



HISTORIC
FRANKLIN
TENNESSEE

BUDGET & FINANCE
ITEM #7
9-11-14

MEMORANDUM

DATE: September 4, 2014

TO: Board of Mayor and Aldermen

FROM: Eric Stuckey, City Administrator
Russell Truell, Assistant City Administrator
Mike Lowe, Comptroller

SUBJECT: Consideration of Resolution 2014-64, Resolution to Update Fund Balance Policy of the General Fund

Purpose

The purpose of this memo is to provide information to the Franklin Board of Mayor and Aldermen (BOMA) concerning an update to the Fund Balance Policy for the General Fund.

Background

There are two (2) changes proposed to the Fund Balance Policy of the General Fund:

1. The primary change is to incorporate a capital funding initiative that was first proposed during the 2015 budget presentation and discussed at the Budget and Finance Committee in July. This initiative would provide reserves above 45% of General Fund budgeted expenditures to be available for capital projects. At the time, the amount was estimated at \$5.7 million.
2. Also, terminology is added to bring the policy in compliance with Governmental Accounting Standards Board (GASB) Statement 54 pertaining to fund balance reporting.

The proposed changes are highlighted in the updated policy attached (capital funding initiative in yellow; terminology in gray).

Financial Impact

No impact to fund balances in the General Fund upon adoption of the policy update. However, fund balance reserves in the General Fund would be reduced upon utilization of the funds for capital projects.

Based on the 2014 ending budgeted expenditures of \$57,126,958, 45% of this amount is \$25,707,131. Preliminary year-end results show the fund balance for the General Fund to be in excess of \$32 million. (Please note: Staff is recommending in the 2015 1st quarter amendments that collections for In Lieu of Park Land funds of \$2.2 million be transferred from the fund balance in the General Fund to its own fund which would reduce the fund balance above 45%).

Options

Approve or disapprove the proposed policy update.

Recommendation

Staff recommends approval of this update.

RESOLUTION 2014-64

A RESOLUTION OF THE BOARD OF MAYOR AND ALDERMEN TO UPDATE THE FUND BALANCE POLICY OF THE GENERAL FUND TO INCORPORATE A CAPITAL FUNDING INITIATIVE AND ADD TERMINOLOGY FROM GASB STATEMENT 54 ON FUND BALANCE REPORTING.

WHEREAS, the City of Franklin, by action of the Board of Mayor and Aldermen on May 12, 2009, adopted a fund balance policy for emergency, contingency, cash flow stabilization, and various insurance reserve funds of the General Fund, and

WHEREAS, on August 28, 2012, the Board of Mayor and Aldermen adopted Resolution 2012-44, an addendum to the policy for use and replacement of these funds, and

WHEREAS, the Board of Mayor and Aldermen wishes to continue this policy and its addendum, and

WHEREAS, the Board of Mayor and Aldermen wishes to update the policy to incorporate a capital funding initiative, and

WHEREAS, the Board of Mayor and Aldermen wishes to also update the policy to add terminology from Governmental Accounting Standards Board (GASB) Statement 54 on fund balance reporting.

NOW, THEREFORE, BE IT RESOLVED, by the Board of Mayor and Aldermen for the City of Franklin as follows:

Section 1. That this Fund Balance Policy update is hereby adopted to incorporate a capital funding initiative.

Section 2. That the Resolution shall be effective upon adoption.

IT IS SO RESOLVED AND DONE on this _____ day of _____, 2014.

ATTEST:

CITY OF FRANKLIN, TENNESSEE

By: _____
Eric Stuckey
City Administrator

By: _____
Ken Moore, M.D.
Mayor

CITY OF FRANKLIN

T E N N E S S E E

General Fund Fund Balance Policy

Policy Adopted by Board of Mayor & Aldermen, May 12, 2009

Addendum Adopted by Board of Mayor & Aldermen, August 28, 2012

Policy Update Adopted by Board of Mayor & Aldermen, _____

**City of Franklin
General Fund
Fund Balance Policy**

Objectives for Establishing the Fund Balance Policy

The Fund Balance Policy is intended to provide guidelines during the preparation of and deliberations on the annual budget to ensure that sufficient reserves are maintained for unanticipated expenditures or revenue shortfalls and to preserve flexibility throughout the fiscal year to make adjustments in funding for programs approved in connection with the annual budget. The Fund Balance Policy should be established based upon a long-term perspective recognizing that stated thresholds are considered minimum balances. The objective of establishing and maintaining a Fund Balance Policy is for the City to be in a strong fiscal position that will be better able to weather negative economic trends. Factors for maintaining sufficient Fund Balance include the ability to:

- Maintain covenants of third party agreements;
- Provide funds for enacted Ordinances and Resolutions of the Board of Mayor and Aldermen;
- Mitigate State budget actions that may reduce City revenue;
- Absorb liability settlements;
- Mitigate economic downturns that the City may face in the future;
- Front-fund or completely fund, if necessary, disaster costs or costs associated with emergencies.
- Fund the City's expenditures and debt service payments during the first few months of the year before traditional revenues are realized;
- Fund non-recurring expenses identified as necessary by the Board of Mayor and Alderman
- Fund one-time capital expenses identified as necessary by the Board of Mayor and Alderman

The Fund Balance will consist of three funds: the Reserve Fund, the Designated Fund, and the Undesignated/Unreserved Fund:

- **The Reserve Fund** consists of funds that are mandated by a third party through laws, regulations, and other legal requirements to be used for a specific purpose. There is no minimum percentage requirement for this account. *(For the purposes of compliance with Governmental Accounting Standards Board Statement No. 54, all non-spendable and restricted components of fund balance are included within the Reserve Fund)*
- **The Designated Fund** consists of funds set aside by the Board of Mayor and Aldermen by ordinances or resolutions for specific purposes. There is no minimum percentage requirement for this account. *(For the purposes of compliance with Governmental Accounting Standards Board Statement No. 54, all committed, and some assigned components of fund balance are included within the Designated Fund)*

- **The Undesignated/Unreserved Fund** consists of three accounts: the Capital Funding Account, the Financial Stabilization Account, and the Surplus Account.
 - **The Capital Funding Account** as set forth in this policy will consist of amounts in excess of 45% of General Fund budgeted expenditures.
 - **The Financial Stabilization Account** as set forth in this policy will consist of 33% of General Fund budgeted expenditures.
 - **The Supplemental Reserve Account** should be used for new programs or positions desired outside of the current and established budget or for one-time capital investments upon approval by the Board of Mayor and Alderman. There is no minimum percentage requirement for this account. All additional net revenues, after establishing that all other components of the General Fund Balance are sufficient, may flow into this account.

(For the purposes of compliance with Governmental Accounting Standards Board Statement No. 54, some assigned and all unassigned components of fund balance are included within the Undesignated/Unreserved Fund).

General Fund Replenishment Priorities (Priority order):

1. Appropriate funds deposited into the Reserve Fund Account to meet all third party mandated requirements.
2. Funds set aside by the Board of Mayor and Aldermen by ordinances or resolutions for specific purposes.
3. Thirty-three [33%] percent of the General Fund budgeted expenditures should be maintained in the Financial Stabilization Fund Account of the Undesignated/Unreserved Fund.
4. Funds in excess of forty-five [45%] percent of General Fund budgeted expenditures would be maintained in the Capital Funding Account of the Undesignated/Unreserved Fund.
5. All remaining funds other than those identified in 1 through 4 above shall flow to the Supplemental Reserve Account of the Undesignated/Unreserved Fund.

Objectives for Establishing the Funding Levels of the Financial Stabilization Account of the Undesignated/Unreserved Fund

Maintaining a Financial Stabilization Account is not only a prudent fiscal management tool, but also an important factor in the analysis of financial stability. Governments should maintain a prudent level of financial resources to protect against service reductions or tax increases because of temporary revenue shortfalls or unanticipated one-time expenditures. A financial reserve may be used to address unanticipated revenue shortfalls or unforeseen expenditures, providing resources to avoid deficit spending and helping to maintain liquidity when budgeted overages become inevitable.

Maintaining a Financial Stabilization Account is among the most effective practices a government can apply to maintain a favorable credit rating. Fund balance reserve policy/cash flow reserves are among the most frequently implemented best financial management practices for governmental issuers. The accumulation of prudent reserves in more favorable economic times could be a resource to sustain the City in inevitable economic downturns or unforeseen/emergency expenditures. Such reserves assist the City in maintaining a stable credit outlook.

Financial Stabilization Fund Subaccounts

The Financial Stabilization Fund Account shall include six subaccounts: the Contingency Subaccount, the Emergency Subaccount, the Cash Flow Stabilization Subaccount, the Debt Service Subaccount and the Property/Casualty/Health Insurance Subaccount and the Other Post-Employment Benefits (OPEB) Subaccount.

A. Contingency Subaccount

The Contingency Subaccount is intended for unanticipated expenses or revenue shortfalls impacting programs already approved in conjunction with the current year's budget. The Contingency Subaccount shall not be used to fund new programs or positions added outside of the current year budget.

Funds in the Contingency Subaccount may be used towards expenses outside of the budget only as follows:

1. Prior year budget for a specific item that lapsed before the purchase.
2. A change in legislation creating an unfunded mandate.
3. Large unexpected retirement payouts
4. A technical correction of the original budget.

B. Emergency Subaccount

The Emergency Subaccount is intended for unforeseen urgent events. To utilize funds from the Emergency Subaccount, a finding by the Mayor, with confirmation by the Board of Alderman, of "urgent economic necessity" will be required, as well as a determination that no other viable sources of funds are available. A finding of urgent economic necessity would be based on a significant event, for example, a natural disaster or catastrophe.

C. Cash Flow Stabilization Subaccount

The Cash Flow Stabilization Subaccount is intended to provide reserves to mitigate deficiencies caused by the timing of cash inflows and cash outflows.

D. Debt Service Subaccount

The Debt Service Subaccount is intended to provide reserve funds for shortfalls in budgeted revenues intended for general obligation debt service payments or unexpected and unbudgeted expenditures related to general obligation debt service as well as any unbudgeted expenses related to the service and maintenance of the City's debt liabilities.

E. Property/Casualty/Health Insurance Subaccount

The City maintains insurance for property and employee/ retiree health insurance. This subaccount shall be established to meet the unanticipated Property/Casualty/Health Insurance claims of the city.

F. Other Post Employment Benefits Obligation (OPEB) Subaccount

The City records a liability related to the Other Post Employment Benefits Obligation (OPEB). This subaccount shall be established to meet the level of unfunded liability as determined by the City administrators. If a Trust Fund is later established pursuant to the OPEB liability, the OPEB Subaccount can be extinguished from the Financial Stabilization Fund Account.

Sizing of Financial Stabilization Fund Account and Subaccounts

The Financial Stabilization Fund Account shall be thirty-three [33%] percent of the General Fund budgeted expenditures. The amount placed in each of the subaccounts shall be determined as follows:

1. Contingency Subaccount shall be set at a minimum of five (5) percent of the General Fund budgeted expenditures.
2. Emergency Subaccount shall be set at a minimum of five (5) percent of the General Fund budgeted expenditures.
3. Cash Flow Stabilization Subaccount shall be set at a minimum of fourteen (14) percent of the General Fund budgeted expenditures.
4. Debt Service Subaccount shall be set at a minimum of three (3) percent of the General Fund budgeted expenditures.
5. The Property/Casualty/Health Insurance Subaccount shall be set at a minimum of four (4) percent of the General Fund budgeted expenditures.
6. The Other Post Employment Benefits Obligation (OPEB) Subaccount shall be set at a minimum of two (2) percent of the General Fund budgeted expenditures. If a Trust Fund is later established pursuant to the OPEB liability, the OPEB Subaccount can be extinguished from the Financial Stabilization Fund Account.

Use of Financial Stabilization Fund Account

The Financial Stabilization Account reserves should only be used to provide a short-term solution to maintaining services until projected revenue growth or necessary expenditure reductions are achieved to balance the budget. The City must evaluate the length and severity of the economic conditions and their impact on future revenue projections to determine the extent of expenditure reductions or revenue increases that are required to achieve structural balance.

Restoration of the Financial Stabilization Account and Subaccounts

In fiscal years where it becomes necessary for the City to draw monies from the Financial Stabilization subaccounts wherein the subaccount(s) drops below the level stated above, the City will develop a plan to replenish these accounts to the required levels from net revenue surpluses in the subsequent year(s) until the balance is restored to the required level.

Transfer of Additional Financial Stabilization Fund Account Funds

Any funds in addition to the established minimum requirement at the end of each fiscal year shall be deposited into the Supplemental Reserve Account of the Undesignated/Unreserved Fund provided the financial requirements of the subaccounts are met and additional funds are not required.

Use of the Capital Funding Account

The Capital Funding Account would be used to provide additional capital funding for projects included in the City's Capital Improvement Plan (CIP). These funds would typically be transferred from the General Fund to a capital projects fund where project payments would be made.

Restoration of the Capital Funding Account

The Capital Funding Account would exist only as funds are available and is not subject to formal restoration.

Fund Balance Policy Adoption

The City's Fund Balance Policy shall be adopted by resolution by the Board of Mayor and Aldermen. The policy shall be reviewed by the approving authority and the same authority must approve any modifications. It is recommended that the policy be reviewed every four years, preferably during a non-election year and 6 months following the budget process. This policy will be managed and monitored by the Finance Department and report on the current and projected level of the reserve funds in conjunction with the budget process. If necessary, the Finance Director will present recommendations for any amendments, deletions, additions, improvements or clarification.

General Fund Fund Balance Policy Addendum Order of Use of Funds

Stabilization Funds

Maintaining a Financial Stabilization Account is a necessity for sound financial management and fiscal accountability. The City's governing body has the authority to establish a Financial Stabilization Account that will be a **Committed Fund Balance**.

A Financial Stabilization Account is established for the purpose of providing funds for an urgent event that affects the safety of the general public (e.g. flood, tornado, etc.) or financial stability.

Authority to Commit Funds

The Board of Mayor and Aldermen has the authority to set aside funds for a specific purpose. Any funds set aside as Committed Fund Balance requires the passage of a resolution by a simple majority vote. The passage of a resolution must take place prior to June 30th of the applicable fiscal year. If the actual amount of the commitment is not available by June 30th, the resolution must state the process or formula necessary to calculate the actual amount as soon as information is available.

Default Order of Use of Funds

By default, when both restricted (by outside parties) and unrestricted funds are available for expenditure, restricted funds should be spent first unless legal requirements disallow it. When **committed (by the Board)**, assigned (usually by management) and unassigned funds are available for expenditure, committed funds should be spent first, assigned funds second, and unassigned funds last.

Potential Use of Funds Resolution

The recognition of an urgent event must be established by the Board of Mayor and Aldermen or their designee (e.g. City Administrator). If established by the Board's designee, the specific urgent event must be reported to the governing body at their next meeting.

Potential urgent events are:

1. Disaster (flood, tornado, etc.) that funds must be expended prior to any potential reimbursement.
2. Health claims or other specific expenditures included within the stabilization fund exceeding a specified threshold. This would allow the stabilization funds in the General Fund to be used in cases when the specific expenditures exceed 10% of budgeted amount, or a specific amount such as \$100,000.

If due to an urgent event, funds are needed from the stabilization fund in excess of funds currently budgeted:

1. Anticipated funds in excess of budgeted funds will be temporarily deducted from the Stabilization fund.
2. After actual expenditures used are determined, a budget amendment will be submitted to the City's governing body to amend the budget for the excess funds used if unassigned funds are available.
3. In the event that unassigned funds are not available, the Board will replenish the Financial Stabilization Account balance to the established minimum level within four years in equal increments unless otherwise provided.