

CHAPTER 3

BUDGETS AND APPROPRIATIONSEXPENDITURE CLASSIFICATIONS1. Personal Services

Personal Services. Personal service is the direct labor of persons in the employment of the library and all related employee benefits.

Salary of Director - Compensation of the library director.

Salary of Assistants - Compensation of all assistant library directors, part or full-time employees.

Salary of Treasurer - Compensation of treasurer when so established by board resolution.

Wages of Custodians - Compensation of regular employed custodians.

Employee Benefits. Employee Benefits includes only the employer's or library's share of the cost of health insurance, life insurance, retirement and social security payments made to the Public Employees' Retirement Fund and other approved retirement plans. The employee's share is handled through the payroll deduction columns on the Financial and Appropriation Record and, therefore, requires no appropriation.

2. Supplies

Supplies include commodities which, after use, are either entirely consumed or show a definite impairment of their physical condition and rapid depreciation after use for a short period of time.

Office Supplies. All articles necessary to the proper operation of an office, other than equipment. Examples of office supplies are: prescribed forms and records, letterheads, envelopes, typewriter ribbons, paper clips, pencils, scotch tape, stencils, adding machine tape, carbon paper, and stationery.

Operating Supplies. Supplies used in cleaning, fuel, oil, bottled gas, coal, lubricants, etc.

Repair and Maintenance Supplies. Materials used in repairing buildings, paint, motor vehicle repair supplies, repair parts, plumbing and electrical supplies, etc.

Other Supplies. Children's programming craft supplies and any other type of consumable product used by the library staff in the daily operation of the library and library programs.

3. Other Services and Charges

This classification includes all services performed for the library, under express or implied contract, by other than employees of the library. Also included are all expenditures for insurance, premiums on official surety bonds of the designated treasurer or other employees, licenses, refunds, awards, indemnities, rents, tax assessments, dues to organizations, subscriptions to a service, and all other charges of a similar nature. (Subscriptions to magazines, newspapers, and periodicals should be charged to "Capital Outlays".)

Professional Services. Services provided by professionals to the library, such as architectural services, legal services, accounting services, consulting services, etc.

Communications and Transportation. Include costs of freight and express (when such expenses cannot be charged as part of the original cost of the commodity), postage, telephone, traveling expenses, professional meetings.

Printing and Advertising. Charges for advertising and publication of notices in newspapers and periodicals, expenditures for photographing and blue printing and expenditures for printing other than office supplies. Printing of stationery, forms and other office supplies is chargeable to Major Classification 2, Office Supplies.

Insurance. Includes expenditures for any insurance policies covering injury or loss of property. Annual premiums on official surety bonds are also charged to this account.

Utility Services. Includes charges for heat, light, power and water furnished by public utilities. (Also, if applicable, sewage services furnished by a public utility would be charged to this account.) Coal, fuel, oil and bottled gas used for heating should be charged to Major Classification 2, Operating Supplies.

Repairs and Maintenance. All expenditures of a contractual nature for repairs of buildings, structures and equipment, except extensive repairs which would constitute additions or betterments to properties. If repair is performed by regular employees of the library, labor should be charged to Major Classification 1, Personal Services. Repair parts and materials should be charged to Major Classification 2, Repair and Maintenance Supplies.

Rents. All expenditures for the use of properties not owned by the library, such as temporary or emergency office rooms, store rooms, post office box, safety deposit box, rental of equipment, etc.

Debt Service. Expenditures for the reduction of the principal of the library's general obligation bonds and the interest on such bond.

Other. All expenditures for memberships (in the name of the library) in state and national associations of a civic, educational, professional, or governmental nature that have as their purpose the betterment and improvement of library operations. Also, interest on temporary loans; taxes and assessments for streets, sidewalks, sewers and similar improvements; transfers to the Library Improvement Reserve Fund; and all other services not included in other classifications.

4. Capital Outlays

Capital Outlays include all outlays which result in the acquisition of or addition to capital assets.

Land. All land owned by the library.

Buildings. All permanent buildings owned by the library.

Improvements Other Than Buildings. All other improvements to land owned by the library.

Furniture and Equipment. Consists of machinery, implements, tools, furniture, motor vehicles, typewriters, calculators, microfilm readers, photocopy machines, projectors, and other equipment that may be used repeatedly without material impairment of its physical condition and which has a calculable period of service.

Other Capital Outlays. This classification includes all expenditures for books, periodicals, newspapers, audio-visual materials used for educational purposes and similar items or materials used as basic materials furnished by a library.

LIBRARY BUDGET FORMS

IC 6-1.1-17-3 requires that officers of a political subdivision formulate the estimated budget and proposed tax rate using forms prescribed by the Department of Local Government Finance and approved by the State Board of Accounts. These are submitted through the online Gateway system. Any questions regarding the completion of these forms or the advertising of budgets should be addressed to the Department of Local Government Finance:

Department of Local Government Finance
Indiana Government Center North
100 North Senate Avenue, N-1058B
Indianapolis, Indiana 46204
(317) 232-3777
<http://www.in.gov/dlgf>

ADVANCE TAX DRAWS [IC 5-13-6-3]

Pursuant to IC 5-13-6-3 libraries have the power to request an advance on tax money collected for distribution to the various units within the county. Such advance draws can help alleviate cash flow problems caused by a lack of an operating balance. The following procedures must be followed:

1. The advanced draw request must be authorized by formal board resolution.
2. The request must be made in writing to the County Treasurer. In some counties, it is customary to also send the request to the County Auditor.
3. Every County Treasurer shall, not later than thirty (30) days after receipt of written request for the funds, advance such taxes collected before the semiannual distribution.
4. The amount of the advance may not exceed 95% of the total amount collected at the time of the advance or 95% of the amount to be distributed at the next semiannual distribution.

At the semiannual distribution, all the advances made to the library shall be deducted from the total amount due the library as shown by the distribution.

If a County Auditor fails to make a distribution of tax collections or an advance tax draw by the deadline for distribution, the library that was to receive a distribution may recover interest on the undistributed tax collections under IC 6-1.1-27-1.

LIBRARY CAPITAL PROJECTS FUND [IC 36-12-12]

Purpose of the Capital Projects Fund

A library district may establish a capital projects fund with respect to a facility used or to be used by the library district. The fund may be used to pay for the following:

1. planned construction, repair, replacement, or remodeling;
2. site acquisition;
3. site development;
4. repair, replacement, or site acquisition that is necessitated by an emergency. [IC 36-12-12-2]

Definitions

"Emergency" means:

1. when used with respect to repair or replacement, a fire, flood, windstorm, mechanical failure of any part of a structure, or other unforeseeable circumstance; and
2. when used with respect to site acquisition, the unforeseeable availability of real property for purchase.

"Library Board" means the fiscal and administrative body of a public library.

"Library District" means the territory within the corporate boundaries of a public library.

Permitted Uses

Money in the fund may be used to pay for the purchase, lease, or repair of equipment to be used by the library district. Also, the fund may be used to pay for the purchase, lease, upgrading, maintenance, or repair of computer hardware or software. [IC 36-12-12-2]

Plan of Revenues and Expenses

Before a library board may collect property taxes for a capital projects fund in a particular year, the library board must, after January 1 and before May 15 of the immediately preceding year, hold a public hearing on a proposed plan, pass a resolution to adopt a plan, and submit the plan for approval or rejection by the fiscal body designated in IC 36-12-12-4. [IC 36-12-12-3(a)]

The property tax levy for this fund is considered part of the Library's maximum levy.

The Department of Local Government Finance shall prescribe the format of the plan. The plan must apply to at least the three years immediately following the year the plan is adopted. A plan must estimate for each year to which it applies the nature and amount of proposed expenditures from the capital projects fund. A plan must estimate:

1. the source of all revenue to be dedicated to the proposed expenditures in the upcoming budget year; and
2. the amount of property taxes to be collected in that year and retained in the fund for expenditures proposed for a later year. [IC 36-12-12-3(b)]

If a hearing is scheduled on a proposed plan, the library board shall publish the proposed plan and a notice of the hearing in accordance with IC 5-3-1-2(b). [IC 36-12-12-3(c)]

Approval or Rejection of Plan by Appropriate Fiscal Body

If a library board passes a resolution to adopt a plan, within ten days after passing the resolution the board shall transmit a certified copy of the plan to the appropriate fiscal body or fiscal bodies, whichever applies. The appropriate fiscal body is determined as follows:

1. If the library district is located entirely within the corporate boundaries of a municipality, the appropriate fiscal body is the fiscal body of the municipality.
2. If the library district is not located entirely within the corporate boundaries of a municipality and the district is located entirely within the boundaries of a township, the appropriate fiscal body is the fiscal body of the township.
3. If the library district is not located entirely within the corporate boundaries of a municipality or within the boundaries of a township, the appropriate fiscal body is the fiscal body of each county in which the library district is located.

The appropriate fiscal body shall hold a public hearing on the plan within thirty days after receiving a certified copy of the plan and either reject or approve the plan before August 1 of the year that the plan is received. If the plan is approved by the fiscal body, the library board shall publish a Notice of Adoption as required by IC 36-12-12-5 within thirty (30) days of the adoption. [IC 36-12-12-4]

Petition of Objections by Affected Taxpayers

Ten or more taxpayers who will be affected by the adopted plan may file a petition with the County Auditor of a county in which the library district is located no later than ten days after the publication, setting forth their objections to the proposed plan. The County Auditor shall immediately certify the petition to the Department of Local Government Finance. [IC 36-12-12-5(b)]

Notice and Hearing on Taxpayer Objection Petition

The Department of Local Government Finance shall, within a reasonable time, fix a date for a hearing on the petition filed under IC 36-12-12-5(b). The hearing shall be held in a county in which the library district is located. The Department of Local Government Finance shall notify the library board and the first ten taxpayers whose names appear upon the petition at least five days before the date fixed for the hearing. [IC 36-12-12-6]

Determination by Department of Local Government Finance

After a hearing upon the petition under IC 36-12-12-6, the Department of Local Government Finance shall certify its approval, disapproval, or modification of the plan to the library board and the County Auditor. A taxpayer or the library district may petition for judicial review of the final determination of the Department of Local Government Finance. The petition must be filed in the tax court not more than forty-five (45) days after the Department of Local Government Finance's action [IC 36-12-12].

Appropriations

The Department of Local Government Finance may approve appropriations from the capital projects fund only if the appropriations conform to a plan that has been adopted and approved in compliance with IC 36-12-12. [IC 36-12-12-8]

Amendments

A library board may amend an adopted and approved plan to provide money for the following purposes:

1. with respect to a facility used or to be used by the library district, for repair, replacement, or site acquisition that is necessitated by an emergency; or
2. supplement money accumulated in the capital projects fund for those purposes. [IC 36-12-12-9(a)]

When an emergency arises that results in costs that exceed the amount accumulated in the fund for the purposes described in number 1 above, the library board must immediately apply to the Department of Local Government Finance for a determination that an emergency exists. If the Department of Local Government Finance determines that an emergency exists, the library board may adopt a resolution to amend the plan. The amendment is not subject to the deadline and the procedures for adoption described in IC 36-12-12-3. However, the amendment is subject to modification by the Department of Local Government Finance. [IC 36-12-12-9(b)]

An amendment adopted under this section may require the payment of eligible emergency costs from money accumulated in the capital projects fund for other purposes or money to be borrowed from other funds of the library board or from a financial institution. [IC 36-12-12-9(c)]

The amendment may also provide for an increase in the property tax rate for the capital projects fund to restore money to the fund or to pay principal and interest on a loan. However, before the property tax rate for the fund may be increased, the library board must submit and obtain the approval of the appropriate fiscal body or bodies, as provided in IC 36-12-12-4. An increase to the property tax rate for the capital projects fund is effective for property taxes first due and payable for the year next certified by the Department of Local Government Finance under IC 6-1.1-17-16. However, the property tax rate may not exceed the maximum rate established under IC 36-12-12-10. [IC 36-12-12-9(c)]

Limitation and Advertisement of Tax Rate

To provide for the capital projects fund, the library board may, for each year in which a plan adopted under IC 36-12-12-3 is in effect, impose a property tax rate that does not exceed one and sixty-seven hundredths cents (\$0.0167) on each one hundred dollars (\$100) of assessed valuation of the library district and within the maximum levy limits. The rate must be advertised in the same manner as other property tax rates. [IC 36-12-12-10]

Interest

Interest on the capital projects fund, including the fund's pro rata share of interest earned on the investment of total money on deposit, shall be deposited in the fund. The library board may allocate the interest among the accounts within the fund. [IC 36-12-12-11]

Administrative Rules

The Department of Local Government Finance may adopt rules under IC 4-22-2 to implement this chapter. [IC 36-12-12-12]

APPROPRIATIONS

The library board shall appropriate funds in such a manner that the disbursements for a year do not exceed the library's budget as finally determined under IC 6-1.1. [IC 6-1.1-18-4]

A contract entered into without a sufficient appropriation balance is void.

Additional Appropriations

IC 6-1.1-18-5 contains the required procedures for requesting additional appropriations. Contact the Department of Local Government Finance for information on the additional appropriation process:

Department of Local Government Finance
 Indiana Government Center North
 Room N1058, 100 North Senate Avenue
 Indianapolis, Indiana 46204
 (317) 232-3777
<http://www.in.gov/dlgef>

Appropriation Transfers

Pursuant to IC 6-1.1-18-6, the library board may transfer money from one major budget classification to another within a department or office if:

1. they determine that the transfer is necessary;
2. the transfer does not require the expenditure of more money than the total amount set out in the budget as finally determined under IC 6-1.1; and
3. the transfer is made at regular public meeting and by proper resolution.

A transfer may be made under this section without notice and without the approval of the Department of Local Government Finance.

Unanticipated LIRF expenditures and appropriation of unanticipated revenue require a board resolution, publication of the additional appropriation request, public hearing and approval by the Department of Local Government Finance.

Temporary Fund Transfers

Pursuant to IC 36-1-8-4(a), a library, by resolution, may transfer a prescribed amount for a prescribed period to a depleted fund from another fund of the library if the following conditions are met:

1. It must be necessary to borrow money to enhance the depleted fund;
2. There must be sufficient money on deposit to the credit of the other fund that can be temporarily transferred.
3. Except as provided in IC 36-1-8-4(b), the prescribed period must end during the budget year of the year in which the transfer occurs.
4. The amounts transferred must be returned to the other fund at the end of the prescribed period.
5. Only the revenues derived from the levying and collection of property taxes or special taxes or from operation of the political subdivision may be included in the amount transferred.

IC 36-1-8-4(b) states: If the fiscal body of a political subdivision determines that an emergency exists that requires an extension of the prescribed period of a transfer under this section, the prescribed period may be extended for not more than six (6) months beyond the budget year of the year in which the transfer occurs if the fiscal body does the following:

1. Passes an ordinance or a resolution that contains the following:
 - A. A statement that the fiscal body has determined that an emergency exists.
 - B. A brief description of the grounds for the emergency.
 - C. The date the loan will be repaid that is not more than six (6) months beyond the budget year in which the transfer occurs.
2. Immediately forwards the ordinance or resolution to the State Board of Accounts and the Department of Local Government Finance.

Loans, Bond Issues, and Notes

IC 36-12-3-10 allows the library board to do the following:

1. Adopt a resolution to make loans or issue notes for the purpose of refunding those loans in anticipation of revenues of the library that are expected to be levied and collected during the term of the loans. The term of a loan may not be more than five (5) years. Loans must be made in the following manner:
 - A. The resolution authorizing the loans must appropriate and pledge to payment of the loans a sufficient amount of the revenues in anticipation of which the loans are issued and out of which the loans are payable.
 - B. The loans must be evidenced by warrants or tax anticipation notes of the library in terms designating:
 - i. the nature of the consideration;
 - ii. the time and place payable; and
 - iii. the revenues in anticipation of which the loans are issued and out of which the loans are payable.
2. Borrow money from other persons.
3. Issue, negotiate, and sell negotiable notes and bonds of the public library.
4. Levy, assess, and collect, at the same time and in the same manner as other taxes of the public library are levied, assessed, and collected, a special tax in addition to the tax authorized by IC 36-12-3-12, sufficient to pay all yearly interest on the bonded and note indebtedness of the public library.
5. Provide a sinking fund for the liquidation of the principal of the bond when it becomes due.

IC 36-9-41 allows libraries to issue a note with a financial institution to finance public works projects of not more than two million dollars (\$2,000,000) or an eligible efficiency project of not more than three million dollars (\$3,000,000).

Lapsing of Current Appropriations

Unexpended or unobligated appropriations shall lapse at the close of the year. Every effort should be made to have bills and claims presented before the end of the year, so that such items may be charged to the appropriation and disbursement account of the year in which the service or commodity was supplied.

A claim of a prior year may be paid in the following year if the prior year's appropriation is properly encumbered and sufficient funds are available.

Encumbrance of Appropriation Balances

Appropriations may be encumbered only through a contract or purchase order dated on or before December 31 of that year.

Balances should be carried to the succeeding year only to the extent of unpaid balances due on contracts or purchase orders.

The library board of trustees should make a listing of all encumbered items and make it a part of the minutes of the last business meeting of the year.

Appropriations that are carried forward should be shown as separate amounts on the corresponding appropriation ledger sheets of the previous year with an explanation and then added to the succeeding year's appropriations. The disbursements charged to the appropriations of the previous year should be identified as such on the succeeding year's appropriation ledger sheets.

Appropriations for Federal Programs

When funds are provided by the federal government either directly to a library or through a state agency for any program or project, the following procedures should be followed:

A separate Fund for each grant is required.

Advance Grants. Advance grants should be handled as follows:

1. Where funds are "advanced" directly to a library by the federal government for a specific purpose prior to making any disbursements by the library, the money should be placed in a separate project fund and disbursements subsequently made from that fund. No appropriation of the federal funds is required.
2. Where federal funds are "advanced" to a library through a state agency or department with no state funds added thereto prior to making any distributions, the money should be placed in a separate project fund and subsequent disbursements made from that fund. No appropriation of the federal funds is required.
3. Where federal funds are "advanced" to a library by a state agency or department and state funds are included along with the federal funds in one check or voucher and the funds are for a specific purpose, the money should be placed in a separate project fund and disbursements made from that fund. Appropriation(s) must be obtained for the combined total (i.e., federal and state) prior to any disbursement being made from that project fund.

Reimbursement Grants. Reimbursement grants should be handled as follows:

Where a federal or state grant provides for payments to be made directly to a library on a "reimbursement" basis after payment of expenses by the library, the entire amount of the federal or state reimbursement may be appropriated by the library board without using the additional appropriation procedures under IC 6-1.1-18-5, if the funds are provided or designated by the state

or the federal government as a reimbursement of expenditures. [IC 6-1.1-18-7.5].

Matching Grants. Matching Grants should be handled as follows:

When a federal grant or program requires expenditures or “matching” funds to be provided from library funds, an appropriation must be obtained for the amount of such expenditures or local matching funds. Individual program requirements will dictate whether the appropriation should be obtained within the applicable library fund for expenditures there from or whether an appropriation should be obtained within the applicable library fund for a transfer to a required separate fund. This matter should be set out in the terms and conditions entered into between the library and officials of the federal agency.

Summary. To summarize,

A separate fund is required for each grant.

Also, no appropriations of federal funds are necessary:

1. When advanced directly from the federal government for a specific purpose prior to making disbursements, and the money is placed in a separate project fund with disbursements made from that fund; or
2. When federal funds are received in advance through a state agency for a specific purpose prior to making disbursements and the money is placed in a separate project fund with disbursements made from that fund and there is no state match.

Please keep in mind, if a library wishes to obtain an appropriation for all funds to be spent (i.e., federal, state, and local), there is certainly no prohibition in state statutes.

Loans – Tax Anticipation Warrants and Notes

IC 36-12-3-10 requires loans to be evidenced by a tax anticipation warrant bearing a specified rate of interest from date of loan to maturity date. See also IC 6-1.1-20 regarding procedures for issuance of bonds and other evidences of indebtedness.

A loan must be repaid from the fund to which the loan was receipted. The principal of a loan may be repaid without an appropriation, but an appropriation is required for payment of the interest on the temporary loan.

Suggested forms of “Notice of Receiving Bids for Loans” and “Tax Anticipation Time Warrant” which are similar to those now being used in some political subdivisions follow. Please consult your library attorney for advice in this matter.

Notice must be published two (2) times at least one (1) week apart, with the first publication made at least fifteen (15) days before the date of sale, and the second publication must be made at least three (3) days before the date of the sale.

NOTICE OF RECEIVING BIDS FOR LOANS

Notice is hereby given that the library board of trustees of _____ Library, in _____ County, Indiana, will receive sealed bids up to the hour of _____ (a.m. or p.m.) on the _____ day of _____, 20____, at the office of _____ street, _____, Indiana, for the following:

The proposal to loan the said _____ Library, Indiana, _____ Dollars for the _____ Fund in anticipation of the revenues of the Library, and for a term not to exceed _____ days/years.

Each bid shall stipulate the rate of interest to be charged. Each bid shall be accompanied by an affidavit that no collusion exists between the bidder and any other person relative to such bid.

Prior to maturity all or any amount of the principal may be prepaid with accrued interest to the date of prepayment.

All bids must be made in full compliance with the law governing such matters; and, the library board of trustees reserves the right to reject any or all bids.

ATTEST: _____ LIBRARY

BY: _____

Secretary: _____ Library Board of Trustees

President, _____ Library,
Board of Trustees

No. _____

Principal \$ _____
Interest At ____% \$ _____
Total \$ _____

_____ LIBRARY TAX ANTICIPATION TIME WARRANT
_____ FUND

On the ____ day of _____, the _____ Library, in _____ County, Indiana promises to pay the bearer, at the office of the Treasurer of the _____ Library, the sum of _____ including interest on the principal amount of this warrant from the date hereof to maturity, payable out of and from taxes to be levied and collected in the year(s) _____, _____, _____, _____, _____, and payable in the year(s) _____, _____, _____, _____, _____. This warrant may be prepaid on and after _____, and prior to maturity at the principal amount hereof plus accrued interest to the date of prepayment.

This Tax Anticipation Time Warrant is one of a series of warrants aggregating a sum of _____, exclusive of interest added thereto to maturity, evidencing a temporary loan in anticipation of the taxes to be levied and collected for the _____ Fund of said Library.

Said loan was authorized by a resolution duly adopted by the Library Board of Trustees of the _____ Library, at a meeting thereof duly and legally convened and held on the ____ day of _____, for the purpose of providing funds for the _____ Fund of said _____ Library, in compliance with IC 36-12-3-10.

The consideration of said warrant is a loan made to the _____ Library in anticipation of taxes to be levied and collected for the _____ Fund of said Library for the year(s) _____, _____, _____, _____, _____, payable in the year(s) _____, _____, _____, _____, _____, and said taxes to be levied and collected are hereby specifically appropriated and pledged to the payment of said Tax Anticipation Time Warrant.

It is hereby certified and recited that all acts, conditions and things required to be done precedent to the authorization, preparation, complete execution and delivery of said warrants have been done and performed as provided by law.

IN WITNESS WHEREOF, the _____ Library has caused this warrant to be signed in its corporate name by its President and attested by the Secretary of _____ Library.

Dated this ____ day of _____.

ATTEST: _____ LIBRARY

BY: _____

Secretary: _____ Library Board of Trustees President, _____ Library,
Board of Trustees

PUBLIC WORKS BORROWING

This chapter applies to a public work project that will cost the political subdivision not more than two million dollars (\$2,000,000) or an eligible efficiency project that will cost not more than three million dollars (\$3,000,000). [IC 36-9-41-1]

As used in this chapter, "public work" means a project for the construction of any public building, highway, street, alley, bridge, sewer, drain, or any other public facility that is paid for out of public funds. [IC 36-9-41-2]

Notwithstanding any other statute, a political subdivision may borrow the money necessary to finance a public work project from a financial institution in Indiana by executing a negotiable note under section 4 of this chapter. The political subdivision shall provide notice of its determination to issue the note under IC 5-3-1. Money borrowed under this chapter is chargeable against the political subdivision's constitutional debt limitation. [IC 36-9-41-3]

A political subdivision borrowing money under section 3 of this chapter shall execute and deliver to the financial institution the negotiable note of the political subdivision for the sum borrowed. The note must bear interest, with both principal and interest payable in equal or approximately equal installments on January 1 and July 1 each year over a period not exceeding ten (10) years. [IC 36-9-41-4]