

RESOLUTION NO. 2698

Budget Resolution Establishing the Process To Be Used To Adopt Operating Budgets and Capital Improvement Programs

WHEREAS, the Alexandria City Council wishes to establish policies to guide upcoming budget deliberations to ensure responsible actions with current economic resources; and

WHEREAS, resolutions No. 2088, 2150, 2166, and 2256, and 2368 previously adopted by City Council have now expired; and

WHEREAS, City Council believes that flexibility is needed for both the preparation and evaluation of expense items as well as with regard to diversifying the sources of revenue available to fund the General Fund Operating Budget; and

WHEREAS, City Council's deliberations on the budget each year reflect a balancing of the needs of the community with the community's ability to afford services to meet those needs; and

WHEREAS, the City Council desires to provide the core services expected of a municipal government and to continue to provide quality services and facilities for the residents and businesses of Alexandria, but understands that economic reality will require significant trade-offs between services and revenues; and

WHEREAS, the City Council is committed to managing the cost of City General Fund operating and capital expenditures in order to properly balance the tax burden placed on the community; and

WHEREAS, the City Council is committed to achieving the vision and strategic goals, long term outcomes, objectives, and initiatives as outlined in the City Council's Strategic Plan; and

WHEREAS, City Council desires to allow for a thoughtful and deliberate budget process given the budget's complexity and importance;

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of Alexandria, Virginia, that the Council shall, for the purposes of consideration of the Budget for the City of Alexandria, adopt this resolution and adhere to the following rules of procedure:

Section (a) The City Manager's Budget Submission to City Council and the Setting of Budget Guidance by City Council

(1) That the City Manager shall plan and prepare the proposed Operating Budget and proposed ten-year Capital Improvement Program and that such preparations shall include those programs and resources necessary to achieve the City Council Strategic Plan.

(2) That the City Manager shall present to City Council a preliminary forecast and outlook for (a) revenues and (b) expenditures necessary to maintain existing services and policies (including the City Manager's forecast of cash capital and debt service costs related to the most recently approved Capital Improvement Program).

(3) That City Council shall direct that the City Manager prepare a budget resolution to be adopted by City Council to guide the preparation of the upcoming Operating Budget and next Capital Improvement Program.

(4) That the City Manager shall submit a proposed Operating Budget and Capital Improvement Program to the City Council. Such budget shall meet any guidance for General

Fund revenues and expenditures established by City Council and should include no more than one percent of unreserved fund balance.

Section (b) The Budget Submission to City Council by the Alexandria Public Schools (ACPS)

(5) That the Alexandria City School System shall separately present to City Council, but in a format coordinated with the City Manager, its preliminary forecast and outlook for (a) expenditures necessary to maintain appropriate services and policies, (b) the outlook for additional requests for Schools operating in the upcoming fiscal year and capital needs through the upcoming fiscal year and the succeeding 5 to 10 years, (c) the outlook for possible budget reductions and increases in fees, fines and charges for services, (d) the outlook for Federal and State grants, and the costs of meeting unfunded Federal and State mandates, both current mandates and projected new mandates.

(6) That the Board of the Alexandria City Public Schools is requested to adopt a Capital Improvement Program no later than December 17, 2015 and an Operating Budget no later than March 3, 2016 so that any request may be considered by City Council in parallel with the City Manager's proposed operating budget and Capital Improvement Program. If the ACPS budget request exceeds or otherwise does not comply with any guidance regarding fiscal limitation provided by City Council to ACPS, then ACPS shall clearly identify what operating programs and activities would be funded if additional funding were provided.

Section (c) Actions of City Council Concerning The Budget Submissions of the City Manager and the Alexandria Public Schools (ACPS)

(7) That as part of a preliminary forecast of assessments and expenditures provided by the City Manager, City Council will consider this information and any other relevant information available to it at that time including the comments of residents provided via a public hearing or other public input opportunities.

(8) That the Council shall hold a budget public hearing on the City Manager's proposed budget in the month following the budget submission by the City Manager and should reserve time for public comment once the Preliminary Add/Delete list of City Council Budget Proposals and technical adjustments by the Office of Management and Budget has become available and distributed to the community. Any additional public hearing shall not conflict with or serve in place of a public hearing regarding the establishment of an effective tax rate as required by the Code of Virginia.

(9) That Council directs City staff to organize at least one public meeting outside of City Hall to present the budget to interested residents, and solicit input. Additionally, City staff shall provide an opportunity for residents and organizations to submit written budget comments to the Council in lieu of or in addition to participation in public meetings.

(10) That Council directs City staff to prepare motions for adoption of the Operating Budget and Capital Improvement Program and a summary of decisions made in the Final Add/Delete worksession following the worksession. Those motions and the summary of final decisions shall be released for public review no later than 48 hours prior to the scheduled adoption.

(11) That City Council shall consider these proposals and endeavor to enact an Operating Budget and Capital Improvement Program that balance the needs of the community with the community's desire and ability to pay for services to meet those needs.

(12) That City Council plans to adopt such a budget resolution.

Section (d) Proposed Budget for the City of Alexandria

(12) For purposes of this resolution, the proposed budget of revenue rates and expenditure levels for the fiscal year shall be that proposed by the City Manager.

(13) For purposes of this resolution, the Office of Management and Budget shall provide revenue and/or expenditure projections for any motion or amendment that could affect the proposed budget specified in Section (a) (2).

Section (e) Maximum Expenditure Levels May Not Exceed Sum of Projected Revenue and Appropriation from Fund Balance in Proposed Budget

(14) It shall not be in order in the Alexandria City Council to consider any motion or amendment to the proposed budget of the City of Alexandria if:

(i) there has not been a Budget Memo or formal information request submitted that relates to the specific item proposed for consideration or a Council discussion of the proposal during a budget work-session or public hearing has not occurred; and

(ii) any such motion or amendment that has the effect of increasing any specific budget expenditures proposed by the City Manager or would have the effect of reducing any specific revenue proposed by the City Manager unless such motion or amendment provides for a specific offset of either expenditure or revenue and ensures the maintenance of the fiscal balance of the proposed budget; and

(iii) such motion or amendment is not provided in the form of a City Council budget proposal submitted to the Office of Management and Budget (OMB) with a majority (4 of 7) of Council's support for the proposal or an OMB technical adjustment at least 14 days prior to the adoption of the budget in accordance with the FY 2016 Rule of Engagement for the Add/Delete Process.

(15) In the Alexandria City Council, any appropriation from the Fund Balance or any like account beyond that proposed in the Manager's proposed budget shall require an affirmative vote of five Council Members.

Section (f) Expiration – The provision of this resolution shall continue unless otherwise amended in the future by City Council.

Adopted: November 24, 2015



WILLIAM D. EULLE MAYOR

ATTEST:



Jacqueline M. Henderson, MMC City Clerk

RESOLUTION NO. 2699

**Setting Guidance for FY 2017 General Fund Operating Budget
and Capital Improvement Program for FY 2017 – FY 2026**

WHEREAS, the City Council of Alexandria passed a resolution establishing Council's process for formulating the Operating Budget and the Capital Improvement Programs (CIP) during the term of this Council and requires that City Council set budget guidance for the City Manager and the School Board for the FY 2017 budget.

WHEREAS, the City has held a series of public outreach efforts designed to collect community input into the development of the FY 2017 budget; and

WHEREAS, the City Council's budget deliberations and annual spending decisions reflect a balancing of the goals articulated in the City's Strategic Plan;

WHEREAS, through the Results Alexandria framework those services directly supporting the achievement of the City's strategic goals are considered for funding support; and

WHEREAS, the City Council is committed to continuously improving the efficiency and effectiveness of City government and expects the City Manager and City staff to focus on achieving service outcomes and providing programs that benefit the community and its residents; and;

WHEREAS, the City Council is committed to continue providing core services expected of a municipal government including the provision and maintenance of the City's capital infrastructure; and

WHEREAS, the City Council will not make budgetary changes that may threaten the City's 'AAA'/'Aaa' bond ratings; and

WHEREAS, the City Council acknowledges that the resources required to achieve the goals of the Strategic Plan must be weighed against the appropriateness of the tax burden placed upon citizens; and

WHEREAS, the City Council recognizes the need to measure the impact of programs and lines of business against expected outcomes, to deemphasize or eliminate programs that do not yield those outcomes desired, and to identify efficiencies wherever possible; and

WHEREAS, the City Council desires to emphasize a multi-year perspective for fiscal planning; and

**NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF
ALEXANDRIA THE FOLLOWING:**

(a) **Operating and Capital Improvement Program Expenditures:** The City Manager may propose for Council consideration, increases in operating and capital project expenditures including compensation adjustments so long as any increased operating or capital project expense can be demonstrated as necessary to meet the strategic goals and outcomes of the City, and/or can be demonstrated to diminish a specific risk to the community. Likewise, the City Manager may propose decreases in operating and capital project expenditures provided the decrease can be demonstrated to be of lesser utility in achieving the goals and objectives of the City's Strategic Plan. An appropriate source, or sources, of revenue, compliant with applicable laws regarding revenue sources as established by the Code of Virginia, must be identified for all proposed operating and capital project expenditures.

(b) **Taxes, Fees, Fines and Service Charges:** In funding the proposed budget, the City Manager may consider changes to tax rates, tax designations/reservations, fees/fines/service charges that are equitable, fair and administratively feasible provided that these proposals are observant of the constraints imposed by the Code of Virginia. Such changes can only be

considered where they advance the priorities of the Council as stipulated in this resolution, through Legislative Sessions, or the Council Retreat.

(c) **Growth-oriented Tax Policy Changes:** Informed by the recommendations of the Business Tax Reform Task Force, the work of the Alexandria Economic Development Partnership, and the work of the Finance Department, the City Manager may consider changes to the business tax policy through administrative regulation/procedural changes as well as any tax rate or policy changes, that the City Manager believes will promote in a cost-effective manner the short/medium-term commercial tax revenue growth and that aligns with the City's targeted economic development strategies.

(d) **Cost Saving Measures:** The City Manager shall continually identify and implement cost saving measures and efficiencies in all City and School operations and consider reduction of service levels where the performance exceeds the level required by the community, where the current level of service is not a strategic priority, or where performance, over time, has not achieved the desired outcomes.

(e) **City Workforce:** The City Manager shall ensure that the proposed budget includes employee compensation (salary and benefits) that recognizes strong performance and continues investments in professional growth and development opportunities. The City Manager shall also incorporate into the 5-Year Financial Planning Model a compensation strategy that enables the City to achieve and maintain pay competitiveness for positions throughout the organization, including correcting inequitable pay practices and compensation structures, in an effort to attract and retain top talent. The compensation strategy should be considered within the City's overall priorities and investment obligations.

(f) **Use of Surplus:** The City Manager will recommend use of prior-year surplus funds first to ensure that the Capital Improvement Program includes sufficient cash capital funding, then to address one-time or manageable ongoing costs that positively impact the expected goals in the Strategic Plan.

(g) **CIP:** The proposed FY 2017-2026 CIP shall incorporate the following:

1. Compliance with the City's adopted/proposed Debt Related Financial Policy Guidelines for any debt issuance planned for FY 2017 through FY 2026;
2. An updated proposal for financing the planned Potomac Yard Metrorail station.
3. Consistency with the City's adopted cash capital investment policy of a General Fund cash capital transfer amount of between 2.0% and 2.5% of General Fund revenues;
4. The optional use, as determined by the City Manager, of an additional General Fund operating budget surplus from FY 2016, if any, as commitment for capital projects in FY 2017 and beyond;
5. Specific descriptions of projects that can be funded within recommended levels of funding, and their associated operating costs, estimated for all years of the CIP; and,
6. Proposed amendments to the City's Debt Related Financial Policy Guidelines necessary for the proposed Potomac Yard Metrorail station project.

(h) **ACPS Funding:** That the City Manager, (1) recommend for transfer to the Alexandria City Public Schools an appropriation equal to the amount approved by City Council for FY 2016, except that the City Manager may vary from FY 2016 approved appropriation if specifically to address anticipated changes in student enrollment, inflationary increases not related to enrollment growth, expense changes resulting from cost saving measures employed by ACPS, or cost changes which results from efficiencies gained through the sharing of services with other entities, and (2) develop options for potential funding of proposed public school capital needs for the FY 2017 through FY 2026 time period.

(i) **Outside Agencies:** Organizations outside the City government that receive funding support from the City must demonstrate an alignment of their efforts with accomplishments of the City's strategic objectives. In cases where there is discretion over the

level of funding, organizations external to the City government must demonstrate the purpose and consequence of the funding.

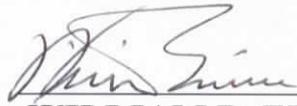
(j) **Non-Profit Partnerships:** The City Manager shall seek to incorporate the recommendations of the Alexandria Fund for Human Services (AFHS) Citizen Review Committee in the proposed budget.

(k) **Disposition of Surplus Property:** As detailed in the approved Housing Master Plan, the City Manager shall identify any surplus property that may be appropriate for alternate disposition for social service needs in furtherance of the City's Strategic Plan. Revisions to the Real Estate Disposition Policy shall be proposed as appropriate.

(l) **Add/Delete Process:** The City Council shall adhere to the following Add/Delete Rules of Engagement for amending and adopting the final budget. These Rules of Engagement were first adopted for use during the FY 2016 budget process:

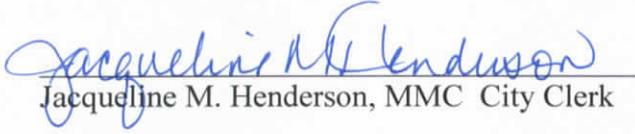
1. Reintroduce the add/delete spreadsheet that was produced by OMB prior to the FY 2016 budget process.
2. A City Council Budget Proposal form will be required in order to add or delete anything from the City Manager's Proposed Budget. The form will require the following prior to Council consideration:
 - i. Additional information related to how the change advances the Council's goals/priorities.
 - ii. Additional information related to how this change impacts the performance of that program, service or goal.
 - iii. The support of at least 3 of 7 Council members (the original sponsor and two co-sponsors).
 - iv. Must be accompanied by an add/delete spreadsheet in which the sum of the individual Council member's adds and deletes are in balance or produce a revenue surplus.
3. The completed City Council Budget Proposal form must be returned to the Office of Management & Budget (OMB), with each of the steps from #2 above completed, at least 14 days prior to the adoption of the budget [for FY 2017, April 21].
4. A combined list of all City Council Budget Proposals that meet the criteria in #2, any technical adjustments from OMB, and any City Manager recommended changes, will be provided and discussed at the 2nd Legislative Meeting in April [for FY 2017, April 26].
5. Council will work with OMB to refine/develop funding figures based on the proposals submitted, to be completed 7 days prior to budget adoption [for FY 2017, April 28].
6. Completed Council Budget Proposals, with funding, will be circulated to Council and the public the Friday prior to budget adoption [for FY 2017, April 29].
7. City Council will be required to keep the budget in balance once all decisions are made.
8. Final decisions will be made 72 hours prior to budget adoption and discussed at a Special City Council work session [for FY 2017, May 2].
9. Final decisions will be made available to the public 48 hours prior to budget adoption [for FY 2017, May 3]
10. Budget Adoption will occur on May 5, 2016 with all City Council Budget Proposals, those approved and those not approved, made public upon adoption of the budget.

Adopted: November 24, 2015



WILLIAM D. EUILLE MAYOR

ATTEST:



Jacqueline M. Henderson, MMC City Clerk