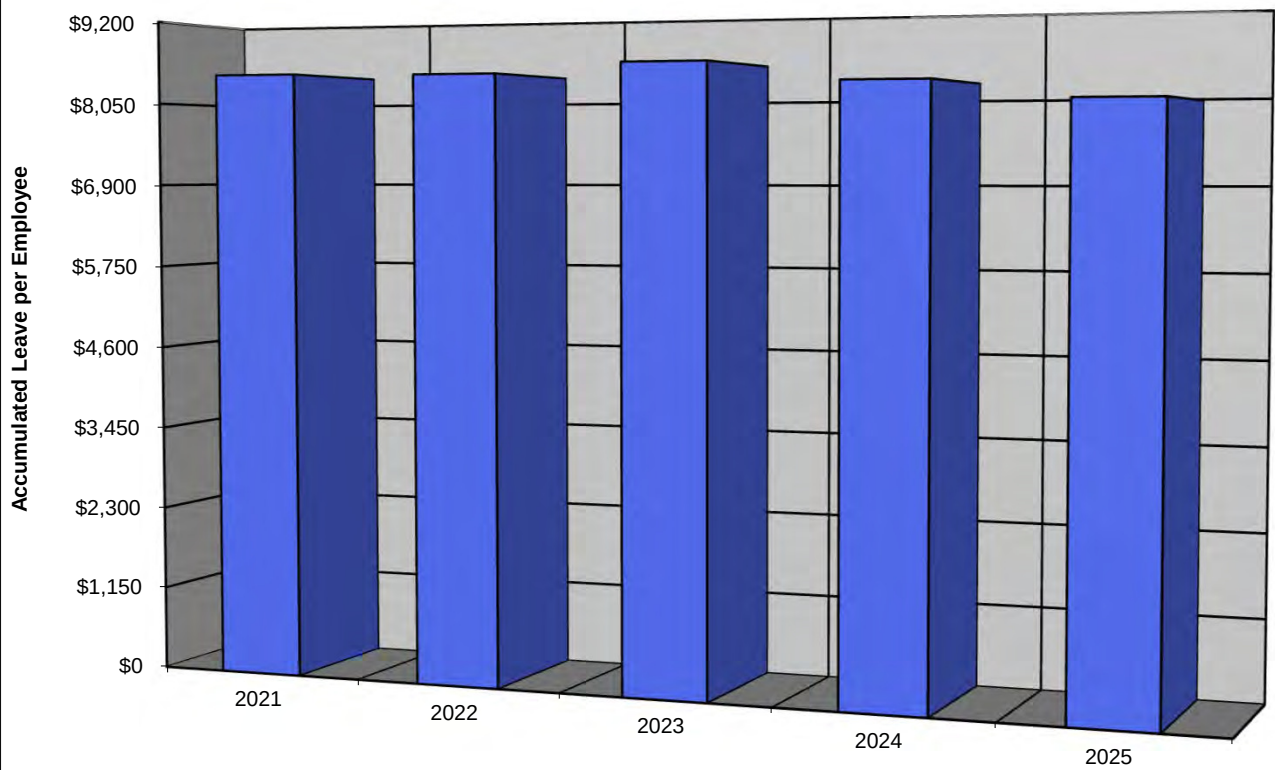
Accumulated employee leave is the dollar value of all unused vacation and sick leave benefits. This indicator has two basic impacts on the City. The initial impact represents an opportunity cost for work that an employee does not perform. The second impact occurs at the termination or retirement of an employee when an expenditure is recorded for the payment of any unused vacation or sick leave. The second situation typically has the greatest implications for local governments. As employee leave accumulates, these payments are effectively postponed and the impact on future budgets increase.

The indicator shows an overall decrease since 2021. Effective January 1, 2014, the City implemented a Paid Time Off (PTO) leave plan for new hires as part of the VRS hybrid retirement plan. The PTO leave plan essentially reduced both the hours earned by employees and the allowable annual carryover hours. With the revision of the City's leave plan in October 2025, it is anticipated that this indicator will begin to increase in future years.

The City maintains a limit on the amount of annual leave accrued and PTO leave an employee may carry forward each calendar year. Sick leave accumulation is unlimited, but the amount that the City pays in the event an employee leaves employment is capped based on years of service. This type of leave policy is normal practice for Virginia local governments.

Description	2021	2022	2023	2024	2025
Accumulated Employee Leave	\$4,708,213	\$4,621,908	\$5,149,682	\$5,237,226	\$5,455,516
Full-time Employees	558	549	602	632	679
Accumulated Leave per Employee	\$8,438	\$8,419	\$8,554	\$8,287	\$8,035

Accumulated Employee Leave



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Factor 6 Capital Plant Indicators

Much of a corporation's wealth is invested in fixed long-term assets, such as property, plant, and equipment; much of a city's asset base is reflected in capital assets such as streets, buildings, and heavy equipment. While the City does not use these assets to support profitable enterprise, the assets support the quality of life Harrisonburg residents have come to expect. These assets must be properly maintained or there may be undesired consequences. If, for example, the City does not maintain its streets, not only will taxpayers complain, but also the community will be less attractive to the businesses that the City is encouraging to relocate to Harrisonburg.

Like many types of preventive maintenance, the cost of maintaining the asset is usually less than the costs of prematurely replacing the asset. Unfortunately, when revenues are tight and demands for services are high, the temptation to defer capital expenditures is great. A locality can get away with this for a year or so to temporarily ease its financial pressures. But if the City defers these expenditures for too long of a period, roads and sidewalks can become unsafe, property values can decline (leading to a decline in revenues), and the eventual cost of repairing or replacing the asset can become enormous. Developing the indicators described in this factor can help City officials determine if they are investing enough in its capital plant.

Indicator 26, Maintenance Effort, was not developed. It is extremely difficult to determine which amounts of maintenance of assets were actually maintenance expenditures and which were administrative, beautification or other expenses. Further, it is felt that this is not a problem area given the condition of the City's streets, parks, and other assets.

Indicator 27 Capital Outlay

Capital outlay refers to expenditures from general operating funds for operating equipment that is expected to last more than one year, for example a dump truck or a computer system. This indicator also includes expenditures for street repaving. It does not include expenditures on capital construction projects such as streets or bridges.

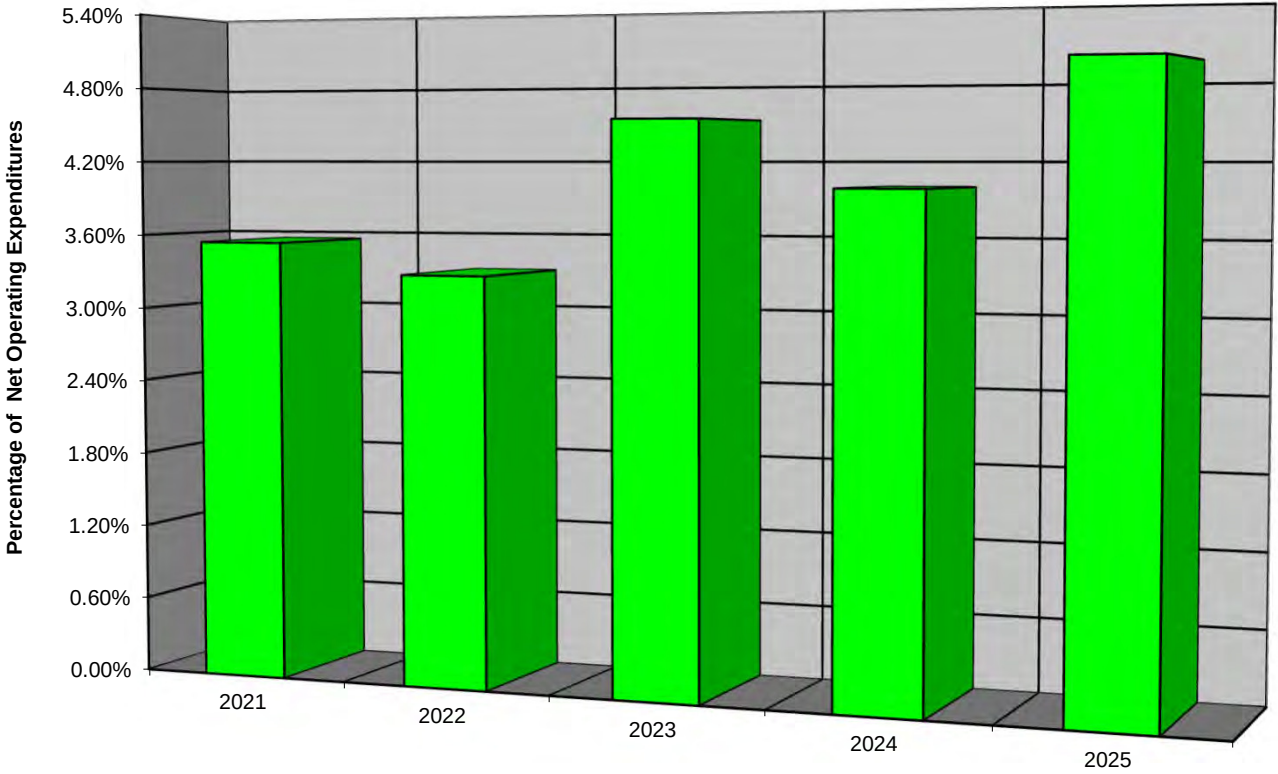
Capital outlay needs to be included in the budgeting process because equipment such as vehicles wear out and equipment like computer systems can become obsolete (or inefficient). Just as with maintenance efforts, during periods of low revenue, a city may postpone these expenditures for a year to focus on providing services, but there can be major costs associated with continual postponement. For instance, the decision not to purchase new vehicles may result in service trucks that spend more time in the shop than performing the operations for which they were originally purchased.

This indicator has increased overall since 2021. In 2021, due to reduced revenue projections as a result of the COVID-19 pandemic, the City significantly curtailed capital outlay to only essential needs. In 2023, the increase can largely be contributed to the timing of street paving expenditures. It should be noted that outstanding encumbrance balances have increased \$4.8 million since 2021. This is partially due to the delay in delivery of major equipment orders from continued supply chain issues.

It is especially important to examine the overall trend in this indicator. If a city purchases a whole fleet of vehicles in one year, the next year's capital outlay is likely to be low. This is not a warning trend, but a three or more year decline in capital outlay as a percentage of net operating expenditures could be considered a warning trend.

Description	2021	2022	2023	2024	2025
Capital Outlay	\$6,346,747	\$6,162,949	\$9,480,918	\$8,920,837	\$12,226,198
Net Operating Expenditures	\$178,987,822	\$186,735,001	\$209,184,105	\$222,935,298	\$245,388,678
Capital Outlay as a Percentage of Net Operating Expenditures	3.55%	3.30%	4.53%	4.00%	4.98%

Capital Outlay



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Factor 7 Community Needs and Resources

The indicators developed under this category encompass a number of characteristics of the community. These indicators may or may not be important when considered alone, but they often help to explain the trends observed in other indicators. The indicators may also help determine whether or not to change some of the City's policies. For example, a decline in personal income may lead to a decrease in spending at restaurants and retail businesses, which will result in lower than expected tax revenues for the City. If unemployment rates have increased, the City could reexamine its tax rates and policies. Due to the difficulty in obtaining timely and accurate data, the following indicators were not developed:

Indicator 29, Population Density

Indicator 30, Population under 18 and over 64

Indicator 32, Poverty Households

Indicator 35, Home Ownership

Indicator 36, Vacancy Rates

Indicator 37, Crime Rates

Indicator 28 Population

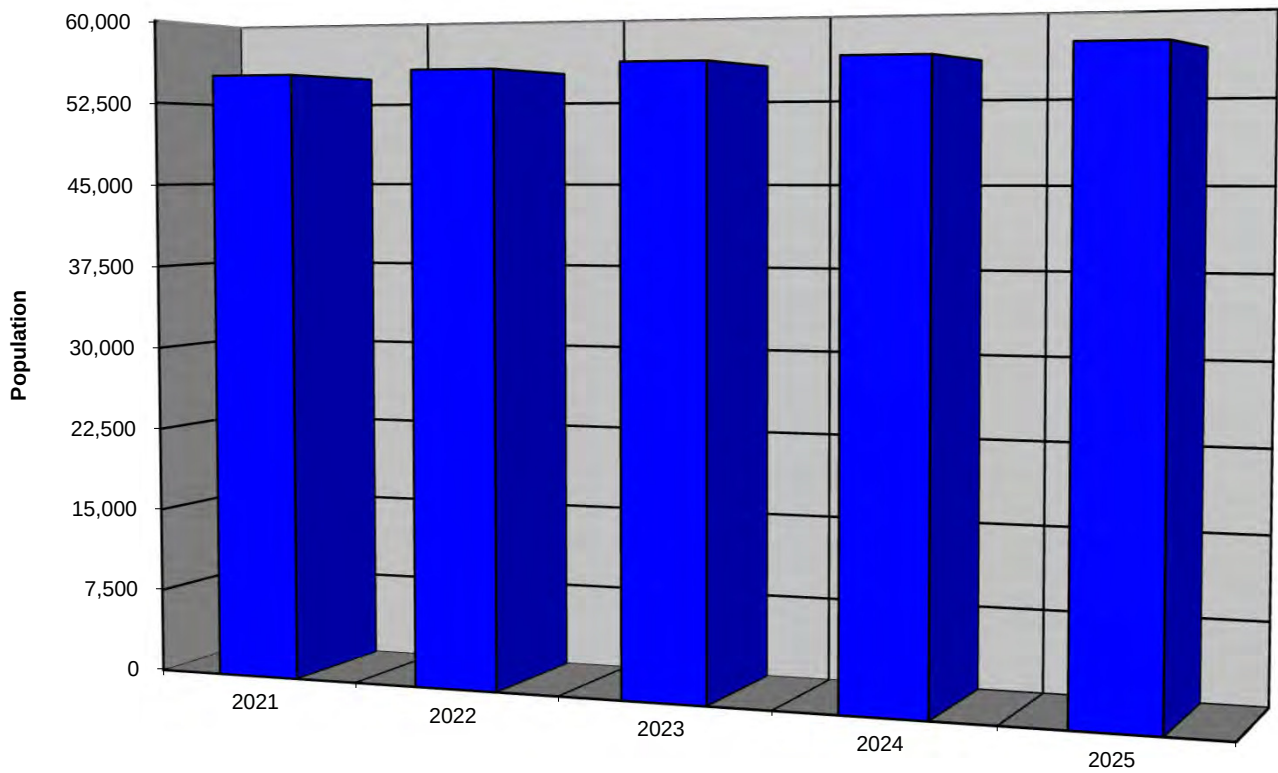
Harrisonburg has experienced a population increase of 1,987 (3.6%) over the past five years. This raises several interesting questions. Will the City's historical population increase return or will the growth rate continue to subside. If the City's population does increase, how long will the City's infrastructure support the growth? Will job growth keep pace? Is there sufficient undeveloped real estate to permit future development or will increased competition for housing drive housing prices artificially high? How will JMU's continued expansion affect the City's ability to sustain this growth?

Rapid changes in population size can have significant effects on a city's short-term and long-term financial health. For example, a rapid increase can cause the City to invest heavily in roads and schools or hire additional employees. If this trend is reversed, the City may be left with too large an asset base for its population. If the population is increasing due to young families with children, the City can expect its expenditures to increase rapidly for the foreseeable future. Conversely, if expansion is due to an influx of professionals, it is likely that revenues will increase at a higher rate than expenditures.

Description	2021	2022	2023	2024	2025
Population	54,892	55,220	55,700	55,990	56,879

Source: Weldon Cooper Center for Public Service

Population



Indicator 31 Personal Income per Capita

Personal income per capita is important to local government. When personal income is high, the City can generate higher tax revenues. Individuals with high personal income generally require less in the way of services from the City. Further, the distribution of income is important. A city with a large middle class and a small standard deviation of income will face different fiscal challenges than a city with a small number of wealthy residents and a large number of low-income families, even though the two cities may have similar per capita income figures.

This indicator has shown an increase in nominal dollars over the past five years of 25.5%. There are several possible explanations for this increase. First, favorable economic conditions in the City could be increasing personal income. Second, since the population is also increasing, the population moving in may have higher personal income than those moving out. Third, an increase in the cost-of-living due to inflationary pressures could be pushing personal income higher. Fourth, the Commonwealth of Virginia has been increasing the minimum wage rate over the past several years, which could also be attributing to higher personal income. In constant dollars, this indicator has increased 3%. This would indicate that over 77% of the nominal dollar growth was due to inflation.

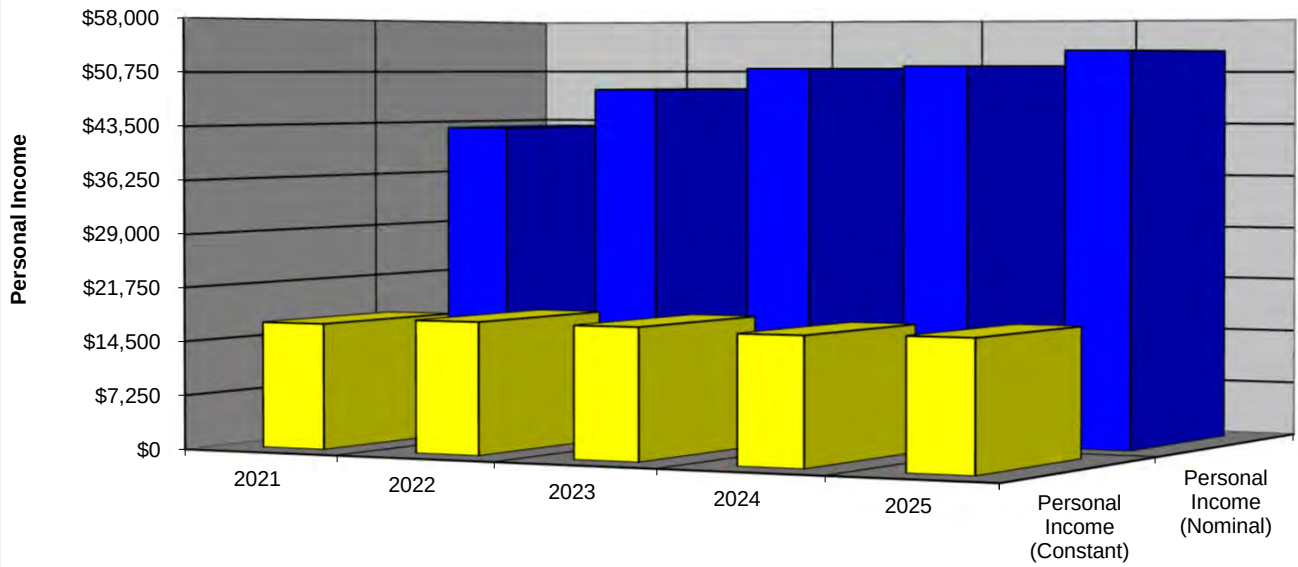
In 2025, the Harrisonburg Metropolitan Statistical Area (HMSA) personal income per capita of \$53,670 ranked 66th overall in the state, which was 69.4% of the \$77,351 state average. The HMSA was 73.3% of the \$73,204 national average. It should be noted that the large number of college students that reside within the City tends to depress the per capita income figures.

Description	2021	2022	2023	2024	2025
Personal Income per Capita (Nominal) ^a	\$42,773	\$48,241	\$51,204	\$51,573	\$53,670
CPI for the Area (1982-84=1.000)	2.532	2.726	2.910	3.014	3.085
Personal Income per Capita (Constant)	\$16,893	\$17,697	\$17,596	\$17,111	\$17,397

Source: Bureau of Economic Analysis

^a Amounts are for the Harrisonburg Metropolitan Statistical Area.

Personal Income per Capita



Indicator 33 Property Value

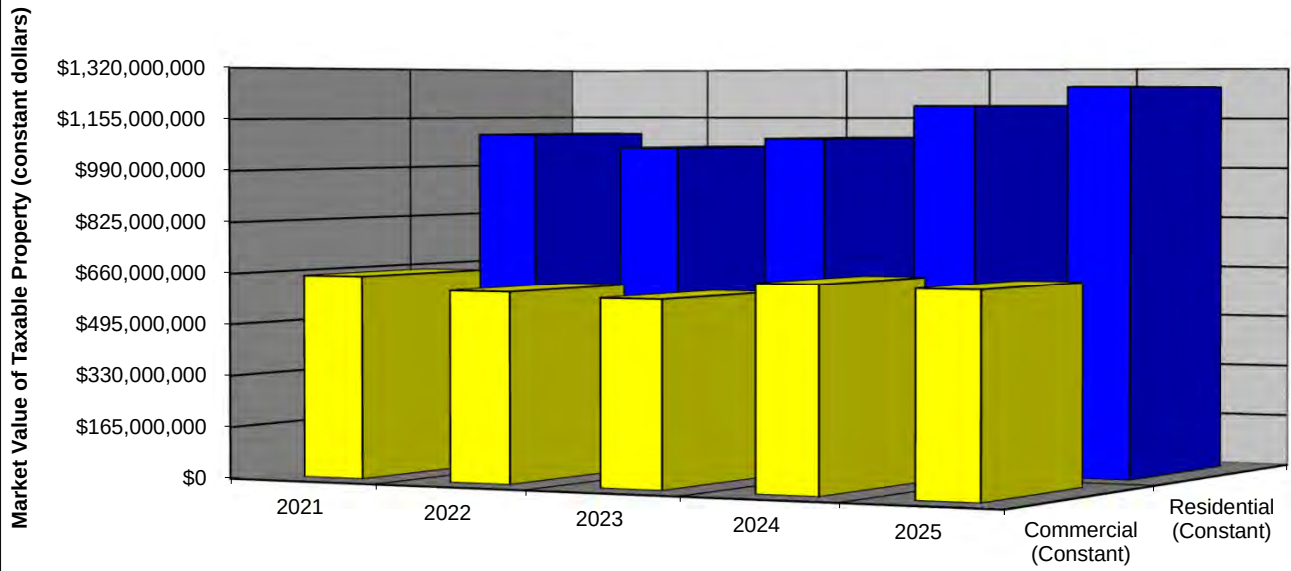
Property value is an important indicator since property taxes are such an important component of the City's revenues. The five-year market value for residential property has increased in nominal dollars by 39.6% (20.6% in constant dollars). The market value for commercial/industrial property has increased in nominal dollars by 14.6%. Due to inflationary pressures over the past couple of years, constant dollar market values of commercial/industrial properties have remained relatively unchanged since 2021.

If property values increase too fast, problems may result. If values rise faster than personal income or prices in general, more citizens, especially those on fixed incomes, may be unable to pay their taxes. The increase in value of commercial/industrial property (and resulting taxes) may cause companies to relocate to Rockingham County or even out of the area. Further, housing prices that are artificially high may deter people or companies from locating in the City.

Description	2021	2022	2023	2024	2025
Market Value of Taxable Residential Property (Nominal)	\$2,782,886,650	\$2,879,333,087	\$3,169,133,064	\$3,608,930,931	\$3,884,248,846
Market Value of Taxable Commercial Property (Nominal)	\$1,649,108,907	\$1,663,457,156	\$1,734,399,851	\$1,963,487,601	\$1,988,751,650
CPI for the Area (1982-84=1.000)	2.532	2.726	2.910	3.014	3.085
Market Value of Taxable Residential Property (Constant)	\$1,099,086,355	\$1,056,248,381	\$1,089,049,163	\$1,197,389,161	\$1,259,075,801
Market Value of Taxable Commercial Property (Constant)	\$651,306,835	\$610,219,059	\$596,013,695	\$651,455,740	\$644,652,075

Source: City of Harrisonburg Commissioner of the Revenue

Property Value



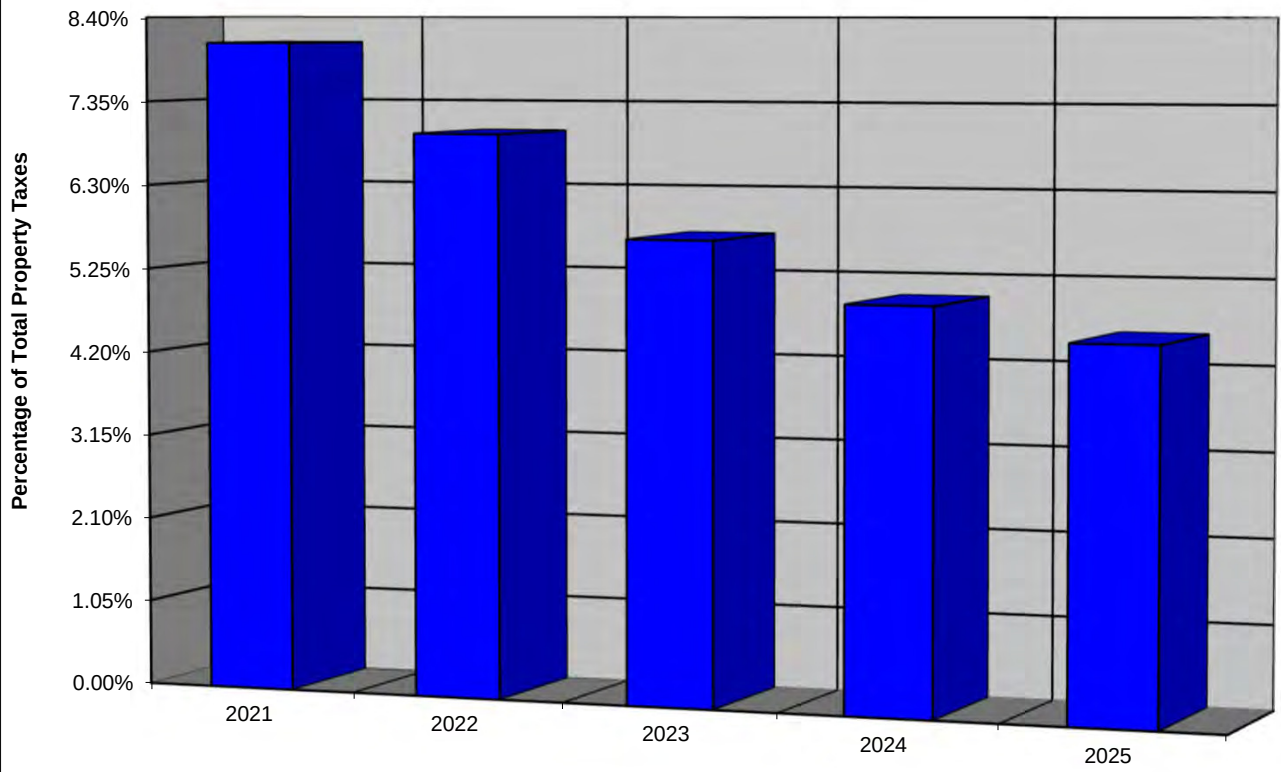
Indicator 34 Top Five Property Taxpayers

This indicator measures the concentration of the property tax base in the City. Since a diverse property tax base is essential to the health of any local government, this indicator can help analyze the vulnerability of the City to the fortunes of a few taxpayers. If a local government relies heavily on a few taxpayers for property taxes, it is vulnerable to any changes in these taxpayers' assessments. Bond rating agencies use this indicator to determine the degree of concentration within the locality. This concentration of revenue, in a few sources, raises the same concerns initiated by Indicator 3, Intergovernmental Revenues. Generally, local government may have cause for concern if the top five taxpayers hold more than twenty percent of the property tax base.

Overall, this indicator has decreased since 2021. Currently, the top five taxpayers comprise 4.57% of the property tax base. This indicates a low reliance on the top five property taxpayers showing an overall diverse property tax base. This overall decrease is primarily attributed to the top property taxpayer in 2021 having dropped out of the top five taxpayers in 2025.

Description	2021	2022	2023	2024	2025
Top Five Taxpayers	\$4,375,225	\$4,009,433	\$3,687,380	\$3,615,418	\$3,606,338
Total Property Taxes	\$54,116,941	\$57,484,253	\$64,571,060	\$72,722,849	\$78,973,936
Top Five Taxpayers as a Percentage of Total Property Taxes	8.08%	6.97%	5.71%	4.97%	4.57%

Top Five Property Taxpayers



Indicator 38 Unemployment Rate

A stable base of employment is vital to a city. In the short-term, a high level of unemployment may result in lower revenues, increased delinquency on taxes, and higher expenditures. A low level of unemployment may discourage new businesses from locating to the City due to labor shortages. The long-term implications are more serious. If unemployment rates bounce up and down, the City will have much greater difficulty accurately forecasting its revenues, expenditures, and capital needs, making long-range planning difficult. Additionally, it gives the impression of overall economic instability, making Harrisonburg less attractive to an individual or business thinking of relocating.

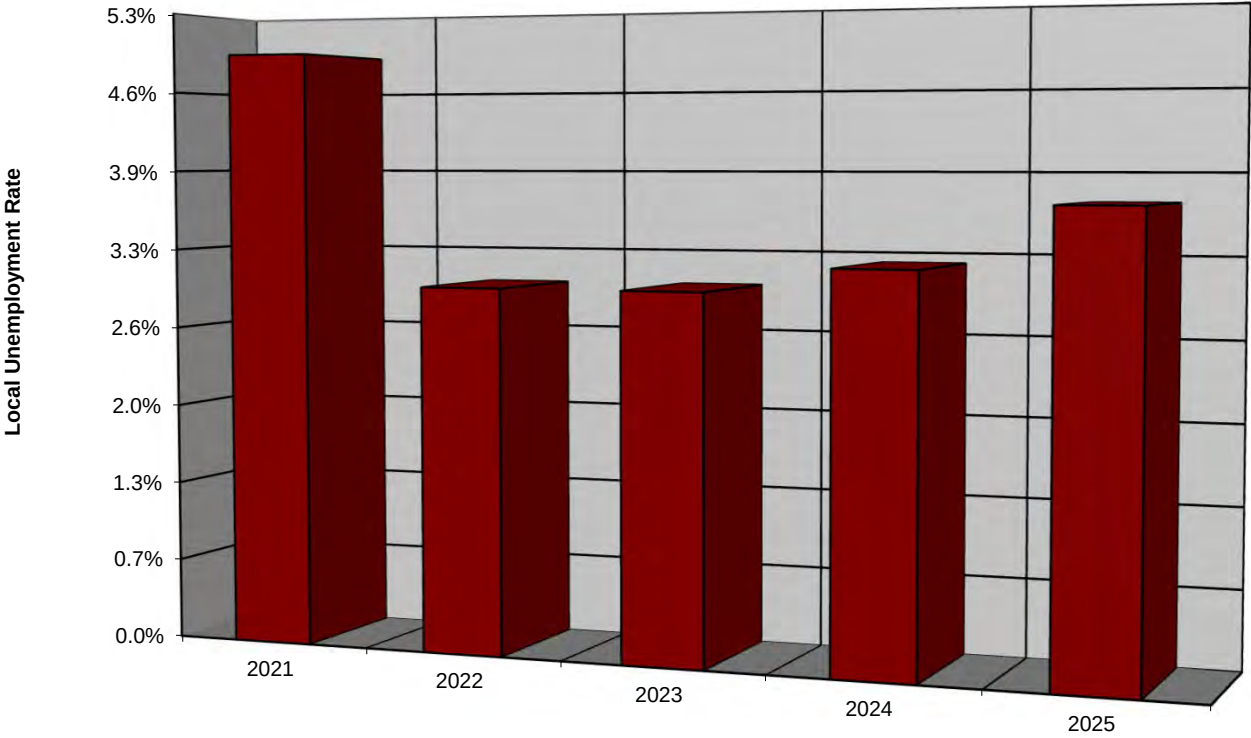
The unemployment rate measures the number of residents who are unemployed; it does not consider whether those who are employed work in Harrisonburg or elsewhere in the region. Of course, there are limitations to the unemployment rate. People who are employed part-time or who are otherwise "underemployed" are still considered employed for statistical purposes. People who have stopped looking for work are no longer considered unemployed and are not counted as part of the workforce. Consequently, the unemployment rate can be misleading.

The COVID-19 pandemic had a significant impact on the local economy in 2021, particularly the restaurant and hospitality industries, which in turn increased the unemployment rate. The 2025 local unemployment rate of 3.7% continues to indicate strong employment over the past four years. As the following table shows, the City's unemployment rate is higher than the state unemployment rate but lower than the national unemployment rate.

Description	2021	2022	2023	2024	2025
Local Unemployment Rate	4.9%	3.0%	3.0%	3.2%	3.7%
State Unemployment Rate	5.4%	2.9%	2.7%	2.8%	3.1%
National Unemployment Rate	6.9%	4.2%	3.5%	3.8%	4.2%

Source: Virginia Labor Market Information, Bureau of Labor Statistics

Unemployment Rate



Indicator 39 Business Activity

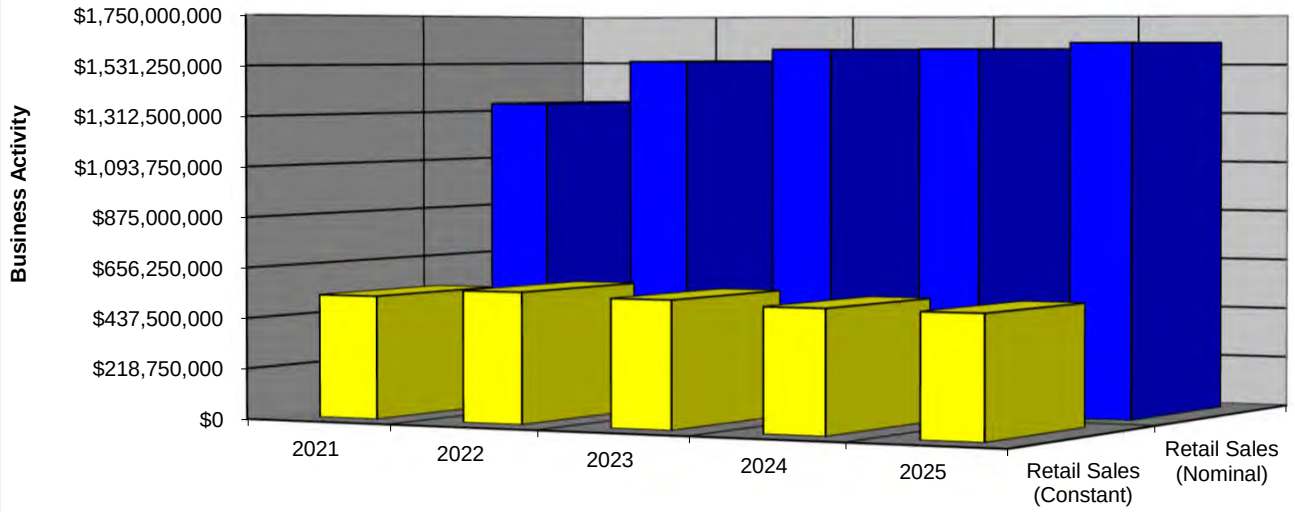
Growth in business activity is generally a sign of a healthy local economy. There are several measures of business activity. It has been chosen to develop retail sales since local sales taxes and restaurant food taxes are important components of the City's revenues.

The general economic environment continues to improve since 2021 as evidenced by the retail sales data. Overall, retail sales have increased 20.7% in nominal dollars (but decreased 1% in constant dollars) over the past five years, showing that a significant portion of the increase in retail sales can be attributed to inflation.

Description	2021	2022	2023	2024	2025
Retail Sales (Nominal)	\$1,350,241,272	\$1,543,887,582	\$1,599,451,726	\$1,601,834,606	\$1,630,205,174
CPI for the Area (1982-84=1.000)	2.532	2.726	2.910	3.014	3.085
Retail Sales (Constant)	\$533,270,645	\$566,356,413	\$549,639,768	\$531,464,700	\$528,429,554

Source: Virginia Department of Taxation

Business Activity



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Conclusion

Overall, the City appears to be in sound financial condition when looking collectively at the trends for all of the developed indicators. Credit rating agencies have developed benchmarks on six of the indicators within the Financial Trend Monitoring System. The City has exceeded one of the credit industry benchmarks upon review of the 5-year trend information. Of the twenty-six indicators that were developed, each has a defined warning trend. The City has five indicators that qualify as constituting a warning trend. The following list summarizes the significant trends that match the ICMA definition of a warning trend.

Credit Industry Benchmarks

1. **Indicator 20 – Long-term Debt** – One of the negative credit industry benchmarks for long-term debt is an increase of 20% over the previous year as a percentage of assessed real property valuation. Due to the issuance of new debt for the construction of Rocktown High School, this benchmark increased 40.7% in 2022.

ICMA Warning Trends

1. **Indicator 7 – Current Year Uncollected Property Taxes** – The warning trend is an increasing amount of uncollected property taxes as a percentage of net property tax. This trend has increased overall since 2021. However, uncollected property taxes as a percentage of total property taxes are 2.49%, which is below the five to eight percent that credit rating agencies consider to be a negative factor.
2. **Indicator 10 – Net Operating Expenditures per Capita** – The warning trend is increasing net operating expenditures per capita (constant dollars). This indicator has shown a trend of increasing expenditures per capita from 2022 through 2025.
3. **Indicator 12 – Employees per Capita** – The warning trend is an increasing number of employees per capita. During the past five years there has been a 5.2% increase in full-time equivalent employees per capita.
4. **Indicator 15 – Operating Surplus (Deficit)** – The warning trend is decreasing operating surpluses as a percentage of net operating revenues. This indicator has shown decreasing operating surpluses since 2021 with an operating deficit in 2025. However, the operating surpluses in 2021 and 2022 were significantly larger than normal as the City's revenues recovered from the COVID-19 pandemic and far outpaced budget projections.
5. **Indicator 38 – Unemployment Rate** – The warning trend is increasing rate of unemployment. This indicator has shown a trend of increasing unemployment from 3% in 2022 to 3.7% in 2025.

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