

# 29

**SECTION – 29**  
**PROPOSED BUDGET**  
**RESOLUTION**



## **RESOLUTION NO.**

**ADOPTED BY THE SACRAMENTO CITY COUNCIL**

**ON DATE OF \_\_\_\_\_**

### **APPROVING THE FISCAL YEAR 2006/07 OPERATING AND CAPITAL IMPROVEMENT BUDGETS FOR THE CITY OF SACRAMENTO**

#### **BACKGROUND**

- A. The City of Sacramento through the leadership and direction of the Mayor and City Council has maintained a sustainable budget philosophy;
- B. The Mayor and City Council have implemented a strategic planning process for the City of Sacramento focusing on economic development, public safety, safe and affordable housing, sustainability and livability, and culture and entertainment which includes a plan for funding high priority operating and capital needs;
- C. The City Manager is required to present a balanced budget to the Mayor and City Council no less than 60 days prior to the end of each fiscal year pursuant to Article 9 Section 111 in the City of Sacramento Charter;
- D. The City Manager released the FY2006/07 Proposed Operating Budget and the 2006-2011 Proposed Capital Improvement Program which includes the FY2006/07 Capital Improvement Program Budget on April 28, 2006 for review and consideration; and
- E. The Mayor and City Council conducted hearings during the months of May and June 2006 related to the adoption of the City's FY2006/07 Operating and Capital Improvement Program Budgets.

#### **BASED ON THE FACTS SET FORTH IN THE BACKGROUND, THE CITY COUNCIL RESOLVES AS FOLLOWS:**

- A. The FY2006/07 Operating and Capital Improvement Program (CIP) Budgets are hereby approved;
- B. The 2006-2011 Capital Improvement Program which provides a comprehensive five-year plan for capital project expenditures is approved;
- C. Sections 1 through 16 below, which define the authority and responsibilities of the City Manager in implementing the Approved Operating (Exhibit 3) and Capital Improvement Program (Exhibit 4) Budgets, are hereby approved.

## **SECTION 1. SCOPE**

- 1.1 This resolution defines the authority and responsibilities of the City Manager in implementing the Approved Operating and Capital Improvement Program Budgets of the City of Sacramento and supersedes Resolution 2005-487.

## **SECTION 2. DEFINITIONS**

- 2.1 “Approved Budget” includes the following documents:
- (1) FY2006/07 Proposed Operating Budget as amended by the City Council and reflected in the summary of augmentations (Exhibit 1), the summary of changes to the proposed operating and capital improvement program budgets (Exhibit 2), as well as administrative and technical changes necessary to implement City Council direction; and
  - (2) FY2006/07 Proposed Capital Improvement Budget as summarized in Schedule 4 of the FY2006/07 Operating Budget and detailed in the 2006-2011 Capital Improvement Program (Exhibit 4).
- 2.2 Current Budget” means the FY2005/06 Approved Budget, incorporating any subsequent appropriation increases, decreases or transfers.
- 2.3 “Expenditure Class” means Employee Services, Other Services and Supplies, Equipment, Debt Service, Labor Offset, Transfers and Capital Improvements.
- 2.4 “Department” or “Agency” means: Mayor and City Council; City Manager; City Attorney; City Clerk; City Treasurer; Code Enforcement; Convention, Culture & Leisure; Development Services; Economic Development; Finance; Fire, General Services; Human Resources; Information Technology; Labor Relations; Neighborhood Services; Parks & Recreation; Planning; Police; Transportation; Utilities; Capital Improvement; Debt Service; Non-Department and Reserves.
- 2.5 “Division” means a sub-unit of a department.
- 2.6 “Activity” means a sub-unit of a division.
- 2.7 “Organization” means a sub-unit of a department, division or activity.
- 2.8 “City Manager” means the City Manager or, if so designated, the Director of Finance or the Budget Manager.
- 2.9 “Full Time Equivalent (FTE)” means the decimal equivalent of a position; i.e. one full time position is 1.00 FTE and one quarter-time position is 0.25 FTE.
- 2.10 “Base Budget” means the current year budget modified per labor agreements, one-time expenditures, citywide changes and midyear changes.

### **SECTION 3. AUTHORIZED STAFFING AND APPROPRIATIONS**

- 3.1 The City Manager is authorized to make any expenditure and resource adjustments to the Approved Budget based on final City Council action to adopt the Budget.
- 3.2 The City Manager is authorized to establish the appropriations and FTE staffing as shown in Schedules 1A, 1B, 1C and fund summaries including transfers as shown on Schedule 2 as displayed in Exhibit 3.
- 3.3 The City Manager is authorized to revise any appropriation made in the Approved Budget where the revision is of a technical nature and is consistent with City Council intent.
- 3.4 During budget deliberation and following budget approval, the City Manager is authorized to adjust any appropriation made in the Approved Budget to reflect changes from amounts budgeted for updated labor, vehicle, energy, contingencies and risk management changes such as retirement rates, payroll taxes, health benefits, fleet costs and risk management costs from designated funds or reserves.
- 3.5 Following budget approval, the City Manager is authorized to revise indirect cost rates to be applied to hourly salary rates in order to achieve full cost recovery of services and is authorized to adjust the operating budget to reflect the indirect cost plan for FY2006/07.
- 3.6 Reclassification requests, as noted on Schedule 8 as displayed in Exhibit 3, require approval by the Human Resources Department in order for the new classification to be authorized.
- 3.7 Upon adoption by the City Council of a 911 Emergency Communication System Fee, the budget reductions for the Police Department and Fire Department included in the FY2006/07 Budget shall be restored to the level supported through the fee.

### **SECTION 4. APPROPRIATION INCREASES/DECREASES**

- 4.1 All increases or decreases in excess of \$100,000 to operating and capital appropriations shall be approved by the City Council by resolution.
- 4.2 The City Manager is authorized upon completion of the audited financial statements for FY2005/06 to adjust FY2006/07 fund appropriations by the amount of net changes in fund balance as determined by the City Council. These fund balance and appropriation changes will be included and addressed in the Midyear Financial Report.
- 4.3 Residual balances from unexpended debt proceeds will be reverted to the appropriate fund and utilized for the legal purposes as specified in the conditions of the "debt issuance." The City Manager is authorized to establish appropriations and account for the expenditure of these unexpended proceeds.

### **SECTION 5. STAFFING INCREASES/DECREASES**

- 5.1 Any increase or decrease, by department by fund, in FTE as authorized in the Approved or Amended Budget for a department must be approved by the City Council, except for renewals or expansion of fully offset grants noted in Section 5.2 below.
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- 5.2 Any existing positions which were approved on the basis of the City receiving a grant or other reimbursements must have continued funding verified prior to filling the position. The City Manager is authorized to adjust staffing levels and associated service and supplies for renewals or expansions of fully offset grants. Grant funded positions shall be terminated upon completion or cancellation of the grant unless specifically continued by resolution including a source of replacement funding.
- 5.3 Any exempt management position adjustment made subject to the approval of the City Manager and subject to the Personnel Resolution covering Unrepresented Officers and Employees approved by City Council must have funding verified by the Budget Office prior to implementation.
- 5.4 Any reassignment of authorized FTE and employee services funding associated with these FTE within a department and within the same fund may be made at the discretion of the department head with the approval of the City Manager as long as there is no net change to authorized FTE and funding levels.
- 5.5 All new positions or job reclassifications are subject to classification review and approval by the Human Resources Director.
- 5.6 The City Manager has authority to adjust staffing levels in the Police and Fire Training Academies based on projected vacancies.

**SECTION 6. APPROPRIATION TRANSFERS FROM CONTINGENCY/RESERVE FUNDS**

- 6.1 The General Fund Reserve for the City of Sacramento is \$30 million. This reserve will be maintained for the purpose of absorbing unforeseen revenue losses and allowing continuation of Approved Budget program levels.
- 6.2 The City Manager is authorized to increase or decrease operating budget appropriations up to \$100,000. Operating budget appropriation increases and decreases in excess of \$100,000 must be approved by City Council, except for payments to employees for vacation and sick leave termination, which may be approved by the City Manager.
- 6.3 The City Manager is authorized to transfer appropriations up to \$100,000 per transaction for operating departments from contingency reserve and/or fund balance.
- 6.4 No Reserve transfer shall be made from any fund, which would create a negative undesignated fund balance in the fund, or in the case of the General Fund, in the Administrative Contingency.

**SECTION 7. OTHER APPROPRIATION TRANSFERS**

- 7.1 Operating appropriation transfers within the same department and the same fund must be approved by the City Manager.
  - 7.2 Appropriation transfers between two or more departments up to and including \$100,000 may be approved by the City Manager or the Manager's designee. Such transfers in excess of \$100,000 shall be approved by the City Council by resolution.
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## **SECTION 8. UNSPENT APPROPRIATIONS AND ENCUMBRANCES**

- 8.1 All appropriations in the operating budget, which remain unencumbered or unexpended on June 30, 2006, after adjustments resulting from Section 4.2, 4.3 and 10.2 or as specifically provided for in Section 16, shall revert to the fund balance of the respective funds.
- 8.2 The Director of Finance has the authority to establish an operating organization for the Ethel McLeod Hart Trust Fund with revenues and expenditures as recommended by the Ethel MacLeod Hart Advisory Committee. Every five years, the Director of Finance is authorized to increase revenue and expenditure authority pursuant to the recommendation of the Ethel MacLeod Hart Advisory Committee. All unobligated appropriations and interest earned in the prior year are to be carried over to the next fiscal year.
- 8.3 All purchase order commitments outstanding on June 30, 2006 and associated appropriations are hereby continued.
- 8.4 Unobligated appropriations in existence on June 30, 2006 for the Inclusionary Housing Program, Infill Program and the Economic Development Assistance Program shall be continued in FY2006/07.
- 8.5 Unobligated appropriations in existence on June 30, 2006 for fleet purchasing budgets (object codes 4236/4632) and department carryover (object code 4995) shall be continued in FY2006/07.

## **SECTION 9. FY2005/06 REVENUE BUDGET**

- 9.1 The FY2006/07 Revenue Budget is summarized in Schedule 6 as displayed in Exhibit 3.
- 9.2 Any increase or decrease greater than \$100,000 to the adopted revenue budget by fund requires City Council approval.
- 9.3 The City Manager is authorized to adjust revenues for renewals and augmentations of fully offset grants.

## **SECTION 10. CAPITAL IMPROVEMENTS**

- 10.1 All multi-year capital improvement projects in existence on June 30, 2006 shall be continued in FY2006/07 except as provided in Section 10.8. The FY2006/07 Capital Improvement Budget is summarized on Schedules 2 and 4 as displayed in Exhibit 3.
- 10.2 Each fiscal year, at June 30, the balance of each capital improvement project must be zero or have a positive balance by fund. Projects in excess of the budget from all funding sources by \$100,000 or less shall, first, be corrected within each fund and, second, be corrected by a transfer from the operating budget organization of the project manager.
  - (1) All transfers of \$100,000 or less shall be made as provided for in Section 6.2.
  - (2) Projects in excess of budget from all funding sources by more than \$100,000 shall be submitted to City Council for approval of a corrective plan of action.

- 10.3 The establishment of a capital improvement project requires City Council approval. The only exception is for projects that have been approved in the Sacramento Housing and Redevelopment Agency's (SHRA) annual budget and are subject to the provisions of the Master Project Agreement between the City and SHRA as adopted by the City Council on December 18, 2001 (Resolution 2001-828). Capital projects may be subdivided for administrative convenience into separate sub-projects without further City Council action. The cancellation (without completion) of a capital project must also be approved by the City Council.
- 10.4 Except in the General Fund, the City Manager is authorized to transfer appropriations totaling \$100,000:
- (1) From Project A to Project B if:
    - (a) Project A is completed and has savings; or
    - (b) Project A is not completed and a revised project estimate confirms that there will be project savings upon completion.
  - (2) Between funding sources within a project if the total appropriation remains unchanged.
  - (3) The City Manager is authorized to increase or decrease project budget appropriations by not more than \$100,000 for each project. Transfers that exceed \$100,000 in total for any project shall be submitted to City Council for approval.
- 10.5 Except as provided for in Section 10.8, upon completion and closure of a capital project, the City Manager is authorized to transfer any remaining project balance to:
- (1) Administrative contingency and/or fund balance; or
  - (2) As provided for in Section 10.4.
- Fund balance for the Utilities Program capital projects is equivalent to the capital projects base reserve for each fund.
- 10.6 Capital appropriations shall be used solely for repairs, maintenance, improvements or acquisitions with a total cost of at least \$20,000.
- 10.7 Capital appropriations shall be used solely for the originally approved project or projects except as provided for in this section. Annually, completed or inactive projects will be closed except due to payment disputes. An inactive project is defined as one where transaction activity is less than \$1,000 over the prior three years. Closures are the responsibility of the designated project manager. The managing department and/or City Manager have the authority to process the necessary documentation to close inactive projects.
- 10.8 Unencumbered appropriations for all inactive projects as defined in Section 10.7 above will expire on June 30 following the third full year of the last appropriation to the project. Subject projects requiring continuing appropriations will require City Council action through programming within the CIP or through a separate appropriation to the project.
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10.9 Measure A Sales Tax (Fund 201) expenditure and revenue budgets can be loaded into the City's financial system prior to Sacramento Transportation Authority (STA) Board approval. Work on capital projects in this fund is done prior to receiving funding; project funding/appropriation shall be as follows:

- (1) The City Manager is authorized to enter the revenue/expenditure budgets as reflected in the Approved Budget (revenues) and Capital Improvement Budget (expenditures).
- (2) STA Board approval is required for all Measure A reallocations. In cases where the City Council takes action on recommended Measure A reallocations prior to STA Board action, City Council approval shall be contingent on STA Board approval.
- (3) The City Manager is authorized to enter expenditure/revenue budget prior to STA Board approval.

10.10 Projects funded by the following reimbursable funds: Grant Funds (Funds 248, 511, and 512), SHRA Community Development Block Grants (Fund 205) and Tax Increment (Fund 206) are included within the Operating and Capital Budgets for planning purposes. Work on capital projects funded by these sources is done prior to receiving funding and project funding/authorization for these projects shall be as follows:

- (1) Funds 205, 206, 248, 511 and 512: Expenditure and revenue budgets will not be loaded into the City's financial system until actual agreements (Program Supplements/E-76's, Individual Project Agreements/IPA, Cooperative Agreements, etc.) have been entered into between the City and the funding authority.
- (2) Funds 511 and 512: The City of Sacramento is eligible to receive Federal and/or State funding for certain transportation projects through the California Department of Transportation (Caltrans). Master Agreements, Program Supplemental Agreements, Fund Exchange Agreements and/or Fund Transfer Agreements need to be executed with Caltrans before such funds can be claimed. The Mayor and/or City Manager are authorized to execute all Master Agreements, Program Supplemental Agreements, Fund Exchange Agreements, Fund Transfer Agreements and any amendments thereto with Caltrans.

The City Manager is authorized to transfer match funds as specified in the approved CIP from the State and Federal Grant Match Program (TX01) and to enter the revenue/expenditure budgets as reflected in the grant agreement, provided that the amount is not more than \$100,000 different from what was reflected in the Approved CIP which authorized the project funding. Project agreements more than \$100,000 different from the anticipated budget shall be submitted to the City Council for approval of a budget augmentation.

10.11 The Capital Budget has been amended over the past few years to include "Credit Projects." Credit projects are established to account for turnkey parks, infrastructure and other improvements provided by a developer in exchange for City fee credits. Effective with the 2003-2007 Approved CIP these projects have been identified by using an alpha-numeric alpha-numeric project number. In an effort to provide for a more accurate reflection of proposed spending by fund, these projects are reflected in the CIP as funded by Developer

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Credit/Obligations (Fund 999). At the time these improvements are accepted by the City of Sacramento the projects and related appropriations will be recorded in the appropriate City fund.

10.12 Community/Neighborhood projects and appropriations established with one-time funding sources under Resolution 2000-682 (11/21/00), 2001-765 (11/20/01), 2003-412 (6/17/03), 2004-551 (6/29/04) and associated staff reports are governed by the following procedures:

- (1) Savings of up to \$50,000 due to lower than expected costs or the securing of alternative funding sources can be administratively reprogrammed into other projects within the same City Council District, at the request of the City Council District Office and with the approval of the City Manager.
- (2) Savings above \$50,000 to be reprogrammed requires City Council approval.

10.13 The CIP (Exhibit 4) includes projects that are directly supported by user and developer fees. The City Manager is authorized to adjust department revenue budgets and CIP expenditure budgets for projects directly supported by fees based on the actual fees collected less any operating costs associated with delivering the service.

## **SECTION 11. OPERATING GRANTS AND EXTERNALLY FUNDED PROGRAMS**

11.1 All operating grants/externally funded programs over \$100,000 shall be approved by the City Council.

11.2 All operating grants/externally funded programs under \$100,000 shall be approved by the City Council if:

- (1) Any increase or decrease, by department by fund, in FTE staffing levels as authorized in the Approved or Amended Budget is requested; or
- (2) Matching funds from City resources are required; or
- (3) Accepting the grant/externally funded program creates an expectation for ongoing service or funding by the City.
- (4) However, as noted at Section 5.2, the City Manager is authorized to adjust staffing levels and associated service and supplies for renewals or expansions of fully offset grants previously approved by City Council.

11.3 If the grantor for a grant/externally funded program requires City Council action, then the grant/externally funded program shall require approval by City Council regardless of the grant amount.

11.4 Operating grants/externally funded programs appropriated in the Approved Budget do not require additional City Council approval to be expended upon receipt of such grants or funds for externally funded programs.

11.5 All multi-year operating grant/externally funded program budgets in existence on June 30, 2006 shall be continued in FY2006/07.

## **SECTION 12. CONTINGENCY LITIGATION/PROPERTY MITIGATION RESERVE**

- 12.1 The Contingent Litigation/Property Mitigation Reserve is maintained annually to cover potential costs associated with outstanding litigation or property mitigation. Transfers from this Reserve to the operating budget may be approved by the City Manager.

## **SECTION 13. IN-LIEU PROPERTY TAXES AND IN-LIEU FRANCHISE FEE**

- 13.1 An in-lieu property tax and in-lieu franchise fee are hereby imposed on the Community Center, Parking and Sacramento Marina funds in the amounts provided in Schedule 3 as displayed in Exhibit 3. The City Council finds that the in-lieu property tax as detailed in Schedule 3 represents the property tax revenue, which would be received by the General Fund if the real and personal property owned by these enterprises were taxable under private ownership. The in-lieu franchise fee as detailed on Schedule 3 represents the franchise fees, which would be received by the City from private entities as a rental or a toll for the use of City streets and rights of way.

## **SECTION 14. APPROPRIATION LIMITS**

- 14.1 The appropriation limit and the appropriations subject to the limit are hereby amended pursuant to Article XIII B of the California Constitution for FY2006/07 as detailed in Schedule 5 as displayed in Exhibit 3.

## **SECTION 15. MIDYEAR FINANCIAL REPORT**

- 15.1 The City Council shall be provided a Midyear Financial Report including a revised estimate of the financial condition of all funds, prior year actual fund balances, revised estimated revenues and expenditures, projected ending fund balances or deficits, and recommendations for eliminating any projected fund deficits.
- 15.2 The City Council shall act on any projected fund deficits prior to the close of the Fiscal Year.

## **SECTION 16. MISCELLANEOUS CONTROLS/CONSIDERATIONS**

- 16.1 No expenditures at the department level shall exceed the Approved or Amended Budget, by fund.
- 16.2 Subject to approval by the City Manager and pursuant to the sections governing transfers and appropriations, projected deficiencies in any department by fund must be corrected by:
- (1) Reducing expenditures in said department (i.e. freezing vacant positions, restricting purchase orders, etc.); or
  - (2) An appropriation transfer from administrative contingency and/or fund balance subject to the provisions of Section 6.
- 16.3 The City Manager is authorized to:
- (1) Adjust budgets to reflect all required debt service payments per the official statements;

- (2) Adjust budgets in the Special Revenue funds for appropriations required based on the action/direction of the City Council relative to capital projects, transfer requirements and the availability of funds;
- (3) Adjust department fleet purchasing budgets (object codes 4236/4632) at the close of each fiscal year to allow unobligated appropriations to be carried forward into the next fiscal year for the purchasing of fleet equipment authorized but not yet purchased;
- (4) Adjust budgets in the Capital Project funds for the current year based on previous actions of City Council for projects on a multi-year basis; and
- (5) Adjust budgets in the Multi-Year Non-Capital Project Agency for the current year based on the previous action of City Council for programming on a multi-year basis.

16.4 In all staff reports that come before the City Council, net budgetary impacts on all funds will be stated clearly and concisely including indirect impacts so that the Councilmembers have a full understanding of the financial considerations and impacts of the decisions.

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MAYOR

ATTEST:

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CITY CLERK

**Exhibits**

- Exhibit 1 FY2006/07 Operating Budget Augmentations
- Exhibit 2 FY2006/07 Summary of Changes to the Proposed Operating & CIP Budgets
- Exhibit 3 FY2006/07 Approved Operating Budget
- Exhibit 4 2006-2011 Approved Capital Improvement Program (CIP)