

## BASIS OF BUDGETING AND FUND STRUCTURE

### BASIS OF BUDGETING

Budgets are adopted on a basis consistent with generally accepted accounting principles (GAAP). Governmental and Fiduciary Funds utilize the modified accrual basis of accounting under which revenues and related assets are recorded when measurable and available to finance operations during the year. Proprietary Funds use the accrual basis of accounting which recognizes revenues when earned and expenses when incurred. The County's accounting division utilizes an accrual basis for all funds.

Annual operating budgets are adopted for all Governmental Funds except for the Capital Projects Fund in which effective budgetary control is achieved on a project-by-project basis when funding sources become available. All funds are appropriated by the Board of Supervisors and appropriations lapse at year-end, except those for the Capital Projects Fund. It is the intention of the Board of Supervisors that appropriations for capital projects continue until completion of the project.

### FUND STRUCTURE

The budget of the County is organized on the basis of funds, each of which is considered to be a separate accounting entity. The operations of each fund are accounted for by providing a separate set of self-balancing accounts that comprise its assets, liabilities, fund equity, revenues and expenditures, or expenses, as appropriate. The various funds are grouped as follows:

- | <u>Governmental Funds</u>   | <u>Proprietary Funds</u>   | <u>Fiduciary Funds</u>   |
|---|--|--|
| <ul style="list-style-type: none"><li>• General Fund</li><li>• Special Revenue Fund</li><li>• Debt Service Fund</li><li>• Capital Projects Fund</li></ul> | <ul style="list-style-type: none"><li>• Enterprise Fund</li><li>• Internal Services Fund</li></ul> | <ul style="list-style-type: none"><li>• JRJDC Agency Fund</li><li>• OPEB</li><li>• Line of Duty</li><li>• Long Term Disability</li></ul> |

**GOVERNMENTAL FUNDS:** those through which most governmental functions of the County are financed. These include:

#### **General Fund**

The General Fund accounts for all revenue and expenditures of the County which are not accounted for in the other funds. Revenues are primarily derived from general property taxes, local sales taxes, license and permit fees, and revenues received from the State for educational and other purposes. Most General Fund revenue is used to maintain and operate the general government; however, a portion is also transferred to other funds principally to fund debt service requirements and capital projects. Expenditures usually include, costs associated with general government, education, public safety, highways and streets, recreation, parks, and culture.

#### **Special Revenue Fund**

Special Revenue Funds account for the proceeds of specific revenue sources that are legally restricted to expenditures for specified purposes. These funds account for the resources obtained and used relating to State and Federal Grants, Social Services programs, Mental Health and Developmental Services programs, the Utility Department's Solid Waste and Street Light operations, and the School Cafeteria.

#### **Debt Service Fund**

The Debt Service Fund accounts for the accumulation of financial resources for the payment of interest and principal on all governmental fund long-term debt except for accrued compensated absences and capital lease obligations which are paid by the fund incurring such expenditures. Debt Service Fund resources are derived from transfers from the General Fund.

#### **Capital Projects Fund**

The Capital Projects Fund accounts for all general government and school system capital projects which are financed through a combination of proceeds from general obligation bonds and operating transfers from the General Fund, Special Revenue Fund, and Internal Service Fund.

*Basis of Budgeting and Fund Structure (continued)*

**PROPRIETARY FUNDS:** accounts for operations that are financed and operated in a manner similar to private business enterprises, where the intent of the County is that the cost of providing services to the general public be financed or recovered through charges to users of such services. These funds include:

**Enterprise Funds**

Enterprise Funds account for the operation, maintenance, and construction of the County-owned water and wastewater (sewer) utilities.

**Internal Service Funds**

An Internal Service Fund accounts for the financing of goods or services provided by one department to other departments of the government on a cost-reimbursement basis. The Internal Service Fund budgets for the County are: the Central Automotive Maintenance operations, the Technology Replacement Fund, the Risk Management Fund, and the Healthcare Fund.

**FIDUCIARY FUND:** used if the government has a fiduciary or custodial responsibility for assets.

**James River Juvenile Detention Center (JRJDC) Agency Fund**

The JRJDC Agency Fund accounts for assets held by the County for the James River Juvenile Detention Commission. All revenue and expenditures related to operations are accounted for in separate sub-funds, operating, debt, and capital. Resources for operations are primarily derived from a transfer from the General Fund and payments from the State and other localities.

**Other Post Employee Benefits (OPEB) Fiduciary Fund (GASB 45)**

The OPEB Fiduciary Fund accounts for assets held by the County for Other Post Employee Benefits (OPEB-GASB 45 costs). Resources for these cost requirements are derived from a transfer from the General Fund.

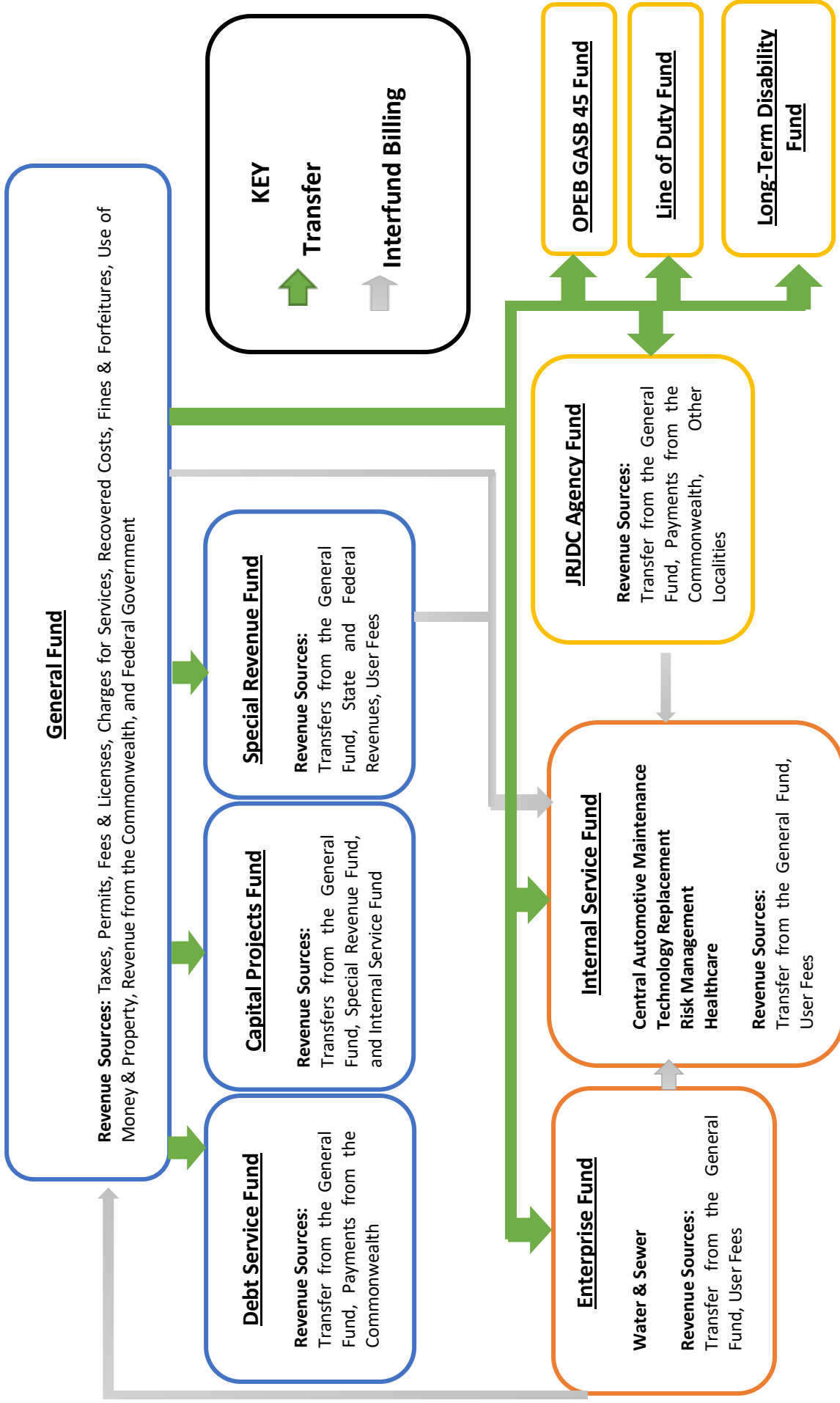
**Line of Duty**

The Line of Duty Fiduciary Fund was created due to a mandate from the Commonwealth of Virginia that requires localities to pay the cost of this State approved benefit. Resources for this cost requirement are derived from a transfer to OPEB-GASB 45 Fiduciary Fund.

**Long-Term Disability**

The Long-Term Disability Fund includes funding for the fully insured premiums to cover the basic, County-provided long-term disability benefit for eligible General Government and Schools employees. Resources for this cost requirement are derived from a transfer from the General Fund.

# STRUCTURE OF COUNTY FUNDS



## **HENRICO COUNTY'S BUDGET PROCESS**

### **THE BUDGET CYCLE**

#### **Transfers & Amendments**

During the Fiscal Year, the County Manager is authorized to transfer budgeted amounts between departments within any Fund; however, any revisions that alter the total budgeted amounts of any Fund require an amendment to the budget. The Code of Virginia requires that the Board of Supervisors consider any amendment request. If the total amendment requested at any one time is over one percent of the total expenditures shown in the current adopted budget, the request must be advertised in the newspaper and a public hearing must be held before the Board can act. The Board of Supervisors meets twice a month, at which time Budget Amendments may be presented. All Board of Supervisors meetings have been highlighted on the calendar below.

### **AUGUST 2023**

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#### **Revenue Estimates**

Henrico County's budget process for the next fiscal year begins with an estimate of revenues in order to develop a budget balanced within resources. Revenue estimates begin in August of the year prior to the fiscal year being adopted. This process includes the review of current County finances, local and regional economic conditions, and a re-examination of key local economic indicators via the County's Financial Trends Monitoring System. The questions that are asked in this review are aimed at acquiring relevant financial information that will set the broad limits of budgetary possibilities for the following year. From a fiscal perspective, the basic question is whether current revenues support the necessary budgetary outlays. Weekly meetings with the Finance Director and County Manager's Office are central to the months between August 1 and September 30 in refining initial revenue estimates. Estimates culminate in a formal estimate that is reviewed with the County Manager and Finance Director no later than September 30.

### **SEPTEMBER 2023**

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#### **Target Development**

After a Revenue Estimate is formulated, the next step in the budget process is to create a funding or target allocation for each department, which is calculated by the Office of Management and Budget in October. Targets are developed using the following list of priorities:

1. Debt service obligations
2. Department Payroll expenditures
3. Department operating and capital outlay expenditures

Target estimates do not automatically include an inflation factor for operating expenditures, nor are new services or positions automatically funded. The target allocations do, where applicable, include the operating costs of new facilities approved in prior year budgets. This "link" between the operating and capital budgets is performed through an annual crosswalk that determines all such costs. The FY25 Operating budget includes all operating costs arising from new facilities that are anticipated to become operational during the fiscal year. For additional information, please see "Capital Improvement Program – Implications on Operating Budget", found elsewhere in this document.

### **OCTOBER 2023**

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**THE BUDGET CYCLE**

**NOVEMBER 2023**

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**Budget Call for Estimates**

Each year all County departments receive the County Manager's "Call for Estimates" (i.e., budget call) during the first week of November, which contains the budget policy, special budget instructions, various revisions to the budget manual, a budget calendar, and the target allocation. The Call for Estimates is accompanied by information on using the County's Automated Budget System, which enables departments to prepare their budget requests and submit them to the Office of Management and Budget (OMB) electronically. The budget request consists of expenditure estimates in detail by line item, and in summary, together with supporting narrative information. When expenditure needs exceed the target allocation, departments must submit a request for additional funding. Certain County departments such as Education, Police, and Fire are considered priorities when allocating new funds among departments. Each request must be prioritized and prepared with detailed justification to support the need for additional funding.

**DECEMBER 2023**

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**Financial Trend Monitoring System Updates**

An important step of the budget process involves the completion of the Financial Trend Monitoring System Trends Document (Trends), which represents an eleven-year evaluation of past financial and economic indicators. These indicators, over time, may reflect fluctuations, which prove to be extremely valuable as the document allows staff to monitor changes in all aspects of the local economy and provides an insight into possible trends that

may impact future decision making. This document, which analyzes historical trends, is utilized as a forecasting tool during initial Revenue Estimates and provides a logical way of introducing long-range considerations into the annual budget process. A copy of the Trends document can be found in Appendix C of this document or at <http://henrico.us/finance/divisions/office-of-management-and-budget/financial-trends/>

**Budget Submissions**

All County departments submit their budgets in the first week in December for initial review by the Office of Management and Budget. This includes both the target allocation as well as any supplemental requests for funding. The Budget Director and the OMB staff work closely with the County Manager and department administrators in reviewing expenditure estimates and available revenues both in program and financial terms.

**JANUARY 2024**

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**Review of Budget Submissions**

The Office of Management and Budget reviews each department's budget, creating a narrative for each department outlining recommendations, as appropriate, to the County Manager. These recommendations include expenditure analyses and evaluations of budget submissions. Narratives and analytical reports are compiled into a single document that is presented to the Executive Review Committee in February.

**THE BUDGET CYCLE**

**FEBRUARY 2024**

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the opportunity to make presentations and answer questions relative to their budget requests. The Budget Office finalizes recommendations based on the Executive Review Committee results during the last three weeks in February.

**Executive Budget Reviews**

The Executive Budget Review Committee holds hearings to discuss budget submissions with departments in the last week of January through the first week in February. The Executive Budget Review Committee consists of the County Manager, Deputy County Managers, the Director of Finance, the Director of Human Resources, one department director on a rotating basis, the Director of the Office of Management and Budget (OMB), the supervisor of the Office of Management and Budget (OMB), and the supporting budget analysts. The representatives from the departments are present at the time of these reviews and have

**MARCH 2024**

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proposed operations for the budget year, expressed in both verbal and statistical terms. During the hearings, the Board of Supervisors examine all line items in each of the department’s budgets and all associated operational premises. These hearings are held during the course of one week, in the middle of March, approximately eight hours per day. Based on these hearings, the County Board of Supervisors may amend the County Manager’s Proposed Budget.

**Legislative Budget Reviews**

Based on information exchanged during the Executive Budget Reviews, a balanced budget is recommended by the County Manager to the County Board of Supervisors as the Proposed Budget in early March, fulfilling the requirement set in Section 15.2-613 of the Code of Virginia. The Legislative Budget Review Committee is comprised of the County Board of Supervisors, which represents each of the County’s five magisterial districts. The budget document that is presented to the County Board of Supervisors during these hearings represents the culmination of intensive research and analysis completed from August through February. The purpose of the document is to present to the legislative body and the public a comprehensive picture of

**APRIL 2024**

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**Public Hearing and Adoption of Budget**

Once the County Board of Supervisors has received the County Manager’s Proposed Budget, advertisements in the local newspaper are ordered and a date is set for the Budget Public Hearing in April. The FY25 Public Hearing is scheduled for March 26, 2024. On April 9, 2024, a second hearing will be held to set the tax levies. The Code of Virginia requires that the County advertise a synopsis of the budget in the newspaper and that one or more public hearings be held before the Board adopts the budget. The Board of Supervisors adopts the Annual Fiscal Plan during this month and sets tax levies for the Calendar Year.

**THE BUDGET CYCLE**

**MAY 2024**

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**Publish and Distribute Budget**

During the month of May, the final Annual Fiscal Plan is compiled, published, and distributed.

**JUNE 2024**

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**Appropriation of Budget**

In the final month of the current fiscal year (last Board meeting in June), the Board of Supervisors appropriates funding for the next Annual Fiscal Plan based on the budget adopted in April, which is required by the Code of Virginia.

**JULY 2024**

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**Beginning of the new Fiscal Year**

In accordance with the Code of Virginia, the new Fiscal Year begins July 1 and follows the budget approved the previous April and operates based on the appropriations from June.

## FINANCIAL GUIDELINES

The following informal guidelines represent principles and practices that have guided the County in the past and have helped foster the County's current financial stability. These guidelines allow the Board maximum flexibility each year when determining how best to meet the needs of County residents when adopting the Annual Fiscal Plan.

### **General Guidelines:**

The County of Henrico will maintain its AAA General Obligation Bond ratings with Standard and Poors, Moody's Investor Service and Fitch IBCA. Currently, Henrico County is one of 55 Counties in the nation that maintains a AAA/AAA/Aaa General Obligation Bond rating.

The County of Henrico will continue its efforts of "Changing the way Henrico does business", as a means of ensuring the County's residents an efficient and highly effective local government.

The County of Henrico will utilize technological advances as a means of providing more convenient and streamlined services to citizens, increasing employee productivity and reducing the need for new positions.

The County of Henrico will allocate new dollars (after meeting fixed commitments such as debt service requirements and benefits changes) to the areas of Education and Public Safety first.

The County of Henrico will attempt to utilize benefits of new economic development successes as a means of maintaining the low tax rate environment the residents currently enjoy. In addition, the County will maintain a balance between the need for real estate tax relief for residents with the long-term operational needs of the County. In that regard, **the FY25 Annual Fiscal Plan is based on a proposed Real Estate Tax rate of \$0.85/\$100 of assessed valuation for CY24 real estate tax levies.**

The County of Henrico will continue its proactive efforts to bolster the quality of life our residents now enjoy.

### **Budgetary Guidelines:**

The County's budgetary policies are based upon guidelines and restrictions established by State and County Code and Generally Accepted Accounting Principles (GAAP) for Governmental entities. These provisions set forth the County's fiscal year, public hearing and advertising requirements, restrictions on taxation, and also stipulate that the County must maintain a balanced budget.

The County's budget may be considered balanced if estimated revenues meet planned expenditures.

### **Cash Management:**

The County will invest public funds in a manner that provides the highest investment return with the maximum safety while meeting daily cash flow demands. The County will deposit available funds on the same day they are received.

### **Capital Improvement Program Guidelines:**

The County will develop a Five-Year Capital Improvement Program annually. The first year of this plan or a portion thereof will be approved by the Board of Supervisors after legal advertising and public hearing requirements have been met.

The County's Capital Improvement Program will utilize debt financing as a funding source only after it has been determined that the County can afford to service this debt and associated operating costs in subsequent years. The County will attempt to maximize the use of pay-as-you-go financing for capital projects.



*Financial Guidelines (continued)*

The County will continue to enhance the level of pay-as-you-go funding in the annual Capital budget as a means of reducing reliance on debt financing for capital projects.

The County will ensure that all operating costs arising from approved capital projects are accounted for in the operating budget, through the compilation of an annual crosswalk analysis that captures all such costs.

The County will maintain its physical assets at a level adequate to protect the County's capital investment and minimize future maintenance and replacement costs. The operating budget will provide for the adequate maintenance of these facilities and infrastructure.

**Debt Guidelines:**

A long-term debt affordability analysis will be completed on an annual basis as a means of ensuring that the County does not exceed its ability to service current and future debt requirements. This analysis will verify that the County is maintaining the following prescribed ratios and will be performed in conjunction with the County's Capital Improvement Program Process. The guidelines that are utilized are as follows:

Debt Service as a Percentage of General Fund Expenditures: 7.75%

Debt as a Percentage of Assessed Value: 1.49%

The County will adopt annual water and sewer rates that will generate sufficient revenues to meet the legal requirements of Enterprise Fund bond covenants. These rates will also allow for adequate capital replacement in water and sewer systems.

**Revenues:**

Multi-Year revenue and expenditure forecasts for all County funds will be included as a part of the Adopted Annual Fiscal Plan.

The County of Henrico will attempt to maintain a stable but diversified revenue base as a means of sheltering it from fluctuations in the economy.

The County will continue to strive to exceed a 70% residential – 30% commercial real estate assessment ratio. Maintaining a healthy commercial ratio will help the County maintain current tax rates while continuing to enhance service delivery efforts – particularly in the area of Education.

While revenues are monitored continually, a report is compiled quarterly that depicts current year trends, receipts, and explains any unanticipated revenue variances.

With the approval by the voters of a referendum on November 5, 2013 and subsequent ordinance approved by the Board of Supervisors on February 25, 2014, all revenues generated by a 4% tax on food and beverages sold in restaurants, commonly known as a "meals tax", will support the operations and capital infrastructure of Henrico County Public Schools.

*Financial Guidelines (continued)*

**Fund Balance Guidelines:**

The County has, over time, maintained a healthy unassigned fund balance – as compared to similar sized Virginia localities. As a percentage of actual General Fund expenditures, the County’s unassigned (formally undesignated) fund balance has been:

|                  |        |
|------------------|--------|
| FY99:            | 10.67% |
| FY00:            | 12.90% |
| FY01:            | 15.54% |
| FY02:            | 16.69% |
| FY03:            | 17.79% |
| FY04:            | 18.04% |
| FY05 to FY11:    | 18.00% |
| FY12 to current: | 15.00% |

During the FY2005-06 budget, the Board of Supervisors agreed with a policy recommendation to maintain the undesignated fund balance at a level of 18.0 percent of General Fund expenditures effective June 30, 2006. During the fiscal year-end closing of the County’s books, any funding over the agreed upon level of unassigned fund balance will be allocated to a Capital Reserve Fund for future allocation as a pay-as-you-go funding source in the Capital Budget. The policy of maintaining this reserve will be examined on an annual basis, during the budget process.

During the FY2012-13 Approved Budget, the Board of Supervisors agreed to reduce the amount of unassigned fund balance maintained from 18.0 percent to 15.0 percent of General Fund expenditures. The one-time funding generated due to this reduction as of June 30, 2012 was assigned to a dedicated vehicle replacement reserve that was used to replace police vehicles, fire apparatus and school buses.

The County will not use its unassigned fund balance to subsidize current operations.

*Note: The fund balance portrayal above is different than the analysis performed annually in the Trends document. The Trends portrayal examines the Unassigned Fund Balance as a percentage of revenues in the Operating Funds – which includes the General, Special Revenue and Debt Service Funds. The portrayal above reflects the County’s Unassigned Fund Balance as a percentage of General Fund Expenditures.*

**Inter-Fund Guidelines:**

The General Fund will be reimbursed annually by the Enterprise Fund for general and administrative services provided such as finance, personnel, and administration.

The General Fund will reimburse the Enterprise Fund, on an annual basis, for debt service requirements associated with the Elko Tract Infrastructure Improvement Bonds.

The General Fund will subsidize the Solid Waste Operation for costs not recouped from user fees associated with curbside recycling, bulky waste pickup, neighborhood cleanups and bagged leaf collection.