



EXECUTIVE STAFF

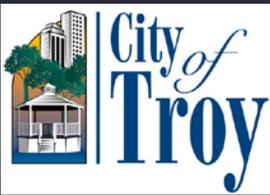
- *City Manager*.....A. John Szerlag
- *Director of Economic and Community Development*.....Mark F. Miller
- *Acting Director of Financial and Administrative Services*.....Thomas E. Darling

CITY COUNCIL

- *Mayor*.....Janice Daniels
- *Mayor Pro Tem*.....Maureen M. McGinnis
- *Council Member*.....Jim Campbell
- *Council Member*.....Wade Fleming
- *Council Member*.....Dave Henderson
- *Council Member*.....Dane M. Slater
- *Council Member*.....Doug Tietz



City of
Troy



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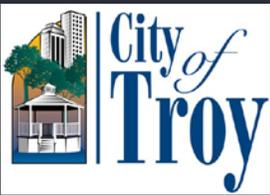
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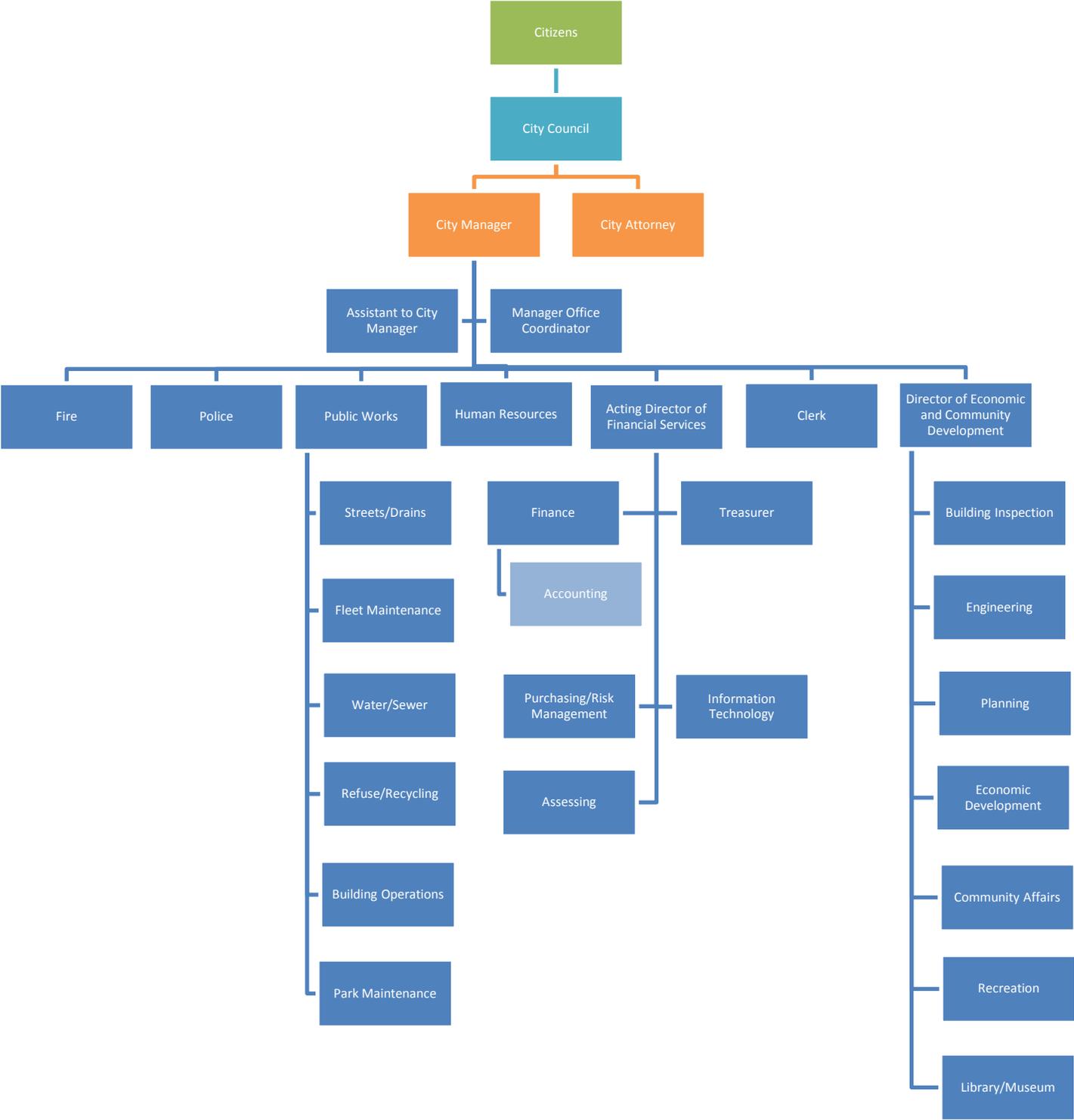
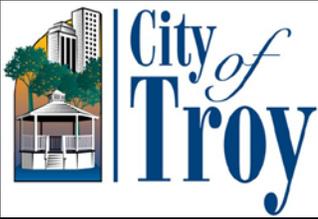
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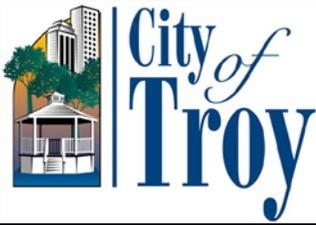
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City of
Troy



- *City Manager*..... A. John Szerlag
- *City Attorney*..... Lori Grigg Bluhm
- *Director of Economic and Community Development*..... Mark F. Miller
- *Acting Director of Financial and Administrative Services*..... Thomas Darling
- *City Assessor*..... Leger (Nino) Licari
- *City Clerk*..... Aileen Bittner
- *City Engineer*..... Steven J. Vandette
- *City Treasurer*..... Sandra Kasperek
- *Community Affairs Director*..... Cindy Stewart
- *Director of Building Operations*..... Steve Pallotta
- *Fire Chief*..... William Nelson
- *Human Resources Director*..... Peggy E. Sears
- *Information Technology Director*..... Gert Paraskevin
- *Recreation Director*..... Jeff Biegler
- *Planning Director*..... R. Brent Savidant
- *Police Chief*..... Gary G. Mayer
- *Public Works Director*..... Timothy Richnak
- *Purchasing Director*..... Susan Leirstein
- *Risk Manager*..... Stephen Cooperrider

CITY SEAL

The figure represented on the official seal of the City of Troy is that of Athena, mythological Greek goddess of wisdom. Athena was known as the dispenser of prudent restraint and practical insight, maintainer of law. Her association with civilization and society rather than wilderness and nature earned her reverence as the protectress of Greek cities. Athena's ethical standards and precepts remain worthy today, making her an appropriate symbol for the modern City of Troy and a model for all who live, work, or play here.





City of
Troy



April 13, 2012

**THE HONORABLE MAYOR
AND CITY COUNCIL MEMBERS**

City of Troy
500 West Big Beaver
Troy, MI 48084

Dear Mayor and City Council Members:

In accordance with the City Charter I present to you the City budget for fiscal year 2012/13.

The budget document serves as a planning and policy guide, and determines the level of service provided to residents, businesses, and visitors. This document also illustrates the City's administrative structure and work plan for the upcoming fiscal year.

The primary focus of this budget is the basic function of local government: service delivery and protection of life and property.

While not perceived as a part of the budgeting process, the revenues that our taxpayers invest in the City adds value to their properties, which is the highest rate of return on investment. Property values are significantly impacted by the quality and service function of infrastructure, quality of life venues, and was impacted by the levels of service through police, fire and other emergency service delivery systems.

In terms of the price of government to offer these value added principles, the City of Troy has one of the lowest overall prices in the state of Michigan.

• ***Doing Less with Less***

Our community's growth and standard of excellence will be challenged for the duration

of this economic downturn. The City of Troy has been living by the mantra "do more with less" for several years and has done so successfully. The International City/County Manager's Association (ICMA) stated on page 4 of the Organization Restructuring Review: Element 2-8: City of Troy, Michigan, "[m]ost departments and functions are at or nearing the limit of their ability to "do more with less..." The City, as a whole, will now be moving into "doing less with less." With over a 35% reduction in our full time work force, we cannot expect anything different. That said, we will continue our culture of professionalism to provide the level of service within the parameters of our resources.

As Troy's tax base declines due to difficult economic times and falling property values we need to achieve a better balance between residential and business properties. Our residential tax base now accounts for approximately 61% of revenues, while our target has always been a 50-50 split.

We are fortunate in that Troy's population is incredibly diverse and talented. Our city is filled with people who are committed to excellence and community involvement.

As Troy transformed from rapid growth to maturity and now through economic downturn, these values and principles continue to be important. So too, however, will be our need to recognize that Troy's population is much more mobile than it used to be and that technology is a vital part of our everyday lives.

• ***Core Initiatives***

Through the adoption of the five year forecast (known as Option 1), the three year rolling budget, and the ICMA report, City Council asked Administration to devote resources toward the following core values:

- ✓ Creating and implementing a balanced budget



- ✓ Maintaining a sustainable level of service in the areas of police, fire, streets, water and sewer
- ✓ Restructure, in the midst of layoffs, in order to be more sustainable

- **Budget Overview**

The 2012/13 budget is balanced and fiscally conservative. Developed with City Council's vision and goals as direction, this budget addresses current and future community needs and correlates service demands with conservative financial management.

The 2012/13 proposed total millage rate is 10.48, an increase of .29 mills. This is due to increases as defined below.

The Debt Service millage rate is increased .2 mills for a total rate of .70. This provides funding for the voter approved ballot Proposals A, B, and C. The increase is due to the decline in taxable value and thus the required millage rate to meet the City's debt obligations.

The Refuse millage rate increased .09 mills for rate of 1.05 mills. This is due to the decline in taxable value and increased disposal cost.

Like all cities in Michigan, we will have to contend with a declining taxable value for the next several years. Residential taxable value has seen a slight increase in residential value but commercial and industrial are still in decline.

The 2012/13 budget for all City funds totals \$131.5 million including all transfers. The General Fund budget of \$50.5 million provides funding toward the majority of services available to City residents.

When comparing General Fund operating expenses from year to year there is a decrease

of \$4.7 million (8.4%). This was made possible by the elimination of 29 of the full-time positions through attrition and lay-offs along with employee wage and benefit concessions.

The estimated unassigned Fund Balance at the end of 2012/13 is \$15.0 million; 29.6% of the General Fund budget.

General Fund operating revenues are projected to decrease 1.2%, \$.05 million under the 2011/12 budget, to \$45.6 million.

The licenses and permits revenue are expected to remain level to current year estimates.

Charges for Services revenue has increased to prior year budget amounts due to recreation receipts.

General Fund operating expenditures will decrease \$4.7 million (8.4%) compared to the 2011/12 budget due to the reduction in full-time employees through attrition and lay-offs.

The City does not incrementally budget by adding automatic increases to the prior year's numbers therefore departments are required to justify their current operations and any increases.

- **Capital Improvements**

The total capital improvements program of \$18.0 million is composed of projects that benefit the community as a whole, including street improvements and funding for the Troy Transit Center.

Several of the capital improvement activities, streets projects, and the transit center in particular, are made possible by grant funds leveraged with local funds.



The following projects highlight the 2012/13 capital improvements program:

- ✓ Neighborhood road repair and replacement
- ✓ Major road improvements
- ✓ Sidewalk program
- ✓ Storm drain improvements
- ✓ Transit Center

- **Personnel Costs and Staffing Levels**

Personnel costs continue to be the largest portion of the General Fund budget at 64.4%, down from 68.1% last year.

Total General Fund personnel expenditures for 2012/13 is \$32.5 million, which represents a \$5.0 million or 13.3% decrease from last year's budget, after the reduction of 29 full-time positions and the full funding of our other postemployment benefits.

The following 33 positions have been deleted from the 2012/13 budget:

- **Engineering (1)**
MSE-E Engineering Specialist
- **Planning (1)**
Housing and Zoning Inspector
- **Recreation (2)**
Parks & Recreation Director
MSE-C Equipment Operator
- **Police (29)**
Animal Control Officer
Police Lieutenant (3)
Police Officer (20)
Police Sergeant (3)
Secretary II
Technical Support Specialist

The following 4 full-time positions have been added to the 2012/13 budget:

- **Human Resources (1)**
Secretary II
- **Parks (2)**
MSE-D Service Technician I
MSE-F Trade Specialist I
- **Police (1)**
Research & Technology Administrator

Since 2003 the number of full-time City employees has been decreased by 172 (35%) positions. City Management continues to investigate cost-cutting measures through attrition, consolidation and privatization of activities, while trying to avoid a reduction in the level of service in public safety that our residents have come to expect. However, continued reduction in normal revenue sources, as well as the very real possibility of continued decreases in state revenue sharing funds promulgated by the state legislature, will impact the level of service we can offer.

- **Future Projects**

Our future infrastructure needs are literally hundreds of millions of dollars, mostly in the area of road improvements and storm water management. We will continue to search out funding sources to meet these future projects.

City Management is also seeking City Council approval of a 3-year budget. This involves determining the most highly valued core products offered by City government and then directing spending at the top-ranking priorities.



- **Conclusion**

No matter how successful the City of Troy has been to date, our success will continue to depend on a professional and dedicated workforce, budget realism and the political will to do what is right.

In a representative democracy you are charged with making decisions on behalf of our 81,000 residents, and this budget document serves as an excellent planning and control tool to ensure that the will of the majority of residents is carried out.

Our most important objective for the future is to continue a rolling 3-year budget and continue to seek the most cost effective way to deliver City services in a time of decreasing revenues.

In closing, I congratulate the staff of our entire organization for thoroughly reviewing their operations and bringing their budgets in under the cost of living.

I want to thank Acting Director of Finance and Administrative Services Thomas Darling, for compiling this comprehensive and easy to understand budget document. Special thanks to Assistant to the City Manager/Coordinator of Continuous Improvement Monica Irelan and Office Coordinator Beth Tashnick for production of the 2012/13 budget.

I also wish to thank the Mayor and City Council members for their assistance in advancing the concept of a level of service budget document.

Respectfully submitted,

A. John Szerlag,
City Manager



2012/13 BUDGET AT A GLANCE

The total City budget of \$131.5 million decreased by \$9.3 million or 6.6% from the previous year. A substantial portion of the decrease is attributable to the reduction of employees and benefits through attrition, lay-offs, and early retirement initiatives which were necessitated by the reduction of taxable value. In addition, Capital Projects decreased \$7.6 million or 29.3%.

The average homeowner's tax bill for City services, based on a taxable value of \$97,742 will amount to \$1,024 compared to \$996 last year, an increase of \$28.

The City reduced its full-time work force by 29 positions to 319 employees, which represents 3.9 employees for every 1,000 Troy residents, and approximately 1.9 employees per 1,000 people who work in the city. The 29 positions were reduced through attrition, lay-offs and early retirement initiatives. Job responsibilities were redistributed among current employees and outside contractors, and service levels were adjusted.

The unassigned General Fund reserves are anticipated to equal 29.6% of the recommended budget.

As a result of passage of Proposal A homeowners have seen a 2.7% increase in taxable property value, if their taxable value was less than the assessed value (less than 0.5% net). We are also projecting a 1% increase in taxable value for 2014 but an overall decrease of 1.3% due to the continuous decline in commercial and industrial values. The residential sector realized a 1% average increase in market values.

The budget includes funding for the following programs:

- ✓ \$6.9 million - Street construction and reconstruction projects, utilizing grants and capital funds
- ✓ \$0.5 million - Sidewalks
- ✓ \$5.1 million - Water main replacements
- ✓ \$1.8 million - Sanitary sewer improvements
- ✓ \$1.4 million - Storm drain improvements
- ✓ \$6.3 million - Transit Center*
*(Federal Grant)
- ✓ \$.5 million – Fire apparatus replacement reserve.



Troy is a vibrant community with a strong sense of civic pride and dedicated community leaders, rich in cultural diversity, community wellness, and economic vitality.

Since its incorporation on June 13, 1955 Troy has been governed by a 7-member City Council, including a Mayor, all of which serve 4-year terms. Under the Council-Manager form of government, Mayor and City Council appoint 2 officials: the City Manager and the City Attorney. In turn, the City Manager appoints all department directors.

The 2013 estimated population for Troy is 81,646 according to the Southeast Michigan Council of Governments (SEMCOG), which compares to 80,980 from the 2010 census. In terms of population, Troy is the 13th largest city in Michigan and its total property value is the third highest in the state.

Troy is a full-service community with public transportation provided by a regional authority.

The City of Troy currently maintains 14 developed park sites, 8 of which are major parks. City parks provide a variety of recreational opportunities from baseball diamonds to miles of developed walking; jogging; and bicycle riding pathways. Troy has 610 acres of parkland (active and passive). Additionally, the total acreage of City and private parks, including two golf courses, is 1,446.

Troy has received awards from various professional associations and municipal services organizations for innovative approaches to service delivery and quality improvements.

Troy enjoys a solid reputation for municipal planning and growth management. Its development of a new comprehensive master land use plan and corridor studies will guide development of the Big Beaver corridor, other business corridors and high quality mixed residential development as the community's most significant focal points.

The strong commercial and industrial business environment is a mix of service, product and technological employers. This impressive mix of business opportunities has allowed Troy to maintain low unemployment rates. Principal employers include:

- ✓ Altair Engineering
- ✓ Meritor
- ✓ Behr America
- ✓ Caretech Solutions
- ✓ Delphi
- ✓ Flagstar Bank
- ✓ Kelly Services
- ✓ Magna International
- ✓ PNC Bank
- ✓ William Beaumont Hospital

Troy also enjoys a wide variety of fine restaurants, churches and retail shops. The city occupies 34.3 square miles, and over 98% of its land is developed.



VISION:

To honor the legacy of the past and build a strong, vibrant future and be an attractive place to live, work, and grow a business.

GOALS:

Provide a safe, clean, and livable city

- Practice good stewardship of infrastructure
- Maintain high quality professional community oriented police and fire protection
- Conserve resources in an environmentally responsible manner
- Encourage development toward a walkable, livable community

Provide effective and efficient local government

- Demonstrate excellence in community services
- Maintain fiscally sustainable government
- Attract and support a committed and innovative workforce
- Develop and maintain efficiencies with internal and external partners
- Conduct city business and engage in public policy formation in a clear and transparent manner

Build a sense of community

- Communicate internally and externally in a timely and accurate manner
- Develop platforms for transparent, deliberative and meaningful community conversations
- Involve all stakeholders in communication and engagement activities
- Encourage volunteerism and new methods for community involvement
- Implement the connectedness of community outlines in the Master Plan 2008

Attract and retain business investment

- Clearly articulate an economic development plan
- Create an inclusive, entrepreneurial culture internally and externally
- Clarify, reduce and streamline investment hurdles
- Consistently enhance the synergy between existing businesses and growing economic sectors
- Market the advantages of living and working in Troy through partnerships



City of
Troy



In recent years changing conditions and fiscal capacities combined with the demand for increased services have forced a reassessment of the role played by local governmental units.

Public officials are charged with the responsibility of ensuring that services are provided within acceptable levels of cost and, when required, seeking alternative methods of financing.

The budgetary process allows for accumulation of financial and performance information relative to these services. It provides the opportunity to analyze and debate the merits of each service as well as to make decisions about the level and cost of the services to be provided.

This budget continues the conservative spending approach that residents of Troy expect from City government. This document also assists our efforts to make the operations of the City more efficient, less costly, and more importantly, to target available resources to functions according to City Council priority rating.

- **Financial Policies**

The City of Troy's financial policies compiled at right set forth basic tenets for overall fiscal management of the City. These policies provide a framework of decision making for City Council and Administration. They should enforce any policy choice, regardless of changing circumstances and conditions.

These policies provide guidelines for evaluating current activities as well as proposals for future programs.

- ✓ The budget process involves personnel and management areas of long-term importance: Provide a safe, clean and livable city; provide effective and efficient local government; build a sense of community and attract and retain business investment.
- ✓ Expansion of existing service programs or addition of a new service program is only considered in the proposed budget when a revenue source can support all of the ongoing cost, or when the requesting department can identify an existing service which can be reduced or eliminated. Programs financed with grant money shall be budgeted in special funds and, when grant revenues are reduced or eliminated, the service program shall be adjusted accordingly.
- ✓ The City maintains a budgetary control system to ensure adherence to the budget and prepare monthly reports comparing actual revenues and expenditures to budgeted amounts. The City reports its financial performance quarterly.
- ✓ The City monitors departmental expenditures on a monthly basis to ensure conformity to budgets.
- ✓ The City stresses results, integrating performance measurement and productivity indicators with the budget.
- ✓ The City avoids budgetary practices or procedures that balance current period expenditures at the expense of future years' revenues.
- ✓ The budget provides for adequate maintenance of capital facilities and equipment, and for their orderly replacement.



- ✓ The budget provides for adequate levels of funding for all retirement systems and other postemployment benefits.
- ✓ The City develops and maintains accounting and budgetary control systems to adequately safeguard the assets held in public trust.
- ✓ The operating and capital budgets fully describe the major goals to be achieved and the services and programs to be delivered based upon the levels of funding anticipated or provided.
- ✓ The City finances essential City services that have a City-wide benefit in the budget from revenue sources which are generated from a broad base, i.e. property taxes, state revenue sharing, assessments, and fees.
- ✓ The City seeks to minimize the impact in use of property tax financing by seeking alternative financing for City services that focus on user fees for responsive services, and upgrading and enhancing the property tax base.
- ✓ Special assessment financing formulas and user-fee rate structures accurately charge the cost of service provided to the benefiting property owners and customers served while being sensitive to the needs of low-income people.
- **Revenue Policies**
 - ✓ The City makes every attempt to maintain a diversified and stable revenue base to shelter it from short- or long-term fluctuations in any one revenue source.
- ✓ The City projects its annual revenues by an objective and thorough analytical process.
- ✓ The City maintains sound appraisal procedures and practices to reflect current property values.
- ✓ The City establishes user charges and sets fees for services for its enterprise funds at a level that fully supports the total direct and indirect costs of the activities. Indirect costs include the recognition of annualized depreciation of capital assets. Cash flow requirements to adequately defray bond retirement and capital outlay are primary determinants in the development of user charges.
- ✓ The City follows an aggressive policy of collecting revenues.
- ✓ The City reviews fees/charges annually and design or modify revenue systems to include provisions that automatically allow charges to grow at a rate that keeps pace with the cost of providing the service.
- **Reserve Policies**
 - ✓ The City strives to maintain a minimum unassigned, General Fund balance of 10% -17 % of the General Fund budget.
- **Accounting, Auditing, and Financial Reporting Policies**
 - ✓ An independent audit is performed annually.



- ✓ The City produces comprehensive annual financial reports in accordance with Generally Accepted Accounting Principles (GAAP), the body of accounting and financial reporting standards, conventions, and practices that have authoritative support from standard setting bodies such as the Governmental Accounting Standards Board (GASB) and the Financial Accounting Standards Board (FASB).

- **Investment Policies**

- ✓ The City conducts a cash-flow analysis of all funds on a regular basis. Disbursement, collection, and deposit of all funds is scheduled to insure maximum investment capabilities.
- ✓ When permitted by law, the City pools cash from several different funds for investment purposes to maximize potential earnings.
- ✓ The City analyzes market conditions and potential investments to maximize its yield, while maintaining the integrity, diversification, and safety of the principal.
- ✓ The City's accounting system provides regular information concerning cash position and investment performance.

- **Debt Policies**

- ✓ The City confines long-term borrowing to capital improvements or projects that cannot be financed from current revenues, and where the issuance of long-term debt is required, pays back the bonds within a period not to exceed the expected useful life of the project.
- ✓ The City attempts to keep the average maturity of general obligation bonds at or below 20 years.

- ✓ When possible, the City uses special assessment, revenue, tax increment, or other self-supporting bonds.
- ✓ The City does not incur long-term debt to support current operations.
- ✓ The City maintains a sound relationship with all bond rating agencies and keeps them informed about our current capital projects.

- **Capital Improvement Budget Policies**

- ✓ Capital investments foster Troy's goal of providing a safe, clean and livable city.
- ✓ The City attempts to maintain all its assets at a level adequate to protect the City's capital investment and to minimize future maintenance and replacement costs
- ✓ The City maintains the fiscal integrity of its operating debt service and capital improvement budgets in order to provide services, and construct and maintain public facilities, streets, and utilities.
- ✓ The City implements a multi-year plan for capital improvements with proposed funding sources, and updates it annually.
- ✓ The City makes all capital improvements in accordance with an adopted capital acquisition program.
- ✓ The City coordinates decision-making for the capital improvement budget with the operating budget to make effective use of the City's limited resources for operating and maintaining existing services and facilities.
- ✓ The City uses inter-governmental assistance to finance only those capital improvements that are consistent with the



adopted capital improvement plan, City priorities, and for which operating and maintenance costs have been included in the operating budget.

- ✓ The City maintains a responsible and prudent fiscal condition to minimize long-term interest expense when financing capital improvements.
- ✓ Capital investments are enhanced when there is the ability to leverage City assets.
- ✓ The capital dollar threshold has been established at \$5,000.
- ***Amendment Policies***
- ✓ The City Manager is authorized to transfer budgeted amounts within budgetary functions however, any revisions that alter the total expenditure of any budgetary function must be approved by a majority of the members elect of the City Council.



2011

July

- *** Approved 2012/13 budget document distributed at the first City Council meeting in July
- *** Begin preparing updated Municipal Improvements Plan (MIP)
- *** Begin monitoring budget performance

October

- *** Revenue and expenditure forecast prepared
- *** Updated revenue study of fees and charges prepared

November

- *** Capital budget unit (CBU) develops Capital requests and presents the CBU's Capital improvement report to the City Manager
- *** Quarterly financial performance report prepared
- *** Preparation of General Fund review and multi-year financial plan

December

- *** City Manager's final Capital recommendations are reported to all offices and included in the proposed budget
- *** Director of Financial and Administrative Services prepares personnel costs and operating cost targets for proposed budget
- *** Distribute operating budget manual and revenue worksheets
- *** Prior year's annual audit released



2012

January

- *** Revenue worksheets due from all departments
- *** Preparation of the water supply and sewerage disposal system rate analysis

February

- *** Operating budget worksheets due from departments
- *** 2013/14 revenue forecast prepared by City management
- *** City management analyzes department budget requests
- *** Assistant City Manager/Finance & Administration prepares proposed budget document
- *** Quarterly financial performance report prepared

March

- *** Three year budget update and revisions

April

- *** City Manager makes final proposed budget recommendations
- *** Proposed budget document presented to the City Council
- *** Quarterly financial performance report prepared
- *** City Council workshops: Budget review, questions, and adjustments
- *** Budget notice is published in local newspapers

May

- *** Workshops continue
- *** Public hearing for budget
- *** City Manager prepares approved 2013/14 budget document incorporating City Council adjustments
- *** City Council adopts taxation resolution and appropriations ordinance

June

- *** Assistant City Manager/Finance & Administration prepares final current year budget amendment