



BOARD OF SUPERVISORS FINANCE AND AUDIT COMMITTEE

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<https://va-goochlandcounty.civicplus.com/1154>

**DECEMBER 05, 2023 @ 1:00 PM
BOARD CONFERENCE ROOM 250
GOOCHLAND COUNTY ADMINISTRATION BUILDING
1800 SANDY HOOK RD., GOOCHLAND, VA 23063**

- I. CALL TO ORDER
- II. APPROVAL OF MINUTES FROM AUGUST 01, 2023
- III. PRESENTATION OF THE FISCAL YEAR 2023 ANNUAL COMPREHENSIVE FINANCIAL REPORT BY THE COUNTY'S EXTERNAL AUDITORS, PBMARES
- IV. FY2024 1ST QUARTER PROJECTIONS
- V. APPROVAL OF THE GOOCHLAND COUNTY FINANCIAL MANAGEMENT POLICIES
- VI. OTHER BUSINESS
- VII. PUBLIC COMMENT
- VIII. ADJOURNMENT TO 12:30 PM FEBRUARY 06, 2024

**Goochland County
Finance and Audit Committee
Regular Meeting Action Minutes**

Full transcript can be found at: <https://va-goochlandcounty.civicplus.com/1154/County-Meetings>

**August 1, 2023 @ 12:30 PM
Administration Building
1800 Sandy Hook Road, Goochland VA 23063
Room 270**

View meeting archive at: <https://va-goochlandcounty.civicplus.com/1154/County-Meetings>

The Goochland County Finance and Audit Committee (FAAC) meeting was held on August 1, 2023, at 12:30 PM in the Room 270. Voting members present:

District 5 Supervisor, Ken Peterson, Chairman
District 4 Supervisor, Charlie Vaughters
District 2 Supervisor, Neil Spoonhower
County Administrator, Victor Carpenter
Director of Financial Services, Carla Cave

- I. Mr. Peterson called the meeting to order at 12:30 PM.
- II. Mr. Peterson explained to the audience the purpose of the Finance and Audit Committee.
- III. Mr. Peterson called for approval of the minutes of the May 2, 2023 meeting. A motion was made to approve the minutes, and the motion was seconded. The motion passed on unanimous vote.
- IV. Mr. Peterson handed the floor to Mrs. Cave to introduce the auditors for the Audit Kick Off agenda item.

Mrs. Cave introduced Betsy Hedrick and Andrea Nichols from PBMares, our auditors for the last 5 years.

Ms. Hedrick and Ms. Nichols described their firm, roles, and their process for auditing the County and issuing an opinion.

Mr. Spoonhower asked about the County's role in the Goochland Powhatan Community Services Board (GPCSB) portion of the audit. The auditors explained that since the County is the fiscal agent for the GPCSB the majority of the work is performed at the County. Mr. Spoonhower asked if the GPCSB shares any of the cost of the audit. Mrs. Cave responded that she believes Goochland pays for the full audit, but will confirm and respond.

Ms. Nichols explained PBMares audit approach.

Ms. Hedrick described the new GASB standard coming that will completely change the Annual Comprehensive Financial Report. We have been reporting under GASB 34 for her entire

career. They are revising definitions and change how the statements look. This will impact budgeting and everything.

Ms. Hedrick confirmed the due date of the Audit to the state is December 15th.

- V. Mrs. Cave gave a presentation of the FY2023 4th quarter projected results and fund balance changes. Mr. Spoonhower confirmed a majority of the funds for CIP, \$4.4 million, is being recommended to go to the schools CIP. Mr. Carpenter confirmed with Mr. Spoonhower that he would like to see the CIP budget approved in April compared to current requests impacting the FY2023 operating surplus.

Discussion continued pertaining to revenue stabilization and fund balance assignments.

A motion was made to recommend the projection and fund balance assignments to the Board, the motion was seconded, and passed unanimously.

- VI. Mr. Peterson gave the floor to Mrs. Cave for a discussion of financial management policies. Mrs. Cave reviewed the changes;
- Changing to structurally balanced budget; excluding fund balance and debt issue, and excluding CIP.
 - Making clear we have 25 year CIP but we only adopt the funding for the first year and plan have identified potential sources for the next four years.
 - Debt policies no changes.
 - Fund balance reserve; looking to combine assigned and unassigned fund balance, and call it available fund balance. At the close of the fiscal year the balance should be between 55% and 65%, with a target of 60% of the total annual adopted general fund budget of the subsequent fiscal year, plus the non-local portion of the school operating fund budget. Make new heading for available fund balance.
 - Revenue stabilization; add wording to quantify, review annually.

Changes discussed will be incorporated and discussed at the next meeting. This version will not be recommended to the Board.+

- VII. Mr. Peterson did a quick review of the 25 year CIP.
- VIII. Mr. Peterson adjourned to December 5, 2023, at 12:30 PM.

County of Goochland, Virginia

General Fund

FY24 First Quarter Projections

Year Ended June 30, 2024

	Adopted Budget	Final Budget	Year-End Projected	Variance with Final Budget - Positive (Negative)
REVENUES				
Total revenues	\$ 89,143,296	\$ 89,218,008	\$ 89,910,340	\$ 692,332
EXPENDITURES				
Current:				
General government administration	7,151,380	7,203,536	7,150,000	53,536
Judicial administration	2,730,171	2,730,171	2,600,000	130,171
Public safety	23,343,943	23,505,729	23,305,729	200,000
General services	4,193,857	4,206,125	4,150,000	56,125
Health and welfare	5,206,474	5,206,474	5,100,000	106,474
Education	27,251,000	27,251,000	26,900,000	351,000
Parks and recreation	1,732,800	1,736,000	1,700,000	36,000
Community development	2,871,823	3,041,223	3,000,000	41,223
Nondepartmental	599,037	583,290	450,000	133,290
Debt service:				
Principal retirement	2,565,000	2,565,000	2,565,000	-
Interest and other fiscal charges	2,290,729	2,290,729	2,290,729	-
Total expenditures	79,936,214	80,319,277	79,211,458	1,107,819
Excess (deficiency) of revenues over (under) expenditures	9,207,082	8,898,731	10,698,882	1,800,151
OTHER FINANCING SOURCES (USES)				
Transfer to Capital Projects Fund	(8,357,082)	(8,357,082)	(9,909,797)	(1,552,715)
Transfer to Office of Children's Services Fund	(850,000)	(850,000)	(600,000)	(250,000)
Total transfers net	(9,207,082)	(9,207,082)	(10,509,797)	(1,802,715)
Net change in fund balance	-	(308,351)	189,085	(2,564)
Fund balance - beginning	-	\$ 56,496,696	\$ 56,496,696	-
Fund balance - ending	\$ -	\$ 56,188,345	\$ 56,685,781	\$ (2,564)
Nonspendable			300,000	
Restricted			45,860	
Revenue Stabilization			3,250,000	
Assigned			27,178,000	
Unassigned			25,911,921	
Projected Fund balance - ending			\$ 56,685,781	
FINANCIAL POLICY COMPLIANCE				
Target debt policy			10%	
Actual debt service expenditures to total GF expenditures			5.4%	
Unused capacity to target			4.6%	
Target unassigned fund balance target			25%	
Actual unassigned fund balance			25.0%	
Exceed target (favorable variance)			0.0%	
Revenue stabilization policy			3%	
Actual revenue stabilization			3.1%	



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Financial Management Policies

GOOCHLAND COUNTY VIRGINIA

Adopted: November 6, 2013

Amended: August 5, 2014

Amended: September 5, 2017

Amended: May 1, 2018

Amended: August 4, 2020

Amended: December 5, 2023

FINANCIAL MANAGEMENT POLICIES

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FINANCIAL MANAGEMENT POLICIES

FINANCIAL MANAGEMENT POLICIES - OBJECTIVES

The financial management policies are the guidelines and goals that will influence and guide the financial management practice of Goochland County. Financial policies that are adopted, adhered to, and regularly reviewed are recognized as the cornerstone of sound financial management. Effective financial management policies:

- Contribute significantly to the County's ability to insulate itself from fiscal crisis and economic disruption,
- Enhance short term and long term financial credit ability by helping to achieve and maintain the highest credit and bond ratings possible,
- Promote long-term financial stability by establishing clear and consistent guidelines,
- Direct attention to the total financial picture of the County rather than single issue areas,
- Promote the view of linking long-run financial planning with day to day operations, and
- Provide the Board of Supervisors and the citizens a framework for measuring the fiscal impact of government services against established fiscal parameters and guidelines.

To these ends, the following financial management policies are presented.

FINANCIAL MANAGEMENT POLICIES

OPERATING BUDGET POLICIES

1. The County will develop the annual Operating Budget in conjunction with a stated program of performance objectives and measures with which to gauge progress toward meeting those objectives.
2. To enhance financial planning, the County will prepare an annual structurally balanced budget with a second year of projections of general fund revenues and expenditures available for review. Further, long range forecasts will be included for years three through five which consider the impact of projects in the Capital Improvement Program.
3. The Board of Supervisors will adopt an annual structurally balanced budget. A structurally balanced budget is a budget with total operating expenditures equal to total operating revenues. ~~including use of fund balance, and therefore excludes any use of fund balance, debt issuance, or transfer to the Capital Improvements Program for non-maintenance costs. Should the County need to use the revenue stabilization funds due to a qualifying economic downturn (see page 8, Revenue Stabilization Reserve policy), this use may qualify as a one-time use of operating revenue.~~
4. One-time or other special revenues will not be used to finance continuing County operations but instead will be used for funding items of a non-recurring nature.
5. Budget Monitoring: the monitoring of revenues and expenditures is an ongoing process. During the fiscal year, a quarterly update of general fund revenues and expenditures will be provided to the Board of Supervisors and the public.

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FINANCIAL MANAGEMENT POLICIES

CAPITAL IMPROVEMENT BUDGET POLICIES

1. The County will consider capital improvements in accordance with an adopted capital improvement program.
2. The County will develop and identify revenue sources for a minimum five-year ~~funded~~ plan for capital improvements to be reviewed and updated each year as part of, ~~and the County will maintain~~ a twenty-five year plan.
3. The County will enact an annual capital budget based on the capital improvement plan. The first year of the plan will represent appropriation of revenues and expenditures; ~~future~~ the next four years of the plan will be approved for planning purposes.
4. The County will coordinate development of the capital improvement budget with development of the operating budget. Future operating costs associated with new capital improvements will be projected and included in operating budget forecasts.
5. The County will project its equipment replacement and maintenance needs as part of the capital improvement process. From this projection, a maintenance and replacement schedule will be developed.
6. The County will identify the estimated costs for all 25 years and potential funding sources for the first five years of ~~for~~ each capital project proposal.
7. The County will attempt to determine the least costly and most flexible financing method for all new projects.

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FINANCIAL MANAGEMENT POLICIES

DEBT POLICIES

1. The County will utilize a balanced approach to capital funding utilizing debt financing, draws on capital reserves and/or fund balances that exceed policy targets, and “pay-as-you-go” appropriations. Pay-as-you-go appropriations will be adopted as part of the operating budget.
2. When the County finances capital improvements or other projects by issuing bonds, or entering into capital leases, it will repay the debt within a period not to exceed the expected useful life of the project.
3. In the Commonwealth of Virginia, there is no statutory limitation on the amount of debt a County can issue. The County has set its own debt ratio guidelines as part of sound financial management practices. Debt ratios will be annually calculated and included in the review of financial trends. The County will comply with the following debt ratio guidelines:
 - a) Net debt as a percentage of taxable assessed value of real estate shall not exceed 2.5%. Net debt shall be defined to include bond issuance directly supported by the general fund. Projects such as the VRA obligation for the Tuckahoe Creek Service District which is supported by a dedicated stream of revenues (separate ad valorem tax and revenue sharing agreement) or other self-supporting obligations will not be included. To the extent that the County provides general fund support, the proportionate share of the debt that the County is supporting will be included in this ratio.
 - b) The ratio of debt service expenditures as a percent of total general fund expenditures (including transfers to other funds) shall have a target of 10%, with a ceiling of 12%. As discussed in section 3a, debt with either a dedicated stream of revenues or self-supporting debt will not be included in the calculation. To the extent that the County provides general fund support (outside of the dedicated revenue stream or revenue sharing agreement), the amount of that support will be included in this ratio.

FINANCIAL MANAGEMENT POLICIES

FUND BALANCE RESERVE POLICIES

DEFINITIONS

Fund balance is the difference between assets and liabilities reported in governmental funds. It serves as a measure of financial resources available for current operations. The Governmental Accounting Standards Board (GASB) prescribes the classifications for components of fund balance. The County shall report governmental fund balances per GASB definitions. These classifications are listed below in descending order of restrictiveness.

1. Nonspendable – amounts that cannot be spent because they are not in spendable form or are not expected to be converted into cash with the current period or at all.
2. Restricted – amounts subject to usage constraints that have either been externally imposed by creditors, grantors, contributors, or laws or regulations of other governments; or imposed by law through constitutional provisions or enabling legislation.
3. Committed – amounts constrained to use for specific purposes pursuant to formal action of the Board of Supervisors (the Board). The amounts cannot be used for other purposes unless the Board removes or changes the constraints via the same action used to initially commit them.
4. Assigned – amounts intended by the County for use for a specific purpose, but do not meet the criteria to be classified as restricted or committed. The Board can express the intent to assign fund balance. Formal action is not necessary to impose, remove, or modify a constraint in Assigned Fund Balance.

5. Unassigned – amounts that are available for any purpose.

5-6. Available – the total of amounts assigned as Assigned plus Unassigned fund balance.

MINIMUM FUND BALANCE(S)

UNASSIGNED

The County's unassigned fund balance at the close of each fiscal year should be at least 20%, with a target of 25%, of the total annual adopted general fund budget of the subsequent fiscal year, plus the non-local portion of the school operating fund budget. The general fund budget includes the transfer to the Schools, Debt Service, and other transfers from the general fund.

In the event of an emergency or other global purpose for the benefit of the County, the County Board may, from time-to-time, appropriate unassigned fund balances that will reduce available fund balances below the 20% policy. In such circumstances, the Board will replenish the available fund balance to the policy level within the next three fiscal years from the date of draw down.

FINANCIAL MANAGEMENT POLICIES

AVAILABLE

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The County's "available" fund balance consists of all assigned plus unassigned fund balances. At the close of each fiscal year, this balance should be between 55% and 65%, with a target of 60%, of the total annual adopted general fund budget of the subsequent fiscal year, plus the non-local portion of the school operating fund budget. This target is in advisement with credit rating agencies to maintain the County's Aaa bond rating.

REVENUE STABILIZATION RESERVE

The County will maintain a Revenue Stabilization Reserve of 3% of the total annual adopted general fund budget of the subsequent fiscal year, plus the non-local portion of the school operating fund budget.

The Board may draw down the Revenue Stabilization Reserve only if:

1. Current fiscal year - Third or fourth quarter ~~forecasted~~ actual general fund revenues, excluding use of prior year fund balance, decline by more than ~~1.5%~~ 3% of revenues collected at the same period in time one year prior; or,
2. Subsequent fiscal year - During the annual budget cycle real estate assessments ~~are forecast to have decreased~~ more than 3.0% over the previous year's assessments.

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Withdrawals may not exceed half of the balance in the reserve in any one fiscal year and shall be used in combination with spending cuts. In the event of a draw down, the reserve must be replenished to 3% level within the subsequent 3 fiscal years.

ORDER OF EXPENDITURES OF FUNDS

For any expenditure incurred for purposes for which multiple fund balance categories can be used, the County will utilize funds in the following spending order: restricted, committed, assigned, and unassigned.

FINANCIAL MANAGEMENT POLICIES

REVENUE POLICIES

DIVERSIFICATION OF REVENUES

1. Diversification of revenues is a primary goal of the County.
2. The County does not have a profit motive when setting tax and fee rates. Tax and fee rates are based on the County's cost of services.

ESTABLISHMENT AND MODIFICATION OF FEES

1. Fees will be calculated based on appropriate cost of service delivery.
2. Fees will be reviewed and updated based on criteria defined in revenue regulations.

ACCOUNTS RECEIVABLE COLLECTION

1. Bad Debt Expense - The determination of the need for an allowance for doubtful accounts will be based upon accepted business practices and accounting standards. Write-offs of uncollectable balances will be based on the type of balance (i.e. tax or non-tax balance); the dollar amount outstanding; the length of time delinquent; and the status of standard collection efforts performed.
2. All write-offs require approval of the department head for non-tax balances or the Treasurer for general property tax balances.

FEDERAL, STATE AND PRIVATE GRANTS AND COOPERATIVE AGREEMENTS

1. This portion of the revenue policy prescribes procedures and requirements for the fiscal and program administration of all Federal, state and private grants and cooperative agreements.
2. The purpose of this policy is to: ensure proper oversight of all funds appropriated to the County from federal, state and local governments, non-profit agencies, and private sources; minimize the County's risk of non-compliance with the requirements of grant awards, regulations, and cooperative agreements; ensure proper fiscal administration, accounting, audit and reporting of all grants and cooperative agreements; and ensure proper program management of all grants and cooperative agreements.
3. Applicability - This policy and related Revenue Regulations apply to all grant and cooperative agreement applications prepared and/or submitted by County departments and Constitutional Officers to agencies outside the County government for funds, materials, or equipment to be received and/or administered by the County or by an agency for which the County acts as fiscal agent, including any grant or cooperative agreement funds or items passed through to a sub-recipient.

FINANCIAL MANAGEMENT POLICIES

4. Centralized Responsibility - The County Administrator shall establish underlying revenue regulations and procedures to help ensure that the purposes of this Policy regarding grants and cooperative agreements are met. Responsibility for the overall fiscal management of all County grants and cooperative agreements shall reside in the Department of Financial Services.
5. Decentralized Responsibility - Responsibility for the overall program management of all County grants and cooperative agreements shall reside with the Director or Directors of the Department(s) having functional responsibility for the individual grants or cooperative agreements, or as otherwise delegated by the County Administrator (hereinafter referred to as Senior Program Managers). It shall be the responsibility of the Senior Program Managers and their delegates having program management responsibility for a grant or cooperative agreement to cooperate with and perform all duties prescribed by the Department of Financial Services necessary for the proper fiscal management of all grants and cooperative agreements, and to file all required reports with grantors/agencies on a timely basis.

FINANCIAL MANAGEMENT POLICIES

TRAVEL AND BUSINESS EXPENSE POLICIES

Expenses incurred for County purposes for travel and business by employees, officials or volunteers may be paid or reimbursed in accordance with requirements established by the Internal Revenue Service for an accountable plan in which those amounts are not subject to income taxation, and in compliance with this Policy and related Regulations approved by the County Administrator.

1. Meals and incidental per diem expense for travel shall not exceed the federal per diem rate established for the destination locality by the Internal Revenue Service. The mileage reimbursement rate shall equal that established by the Internal Revenue Service.
2. Allowable expenses for lodging, public transportation and business expenses shall be the actual costs provided they are reasonable.
3. This Policy shall be administered to provide for the most cost effective travel and business activity for the benefit of the County. Expenses may be paid or reimbursed only when they are reasonable and necessary for the conduct of County business, within amounts appropriated by the Board of Supervisors, properly documented, and approved by the appropriate authority.
4. The County Administrator shall interpret and administer this Policy and shall prescribe regulations implementing this Policy and describing additional detailed requirements.

COUNTY PROCUREMENT CARDS

Expenses paid by use of County procurement cards and other methods shall be subject to the same limits and standards of documentation as reimbursed expenses.