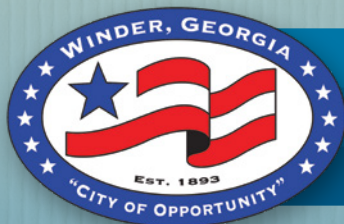


# City of Winder

POPULAR ANNUAL FINANCIAL REPORT FY 2023



LEADERSHIP

STEWARDSHIP

MOMENTUM





## About this report

The Popular Annual Financial Report (PAFR) is designed to provide citizens and other interested parties with a user-friendly overview of the City's financial results and increase awareness of the City's audited financial statements contained within the 2023 Annual Financial Report. The 2023 Annual Financial Report was audited by Rushton and Company, LLC and has received unmodified or "clean" audit opinion.

The PAFR does not present the same level of detail as the Annual Financial Report. Rather, it will serve as a highlight reel of the overall financial condition and trends of the City. Any financial data presented in this report is derived from the City's financial statements but may include summarization and combinations of accounting data that would not be in accordance with Generally Accepted Accounting Principles. For a detailed financial statement please refer to the City's audits available online at [CityofWinder.com/Budgets](http://CityofWinder.com/Budgets).

JUG  
TAVERN  
PARK





from the desk of Mayor David Maynard

Dear Citizens of Winder,

As the Mayor of our vibrant City, it is with great pride that I present to you the Popular Annual Financial Report (PAFR) for the fiscal year 2023. This report is a testament of our commitment to transparency and accountability in managing the City's finances.

The PAFR is designed to be a concise and understandable overview of the City of Winder's financial position, budget performance, and operations. Municipal finances can be complex, and our goal with this report is to make the information accessible and easy to understand for all of our residents.

In this report, you will find a summary of the City's revenues and expenditures, financial trend data, and an overview of our economic health.

The PAFR highlights the important strides we have made in areas such as setting aside funds for capital project funding, public safety, and community services. It also outlines the challenges we face and our strategies for addressing them.

Your trust in us to manage the City's resources effectively is something we value deeply. We are committed to ensuring that Winder remains a thriving, sustainable, and welcoming community for all.

I encourage you to read through this report to better understand how your tax dollars are being utilized to enhance our City.

We welcome your feedback and questions regarding the PAFR or any other aspect of city governance. Our doors are always open, and we believe that an informed and engaged community is the key to our continued success.

Thank you for your continued support and for being an integral part of the City of Winder. Together, we are building a brighter future for our City.

Sincerely,

David Maynard  
Mayor of the City of Winder









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# MEET YOUR CITY GOVERNMENT

The City of Winder is a mayor-council form of government with an appointed City Administrator who oversees day-to-day operations in a manner that implements the vision, policies, and priorities of the Mayor and Council.

The Mayor and two City Council members are elected at-large (city-wide), and the remaining four Council seats are elected by residents in specified wards inside the City limits. All elections are non-partisan. The Mayor and Council serve four-year staggered terms, meaning not all seats are up for election at the same time.



**David Maynard**  
MAYOR



**Sonny Morris**  
WARD 1



**Kobi Kilgore**  
WARD 2



**Jimmy Terrell\***  
WARD 3



**Travis Singley**  
WARD 4 / MAYOR PRO TEM



**Stephanie Britt**  
AT-LARGE

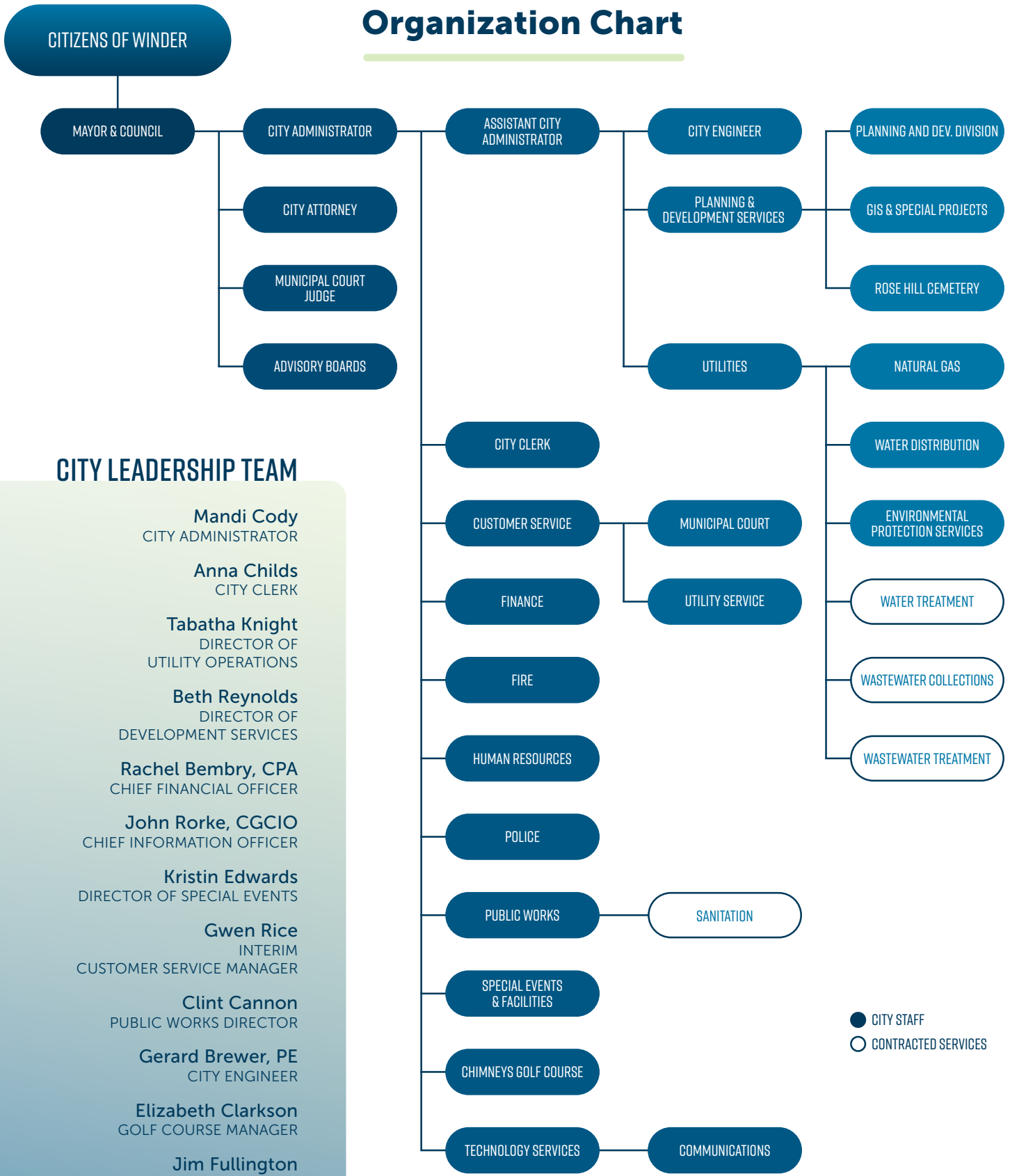


**Shannon Hammond**  
AT-LARGE

\* Councilman Terrell vacated the Ward 3 seat in August 2023.



# Organization Chart



## CITY LEADERSHIP TEAM

**Mandi Cody**  
CITY ADMINISTRATOR

**Anna Childs**  
CITY CLERK

**Tabatha Knight**  
DIRECTOR OF  
UTILITY OPERATIONS

**Beth Reynolds**  
DIRECTOR OF  
DEVELOPMENT SERVICES

**Rachel Bemby, CPA**  
CHIEF FINANCIAL OFFICER

**John Rorke, CGCIO**  
CHIEF INFORMATION OFFICER

**Kristin Edwards**  
DIRECTOR OF SPECIAL EVENTS

**Gwen Rice**  
INTERIM  
CUSTOMER SERVICE MANAGER

**Clint Cannon**  
PUBLIC WORKS DIRECTOR

**Gerard Brewer, PE**  
CITY ENGINEER

**Elizabeth Clarkson**  
GOLF COURSE MANAGER

**Jim Fullington**  
POLICE CHIEF

**Matt Whiting**  
FIRE CHIEF

● CITY STAFF  
○ CONTRACTED SERVICES



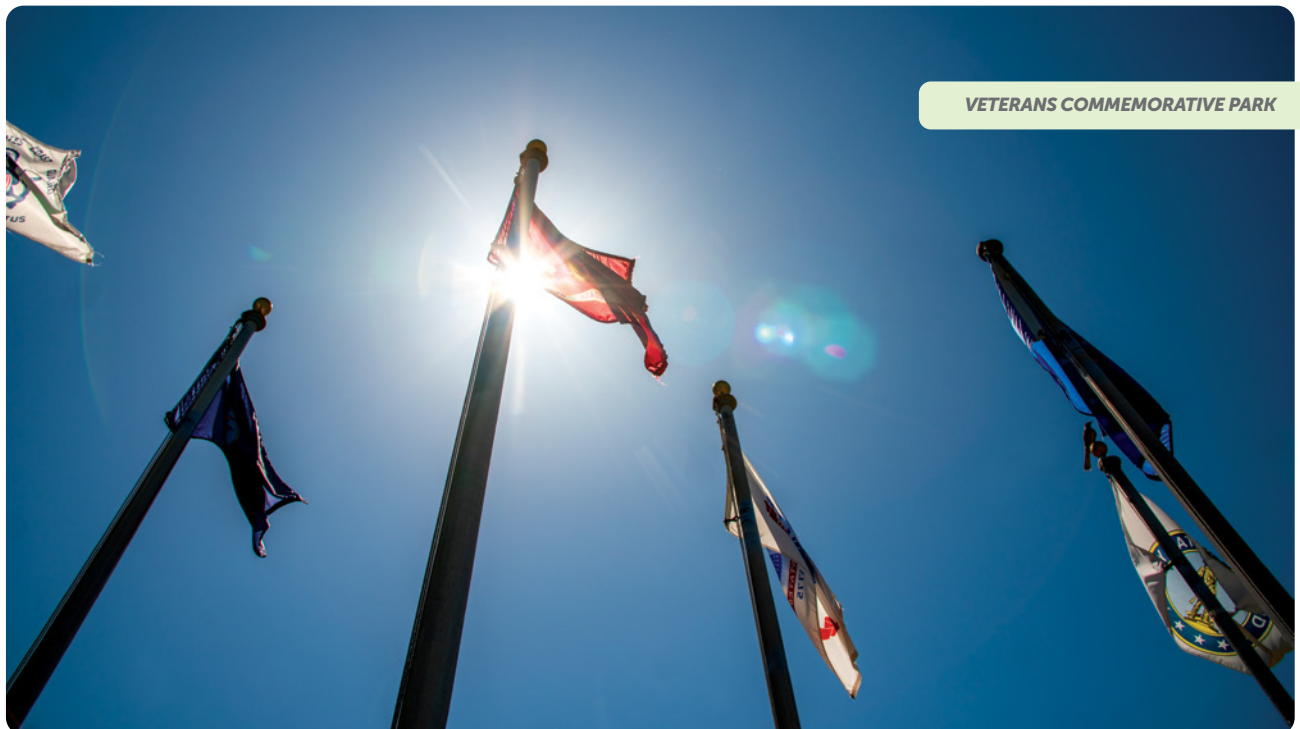
# BUILDING A BUDGET

**The annual budget** is the most important policy document approved by the Mayor and Council each year. Embedded within it are the vision, goals, and service expectations that the Mayor and Council seek for the City. For Fiscal Year 2023, the Council formally began the process of identifying these priorities at a January 2021 retreat. To ensure that these expectations were delivered to the citizens and customers of the City of Winder in the most cost-effective manner, City Council adopted Winder's first outcome-based budget, also known as a performance-based budget, for FY22. The City has continued to refine and implement their goals in Fiscal Year 2023.

In addition to performance-based budgeting with rate supported cost centers, Council also approved the City's first five-year Capital Improvement Plan (CIP) in FY22. A CIP identifies all significant investments in land, buildings, infrastructure, equipment, and fleet that the City will require over the next five years in order to ensure that assets are maintained and funding is appropriated within successive annual budgets.

## PERFORMANCE BASED BUDGETING

- The process of making resource allocation decisions based on the achievement of measurable outcomes.
- Also known as outcome-based budgeted.
- Serves to assess operational performance against important policy goals
- Moves public sector organizations toward quantifiable results, outcomes, and impacts.
- **Answers the question:** *What are we buying with taxpayer dollars?*







## Improved Capital Tracking and Reserve Reporting

The City has made great strides in its financial strength since FY21. The City implemented its first performance-based budget in FY22. Council adopted performance based budgeting in FY22, and continued it in FY23 to answer the question: *What are taxpayers buying with their tax dollars?* Performance based budgets ensure that constituents receive the services they expect at prices they are willing to pay. Additionally, the FY22 budget segregated funds and isolated operational activities to ensure that taxpayers are not funding services they are not receiving and to ensure accurate reporting of revenues and expenditures.

In FY23, the City continued analysis of the operational cost centers established in FY22 and added a concentration on improved capital tracking and reporting. Capital tracking and reporting are critical to the maintenance of the five-year Capital

Improvement Plan (CIP) implemented in FY22. The City solidified project-length budgets for capital projects in the CIP and created meaningful analysis of the reserves available now and in future years to complete the projects. As a result, the FY23 financial statements reflect a significantly different picture of unassigned fund balance/net position. The funds that have been committed or budgeted for capital projects that have not yet been expended are set aside in a separate fund balance/net position classification. This change reduces the amount that is reported as unassigned fund balance for governmental funds or unrestricted net position for enterprise funds.

The level of unassigned/unrestricted reserves can be an important indicator of a government's financial health. While this change reduces the amount of unassigned/unrestricted reserves, it is a more clear and realistic picture of the City's financial health.



**CITY LIMITS**

# Community Profile: WINDER AT A GLANCE

Located in Barrow County, Georgia the City of Winder has been serving its residents since 1893, 130 years. With a population estimate of almost 19,000 according to recent census data, Winder has grown more than 23% in population since 2010 and continues to welcome new residents and businesses each year. Known as the City of Opportunity, Winder is an energetic community that prides itself on hosting opportunity for all. Winder is a hub for commerce, industry, and culture in the region known for its strong sense of community and commitment to serving the needs of its residents with excellence.

DATE OF INCORPORATION:  
**JAN 1, 1893**

LAND AREA:  
**15.33 SQ MILES**

COUNTY:  
**BARROW**

TOTAL ADOPTED FY 2023 BUDGET:  
**\$83,441,496**

POPULATION:  
**18,414**

MEDIAN AGE:  
**36.4**

MEDIAN HOUSEHOLD INCOME:  
**\$57,708**

PER CAPITA INCOME:  
**\$41,804**

MEDIAN HOME VALUE:  
**\$229,000**

AVERAGE HOUSEHOLD SIZE:  
**2.68**

PERCENTAGE OF SINGLE HOUSEHOLDS:  
**25.7**

PERCENTAGE OF MARRIED HOUSEHOLDS:  
**45.8**

PERCENTAGE OF FAMILIES WITH CHILDREN:  
**35.6**

SOURCE:  
American Community Survey  
US Census Bureau  
July 1, 2022 estimate

## TOTAL POPULATION



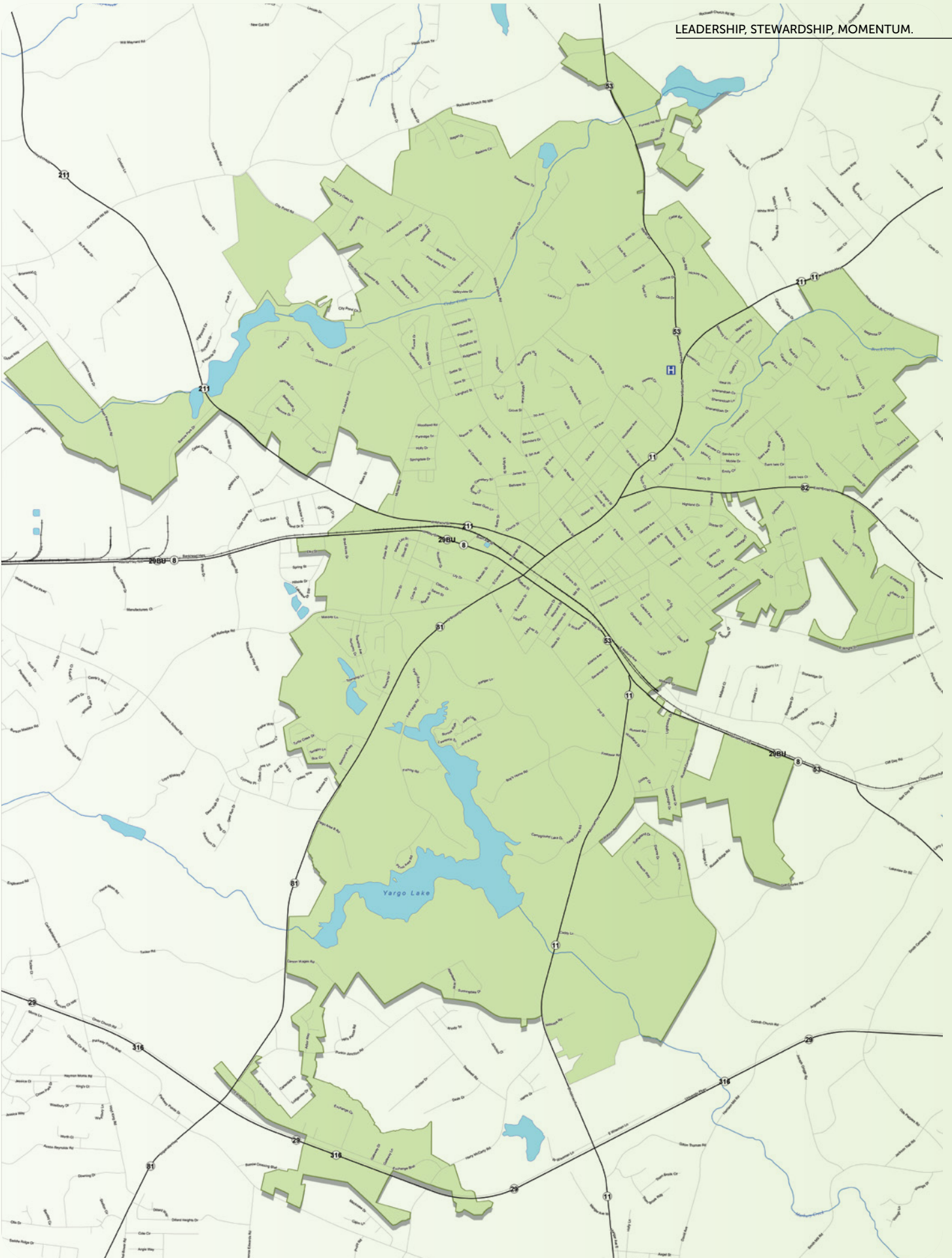
## EMPLOYMENT RATE



\* 2020 Decennial Census

\*\* 2022 American Community Survey 5-year estimates









# CITYWIDE FINANCIAL DATA

## Now for the Numbers!

This section is designed to provide “the big picture” on the City of Winder’s financial wellbeing and the value of the City as a whole to demonstrate how available resources are utilized to provide services to Winder residents and customers.





# NET POSITION

Net position, also known as a balance sheet, provides a snapshot of what the City currently owns (assets) and owes (liabilities), as well as sources (deferred inflows) and uses (deferred outflows) that will be recognized in future years. Increases or decreases in net position may serve as a useful indicator of whether the City's financial position is improving or declining.

## Governmental Activities

	<b>FY 2021</b>	<b>FY 2022</b>	<b>FY 2023</b>
Assets	\$36,325,322	\$ 43,455,134	\$49,518,308
Deferred Outflows of Resources	2,215,887	937,468	2,559,361
Liabilities	(11,990,731)	(11,592,481)	(18,810,693)
Deferred Inflows of Resources	(996,761)	(2,829,490)	(982,557)
<b>Net Position</b>	<b>\$25,553,717</b>	<b>\$29,970,631</b>	<b>\$32,284,419</b>

## Business-Type Activities

	<b>FY 2021</b>	<b>FY 2022</b>	<b>FY 2023</b>
Assets	\$133,418,998	\$147,626,605	\$159,056,594
Deferred Outflows of Resources	894,543	527,716	1,086,742
Liabilities	(26,657,683)	(24,504,103)	(25,408,092)
Deferred Inflows of Resources	(623,336)	(1,124,668)	(432,265)
<b>Net Position</b>	<b>\$107,032,522</b>	<b>\$122,525,550</b>	<b>\$134,302,979</b>

### PHOTOS, OPPOSITE PAGE:

1. CULTURAL ARTS CENTER
2. PINE SHORE PARK
3. WINDER TRAIN DEPOT
4. COLLEEN O. WILLIAMS THEATRE  
AT CULTURAL ARTS CENTER



## THE TABLE BELOW OUTLINES REVENUE TYPES FROM ALL FUNDS.

	<b>FY 2021</b>	<b>FY21 % of Total</b>	<b>FY 2022</b>	<b>FY22 % of Total</b>	<b>FY 2023</b>	<b>FY23 % of Total</b>
Charges for Services	\$34,770,576	68%	\$39,542,447	66%	\$43,415,351	69%
Other Taxes and Fees	5,711,235	11%	6,640,662	11%	8,411,518	13%
Grants and Contributions	6,629,989	13%	8,588,342	14%	4,777,962	8%
General Property Taxes	3,754,575	7%	4,801,413	8%	4,766,927	8%
Other	383,720	1%	712,022	1%	1,158,428	2%
	<b>\$51,250,095</b>		<b>\$60,284,886</b>		<b>\$62,530,186</b>	

Each fund within the City of Winder has different needs and spends money on various expenses. These expenses may include personnel costs, capital investments, contracts, maintenance, and debt service. The other pages in this document will provide more detailed information about spending for different funds.

## THE TABLE BELOW OUTLINES EXPENSES BY AREA.

For clarity, the General Fund has been broken out into functional areas: General Government, Housing and Development, Judicial, Public Safety, and Public Works.

	<b>FY 2021</b>	<b>FY21 % of Total</b>	<b>FY 2022</b>	<b>FY22 % of Total</b>	<b>FY 2023</b>	<b>FY23 % of Total</b>
Culture and Recreation	\$25,110	0.1%	\$274,063	0.7%	\$659,560	1.4%
Environmental Protection	468,920	1.3%	521,849	1.3%	798,382	1.7%
Gas	7,094,399	19.7%	9,739,426	24.1%	10,744,498	22.3%
General Government	677,355	1.9%	910,139	2.3%	1,311,163	2.7%
Golf	1,198,496	3.3%	1,388,287	3.4%	1,690,170	3.5%
Housing and Development	1,011,651	2.8%	1,361,087	3.4%	1,727,230	3.6%
Interest on Long Term Debt	138,629	0.4%	139,371	0.3%	20,148	0.0%
Judicial	247,414	0.7%	217,728	0.5%	279,562	0.6%
Public Safety	7,633,452	21.2%	8,144,257	20.2%	8,619,971	17.9%
Public Works	3,072,888	8.5%	3,318,944	8.2%	4,050,367	8.4%
Solid Waste	1,247,494	3.5%	989,510	2.5%	1,734,603	3.6%
Special Facilities	318,787	0.9%	337,818	0.8%	204,223	0.4%
Water and Sewer	12,822,721	35.7%	13,032,465	32.3%	16,448,206	34.1%
	<b>\$35,957,316</b>		<b>\$40,374,944</b>		<b>\$48,288,083</b>	



# FUNDING THE PRIORITIES

Different types of funds, such as General Funds, Enterprise Funds, and Special Revenue Funds, have varying sources of revenue. Enterprise Funds, which are operated much like business enterprises, receive most of their revenue from charges for services, while the General Fund, which provides government services for the general benefit of the community, relies mainly on property and sales taxes.



# GENERAL FUND

The General Fund accounts for resources devoted to support the services associated with local government. Programs resident in the General Fund are general administration, public safety, public works, and any other activity for which a special fund has not been created.



## POLICE PROTECTION

SWORN POLICE OFFICERS **44**

STATIONS **1**

NON-SWORN POLICE PERSONNEL **6**

PROBATION OFFICERS **1**

CODE ENFORCEMENT OFFICERS **3**

CONSECUTIVE YEARS STATE ACCREDITED POLICE DEPARTMENT (AS OF 2023) **20**



## FIRE PROTECTION



**37** FIREFIGHTERS & OFFICERS

**2** STATIONS

**1** ADMINISTRATIVE SUPPORT

ISO CLASS **2**  
RATED FIRE DEPARTMENT



## Ratios & Trends

### How are we doing?

Looking at key financial ratios and trends over several years enables the City to have a clearer picture of where it has been and where it is going.

#### Governmental Funds Only

	FY 2021	FY 2022	FY 2023	
Total Margin Ratio	13.22	24.39	4.63	😊
% Change in Fund Balance	48%	61%	9%	😊
Quick Ratio	2.94	3.50	2.42	😊
Net Position Ratio	1.30	2.30	2.46	😊
Debt to Assets Ratio	0.57	0.28	0.21	😊
Capital Assets Condition Ratio	0.41	0.41	0.41	😐

## RATIOS & TRENDS CONTENT

These ratios are used to identify and quantify the positive and negative impacts of the City’s financial practices over time.

The governmental funds rate is generally good in all ratios except for the capital asset condition ratio. FY24 adopted budgets include several asset investments to address these issues, such as the addition of the General Government Buildings and Plant department to track facility costs and funding for the City Hall needs analysis and Cedar Creek Master Plan.

**Total Margin Ratio** focuses on whether the government lived within financial means during the fiscal year. A ratio of 1.0 or higher is desired.

**% Change in Fund Balance** focuses on the extent to which the financial position improved or deteriorated. A positive percentage change is desired.

**Quick Ratio** focuses on the ability meet short-term obligations and is a measure of the government’s liquidity. A ratio of 1.0 or higher is desired.

**Net Position Ratio** focuses on the ability to meet long-term obligations and is a measure of the government’s solvency. A high ratio is desired.

**Debt to Assets Ratio** focuses on the extent to which total assets are financed with long-term debt and is a measure of the government’s leverage. A lower ratio is desired as a high ratio implies an over reliance on debt for financing assets.

**Capital Assets Condition Ratio** focuses on the condition of the capital assets in relation to the remaining useful life. A high ratio is desired as it implies the government is investing in capital assets.

# ACHIEVING EXCELLENCE



### GOLD STATUS

20 YEARS OF CONSECUTIVE ACCREDITATION AS A STATE CERTIFIED LAW ENFORCEMENT AGENCY (2023)



### DISTINGUISHED BUDGET PRESENTATION AWARD

FY 2022 & FY 2023



### CERTIFIED CITY OF ETHICS

BY THE GEORGIA MUNICIPAL ASSOCIATION



### 2023 SOUTHEAST FESTIVALS & EVENTS ASSOCIATION KALEIDOSCOPE AWARDS

1ST PLACE - 'SPOOKTACULAR': BEST EVENT UNDER \$75,000 & BEST POSTER



2ND PLACE - 'NOON YEAR'S EVE': BEST CHILDREN'S EVENT & BEST NEW EVENT



3RD PLACE - 'STREETS OF TREATS' (SPOOKTACULAR): BEST EVENT WITHIN AN EVENT



## Property Taxes

Property taxes make up 31.9% of all revenues in the General Fund. These taxes are called ad valorem taxes, which means they are based on the assessed value of the property, including land, buildings, permanent fixtures, and any improvements made on the property.

### Your Property Tax Bill

A millage rate, or the tax rate, is approved by City Council and applied against the assessed value of property (which is 40% of market value as determined by the Barrow County Tax Assessor). This is the amount property owners pay to support general governmental services. Winder’s property tax is billed and collected by the Barrow County Tax Commissioner along with several other taxing authorities.



### HOW TO CALCULATE YOUR PROPERTY TAX:

**Step 1:** Appraised Value x 40% = Assessed Value

**Step 2:** Assessed Value – Exemptions = Taxable Value

**Step 3:**  $\frac{\text{Taxable Value} \times \text{Millage Rate}^*}{1,000} = \text{Property Tax Amount}$

*\*Winder Millage Rate, Fiscal Year 2023  
(Calendar Year 2022): 6 mills*

#### **DID YOU KNOW?**

*The line item identified as “Winder” is your City of Winder property tax bill. Just 15% of this tax bill! (That’s only \$1.21 per day to support roads, police, fire, parks, and general services in the City of Winder.)*



Sample Tax Statement

11763830-14159-1-1

BARROW COUNTY BOARD OF ASSESSORS  
30 N BROAD ST - HISTORIC COURTHOUSE  
WINDER GA 30680-1962  
770-307-3108



PT-306 (revised Jan 2016)

**Official Tax Matter - 2022 Tax Year**

This correspondence constitutes an official notice of ad valorem assessment for the tax year shown above.

Annual Assessment Notice Date: 5/6/2022

Last date to file a written appeal: 6/20/2022

\*\*\* This is not a tax bill - Do not send payment \*\*\*

County property records are available online at: [qpublic.net/ga/barrow/](http://qpublic.net/ga/barrow/)

8247PRNA 4/28/22 K

\*\*\*\*\*AUTO\*\*5-DIGIT 30680  
11763830 8247-RNA 14159 1 1



LOCAL CITIZEN  
123 ADDRESS ROAD  
WINDER GA



Appeal online via the Barrow County Qpublic site; search for your property then follow the instructions for appealing.

The amount of your ad valorem tax bill for the year shown above will be based on the **Appraised** (100%) and **Assessed** (40%) values specified in BOX 'B' of this notice. **You have the right to submit an appeal regarding this assessment to the County Board of Tax Assessors.** If you wish to file an appeal, you must do so in writing no later than 45 days after the date of this notice. If you do not file an appeal by this date, your right to file an appeal will be lost. Appeal forms which may be used are available at <https://dor.georgia.gov/documents/property-tax-appeal-assessment-form>.

At the time of filing your appeal you must select one of the following appeal methods:

- A**
- (1) County Board of Equalization (value, uniformity, denial of exemption, or taxability)
  - (2) Arbitration (value)
  - (3) County Hearing Officer (value or uniformity, on non-homestead real property or wireless personal property valued, in excess of \$500,000)

All documents and records used to determine the current value are available upon request. For further information regarding this assessment and filing an appeal, you may contact the Barrow County Board of Assessors which is located at 30 North Broad Street, Historic Courthouse, Winder, GA 30680 and which may be contacted by telephone at: (770) 307-3108. Your staff contacts are JOEY COFER/307-3108 EX 8970 and KIM HOOPAUGH/307-3108 EX 3508

Additional information on the appeal process may be obtained at <https://dor.georgia.gov/property-tax-real-and-personal-property>

Account Number	Property ID Number	Acreage	Tax Dist	Covenant Year	Homestead
88888	WN08 123	0.00	01		YES-S1
Property Description		LOT 1 BLK A UNIT 8 ADDRESS			
Property Address		123 ADDRESS ROAD			
	Taxpayer Returned Value	Previous Year Fair Market Value	Current Year Fair Market Value	Current Year Other Value	
<b>100% Appraised Value</b>	0	209,040	209,040	0	
<b>40% Assessed Value</b>	0	83,616	83,616	0	

**REASONS FOR ASSESSMENT NOTICE**

C2 -Annual Notice: No change in return/previous value

The estimate of your ad valorem tax bill for the current year is based on the previous or most applicable year's millage rate and the fair market value contained in this notice. The actual tax bill you receive may be more or less than this estimate. This estimate may not include all eligible exemptions.

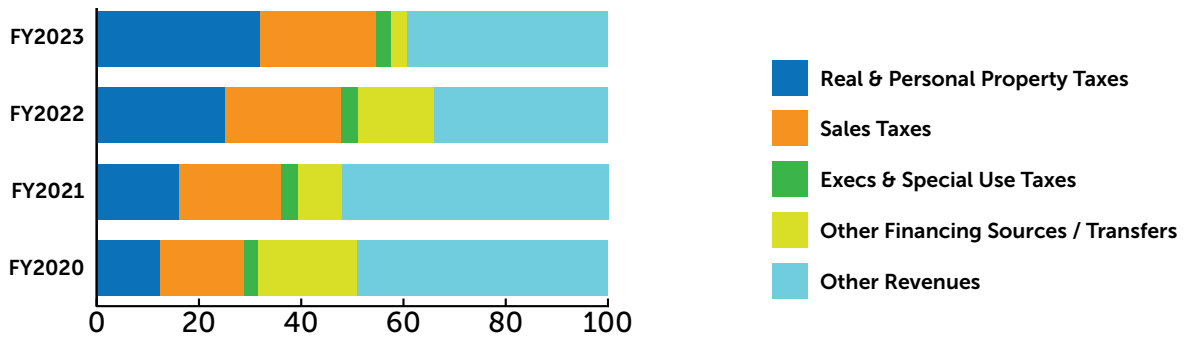
Taxing Authority	Other Exempt	Net Taxable Value	Millage	Estimated Tax
Winder	0	73,616	0.006000	441.70
<b>Total Estimated Tax</b>				<b>2,817.42</b>

*Only 15% of the total bill!*

### Strengthening Revenues Through Diversification and Cost Recovery

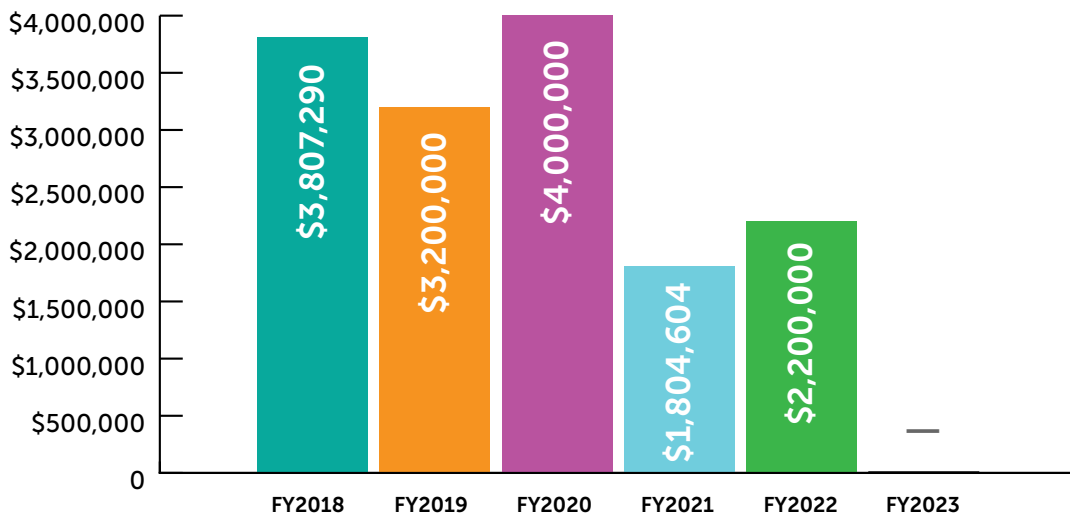
In FY 2023, the City focused on strengthening revenue streams through examining existing rates and fee structures as well as implementing new rates for general fund services, especially in planning, permitting, inspections, events, and rental of special facilities. The combination of this cost recovery strategy and increased millage rate from FY22, the City has been able to reduce transfers from the Water & Sewer Fund to \$0 in FY 2023.

### GENERAL FUND REVENUES BY PERCENTAGE 2020-2023



Between fiscal years 2018 and 2022, the water sewer enterprise fund transferred an average of \$3,002,379 per year. Council reduced this transfer to \$0 in FY23, meeting an important policy goal of Mayor and Council.

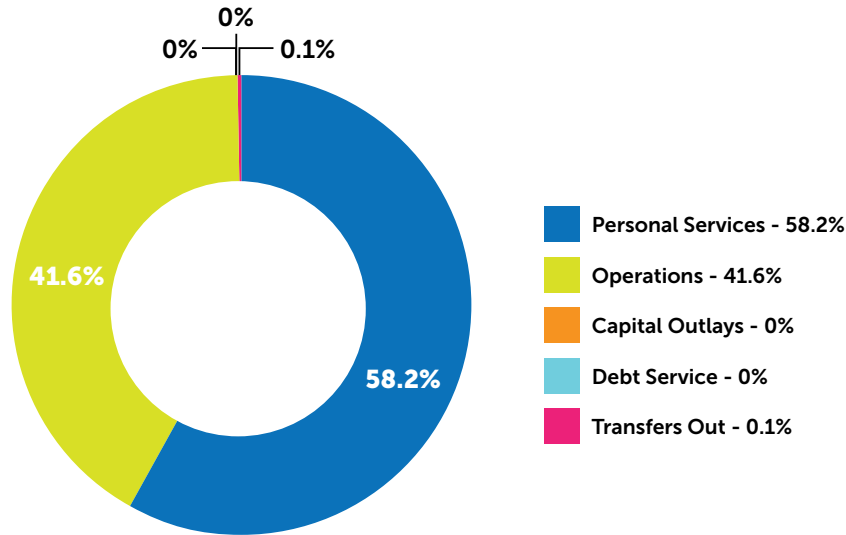
### GENERAL FUND TRANSFERS FROM WATER & SEWER FUND





Property taxes and other general fund revenues provide general governmental services such as police, fire, parks, public spaces, streets, landscaping, and streetlights.

## GENERAL FUND EXPENDITURES BY PERCENTAGE 2023



## GENERAL FUND EXPENDITURES BY DEPARTMENT

	FY 2021	FY 2022	FY 2023
Legislative	\$612,994	\$397,911	\$307,787
General Administration	966,470	1,297,501	1,492,517
Financial Administration	651,012	437,395	756,368
Technology Services	533,261	576,915	1,003,757
GIS	192,696	258,713	132,961
Human Resources	283,617	218,677	112,124
General Gov't Buildings	-	-	414,421
General Administrative Fees	16,230	16,479	-
Municipal Court	143,122	120,693	181,257
Probation	99,258	108,413	113,767
Police	3,888,304	4,147,969	4,326,451
Fire	3,351,077	3,883,589	4,173,712
Public Works	3,808,779	2,786,926	2,191,401
Parks	-	-	193,464
Planning, Licensing, Permitting	492,032	755,615	1,370,928
Code Enforcement	156,918	177,079	125,938
Economic Development	104,918	70,395	-
Debt Service	56,251	61,549	-
	<b>\$15,356,939</b>	<b>\$15,315,819</b>	<b>\$16,896,853</b>

## What is Fund Balance?

Fund balance, by definition, is the excess of assets of a fund over its liabilities, reserves and carryover. Assets are resources which have monetary value, owned or held by a government. Liabilities are future spending of revenue as a result of past transactions and other past events. Fund balance, for the General Fund, is similar to a savings account. It is the amount of money set aside to respond to emergency situations or meet unexpected expenses. The General Fund’s fund balance is one indicator of fiscal health. It is recommended that a city maintain the equivalent of three months or twenty five percent of operating expenditures in unassigned fund balance.

Fund Balance has several classifications:

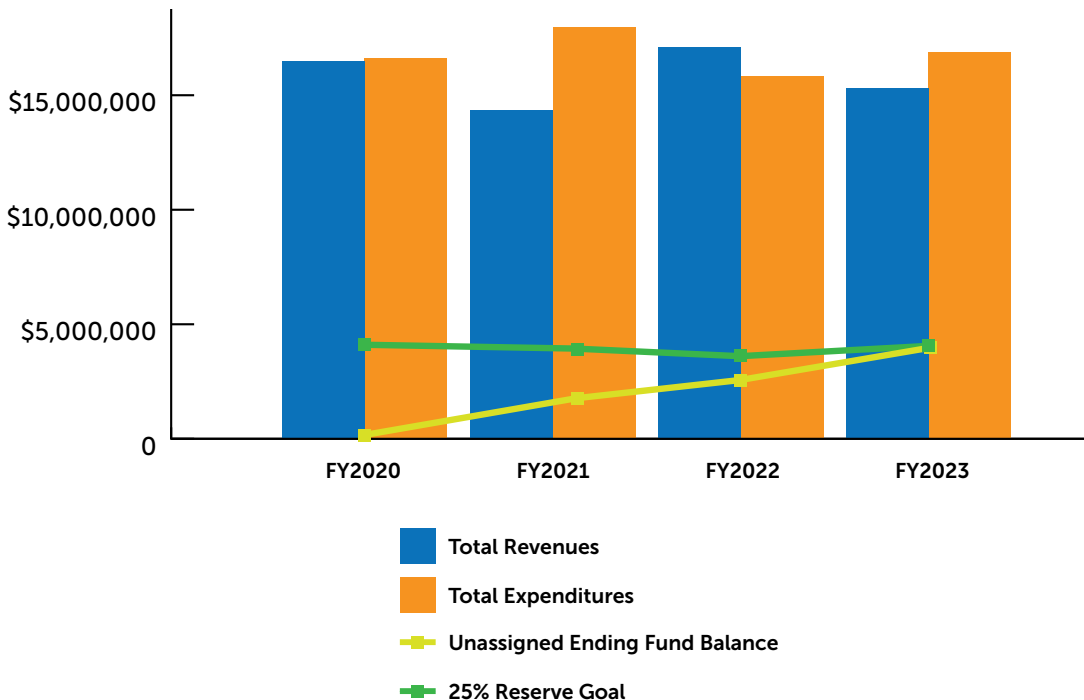
**Non-spendable:** the portion of the fund revenue over expenditures that is available to be invested but not spent.

**Restricted:** the portion that can be spent only for specific purposes stipulated by enabling legislation.

**Assigned:** the portion of the fund balance reflecting the government’s intended use of resources, with the intent established by government committees or officials in addition to the governing board.

**Unassigned:** the remaining portion of 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.

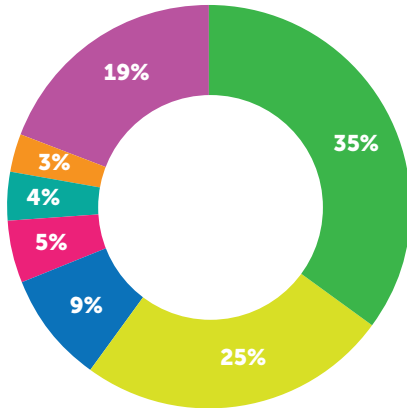
### GENERAL FUND BALANCE





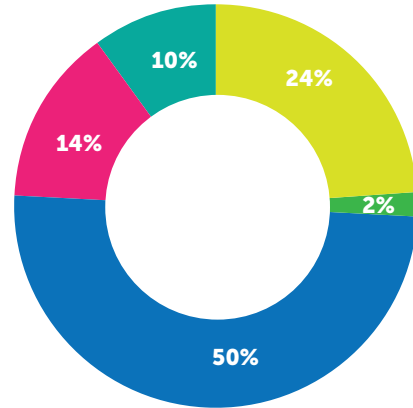
# General Fund Summary / FY 2023

## WHERE DID THE MONEY COME FROM?



- Real & Personal Property Taxes - 35%
- Local Option Sales & Use Tax - 25%
- Insurance Premium Tax - 9%
- Other Taxes - 5%
- Charges for Services - 4%
- Intergovernmental - 3%
- Other Revenues - 19%
- Transfers In - 0%

## HOW WAS THE MONEY SPENT?



- General Government - 24%
- Judicial - 2%
- Public Safety (less debt svcs) - 50%
- Public Works - 14%
- Housing & Development - 10%
- Debt Services - 0%
- Transfer Out - 0%

## GAINING MOMENTUM

Building on the Momentum created with the adoption of performance based budgeting in FY22 and continued in FY23, Mayor and Council accomplished many operational, constituent service, and financial goals in FY23.

- Continued funding outcomes identified by City Council at annual Planning Retreats since February 2021
- Continued Five-Year Capital Improvement Plan established in FY22 with identified, balanced funding sources
- Established repayment schedules for internal debt
- Continued implementation of fees to support cost centers such as library, cemetery, and public works permitting
- Required Golf Fund to repay General Fund advances and implemented repayment schedule
- Increased General Fund reserves from .06 months to 3 months or 25% of operating expenditures WOW!
- Implemented depreciation funding for asset replacement in Water & Sewer, Natural Gas, Sanitation, Stormwater, and Golf Funds
- Restricted reserves in each fund to account for capital improvements and debt payments
- Enhanced PD recruitment and retention program and community policing efforts to include a housing stipend and relocation package for police officers living within the City of Winder.
- Maintained 20 years of State Certification for Winder Police Department, earning the rare Gold Status designation.
- Funded 2023 special events season through community sponsorships and Hotel Motel Taxes
- Hosted monthly First Friday event series and annual Spooktacular Halloween, Jug Tavern Festival and Santa's Afterparty



# CAPITAL PROJECTS FUNDS

Capital Projects Funds are used to account for financial resources to be used for the acquisition or construction of capital facilities (other than those financed by the proprietary funds).

**The SPLOST 2022 Fund** is used to account for long-term projects financed by the passage of the 2022 special purpose local option sales tax.

**The LMIG (Local Maintenance Improvement Grant)** is used to account for the cost of Georgia Department of Transportation (GDOT) paving projects.

**The SPLOST 2012 Fund** is used to account for long-term projects financed by the passage of the 2012 special purpose local option sales tax.

**The SPLOST 2018 Fund** is used to account for long-term projects financed by the passage of the 2018 special purpose local option sales tax.

*ASPHALT TRUCK FUNDED  
BY 2018 SPLOST*





## CAPITAL PROJECTS FUNDS / FY23

	SPLOST 2022	LMIG	SPLOST 2012	SPLOST 2018
<b>Revenues</b>				
Intergovernmental	\$1,304,956	\$214,841		\$1,007,005
Interest	\$4,064		\$5,983	\$38,905
<b>Total Revenues</b>	<b>\$1,309,020</b>	<b>\$214,841</b>	<b>\$5,983</b>	<b>\$1,045,910</b>
<b>Expenditures</b>				
Capital Outlay	\$2,030,451	\$265,197		\$677,466
Debt Service	136,883			\$621,355
<b>Total Expenditures</b>	<b>\$2,167,334</b>	<b>\$265,197</b>		<b>\$1,298,821</b>
Excess (Deficiency) of Revenues over (under) Expenditures	(858,314)	(\$50,356)	\$5,983	(\$252,911)
Transfers Out			(\$163,557)	
Proceeds from Issuance of Debt				\$603,545
<b>Fund Balance</b>	<b>(\$858,314)</b>	<b>(\$50,356)</b>	<b>(\$157,574)</b>	<b>\$350,634</b>



2022 E-ONE TYPHOON PUMPER  
A FY 2023 CAPITAL PROJECT  
FUNDED BY 2018 SPLOST

# SPECIAL REVENUE FUNDS

Per an agreement with the Barrow County Board of Commissioners, the City of Winder assumed ownership of the library building located at 189 Bellview Street in 2020 and began assessing Winder residents a \$32 per residential equivalent unit assessment on annual tax bills. In FY22, the City of Winder created a Special Revenue Fund to host and account for the receipt and spending of this assessment.

Special Revenue Funds were also created in FY22 for Rose Hill Cemetery and City Festivals and Events. For Rose Hill, an objective was to create a proper cost center of accounting for establishment of fees and demonstrate required tax payer support (transfers from the General Fund) to care for the cemetery grounds.

For Events, a Special Revenue Fund accounts for event fees, sponsorship contributions, and transfers from the Hotel/Motel Tax Fund and ensures that the fund is not supported by property taxes.

## SPECIAL REVENUE FUNDS / FY23

	HOTEL/MOTEL TAX	CITY FESTIVALS/EVENTS	ROSE HILL CEMETERY	LIBRARY ASSESSMENT
<b>Revenues</b>				
Taxes	\$364,883	\$0	\$0	\$245,618
Charges for Services		\$1,260	\$38,650	
Contributions		\$57,993		
Other				\$3,175
<b>Total Revenues</b>	<b>\$364,883</b>	<b>\$59,253</b>	<b>\$38,650</b>	<b>\$248,793</b>
<b>Expenditures</b>				
Public Works			\$62,633	
Cultural & Recreation		\$175,741		\$290,835
Housing & Development	\$104,283			
<b>Total Expenditures</b>	<b>\$104,283</b>	<b>\$175,741</b>	<b>\$62,633</b>	<b>\$290,835</b>
Excess (Deficiency) of revenues over (under) expenditures	\$260,600	(\$116,488)	(\$22,983)	(\$42,042)
Transfers In		260,599	\$20,002	
Transfers Out	(\$260,600)			
<b>Fund Balance</b>		<b>\$144,111</b>	<b>\$3,981</b>	<b>(\$42,042)</b>

*Confiscated Assets Fund and ARPA Fund are not presented.*





## ENTERPRISE FUNDS

An enterprise fund is operated like a private business, also known as an enterprise, where a fee is charged for goods and services. The City of Winder operates enterprise funds for Water and Sewer, Gas, Stormwater, Sanitation, and the Chimneys Golf Course. These funds are operated independently of the general fund and without support from property or other taxes.

## Water and Sewer Fund

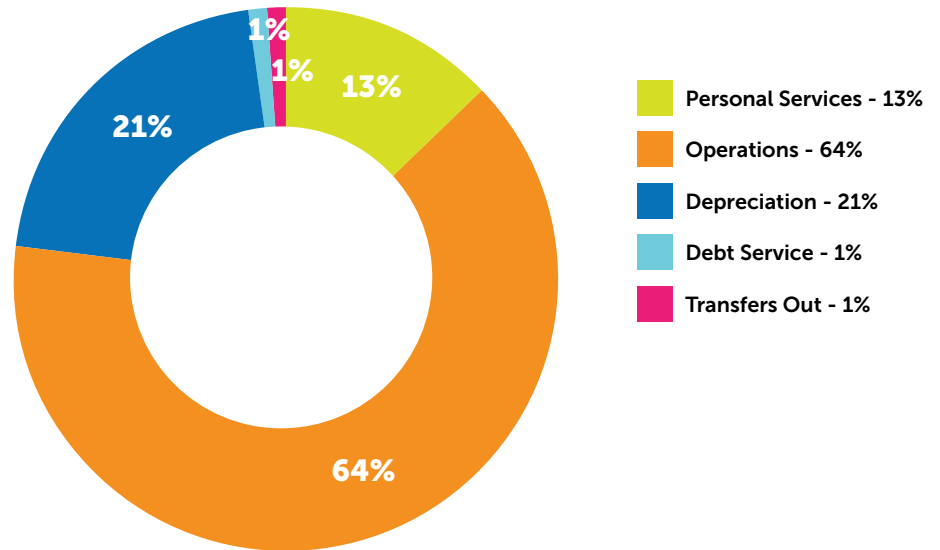
The Water and Sewer Fund is the largest of the enterprise funds operated by the City. The Water and Sewer Fund accounts for the operations of the water and sewer systems of the City. The system supplies water and sewer service to 51,000 users within the City of Winder and unincorporated Barrow County.

The Water and Sewer Fund has eight budget units: Utility Complex, Utility Warehouse, Water Treatment, Water Distribution, Cedar Creek Wastewater Treatment, Marburg Wastewater Treatment, Wastewater Collections, and Water Fund Debt Administration.

Revenues for the Water and Sewer Fund are generated by charges for services, or rates charged on the sale of water and sewer services. Rates are set annually by the City Council after analysis by external rate experts taking into consideration the cost for operations and maintenance, necessary improvements to infrastructure, and debt service for the fund.

Connection and capacity fees are also assessed against new developments coming onto the system in accordance with the Council's policy that growth pays for itself.

## WATER & SEWER FUND EXPENSES BY PERCENTAGE



### How are we doing?

Key financial ratios and trends\* demonstrate the funds fiscal strength and health over time. As shown here, the water and sewer funds are improving year over year demonstrating the fund's ability to meet its obligations, keep debt low, and live within its financial means.

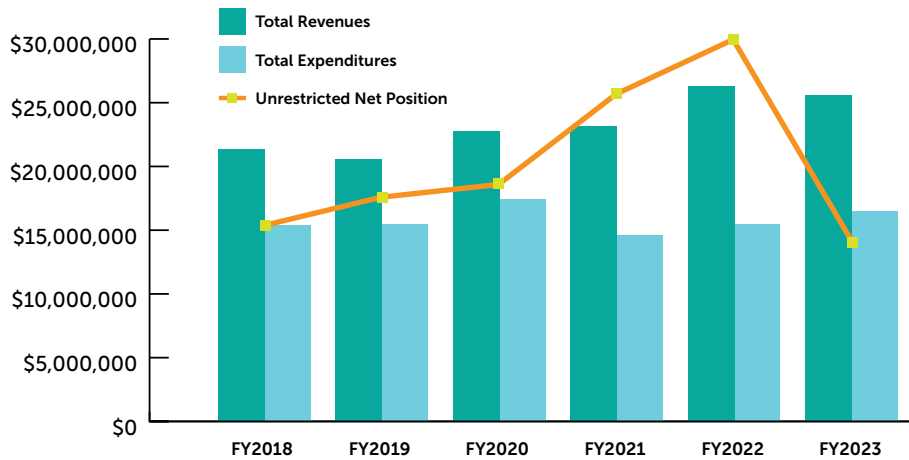
	FY 2021	FY 2022	FY 2023	
Total Margin Ratio	39.58	49.26	39.24	😊
% Change in Fund Balance	11%	12%	9%	😊
Quick Ratio	7.69	8.91	6.20	😊
Net Position Ratio	3.67	4.89	5.53	😊
Debt to Assets Ratio	0.21	0.17	0.15	😊
Capital Assets Condition Ratio	0.55	0.54	0.53	😐

\*See RATIOS & TRENDS CONTENT, p17

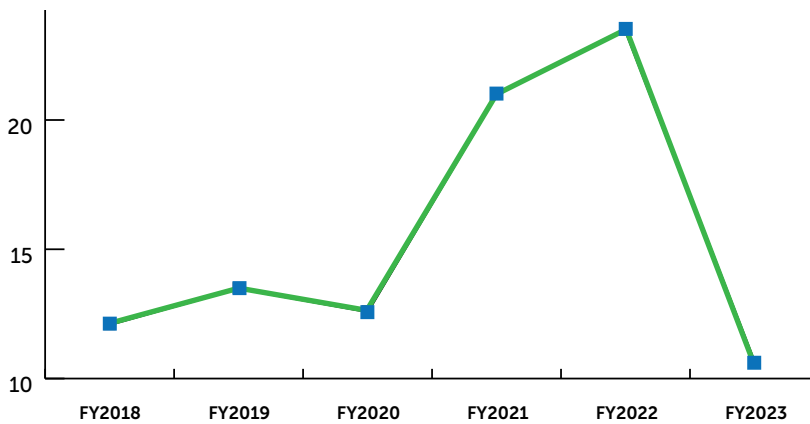
**Net position** of a fund indicates the extent to which the funds assets (what it owns) exceeds its liabilities as well as sources (deferred inflows) and uses (deferred outflows) that will be recognized in a later year. Net position is an indication of fiscal health for an enterprise fund. Recommended practice is that an enterprise fund maintain an unrestricted net position equivalent to 25% of its annual expenditures.



## WATER & SEWER “UNRESTRICTED” NET POSITION



## MONTHS OF “UNRESTRICTED” NET POSITION



**Capital tracking and reporting** are critical to the maintenance of the five-year Capital Improvement Plan (CIP) implemented in FY22. In FY23, the City solidified project-length budgets for capital projects in the CIP and created meaningful analysis of the reserves available now and in future years to complete the projects.

As a result, the FY23 net position available to be used to meet the City’s ongoing obligations to its citizens and creditors was reduced by approximately \$20.5 million. The months of unrestricted net position is reduced from 23.5 months in FY22 to 10.6 months in FY23.

**AWARD WINNING!**



**FIVE-TIME PLATINUM AWARD WINNING**

WATER TREATMENT FACILITY

FOUR TIME CERTIFICATE OF ACHIEVEMENT

ELEVEN TIME GOLD AWARD WINNER

2022 TOP OPERATOR OF THE YEAR

2023 BEST OF BEST TASTE TEST, DISTRICT 2

**FOUR-TIME CERTIFICATE OF DISTINGUISHED MERIT**

WATER FIRST COMMUNITY

**2023 CERTIFICATE OF ACHIEVEMENT**

WATER TREATMENT PLANT OPERATIONS

**2022 PLATINUM AWARD**  
100% COMPLIANCE

**2023 GOLD AWARD**  
WASTEWATER COLLECTIONS

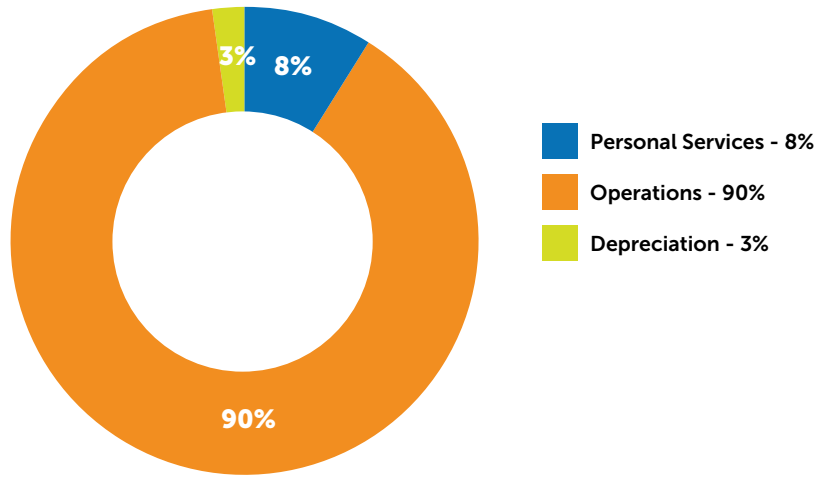
## Gas Fund

The Gas Fund is the second largest of the City’s enterprise funds and accounts for the distribution and sale of natural gas in the City of Winder and the counties of Barrow, Walton, and Oconee. Natural gas sales are very seasonal in nature and are the highest during the colder months of the year.

Revenues are generated by charges for services based on volume of usage. The City of Winder purchases gas as a market commodity from the Municipal Gas Authority of Georgia and sells that gas to users at a rate designed to recover the commodity cost and the cost to operate and maintain the City’s transmission system.

**Net position** of a fund indicates the extent to which the funds assets (what it owns) exceeds its liabilities as well as sources (deferred inflows) and uses (deferred outflows) that will be recognized in a later year. Net position is an indication of fiscal health for an enterprise fund. Recommended practice is that an enterprise fund maintain an unrestricted net position equivalent to 25% of its annual expenditures.

## GAS FUND EXPENSES BY PERCENTAGE 2023



### How are we doing?

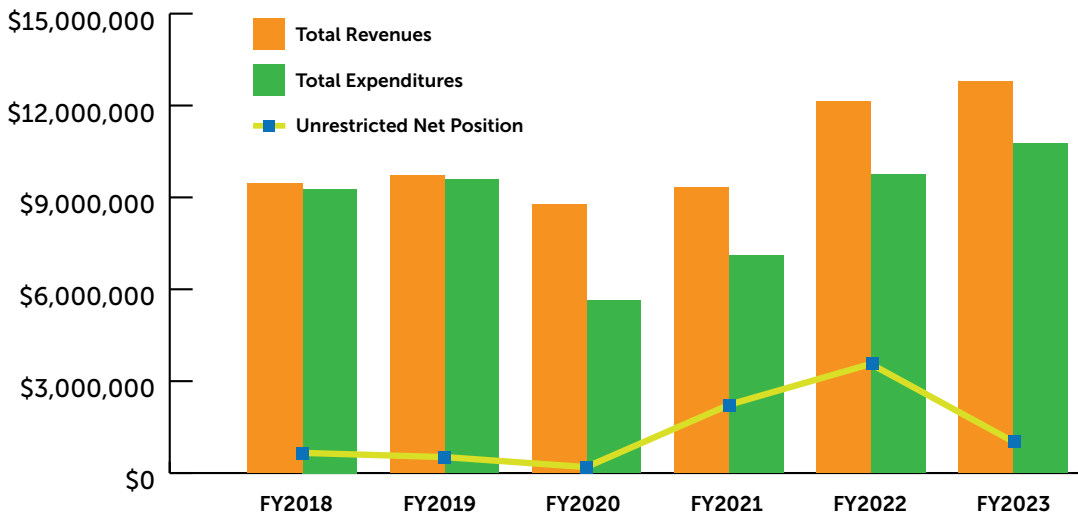
Key financial ratios and trends\* demonstrate the funds fiscal strength and health over time. As shown here, the gas fund is improving year over year, demonstrating the fund’s ability to meet its obligations, keep debt low, and live within its financial means.

	FY 2021	FY 2022	FY 2023	
Total Margin Ratio	24.03	19.69	17.07	😊
% Change in Fund Balance	31%	25%	19%	😊
Quick Ratio	5.38	5.12	7.71	😊
Net Position Ratio	18.28	45.49	32.34	😊
Debt to Assets Ratio	0.05	0.02	0.03	😊
Capital Assets Condition Ratio	0.49	0.48	0.47	😊

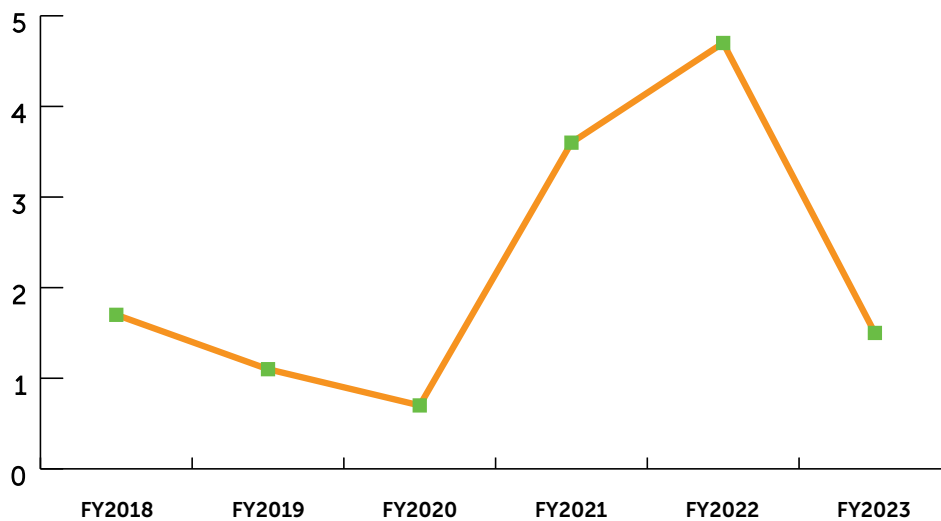
\* See RATIOS & TRENDS CONTENT, p17



## GAS “UNRESTRICTED” NET POSITION



## MONTHS OF “UNRESTRICTED” NET POSITION



**Capital tracking and reporting** are critical to the maintenance of the five-year Capital Improvement Plan (CIP) implemented in FY22. In FY23, the City solidified project-length budgets for capital projects in the CIP and created meaningful analysis of the reserves available now and in future years to complete the projects.

As a result, the FY23 net position available to be used to meet the City’s ongoing obligations to its citizens and creditors was reduced by approximately \$3.5 million. The months of unrestricted net position is reduced from 4.7 months in FY22 to 1.5 months in FY23.

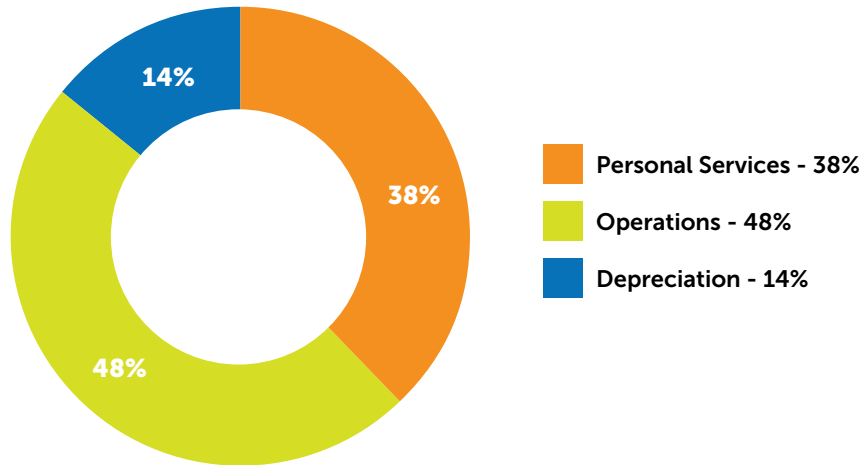
## Stormwater Fund

The Stormwater Fund provides operations and maintenance of the City’s infrastructure that manages stormwater and stormwater runoff. This fund ensures that public spaces and private property are not damaged by stormwater or run-off from other properties. The Stormwater Department manages the City’s floodplains, streams, and ponds and constructs pipes, ditches, catch basins and similar features to manage the flow and ensure the quality of water in our environment.

Stormwater Fund revenues are generated by a stormwater fee charged to a piece of property and collected on that property’s annual tax bill. The fee is determined based on the pervious versus impervious surface area on the property as this is a measure of how much water can be absorbed by or held on that property versus how much water will run off that property to another. Although this fee is collected on the property tax bill, it is not a tax, and is separate from the property tax.

The City of Winder was awarded approximately \$6 million in ARPA COVID-19 funds, half to be funded in FY23. The Council dedicated the full \$6 million to eliminating flooding at the Center Street underpass.

### STORMWATER FUND EXPENSES BY PERCENTAGE 2023



#### How are we doing?

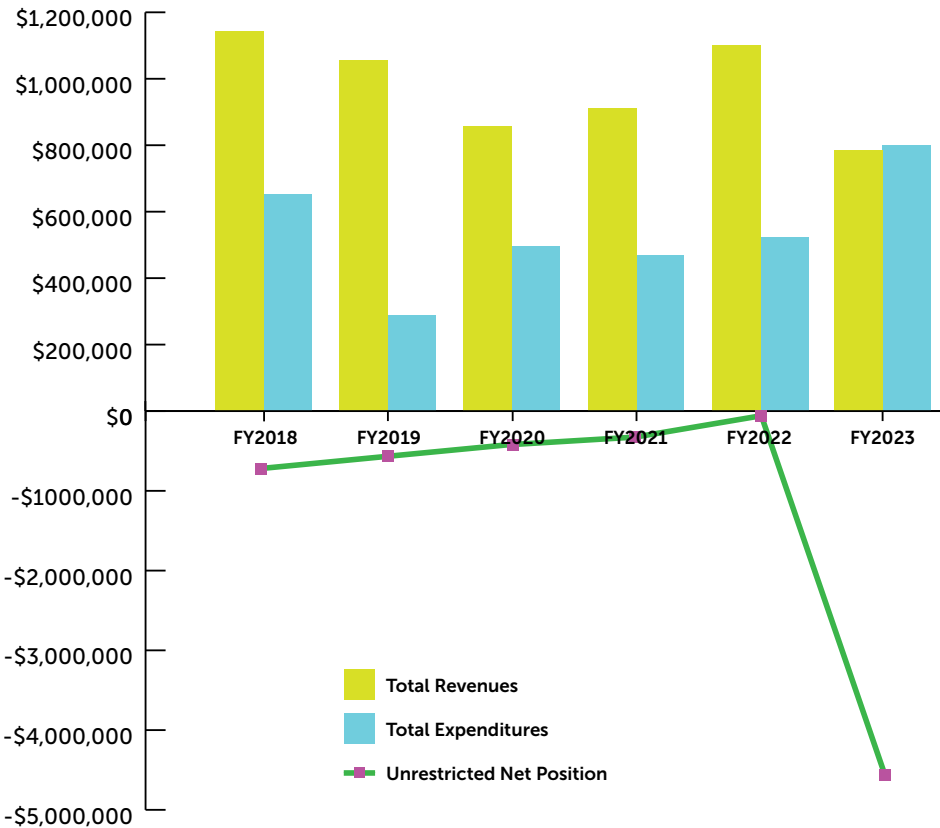
Key financial ratios and trends\* demonstrate the funds fiscal strength and health over time. As shown here, the stormwater fund is improving year over year, demonstrating the fund’s ability to meet its obligations, keep debt low, and live within its financial means.

	FY 2021	FY 2022	FY 2023	
Total Margin Ratio	93.26	74.93	-1.70	☹️
% Change in Fund Balance	15%	17%	-0.34%	☹️
Quick Ratio	0.04	0.55	0.01	☹️
Net Position Ratio	8.37	56.04	26.92	☹️
Debt to Assets Ratio	0.10	0.02	0.02	😊
Capital Assets Condition Ratio	0.86	0.81	0.81	😊

\* See RATIOS & TRENDS CONTENT, p17



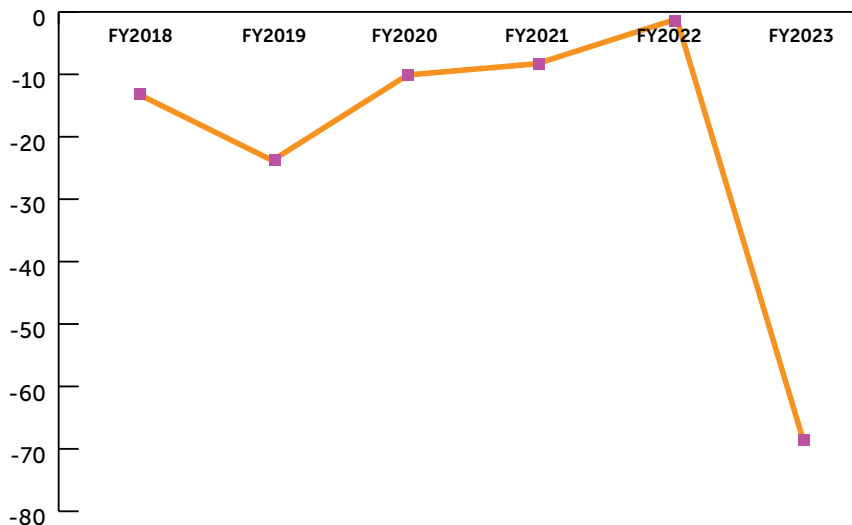
## STORMWATER “UNRESTRICTED” NET POSITION



**Net position** of a fund indicates the extent to which the fund’s assets (what it owns) exceeds its liabilities as well as sources (deferred inflows) and uses (deferred outflows) that will be recognized in a later year. Net position is an indication of fiscal health for an enterprise fund. Recommended practice is that an enterprise fund maintain an unrestricted net position equivalent to 25% of its annual expenditures.

**Capital tracking and reporting** are critical to the maintenance of the five-year Capital Improvement Plan (CIP) implemented in FY22. In FY23, the City solidified project-length budgets for capital projects in the CIP and created meaningful analysis of the reserves available now and in future years to complete the projects.

## MONTHS OF “UNRESTRICTED” NET POSITION



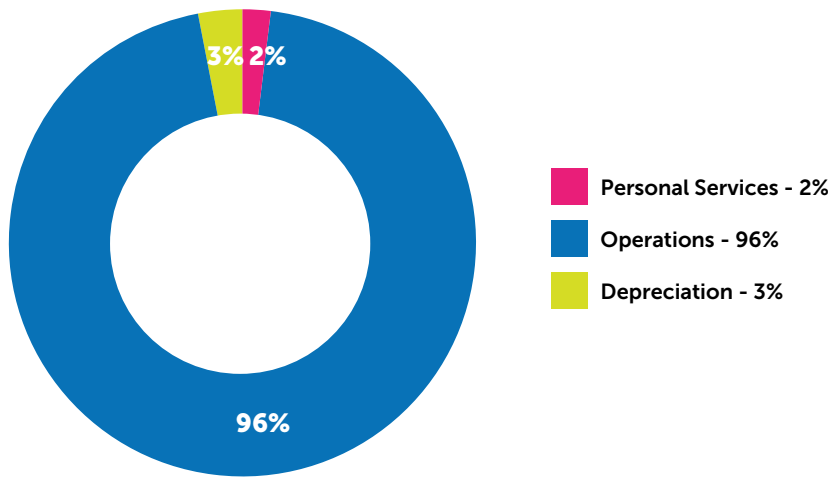
As a result, the FY23 net position available to be used to meet the City’s ongoing obligations to its citizens and creditors was reduced by approximately \$769,000. The months of unrestricted net position is reduced from -1.4 months in FY22 to -68.6 months in FY23.

## Solid Waste Fund

The Solid Waste Fund, also known as the Sanitation Fund, provides garbage, recycling, bulk waste, and yard debris. In FY23, these services were provided to residents through contracts with Waste Management and ESG Operations.

During FY21, Council implemented a street sweeping pilot program to determine if offering weekly City-wide sweeping of streets would reduce the amount of litter and debris circulating into our storm drains, ditches, culverts, and other areas that cause unsightliness and can create flooding. The pilot program was such a success that street sweeping was implemented as a weekly, routed, year round service in FY22.

### SOLID WASTE FUND EXPENSES BY PERCENTAGE 2023



#### How are we doing?

Key financial ratios and trends\* demonstrate the funds fiscal strength and health over time. As shown here, the solid waste fund is improving year over year, demonstrating the fund’s ability to meet its obligations, keep debt low, and live within its financial means.

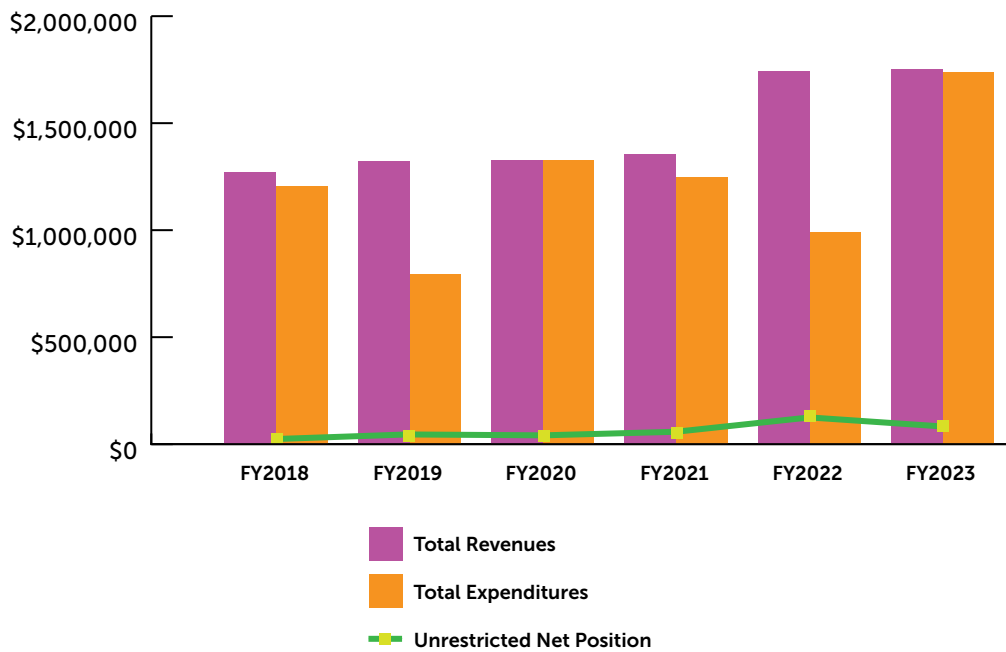
	FY 2021	FY 2022	FY 2023	
Total Margin Ratio	7.84	43.15	0.67	☹️
% Change in Fund Balance	16%	97%	1%	☹️
Quick Ratio	9.31	10.66	7.78	😊
Net Position Ratio	-	3.26	3.85	😊
Debt to Assets Ratio	-	0.23	0.19	😊
Capital Assets Condition Ratio	0.95	0.93	0.86	😊

\* See RATIOS & TRENDS CONTENT, p17

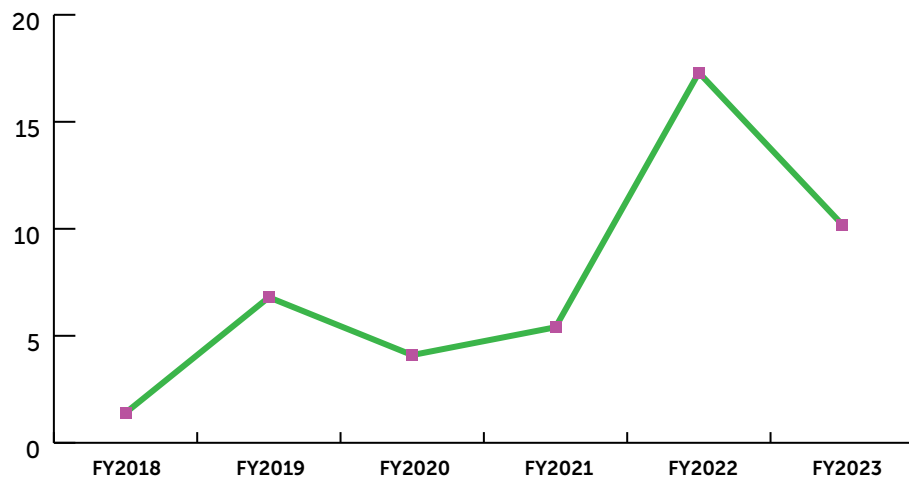


**Net position** of a fund indicates the extent to which the funds assets (what it owns) exceeds its liabilities as well as sources (deferred inflows) and uses (deferred outflows) that will be recognized in a later year. Net position is an indication of fiscal health for an enterprise fund. Recommended practice is that an enterprise fund maintain an unrestricted net position equivalent to 25% of its annual expenditures.

## SOLID WASTE “UNRESTRICTED” NET POSITION



## MONTHS OF “UNRESTRICTED” NET POSITION

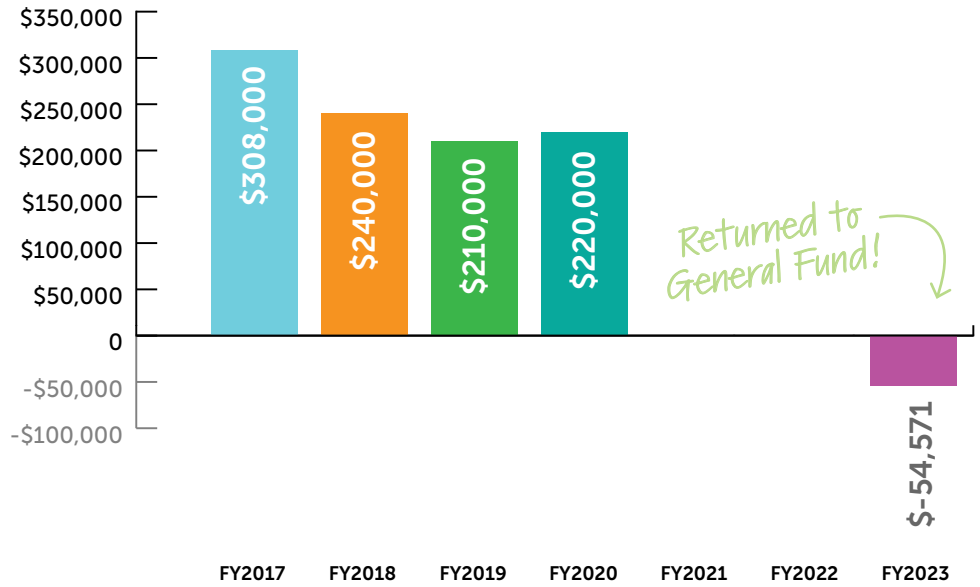


## Golf Fund

The City of Winder purchased the Chimneys Golf Course in 2013 as the greens serve as an integral part of the City's wastewater treatment process, irrigating the greens with an innovative land application system.

Prior to fiscal year 2021 the Chimneys Golf Fund was not self-sustaining and required an annual transfer from the General Fund.

## TRANSFERS FROM GENERAL FUND



Council members heard the outcry from constituents and formed a vision for the future of Chimneys Golf Course – make it profitable or sell it. Professional staff was engaged, competitive fees and rates charged, and strong business management practices were implemented.

By the end of FY21, the Golf Fund was self-sustaining, no longer requiring support from the City's General Fund. By the end of FY22, the Golf Fund had experienced \$448,407 surplus which has grown to \$544,830 in FY23. **The \$54,571 in FY23 represents the first repayment of 10% of net profits from the Golf Fund to the General Fund.**

Furthermore, the City has recognized the transfers from the General Fund for past operating expenses as an advance and initiated a repayment schedule of 10% of net profits each year until the advance is repaid in full. At the end of fiscal year 2023, the Golf Fund owed the General Fund \$1,250,212.





### SURPLUS / DEFICIT EXCLUDING TRANSFERS

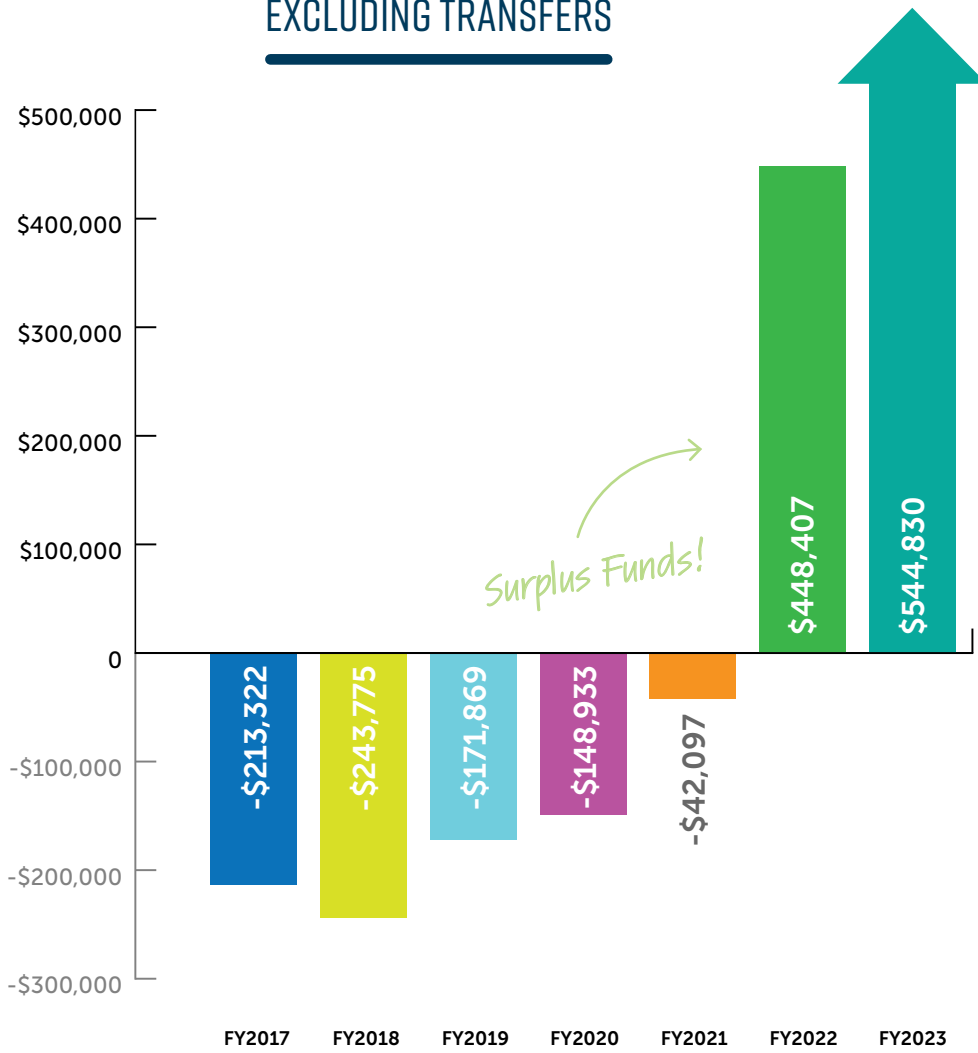






PHOTO BY  
DUSTY DEATON









This Fiscal Year 2023 PAFR is designed to provide citizens with a user friendly overview of the financial condition, accomplishments, and results of the City of Winder from adopted budgets and audited statements. Please find the budgets and audits for this PAFR at [CityofWinder.com/Budgets](http://CityofWinder.com/Budgets).

As you have seen, the leadership of Winder's Mayor and Council demonstrated a commitment to financial stewardship and a marked change in the budgeting process in FY22 with the implementation of performance-based budgeting, special revenue funds, and capital improvement programming – all designed to ensure the health of City funds and the excellent delivery of services to our citizens.



[CITYOFWINDER.COM](http://CITYOFWINDER.COM)