

2. Resolution 2025-18, amending Resolution 2011-34, as amended by Resolution 2021-03, by updating the City of Palm Bay Fund Balance Policy.



LEGISLATIVE MEMORANDUM

TO: Honorable Mayor and Members of the City Council

FROM: Scott Morgan, Interim City Manager

THRU: Larry Wojciechowski, Finance Director

DATE: April 17, 2025

RE: Resolution 2025-18, amending Resolution 2011-34, as amended by Resolution 2021-03, by updating the City of Palm Bay Fund Balance Policy.

SUMMARY:

On August 4, 2011, the City's Fund Balance Policy was established and approved by City Council under Resolution 2011-34 and amended with Resolution 2021-03 on January 7, 2021, establishing a two (2) month General Fund reserve and a 2% to 4% Emergency Contingency Fund.

Staff is recommending an increase in the fund balance reserve to protect the City from economic uncertainties and modifying the Emergency Contingency Fund requirements.

The City's current minimum unrestricted balance requirement of a two (2) month reserve utilizing the subsequent fiscal year expenditures less capital outlay and transfers out that aligns with Government Finance Officers Association (GFOA) guidelines. Increasing the unrestricted reserve to four (4) months will ensure timely payment of debt obligations and/or legal judgments; to ensure fund stabilization in the events of unanticipated loss of revenues, unanticipated expenses, and/or losses not covered by insurance, or to cover costs until receipt of insurance or FEMA proceeds; to ensure that bond covenants or other legal obligations are met; and for such other uses as dictated by legal requirements or City Council action.

The City currently utilizes a council approved Emergency Contingency Fund for emergencies within the City limits. This Fund is no longer necessary as the four (4) month reserve by definition would be utilized for such emergencies.

Finance department staff was assisted in the review and drafting of the amended policy by the City's Financial Advisors, Public Resources Advisory Group (PRAG).

Honorable Mayor and Members of the City Council

Legislative Memorandum

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REQUESTING DEPARTMENT:

Finance

FISCAL IMPACT:

There is no fiscal impact budget wise; however, the City's General Fund Undesignated Fund balance will be reduced and the General Fund Minimum Required Fund balance will be increased.

STAFF RECOMMENDATION:

Motion to approve the amended resolution of the current fund balance policy.

ATTACHMENTS:

1. Fund Balance Policy Redlined
2. Resolution
3. Exhibit A, Palm Bay Fund Balance Policy



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FUND BALANCE POLICY

Background

In February 2009, the Governmental Accounting Standards Board (GASB) issued *GASB #54 Fund Balance Reporting and Governmental Fund Type Definitions*. The statement was implemented in June 2010. GASB #54 defines how fund balances are categorized and clarifies how some of the governmental funds are presented and classified.

GASB #54 Classifications of Fund Balance

Non-spendable	<i>Not available for appropriation</i> Not available for spending, either now or in the future	
Restricted	<i>Available for appropriation</i> but intended for a specific use. Constraints on spending that are legally enforceable by outside parties.	
Unrestricted	Committed	<i>Not available for appropriation.</i> Constraints on spending that the government imposes upon itself by highest-level formal action prior to the close of the period.
	Assigned	<i>Available for appropriation.</i> Resources intended for spending for a purpose set by the governing body itself or by some person or body delegated to exercise such authority in accordance with policy
	Unassigned	Residual. <i>Available for any legal purpose.</i> (General Fund only)

I. PURPOSE

The Fund Balance Policy (the "Policy") will assist the City in providing a stable financial environment for the City's operations that allows the City to provide quality services to its residents in a fiscally responsible manner. The Policy also provides a measure of financial protection against unanticipated events that could, in the absence of the Policy, adversely affect the financial condition of the City and jeopardize the continuation of necessary public services. No other policy or procedure supersedes the authority and provisions of the Policy.

The Policy is adopted to ensure the City maintains adequate fund balance and reserves to mitigate current and future risks and to ensure stable tax rates. Additionally, the Policy aims to:

1. Provide sufficient cash flow for daily financial needs;
2. Secure and maintain investment grade bond ratings;
3. Offset significant economic downturns or revenue shortfalls; and
4. Provide funds for unforeseen expenditures, such as those related to emergencies.

II. PROCEDURES & RESPONSIBILITIES

The Finance Director or designee shall be responsible for executing the Policy. In doing so, the Finance Director or designee shall establish and amend, when necessary, operational procedures for the implementation of the Policy.

III. DEFINITIONS

Fund Balance – This is the cumulative difference of all revenues and expenditures. It can also be considered to be the difference between assets and liabilities reported in a governmental fund.

Nonspendable Fund Balance - Amounts that are not in spendable form or legally or contractually required to be maintained intact. "Not in spendable form" includes items that are not expected to be converted to cash (such as inventories and prepaid amounts) and items such as the long-term amount of loans and notes receivable, as well as property acquired for resale (unless the proceeds are restricted, committed or assigned).

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Committed Fund Balance - Amounts constrained for a specific purpose by formal action of a government using its highest level of decision-making authority. Commitment of fund balance may be made for such purposes including, but not limited to, a) major maintenance and repair projects; b) meeting future obligations resulting from a natural disaster; c) accumulating resources pursuant to stabilization arrangements; d) establishing reserves for disasters; and/or e) for setting aside amounts for specific projects.

Commitments may be changed or lifted only by the City Council taking the same formal action that imposed the original constraint. Action to constrain resources must occur prior to year-

end; however, the amount can be determined in the subsequent period.

Assigned Fund Balance - In the General Fund, these are spendable amounts constrained by the City's intent that they be used for a specific purpose; but are neither restricted nor committed; the intent shall be expressed by the city management based on City Council direction. For all governmental funds other than the General Fund, assigned fund balance is any residual positive amounts not classified as non-spendable, restricted, or committed.

Unassigned Fund Balance - ~~Unassigned Fund Balance is the~~ The residual classification for the General Fund. This classification represents fund balance that has not been assigned to other funds and that has not been restricted, committed, or assigned to specific purposes within the ~~g~~General ~~f~~Fund. Unassigned fund balance may also include negative balances for any governmental fund if expenditures exceed amounts restricted, committed, or assigned for those specific purposes.

Unrestricted Fund Balance - The total of committed fund balance, assigned fund balance, and unassigned fund balance; also referred to as Spendable Fund Balance.

IV. THE POLICY

The Policy establishes the procedures for reporting, within the annual financial statements, unrestricted fund balance (comprised of ~~C~~committed, aAssigned, and ~~U~~unassigned categories) within the City's governmental funds (~~:-~~General Fund, Special Revenue Funds, Debt Service Funds, and Capital Projects Funds) and within the City's major enterprise funds (~~:-~~Utilities Fund and Stormwater Fund).

General Fund - The General Fund is used to account and report all financial resources that are not required to be reported in another fund. The fund shall establish an Unrestricted Fund Balance equivalent to a minimum of ~~four~~two months of regular budgetary General Fund operating expenditures.

The Unrestricted Fund Balance is needed to ensure timely payment of debt obligations and/or legal judgments; to ensure fund stabilization in the events of unanticipated loss of revenues, unanticipated expenses, and/or losses not covered by insurance, or to cover costs until receipt of insurance or FEMA proceeds; to ensure that bond covenants or other legal obligations are met; and for such other uses as dictated by legal requirements or City Council action.

Special Revenue Funds - Special Revenue Funds are used to account for and report proceeds of specific revenue sources that are restricted or committed to expenditures for specific purposes other than debt service or capital projects. The term "proceeds for specific revenue sources" establishes that one or more restricted or committed revenues should be the foundation for a specific revenue fund. No specific reservation of Fund Balance is created by virtue or enactment of this policy. The amount of any reservation of Fund Balance shall be governed by the legal authority underlying the creation of the individual funds.

Debt Service Funds - Debt Service Funds are used to account for and report financial resources that are restricted, committed, or assigned to expenditure for principal and interest. This policy does not create any specific reservation of Fund Balance within any Debt Service Fund as it is established as part of the ordinance or resolution which authorizes the issuance of ~~debt~~the bonds.

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Enterprise Funds – The City will strive to maintain unrestricted net assets equal to 90 days of actual operating expenses of the prior fiscal year in the Utilities Fund and Stormwater Fund. This reserve is needed to cover short-term cash flow variations, economic downturns, and emergencies. Unrestricted net assets under the 90-day~~90-day~~ goal should be used only for unanticipated expenditures.

V.~~STABILIZATION FUNDS~~

~~Stabilization funds allow governments to set aside revenues for use in the event of unexpected revenue shortfall or budget deficit. Provided that the Unrestricted Fund Balance requirements established by the Policy have been met, the City may use excess amounts to establish stabilization funds ("Stabilization Funds") to offset the costs of natural disasters and other emergencies (including direct costs thereof and revenue shortfalls resulting therefrom), to cover unplanned budgetary imbalances, and to ensure the maintenance of services to the public during unforeseen situations.~~

~~Stabilization Funds are subject to controls that dictate the circumstances under which they can be spent. The formal action that allows spending of Stabilization Funds should identify and describe the specific circumstances under which a need for stabilization arises. Those circumstances should be such that they would not be expected to occur routinely.~~

~~Stabilization Funds shall be reported in the Comprehensive Annual Financial Report (CAFR) as committed fund balances in the appropriate fund and the level of funding will be reviewed annually by City Council. Additions to or reductions from a Stabilization Fund will be approved by City Council as part of the budget process or the supplemental appropriation process. Establishing the proper balances in the Stabilization Funds will take into account risk exposure related to self-insurance and property insurance deductibles in the event of major storm damage to city assets. Transfers from Stabilization Funds will not be allowed if they would cause the fund to be in a deficit position.~~

~~The City will maintain a permanent Emergency Contingency Fund with an annual balance ranging from \$2 million to \$3 million. Funds held in the Emergency Contingency Fund may be used to cover costs associated with emergencies occurring within City limits. The City Manager, in his or her sole discretion, will determine qualified uses of the funds held in the Emergency Contingency Fund, on a case by case basis. The Finance Director will promptly notify City Council any time Emergency Contingency Fund monies are to be used.~~

~~The Emergency Contingency Fund will be funded pursuant to Section VIII of the Policy and will be maintained pursuant to Section IX of the Policy. City Council may increase or decrease the target balance of the Emergency Contingency Fund by formal action.~~

VI.V. SPENDING ORDER OF FUND BALANCES

The City will spend restricted amounts first when both restricted and unrestricted fund balance are available unless there are legal documents/contracts that prohibit doing this, such as in grant agreements requiring dollar-for-dollar~~dollar-for-dollar~~ spending. Additionally, the City will first use committed fund balance, followed by assigned fund balance and then unassigned fund balance when expenditures are incurred for purposes for which amounts in any of the spendable fund balance classifications can be used.

VII.VI. AUTHORIZATION OF ENDING FUND BALANCE

GASB 54 allows the City Council authority to "assign" ending fund balances or bestow this authority to a city officer or designee. To provide the City with the most flexibility in financial reporting, the Finance Director or designee is authorized to assign resources and ending fund balances if applicable.

VIII.VII. MINIMUM RESERVE REQUIREMENT

In the event funds are not available to establish the balances required under the Policy, the Unrestricted Fund Balance target shall be achieved by adding a designated amount to the budget to cover the deficiency over a period not to exceed three (3) years.

IX.VIII. REPLENISHMENT OF MINIMUM RESERVE DEFICITS

If it is anticipated at the completion of any fiscal year that the projected or estimated amount of Unrestricted Fund Balance, will be less than the minimum requirement, then the City Manager shall prepare and submit in conjunction with the proposed budget a plan for the expenditure reductions and/or revenue increases necessary to restore the minimum requirements in the subsequent budget year or other appropriate period as stipulated in the minimum reserve requirement section.

X.IX. BUDGETING

The actual amount of unrestricted fund balance (total of committed fund balance, assigned fund balance, and unassigned fund balance) is not known until the completion of the annual audit, which takes place after the end of the fiscal year being audited. However, an estimate of unrestricted fund balance (also called estimated beginning fund balance) must be made during the annual budget adoption process (July through September) which is prior to September 30th, the end of the fiscal year.

XI.X. ANNUAL REVIEW

Compliance with the provisions of the Policy shall be reviewed as part of the annual budget adoption process, and the amount of restricted, committed, assigned, and non-spendable and the minimum level of spendable fund balance shall be determined during this process.

Funds which exceed their established fund balance target by 10% or more for two consecutive years will be reviewed by administration. If appropriate and permitted by law, the amount over the target will be transferred to the General Fund, or other funds of the City, with the approval of City Council.

Funds which fall below their established fund balance target by 10% or more for two consecutive years will be reviewed by administration. If it is determined that the fund balance target level is still appropriate, a corrective action plan to restore the fund to the appropriate level will be submitted to City Council for approval.

XII.XI. ADDITIONAL INFORMATION, REQUIREMENTS, RESPONSIBILITIES

It will be the responsibility of the Finance ~~Director~~Department to execute the Policy and to keep the Policy current.

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The Policy shall take effect immediately upon its adoption and will be applied beginning with the preparation of the City's September 30, ~~2025~~2022 Comprehensive Annual ~~Comprehensive~~ Financial Report and adoption of the City's Fiscal Year ~~2026~~2022 Budget.

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RESOLUTION 2025-18

A RESOLUTION OF THE CITY OF PALM BAY, BREVARD COUNTY, FLORIDA, AMENDING RESOLUTION 2011-34, AS AMENDED BY RESOLUTION 2021-03, BY UPDATING THE CITY OF PALM BAY FUND BALANCE POLICY; PROVIDING FOR AN EFFECTIVE DATE.

WHEREAS, the Governmental Accounting Standards implemented Statement No. 54, *Fund Balance Reporting and Governmental Fund Type Definitions* in June 2010, to clarify the meaning of fund balance on financial statements, and

WHEREAS, the City's Fund Balance Policy was established and approved by City Council on August 4, 2011, pursuant to Resolution 2011-34, and amended by City Council on January 7, 2021, pursuant to Resolution 2021-03, and

WHEREAS, the City desires to update its Fund Balance Policy, remaining consistent with Governmental Accounting Standards Board Statement No. 54 and following Best Practices and Fund Balance Guidelines for the General Fund established by the Government Finance Officers Association, and

WHEREAS, such updated policy has been prepared, attached hereto as Exhibit "A", and will replace the City's previously adopted Fund Balance Policy.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF PALM BAY, BREVARD COUNTY, FLORIDA, as follows:

SECTION 1. The above recitals are true and correct and, by this reference, are hereby incorporated into and made an integral part of this resolution.

SECTION 2. The City Council of the City of Palm Bay hereby adopts the updated "City of Palm Bay Fund Balance Policy" and directs the City Manager to implement said policy.

SECTION 3. This Resolution shall take effect immediately upon the enactment date.

This resolution was duly enacted at Meeting 2025-XX, of the City Council of the City of Palm Bay, Brevard County, Florida, held on _____, 2025.

Rob Medina, MAYOR

ATTEST:

Terese M. Jones, CITY CLERK

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Unrestricted	Committed	<i>Not available for appropriation.</i> Constraints on spending that the government imposes upon itself by highest-level formal action prior to the close of the period.
	Assigned	<i>Available for appropriation.</i> Resources intended for spending for a purpose set by the governing body itself or by some person or body delegated to exercise such authority in accordance with policy.
	Unassigned	Residual. <i>Available for any legal purpose.</i> (General Fund only)

I. PURPOSE

The Fund Balance Policy (the "Policy") will assist the City in providing a stable financial environment for the City's operations that allows the City to provide quality services to its residents in a fiscally responsible manner. The Policy also provides a measure of financial protection against unanticipated events that could, in the absence of the Policy, adversely affect the financial condition of the City and jeopardize the continuation of necessary public services. No other policy or procedure supersedes the authority and provisions of the Policy.

The Policy is adopted to ensure the City maintains adequate fund balance and reserves to mitigate current and future risks and to ensure stable tax rates. Additionally, the Policy aims to:

1. Provide sufficient cash flow for daily financial needs;
2. Secure and maintain investment grade bond ratings;
3. Offset significant economic downturns or revenue shortfalls; and
4. Provide funds for unforeseen expenditures, such as those related to emergencies.

II. PROCEDURES & RESPONSIBILITIES

The Finance Director or designee shall be responsible for executing the Policy. In doing so, the Finance Director or designee shall establish and amend, when necessary, operational procedures for the implementation of the Policy.

III. DEFINITIONS

Fund Balance – This is the cumulative difference of all revenues and expenditures. It can also be considered to be the difference between assets and liabilities reported in a governmental fund.

Nonspendable Fund Balance – Amounts that are not in spendable form or legally or contractually required to be maintained intact. "Not in spendable form" includes items that are not expected to be converted to cash (such as inventories and prepaid amounts) and items such as the long-term amount of loans and notes receivable, as well as property acquired for resale (unless the proceeds are restricted, committed or assigned).

Restricted Fund Balance – Amounts that can be spent only for specific purposes stipulated by (a) external resource providers such as creditors (by debt covenants), grantors, contributors, or laws or regulations of other governments; or (b) imposed by law through constitutional provisions or enabling legislation.

Committed Fund Balance – Amounts constrained for a specific purpose by formal action of a government using its highest level of decision-making authority. Commitment of fund balance may be made for such purposes including, but not limited to, a) major maintenance and repair projects; b) meeting future obligations resulting from a natural disaster; c) accumulating resources pursuant to stabilization arrangements; d) establishing reserves for disasters; and/or e) for setting aside amounts for specific projects.

Commitments may be changed or lifted only by the City Council taking the same formal action that imposed the original constraint. Action to constrain resources must occur prior to year-end; however, the amount can be determined in the subsequent period.

Assigned Fund Balance – In the General Fund, these are spendable amounts constrained by the City's intent that they be used for a specific purpose but are neither restricted nor committed; the intent shall be expressed by the city management based on City Council direction. For all governmental funds other than the General Fund, assigned fund balance is any residual positive amounts not classified as non-spendable, restricted, or committed.

Unassigned Fund Balance – The residual classification for the General Fund. This classification represents fund balance that has not been assigned to other funds and that has not been restricted, committed, or assigned to

specific purposes within the General Fund. Unassigned fund balance may also include negative balances for any governmental fund if expenditures exceed amounts restricted, committed, or assigned for those specific purposes.

Unrestricted Fund Balance – The total of committed fund balance, assigned fund balance, and unassigned fund balance; also referred to as Spendable Fund Balance.

IV. THE POLICY

The Policy establishes the procedures for reporting, within the annual financial statements, unrestricted fund balance (comprised of committed, assigned, and unassigned categories) within the City's governmental funds (General Fund, Special Revenue Funds, Debt Service Funds, and Capital Projects Funds) and within the City's major enterprise funds (Utilities Fund and Stormwater Fund).

General Fund – The General Fund is used to account and report all financial resources that are not required to be reported in another fund. The fund shall establish an Unrestricted Fund Balance equivalent to a minimum of four months of regular budgetary General Fund operating expenditures.

The Unrestricted Fund Balance is needed to ensure timely payment of debt obligations and/or legal judgments; to ensure fund stabilization in the events of unanticipated loss of revenues, unanticipated expenses, and/or losses not covered by insurance, or to cover costs until receipt of insurance or FEMA proceeds; to ensure that bond covenants or other legal obligations are met; and for such other uses as dictated by legal requirements or City Council action.

Special Revenue Funds – Special Revenue Funds are used to account for and report proceeds of specific revenue sources that are restricted or committed to expenditures for specific purposes other than debt service or capital projects. The term "proceeds for specific revenue sources" establishes that one or more restricted or committed revenues should be the foundation for a specific revenue fund. No specific reservation of Fund Balance is created by virtue or enactment of this policy. The amount of any reservation of Fund Balance shall be governed by the legal authority underlying the creation of the individual funds.

Debt Service Funds – Debt Service Funds are used to account for and report financial resources that are restricted, committed, or assigned to expenditure for principal and interest. This policy does not create any specific reservation of Fund Balance within any Debt Service Fund as it is established as part of the ordinance or resolution which authorizes the issuance of debt.

Capital Projects Funds – Capital Projects Funds are used to account for and report financial resources that are restricted, committed, or assigned to expenditure for capital outlays, including the acquisition or construction of capital facilities and other capital assets. These projects may extend beyond a fiscal year. No specific reserve requirement is established for the Capital Projects Funds. However, at a minimum, the fiscal year end Fund Balance and estimated revenues for the ensuing fiscal year must be sufficient to meet all outstanding fund encumbrances.

Enterprise Funds – The City will strive to maintain unrestricted net assets equal to 90 days of actual operating expenses of the prior fiscal year in the Utilities Fund and Stormwater Fund. This reserve is needed to cover short-term cash flow variations, economic downturns, and emergencies. Unrestricted net assets under the 90-day goal should be used only for unanticipated expenditures.

V. SPENDING ORDER OF FUND BALANCES

The City will spend restricted amounts first when both restricted and unrestricted fund balance are available unless there are legal documents/contracts that prohibit doing this, such as in grant agreements requiring dollar-for-dollar spending. Additionally, the City will first use committed fund balance, followed by assigned fund balance and then unassigned fund balance when expenditures are incurred for purposes for which amounts in any of the spendable fund balance classifications can be used.

VI. AUTHORIZATION OF ENDING FUND BALANCE

GASB 54 allows the City Council authority to "assign" ending fund balances or bestow this authority to a city officer or designee. To provide the City with the most flexibility in financial reporting, the Finance Director or designee is authorized to assign resources and ending fund balances if applicable.

VII. MINIMUM RESERVE REQUIREMENT

In the event funds are not available to establish the balances required under the Policy, the Unrestricted Fund Balance target shall be achieved by adding a designated amount to the budget to cover the deficiency over a period not to exceed three (3) years.

VIII. REPLENISHMENT OF MINIMUM RESERVE DEFICITS

If it is anticipated at the completion of any fiscal year that the projected or estimated amount of Unrestricted Fund Balance will be less than the minimum requirement, then the City Manager shall prepare and submit in conjunction with the proposed budget a plan for the expenditure reductions and/or revenue increases necessary to restore the minimum requirements in the subsequent budget year or other appropriate period as stipulated in the minimum reserve requirement section.

IX. BUDGETING

The actual amount of unrestricted fund balance (total of committed fund balance, assigned fund balance, and unassigned fund balance) is not known until the completion of the annual audit, which takes place after the end of the fiscal year being audited. However, an estimate of unrestricted fund balance (also called estimated beginning fund balance) must be made during the annual budget adoption process (July through September) which is prior to September 30th, the end of the fiscal year.

X. ANNUAL REVIEW

Compliance with the provisions of the Policy shall be reviewed as part of the annual budget adoption process, and the amount of restricted, committed, assigned, and non-spendable and the minimum level of spendable fund balance shall be determined during this process.

Funds which exceed their established fund balance target by 10% or more for two consecutive years will be reviewed by administration. If appropriate and permitted by law, the amount over the target will be transferred to the General Fund, or other funds of the City, with the approval of City Council.

Funds which fall below their established fund balance target by 10% or more for two consecutive years will be reviewed by administration. If it is determined that the fund balance target level is still appropriate, a corrective action plan to restore the fund to the appropriate level will be submitted to City Council for approval.

XI. ADDITIONAL INFORMATION, REQUIREMENTS, RESPONSIBILITIES

It will be the responsibility of the Finance Director or designee to execute the Policy and to keep the Policy current.

XII. EFFECTIVE DATE

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FUND BALANCE POLICY

Background

In February 2009, the Governmental Accounting Standards Board (GASB) issued GASB #54 Fund Balance Reporting and Governmental Fund Type Definitions. The statement was implemented in June 2010. GASB #54 defines how fund balances are categorized and clarifies how some of the governmental funds are presented and classified.

GASB #54 Classifications of Fund Balance

Non-spendable	<i>Not available for appropriation.</i> Not available for spending, either now or in the future.	
Restricted	<i>Available for appropriation</i> but intended for a specific use. Constraints on spending that are legally enforceable by outside parties.	
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