

**Town of Andover**  
**General Fund Balance Policy**  
**Updates for GASB 54 Fund Balance Reporting and Governmental Fund Type Definitions**  
***Adopted by the Board of Finance on March 30, 2016.***

**PURPOSE**

To outline the policies and procedures, as adopted by the Board of Finance regarding provisions for identifying and classifying fund balances in accordance with Governmental Accounting Standards Board Statement 54.

**BACKGROUND**

Government entities should maintain a prudent level of financial resources to protect against reducing service levels or incurring debt because of temporary revenue shortfalls or unpredicted one-time expenditures.

Prior to the adoption of GASB 54 the fund balance is divided into three basic classifications for accounting and tracking purposes: designations, reserves and unreserved/undesignated. The unreserved/undesignated fund balance is the official title for what has previously been described as “fund balance” in the Town’s financial reports and discussions. Reserves are legally restricted funds established for a future specific use and are not available for general appropriation. Designations have been set-aside by the Board of Finance for specific purpose.

A positive fund balance serves three important functions:

1. Eliminates the need for short term borrowing to handle cash flow between the start of the fiscal year and receipt of revenue from taxes;
2. Can be periodically used to lower taxes to smooth out major fluctuations in the property tax rates;
3. Serves as a contingency fund that enables the Town to respond to unanticipated emergencies or opportunities.

Credit rating agencies determine the adequacy of the unreserved fund balance using a complex series of financial evaluations. The size of the fund balance is an important, but not the only consideration in the Town’s rating. Other important factors are the reliability of a government’s revenue sources, economic conditions, community wealth factors, cash position, debt ratios, management performance, and fiscal decisions made by the legislative body.

The Governmental Accounting Standards Board (GASB) issued Statement No. 54, Fund Balance Reporting and Governmental Fund Type Definitions, to become effective for financial statements with periods beginning after June 15, 2010 (Statement 54). Statement 54 is designed to improve financial reporting consistency among governmental entities. Basically, a hierarchy has been established clarifying the constraints that govern how a government entity can use amounts reported as fund balance. Statement 54 establishes the following five new fund balance classifications: Non-spendable, Restricted, Committed, Assigned, and Unassigned. The new fund balance classifications from the most restrictive to no restrictions are as follows:

## FUND BALANCE DEFINITIONS

- **Fund balance is the difference between the Town's current assets (cash, short-term investments, and receivables) expected to be available to finance operations in the immediate future and its current liabilities.**
- **Fund balance is initially characterized as being restricted and unrestricted. Unrestricted Fund Balance is calculated as follows:**

**Total Fund Balance**  
**Less: Non-spendable Fund Balance**  
**Less: Restricted Fund Balance**  
**Unrestricted Fund Balance**

## RESTRICTED FUND BALANCE CATEGORIES

- **Non-spendable fund balance-** Amounts that cannot be spent because they are (a) not in spendable form (such as inventory, prepaid items, long term portions of notes receivable), or (b)legally or contractually required to be maintained intact (such as the corpus of an endowment fund).
- **Restricted fund balance-** Amounts constricted to specific purposes by their providers (such as grantors, bondholders, and higher levels of government), through constitutional provisions, or by enabling legislation and includes a legally enforceable requirement that the resources be used for a particular purpose specified in the legislation.

## UNRESTRICTED FUND BALANCE CATEGORIES

- **Committed fund balance-** Amounts constrained to specific purposes by the Town itself, using the Town Meeting; to be reported as committed, amounts cannot be used for any other purpose unless the government takes the same Town Meeting to remove or change the constraint. Amounts cannot be used for any other purpose unless the constraint is changed in a similar manner.
- **Assigned fund Balance-** Amounts the Town intends to use for a specific purpose; intent can be expressed by the Town or by an official or body to which the Town delegates the authority. Appropriations of existing fund balances to future budgets are considered assigned fund balance. The Town shall not report an assignment that will result in a deficit in unassigned fund balance.

Negative fund balances cannot be considered assigned. The expression of intent does not have to be made prior the year end.

The body authorized to assign amounts to a specific purpose for purposes of this policy is the Board of Finance.

- **Unassigned fund balance-** Amounts that are available for any purpose; these amounts are reported only in the general fund. In other governmental funds, if expenditures incurred exceeded the amounts restricted, committed or assigned it may be necessary to report a negative unassigned fund balance.

**GOVERNMENTAL FUND TYPE DEFINITIONS**

- **General Fund-** all funds not reported in another fund.
- **Special Revenue Funds-** Used to account for and report the proceeds of specific revenue sources that are restricted or committed to expenditures for specific purposes other than debt and capital projects. Restricted or committed revenues are the foundation for a special revenue fund.
- **Capital Projects Funds-** Used to account and report financial resources that are restricted, committed or assigned to expenditures for capital outlays, including the acquisition or construction of capital facilities and other capital assets.
- **Debt Service Funds-** Used to account for and report financial resources that are restricted, committed or assigned to expenditures for principal and interest, including resources being accumulated for principal and interest maturing in future years.
- **Permanent Funds-** Used to account for and report resources that are restricted to the extent that only earnings, and not principal, may be used for purposes that support the reporting government’s programs – that is for the benefit of the government or its citizenry. Permanent funds do NOT include private purpose trust funds.

**TOWN SPENDING PRIORITIZATION POLICY:**

The Town formally establishes and adopts the “default” spending policy, spending resources in the following manner when available: restricted, committed, assigned, and unassigned. The default policy is meant to prioritize the flow of resources from the most restrictive to the least for normal business activities.

**ASSIGNMENT DESIGNATION BY THE BOARD OF FINANCE:**

The Board of Finance determines assignments by way of formal resolution on behalf of the Town to document the Town’s intent to use available resources for specific purposes. The applicable assignments do not require formal Town Meeting approval. A review of assignments will be performed by the Board of Finance at regularly scheduled meetings.

**GUIDELINES**

***The Town strives to maintain an unassigned general fund balance of 10% of current year budgeted general fund operating expenditures.***

**Surplus:**

If it is determined there is a surplus (an amount in excess of the upper limit of the unrestricted fund balance range) the Board of Finance shall determine the excess be used for the following purposes (listed in no order of priority):

- To fund unforeseen expenditure requirements or unanticipated revenue fluctuations.
- Reductions or avoidance of debt. If there is a short-term debt within the fund the surplus may be applied to reduce or eliminate the debt if financial analysis proves this to be advantageous

for the Town. If a borrowing is scheduled, the surplus may be used to reduce the principal amount the Town needs to obtain if financial analysis proves this to be advantageous for the Town.

- Applied to a replacement program. Surplus funds may be used to supplement or enhance a capital replacement program such as vehicle, personal computer, or heavy equipment replacement, or any other capital replacement program initiated by the Town.
- One-time capital needs. Since a surplus does not represent a recurring source of revenue it should not be used to fund a recurring expense; however, if a one-time capital expenditure has been identified, the surplus may be appropriated for this use. Priority shall be given to projects listed on the Town's 10-Year Capital Improvement Plan.
- To take advantage of opportunities that would have a positive economic impact for the Town. This may include, but not limited to, land acquisition and land development rights.
- Tax, fee, or rate stabilization. Surplus funds may be designated for stabilization in order to avoid raising taxes, fees, or related to the fund in subsequent years.

**Shortfall:**

If it is determined there is a shortfall (an amount below the lower limit of the unrestricted fund balance range of one month), the fund balance is to rebuild through an appropriation of a fiscal year end surplus being transferred into the unrestricted fund balance.