



## RESTRICTED SURPLUS

PREPARED BY:	Chief Financial Office	COUNCIL APPROVAL DATE:	December 13, 2022
EFFECTIVE DATE:	December 13, 2022		
REFERENCES:	Public Sector Accounting Board Handbook Project Funding Policy C-FI002	PREVIOUS REVISION DATE:	February 13, 2018
FUNCTION:	Financial Management	LS REVIEW DATE:	November 29, 2022

### PURPOSE

To establish standards regarding the management of Parkland County's restricted surplus.

### POLICY STATEMENT

The ongoing commitment of funds to restricted surplus provides for property tax stabilization, contingency funding, and reduces the need for debt financing. Established guidelines ensure consistent and effective management of the designated funds pertaining to the restricted surplus.

### DEFINITIONS

1. "Asset Management" means restricted surplus accounts established to support the sustainability of current and future assets.
2. "County" means the Municipality of Parkland County.
3. "Externally Restricted" means restricted surplus accounts established for expenditures where the cause was not under the control of the County and where an immediate response is required for public safety or to continue the delivery of essential services.
4. "Extreme Events" means restricted surplus accounts established for expenditures where the cause was not under the control of the County and where an immediate response is required for public safety or to continue the delivery of essential services.
5. "Liquidity" means the ability of the County to pay for obligations as they become due.
6. "Property Tax Stabilization" means the avoidance of large variations in property tax rates year over year.
7. "Rate of Return" Means the gain or loss arising from an investment expressed as a percentage of the principal amount invested.
8. "Restricted Surplus" means the revenues which have been internally or externally restricted or formally designated. These restrictions identify funds for a specified future purpose and are not available to meet the government's general obligations and/or finance its other activities.
9. "Risk Mitigation" means restricted surplus accounts used to hedge against potential risks.

10. "Target" means the level of funds that the restricted surplus should hold in order to achieve the purpose specified on the authorization form.
11. "Total Balance" means the total of all funds in a restricted surplus account.
12. "Undedicated Balance" means the sum of all funds not allocated to a specific purpose and held to mitigate future risk.

## **SCOPE**

This policy applies to all departments within Parkland County.

## **RESPONSIBILITIES**

Administration of the restricted surplus will be carried out by the Chief Financial Office under the direction of the Chief Financial Officer.

## **STANDARDS**

### **1. Authority**

- a. The establishment or elimination of a restricted surplus must be approved by Council resolution.
- b. Transfer to and from restricted surplus must be approved by
  - i. Council resolution;
  - ii. Council through the annual budget;
  - iii. the Chief Financial Officer, only when specifically contemplated in an approved Restricted Surplus Authorization Form; or
  - iv. the Chief Financial Officer, only when the transfer is used to temporarily cash flow a project funded by debt, grant funds not yet approved, or other funding source not yet available.
  - v. Council-approved project not completed at the end of a fiscal year will be carried forward in accordance with Project Funding Policy C-FI002.

### **2. Categories**

- a. Restricted surplus accounts are grouped into the following categories based on the characteristics of each account:
  - i. Asset Management
  - ii. Risk Mitigation
  - iii. Externally Restricted
  - iv. Other as required

### **3. Funding Sources**

- a. Restricted surplus may be funded from various sources including, but not limited to:
  - i. direct cash receipts such as sale of capital assets and land;

- ii. approved budget contributions;
- iii. carryover of current year's budget funds which were approved for a specific purpose but were not expended during the year
- iv. annual surplus contributions;
- v. investment income; and
- vi. other revenue sources.

#### **4. Usage**

- a. Restricted surplus funds may only be used for the purposes specified by Council in the approved authorization forms attached as Schedule 1 to this policy.
- b. Prohibited uses include but are not limited to:
  - i. funding recurring expenses and;
  - ii. any use not contemplated in the restricted surplus authorization form.
- c. Council may, by resolution, direct administration to utilize restricted surplus for any use.

#### **5. Interest Earnings**

- a. Restricted surplus funds may be invested in accordance with the County's Investment Policy C-FI01. The rate of return will be determined as part of the budget process based on the projected performance of the investment portfolio or the interest rate dictated by the corresponding legislation and/or agreement (if applicable).
- b. Interest earnings will only be applied to the restricted surplus if:
  - i. there are external requirements based on legislation or agreements; or
  - ii. they are required to assist in offsetting the effects of inflation.

#### **6. Internal Borrowing**

- a. Where the County chooses to borrow internally from the restricted surplus to reduce the overall impact of external borrowing, an interest rate will be applied to the borrowing that is reflective of the nature of the borrowing.

#### **7. Liquidity**

- a. The Chief Financial Office will monitor the County's restricted surplus balance to ensure there are sufficient funds available for the County to meet its obligations throughout the fiscal year.
- b. If the Chief Financial Office determines that restricted surplus funds cannot be used due to other obligations, alternative funding strategies will require Council approval.

#### **8. Target**

- a. Where applicable, restricted surplus accounts will be assigned a target to identify whether the account is under- or overfunded based on the expected use of the account.
- b. The account will also be classified as "Total Balance" or "Undedicated Balance" based on the nature of the account.

**9. Restricted Surplus Authorization Forms (Schedule 1)**

- a. The Chief Financial Office will prepare Restricted Surplus Authorization forms for Council to review and approve. These forms provide details regarding how specific fund balances will be managed. The following information must be included on each form:
  - i. Type: Surpluses are segregated into categories based on their function;
  - ii. Purpose: An explanation as to why restricted surplus funds are being set aside for this function;
  - iii. Application: The criteria upon which funds can be transferred out of the restricted surplus;
  - iv. Source of Funding: How additional funds will be generated to replenish depleted amounts;
  - v. Target: The projected amount that is required to service future expenses pertaining to the specified purpose; and
  - vi. Interest Bearing: Whether or not interest earned from the investment of restricted surplus funds will be applied to the restricted surplus.

**10. Excess Restricted Surplus**

- a. Excess balances in a restricted surplus account will be administered based on the following process. Excess funds will be applied:
  - i. First to future known projects that meet the criteria of the applicable authorization form;
  - ii. Next to another restricted surplus which has not reached its target;
  - iii. Next to a one-time project for which other funding sources are not available; and
  - iv. Finally to general operating revenue.

**11. Reporting**

- a. Reporting of the restricted surplus will form part of the financial statements.

**ATTACHMENTS**

"Schedule 1" Restricted Surplus Authorization Forms

**“SCHEDULE 1”**

RESTRICTED SURPLUS AUTHORIZATION FORMS

TYPE: ASSET MANAGEMENT (SPECIFIED NEEDS)

<b>Name:</b>	Future Capital
<b>Application:</b>	To carry over to a subsequent year, funding for specific capital projects not completed at year-end and to fund capital emergent items.
<b>Source of Funding:</b>	a) Annual capital budget b) Tax-funded carryforward projects at year end c) remaining funds from completed tax-funded capital projects
<b>Target:</b>	Variable – Target is tied to carryforward list
<b>Interest Bearing:</b>	No

<b>TYPE:</b>	ASSET MANAGEMENT (SPECIFIED NEEDS)
<b>Name:</b>	Lifecycle Plans
<b>Application:</b>	To fund the scheduled replacement of County property and/or other recurring purchases for which there is a Lifecycle Plan.
<b>Source of Funding:</b>	a) Annual operating budget in an amount calculated in accordance with the Lifecycle Plans b) Other revenues as approved by Council
<b>Target:</b>	Variable – Target is tied to plan needs
<b>Interest Bearing:</b>	No – Imbedded in plan

<b>TYPE:</b>	ASSET MANAGEMENT (SPECIFIED NEEDS)
<b>Name:</b>	Water and Waste Water
<b>Application:</b>	To fund expansion, refurbishment or replacement of water and waste water infrastructure and related capital equipment.
<b>Source of Funding:</b>	a) Transfers from the Water and Waste Water operating budget. b) Other revenues as approved by Council.
<b>Target:</b>	Variable – Target is tied to plan needs.
<b>Interest Bearing:</b>	Yes

**TYPE:** ASSET MANAGEMENT (UNSPECIFIED NEEDS)

**Name:** County Facilities

**Application:** To fund expansion or renovation of County owned facilities, and/or the purchase of furniture and equipment for County owned facilities.

**Source of Funding:** a) Annual operating budget.  
b) Other revenues as approved by Council.

**Target:** \$10,000,000 Total Balance

**Interest Bearing:** No



<b>TYPE:</b>	ASSET MANAGEMENT (UNSPECIFIED NEEDS)
<b>Name:</b>	Environmental
<b>Application:</b>	To fund operating and capital expenditures for one-time environmental projects and environmental remediation/reclamation.
<b>Source of Funding:</b>	a) Annual operating budget. b) Other revenues as approved by Council. c) Usage royalties d) Proceeds in excess of granular aggregate sold
<b>Target:</b>	Variable - \$800,000 greater than the liability for environmental remediation/reclamation
<b>Interest Bearing:</b>	No

**TYPE:** ASSET MANAGEMENT (UNSPECIFIED NEEDS)

**Name:** Information Technology

**Application:** To fund expenditures related to information technology capital projects.

**Source of Funding:** a) Annual budget  
b) Other revenues as approved by Council

**Target:** None

**Interest Bearing:** No

**TYPE:** ASSET MANAGEMENT (UNSPECIFIED NEEDS)

**Name:** Recreation

**Application:** To fund capital replacements, improvements, and cost share agreements with other municipalities.

**Source of Funding:** a) Annual operating budget.  
b) Other revenues as approved by Council.

**Target:** \$6,000,000 Total Balance

**Interest Bearing:** No

**TYPE:**

**RISK MITIGATION**

**Name:**

Extreme Events

**Application:**

To fund non-reimbursable costs or to provide interim funding for reimbursable costs of unforeseen extreme events occurring within Parkland County.

**Source of Funding:**

- a) Annual operating budget.
- b) Other revenues as approved by Council.

**Target:**

\$8,500,000 Undedicated Balance

**Interest Bearing:**

Yes

**TYPE:**

RISK MITIGATION

**Name:**

Long Term Sustainability

**Application:**

To set aside and disburse 30% of funds obtained through the municipal portion of taxation of new linear assessment resulting from the construction of large projects such as power plant (assessed value over \$50M). The funds are set aside to protect the municipality from:

- a) the future depreciation of these assets ensuring the long term sustainability of Parkland County; and
- b) to mitigate the risk of revenue fluctuations faced by the County.

The principal balance of this fund is held to earn interest. The principal can; however, be used to mitigate unanticipated revenue loss and special capital projects that support the long-term sustainability of Parkland County.

**Source of Funding:**

- a) Linear taxation resulting from large industrial projects.
- b) Proceeds from sale of municipal buildings and land.

c) Other revenues as approved by Council.

**Target:**

\$25,000,000 Undedicated Balance

**Interest Bearing:**

Yes

<b>TYPE:</b>	EXTERNALLY RESTRICTED
<b>Name:</b>	Municipal Park
<b>Application:</b>	<p>To set aside proceeds from the sale of municipal and/or school reserve lands or cash received in lieu of dedication of municipal or school reserve lands as dictated by Section 670 of the Municipal Government Act.</p> <p>Funds may be used for any or of the following purposes:</p> <ul style="list-style-type: none"><li>a) A public park.</li><li>b) A public recreation area.</li><li>c) School authority purposes.</li><li>d) To separate areas of land that are used for different purposes as required by Section 671 of the Municipal Government Act.</li></ul>
<b>Source of Funding:</b>	<p>Proceeds from sale of park lands or cash received in lieu of dedication. As Section 671 (4) (a) of the Municipal Government Act states, "money provided in place of municipal reserve must be accounted for separately"; these transfers can be authorized by the Chief Financial Officer.</p>
<b>Target:</b>	Variable – tied to development within the County.
<b>Interest Bearing:</b>	Yes

**TYPE:****OTHER****Name:****Benefit Premium Stabilization****Application:**

To fund unforeseen deficits in the self-insured benefit plan and to smooth large premium increases. These transfers can be authorized by the Chief Financial Officer.

**Source of Funding:**

Self-insured Benefit Plan Surpluses. These transfers can be authorized by the Chief Financial Officer.

**Target:**

30% of annual premiums.

**Interest Bearing:**

No

**TYPE:**

**OTHER**

**Name:**

Future Operating

**Application:**

To carry over funding for projects/programs not completed at year-end. To build funding for future non-annual programs such as elections, strategic plans, etc. To fund unanticipated emergent expenditures.

**Source of Funding:**

- a) Annual operating budget.
- b) Tax-funded carryforward projects at year end
- c) Other revenues as approved by Council.

**Target:**

\$4,500,000 Undedicated Balance plus a variable amount tied to the carryforward list.

**Interest Bearing:**

No



**TYPE:**

**OTHER**

**Name:**

**Business Attraction Fund**

**Application:**

To fund projects/programs that encourage large scale non-residential development within Parkland County.

**Source of Funding:**

a) 20% of the municipal portion of non-residential taxation (excluding linear tax revenue) resulting from new large-scale development within Parkland County (assessed value over \$50M).

b) 80% of permit revenue resulting from new large-scale development within Parkland County (assessed value over \$50M).

c) Other revenue as approved by Council.

**Target:**

\$8,000,000 Undedicated Balance.

**Interest Bearing:**

No

**TYPE:**

**OTHER**

**Name:**

Developer Recoveries

**Application:**

Fund interest and/or principal payments on offsite infrastructure debt.

Fund recoverable offsite infrastructure projects

**Source of Funding:**

a) Recovery of front-ended infrastructure through the offsite levy model

b) Other revenue as approved by Council

**Target:**

Variable in alignment with offsite-levy model

**Interest Bearing:**

Yes