- TO: Mayor and Council
- FROM: Tom Crawford, Interim City Administrator
- DATE: May 18, 2020
- SUBJECT: Resolution to Adopt Ann Arbor City Budget and Related Property Tax Millage Rates for fiscal year 2021

Attached for your review and action is the proposed FY 2021 City Budget that totals \$513 million in revenue and \$466 million in expenditures and is in compliance with the City Charter. This budget resolution reflects the recommended budget delivered to you on April 20, 2020.

General Fund Activities

This recommended budget holds recurring expenditure levels in line with the projected revenue levels.

	<u>FY2021</u>
Recurring Revenues	\$ 112,585,428
Non-recurring Revenues	1,261,900
Total Revenues	\$ 113,847,328
Recurring Expenditures	\$ 112,051,595
Non-recurring Expenditures	726,144
Total Expenditures	\$ 112,777,739

General Fund recurring expenditures increased by \$3,472,556 (+3.2%) compared to FY 2020's adopted budget, and recurring revenues increased by \$3,910,048 (3.6%). Below is a summary of non-recurring expenditures:

<u>General Fund Non-recurring Expenditures</u> City Administrator-Intern/Job Corps Program	<u>FY2021</u> 80,000
City Administrator-Clerk's Office-Creation of Satellite Office for Voter Registration	25,000
City Administrator-Clerk's Office-High Speed Tabulator	50,000
City Administrator-926 Mary Street Building Analysis	10,000
City Administrator-ADA accessibility improvements	25,000
City Administrator-Sustainability Office-Lead for America Fellow	47,500
Community Services-Building-Deer Management Funding-Reduce for FY21	(100,000)
Community Services-Planning-Internship	25,000
Public Services-Systems Planning-Treeline Trail	40,000
Public Services-Systems Planning-Center of the City	20,000
Public Services-Resident Driven Sidewalk Gap Program	100,000
Public Services-Superior Dam gate painting project	50,000
Police - Command staff professional development training	25,000
Police-Bicycles & protective gear	12,500
Police-Bicycle racks	2,400
Fire-Imagetrend software account services	12,600
Fire-RFP for architectural plans for Station 4	200,000
Fire-Tornado siren repairs	16,000
Fire-Renovations to Fire Station #1	136,000
Non-Departmental-Inclusion training	97,000
Non-Departmenal-Reduce for Capital Sinking Fund Transfer in FY21	(307,856)
Non-Departmental-Workforce planning program	160,000
Total General Fund Non-recurring Expenditures	\$ 726,144

FTEs

The City's FTEs are proposed to increase from 762, as amended during FY20, to 771 in FY 2021 (excluding transfers between Service Areas and net of incidental changes):

- 1.0 FTE increase in Community Services, Housing Commission (amended during FY 2020)
- 1.0 FTE increase in Safety Services, Police (amended during FY 2020)
- 1.0 FTE increase in City Administrator, Sustainability (amended during FY 2020)
- 2.0 FTE increase in Public Services, Engineering
- 1.0 FTE increase in Community Services, Housing Commission
- 0.15 FTE increase in Community Services, Planning
- 0.75 FTE increase in City Attorney
- 2.0 FTE increase in Financial Services, Information Technology
- 1.0 FTE increase in Safety Services, Police
- 3.0 FTE increase in City Administrator, Sustainability
- 0.175 FTE increase in City Administrator, Human Resources
- 1.0 FTE decrease in City Administrator, Communications

As part of the workforce planning initiative, Council is authorizing staff to exceed the authorized 771 FTEs by 10 on a temporary basis.

Millage Rates

The following millages are the maximum allowable levy after the Headlee rollback multiplier is applied (for FY 2021 the Headlee rollback multiplier is anticipated to be 0.9912):

	PROPOSED	ACTUAL	
	FY 2021	FY 2020	CHANGE
GENERAL OPERATING	5.8365	5.8884	(0.0519)
EMPLOYEE BENEFITS	1.9454	1.9627	(0.0173)
AAATA	1.9454	1.9627	(0.0173)
REFUSE COLLECTION	2.3341	2.3549	(0.0208)
STREET, BRIDGE & SIDEWALK MILLAGE	2.0291	1.9981	0.0310
PARK MAINTENANCE & CAPITAL IMPROVEMENTS	1.0807	1.0903	(0.0096)
OPEN SPACE & PARKLAND PRESERVATION	0.4519	0.4560	(0.0041)
TOTAL	15.6231	15.7131	(0.0900)

Prepared by: Matthew V. Horning, Interim Chief Financial Officer

Approved by: Tom Crawford, Interim City Administrator

RESOLUTION TO ADOPT ANN ARBOR CITY BUDGET AND RELATED PROPERTY TAX MILLAGE RATES FOR FISCAL YEAR 2021

Whereas, City Council has reviewed the City Administrator's proposed budget for FY 2021 for the City of Ann Arbor, which was submitted on April 20, 2020 in accordance with Charter Section 8.2; and

Whereas, A public hearing and various public meetings have been held to obtain citizen input on the proposed budget; and

RESOLVED, That Council adopts the General Fund Allocations as listed in the FY 2021 Consolidated Plan, to be funded out of the Community Development Budget;

RESOLVED, That any contributions to the Special Assistance Fund in excess of the budgeted amount, shall be appropriated at the time of receipt and for the purpose of the Ann Arbor Assistance Fund;

RESOLVED, That any funds contributed to the Parks Memorials and Contributions fund in excess of the budgeted amount shall be appropriated at the time of receipt for the purpose of that fund without regard to fiscal year;

RESOLVED, That any contributions to the Drug Enforcement Fund, the Federal Equitable Sharing Forfeiture Fund and the Michigan Justice Training Fund in excess of the budgeted amount, shall be appropriated at the time of receipt, without regard to fiscal year, and for the purpose of the Drug Enforcement Fund, the Federal Equitable Sharing Forfeiture Fund and the Michigan Justice Training Fund, respectively;

RESOLVED, That the proposed list of Capital Improvement projects in the amount of \$253,948,050 are approved; and that \$60,676,050 be appropriated in FY 2021 for these or similar projects, within the respective funds, as determined by the Service Area, and may be carried forward without regard to fiscal year;

RESOLVED, That the Technology Improvement projects in the amount of \$1,640,268 be appropriated without regard to fiscal year;

RESOLVED, That a total 771 full-time equivalent positions be adopted in the FY 2021 budget;

RESOLVED, That as part of the workforce planning initiative, Council is authorizing staff to exceed the authorized 771 FTEs by 10 on a temporary basis;

RESOLVED, That the City Administrator be authorized to transfer funds between service units within the designated service areas or from Non-Departmental within the same fund, or from the City Administrator budget within the same fund;

RESOLVED, that any unspent FY 2020 Special Event Funding in the General Fund Building & Rental service unit budget carry forward to FY 2021;

RESOLVED, that any unspent FY 2020 Annexation Funding in the General Fund Planning service unit budget carry forward to FY 2021;

RESOLVED, that any unspent DDA Grants included in the FY21 budget and approved by the DDA Board may be carried forward without regard to fiscal year;

RESOLVED, That the City Council approve the proposed FY 2021 Ann Arbor-Ypsilanti SmartZone LDFA budget, as a component unit of the City of Ann Arbor in Fiscal Year 2021 in a dedicated fund containing \$6,085,125 in revenues and \$6,085,125 in expenditures;

RESOLVED, That the following appropriations constitute the General Fund budget for FY 2021;

REVENUES			
CITYATTORNEY	\$	283,366	
CITY ADMINISTRATOR			
Human Resources		309,644	
Safety		358,839	
Clerk Services		245,053	
Fleet & Facilities		1,720,490	
Communications		334,000	
COMMUNITY SERVICES			
Community Development		3,022,955	
Building & Rental Services		1,218,700	
Planning		480,010	
Parks and Recreation Services		4,772,411	
FINANCIAL SERVICES			
Financial and Budget Planning		9,743,948	
Treasury		1,589,549	
Information Technology		4,147,669	
PUBLIC SERVICES			
Engineering		2,278,539	
Public Works		49,211	
Public Services Administration		86,648	
Water Treatment		425,000	
SAFETYSERVICES			
Police		3,932,368	
Fire		679,680	
DISTRICT COURT		1,798,529	
NON-DEPARTMENTAL		6,370,719	
TOTAL GENERAL FUND REVENUES	\$11	3,847,328	

EXPENDITURES MAYOR AND CITY COUNCIL \$ 492,262 **CITY ATTORNEY** 2,561,961 CITY ADMINISTRATOR **City Administrator** 1,177,144 2,210,982 Human Resources **Clerk Services** 1,609,511 Police Commission 150.000 351,820 Safety Sustainability & Innovation 549,045 Fleet & Facilities 3,539,066 **Communications Office** 459,343 COMMUNITY SERVICES Building & Rental Services 1,263,597 1,431,930 Planning Community Development 5,050,508 Parks and Recreation 8,836,952 **FINANCIAL SERVICES** Accounting 862,661 1,124,066 Assessor Financial and Budget Planning 1,112,166 Information Technology 4,069,330 Procurement 161,023 **Risk Management** 118,379 Treasury 974,718 PUBLIC SERVICES Public Works 49,091 Engineering 4,652,261 **Public Services Administration** 118,349 Systems Planning 60,000 Water Treatment Services 459,494 SAFETY SERVICES Police 30,746,848 17,232,601 Fire DISTRICT COURT 4,975,589 NON-DEPARTMENTAL 16,377,042 TOTAL GENERAL FUND EXPENDITURES \$112,777,739

RESOLVED, That the following other funds revenue and expenditure appropriations are adopted for FY 2021 budget; and

REVENUES

Fund #	Fund Name	Amount
0001	DDA/HOUSING FUND	\$ 1,301,500
0002	ENERGY PROJECTS	160,446
0003	DOWNTOWN DEVELOPMENT AUTHORITY	9,915,400
0009	SMART ZONE LDFA	6,085,125
0010	GENERAL	113,847,328
	CENTRAL STORES	1,229,675
	FLEET SERVICES	8,788,735
	INFORMATION TECHNOLOGY	9,932,921
0014	COMMUNITY TELEVISION NETWORK	2,140,499
0021	MAJOR STREET	15,169,405
0021	LOCAL STREET	3,185,708
	COURT FACILITIES	225,000
0023	OPEN SPACE & PARKLAND PRESERVATION	3,014,705
0024	BANDEMER PROPERTY	9,215
0025	CONSTRUCTION CODE FUND	4,852,934
	DRUG ENFORCEMENT	
	FEDERAL EQUITABLE SHARING	49,031
		178,542
0033		10,693,000
0034	PARKS MEMORIALS & CONTRIBUTIONS	170,787
0035	GENERAL DEBT SERVICE	10,006,764
0036	METRO EXPANSION	440,984
	ANN ARBOR ASSISTANCE	5,227
0041	OPEN SPACE ENDOWMENT	32,836
	WATER SUPPLY SYSTEM	31,812,018
	SEWAGE DISPOSAL SYSTEM	34,745,754
	AIRPORT	964,174
0049	PROJECT MANAGEMENT	5,522,920
	VEBA TRUST	14,413,531
	POLICE AND FIRE RELIEF	66,097
	CEMETERY PERPETUAL CARE	5,343
	ELIZABETH R DEAN TRUST	61,274
0057	RISK FUND	34,495,955
0058	WHEELER CENTER	596,707
0059	EMPLOYEES RETIREMENT SYSTEM	51,672,534
0061	ALTERNATIVE TRANSPORTATION	670,595
0062	STREET, BRIDGE & SIDEWALK MILLAGE	15,613,053
0063	DDA PARKING SYSTEM	31,118,400
0064	MICHIGAN JUSTICE TRAINING	21,298
0069	STORMWATER SEWER SYSTEM	13,225,109
0070	AFFORDABLE HOUSING	17,298
0071	PARK MAINTENANCE & CAPITAL IMPROVEMENTS	6,765,523
0072	SOLID WASTE FUND	18,623,947
0082	STORMWATER BOND	5,055,000
0084	DEVELOPER OFFSET MITIGATION	600,000
0086	2019-A CAPITAL IMPROVEMENT BONDS	4,059,200
0088	SEWER BOND	16,125,750
0089	WATER BOND	18,104,000
0096	WATER BOND	574,200
	COUNTY MENTAL HEALTH MILLAGE	3,652,400
0101	CAPITAL SINKING FUND	100,000
00CP	GENERAL CAPITAL FUND	2,556,000
	13	\$ 512,673,847

EXPENDITURES

0001 DDA/HOUSING FUND \$ 1,301,500 0002 ENERGY PROJECTS 159,819 0009 SMART ZONE LDFA 6,085,125 0010 GENERAL 112,777,739 0011 CENTRAL STORES 1,229,675 0012 FLEET SERVICES 8,763,802 0014 INFORMATION TECHNOLOGY 9,521,795 0016 COMMUNITY TELEVISION NETWORK 2,000,422 0021 MAJOR STREET 15,153,357 0022 LOCAL STREET 3,185,708 0023 COURT FACILITIES 225,000 0024 OPEN SPACE & PARKLAND PRESERVATION 1,425,515 0025 BANDEMER PROPERTY 6,290 0026 CONSTRUCTION CODE FUND 4,852,934 0027 DRUG ENFORCEMENT 47,235 0033 DDA PARKING MAINTENANCE 10,693,000 034 PARKS MEMORIALS & CONTRIBUTIONS 100,787 035 GENERAL DEBT SERVICE 10,006,764 036 METRO EXPANSION 440,984 038 ANN ARBOR ASSISTANCE	Fund #	Fund Name	Amount
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RESOLVED, That the following millages shall be levied for the City of Ann Arbor for FY 2021:

	PROPOSED
GENERAL OPERATING	5.8365
EMPLOYEE BENEFITS	1.9454
ΑΑΑΤΑ	1.9454
REFUSE COLLECTION	2.3341
STREET, BRIDGE & SIDEWALK MILLAGE	2.0291
PARK MAINTENANCE & CAPITAL IMPROVEMENTS	1.0807
OPEN SPACE & PARKLAND PRESERVATION	0.4519
TOTAL	15.6231

Prepared by: Matthew V. Horning, Interim Chief Financial Office Approved by: Tom Crawford, Interim City Administrator

BUDGET AMENDMENTS AS PROPOSED BY ANN ARBOR CITY COUNCIL ON MAY 18, 2020

Amendment 1 - Approved on a Voice Vote

Amendment to Maintain Funding for Street Repair

Whereas, The poor condition of Ann Arbor streets is a continuing source of concern for Ann Arbor residents and "fixing the roads" is a priority frequently and passionately expressed by residents; and

Whereas, The Budget Priority Survey conducted in October and November 2018 asked residents if the city should spend more, less or the same in 57 budget categories and, of the categories residents indicated the City should spend more, the "fixing the roads" categories rated #1, #2, and #4; and

Whereas, Respondents to the March 2019 County Millage Usage survey rated "additional funding for street resurfacing/repair" as the 2nd highest usage category slightly behind mental health services; and

Whereas, The largest source of funding for street re-surfacing and repair is the dedicated Street and Sidewalk tax millage, but additional funding is provided by the State of Michigan through Act 51 which passes back to local governments gasoline taxes the state collects; and

Whereas, The State of Michigan classifies streets as either "Major Streets" or "Local Streets" and roughly 2/3's of the Ann Arbor street system are Local Streets; and

Whereas, The COVID-19 pandemic has reduced state gasoline tax collections and while the precise amount of reduction is not known, it is estimated that the city's FY21 revenues from the state will be reduced by \$2.1million for Major Streets and \$600,000 for Local Streets.

Whereas, On May 11, the Interim City Administrator presented to city council a Financial Recovery Plan that included for the Local Street Fund a \$495,000 reduction in reduced road maintenance; and

Whereas, With traffic volume down substantially as a result of the COVID-19 pandemic, the 2020 construction season is a good time for road repair as the level of disruption caused by the construction is significantly reduced.

Whereas, That by preserving the FY 21 Local Street Fund road maintenance work plan, fund balance will potentially fall below the required minimum established by City policy;

RESOLVED, That City staff develop a plan to restore the Local Street Fund fund balance to the minimum required by City policy by reducing an equivalent amount in future years;

RESOLVED, That Local Street Fund FY21 spending on street repair is maintained at levels originally proposed in the Interim City Administrator's April 16 Budget Proposal with funding up to \$495,000 provided as necessary through the temporary use of Local Street Fund fund balance.

Sponsor: Lumm

Amendment 2 – Approved on a Roll Call Vote (6 - 5)

Amendment Regarding the Nixon Corridor Improvement Project

Whereas, City Council approved the Nixon Farms (North and South) residential development in December 2015 adding approximately 475 new residential units to the Nixon Corridor and in September 2016, City Council approved the Woodbury Club residential development adding an additional 275 units;

Whereas, These 750 new residential units will exacerbate the already problematic traffic flow and congestion conditions along the Nixon Corridor and the Nixon Farms traffic study projected that future turning movements at several locations along Nixon will operate at an unacceptable Level of Service (LOS) E and F during both AM and PM peak hours;

Whereas, During discussions of the residential developments, City Council acknowledged that improvements to traffic flow along the corridor would be necessary; and

Whereas, The design phase of the Nixon Corridor Improvement Project is largely complete and reflects a series of roundabouts along the corridor that would be constructed in three phases; and

Whereas, The City's FY21-FY26 Capital Improvements Plan (CIP) reflects the following schedule and costs for construction of the Nixon Corridor Improvements Project: FY2025 – \$2,020,000 for Phase 1 (Huron Parkway to Bluett) FY2026 - \$3,494,000 for Phase 2 (Bluett to DhuVarren) FY2027 (or later) - \$2,000,000 for Phase 3 (Dhu Varren to M14)

Whereas, In May 2019, City Council adopted a FY20 budget amendment requesting acceleration of the project timing if possible, but staff subsequently informed council the plan was to maintain the project schedule in the CIP; and

Whereas, The adverse financial impacts on the city of the COVID-19 pandemic could result in deferral of capital projects.

RESOLVED, That City Council re-affirms its commitment to fulfill its pledge made in 2015 and 2016 to improve the traffic flow along the Nixon Corridor and believes that delivering on that promise more than 10 years after it was made is not appropriate.

RESOLVED, That City Council requests and encourages City staff and the City Planning Commission to re-consider accelerating the timing of the Nixon Corridor Improvement Project and at a minimum, maintain the project timing reflected in the FY21-26 CIP.

Sponsor: Lumm

Amendment 3 – Approved on a Voice Vote

Amendment Regarding LDFA/SPARK, and Local Business Support

Whereas, The COVID-19 pandemic has had a devastating impact on small businesses nationally and there are estimates that over 100,000 small businesses will permanently close even with the loan support being provided by the federal government; and

Whereas, City Council recognizes that small local businesses are major contributors to Ann Arbor's unique vibrancy, charm and our strong quality of life; and

Whereas, The primary economic development activities in Ann Arbor are led by the SmartZone LDFA and SPARK, but the LDFA's ability to support businesses is limited to tech companies by its enabling language established by the Michigan Economic Development Corporation (MEDC); and

Whereas, The LDFA annual TIF revenues are over \$4 million and its reserves are projected to be \$3.7 million at the end of FY20; and

Whereas, The LDFA has committed to support the City's \$5 million Fiber project and the LDFA's FY21 budget proposal includes a \$1.5 million grant for the project as well as \$400,000 for other strategic initiative grants and a \$300,000 budget increase for major events: and

Whereas, SPARK has already implemented several initiatives to facilitate support for small local businesses and a Washtenaw County COVID-19 Business Impact survey has been launched

RESOLVED, That City Council expresses its appreciation for SPARK's efforts during the crisis and the LDFA's commitment to support the Fiber project and City Council commits to work with these organizations and others to support small business recovery efforts.

RESOLVED, That City Council requests the LDFA discuss with MEDC what flexibility there may be in utilizing its funding for general business recovery purposes and if there is flexibility, City Council requests the LDFA consider utilizing a portion of the \$700,000 in the FY21 budget (\$400,000 strategic initiative grants and \$300,000 major events) and/or deferring funding for the Fiber project in order to provide funding for small business recovery programs.

RESOLVED, That City Council requests the LDFA and SPARK consider and inform the City of any actions that should be considered by the City to facilitate and better leverage the ongoing recovery efforts.

Sponsor: Lumm, Ramlawi

Amendment 4 – Approved as Amended on a Roll Call Vote (9-2)

Amendment to Reduce Deer Cull Funding and Increase Funding for the Center of the City

Whereas, Funding for the deer cull is \$140,000 in FY21 as part of the FY21 recommended budget;

Whereas, The Treeline Trail project has \$40,000 in funding for FY21 as part of the FY21 recommended budget;

Whereas, The Center of the City has \$20,000 in funding for FY21 as part of the FY21 recommended budget;

Whereas, The Center of the City Task Force did not spend the full amount allocated to its activities in the FY 2020 budget;

RESOLVED, That City Council reduce the amount of funding for the deer cull in the FY21 General Fund budget to \$0.

Sponsor: Hayner

Amendment 5 – Approved on a Voice Vote

Amendment to Postpone the Funding for the Hollywood Blvd Project, Ann Arbor Saline Project, Historic District Survey, and the Capital Sinking Fund Transfer for FY 2021

Whereas, The Hollywood Blvd Project is included in the FY 2021 recommended budget in the General Fund in the amount of \$479,000;

Whereas, The Ann Arbor Saline Project is included in the FY 2021 recommended budget in the General Fund in the amount of \$175,000;

Whereas, The Historic District Survey is included in the FY 2021 recommended budget in the General Fund in the amount of \$40,000;

Whereas, A transfer to the Capital Sinking Fund from the General Fund is included in the FY 2021 recommended budget in the amount of \$400,000;

Whereas, The City of Ann Arbor is experiencing revenue shortfalls due to the COVID19 pandemic;

Whereas, A postponement of the Hollywood Blvd Project, Ann Arbor Saline Project and the Capital Sinking Fund transfer were highlighted as part of the Financial Recovery Plan for FY 2021 presented on May 11, 2020;

RESOLVED, That City Council postpone the Hollywood Blvd Project, Ann Arbor Saline Project, the Historic District Survey, and the Capital Sinking Fund Transfer for FY 2021;

RESOLVED, That City Council approve the reduction in the FY 2021 General Fund budget in the amount of \$479,000 for the Hollywood Blvd Project;

RESOLVED, That City Council approve the reduction in the FY 2021 General Fund budget in the amount of \$175,000 for the Ann Arbor Saline Project;

RESOLVED, That City Council approve the reduction in the FY 2021 General Fund budget in the amount of \$40,000 for the Historic District Survey;

RESOLVED, That City Council approve the reduction in the FY 2021 General Fund budget in the amount of \$400,000 for the Capital Sinking Fund Transfer; and

RESOLVED, That as revenues return to their previous amounts that the Hollywood Blvd Project, Ann Arbor Saline Project, Historic District Survey, and the Capital Sinking Fund Transfer be reconsidered for inclusion in future budgets.

Sponsor: Taylor

Amendment 6 – Approved as Amended on a Voice Vote

Recognition of Parks Fairness Resolution with Budget Amendments

Whereas, On May 17, 2010, Council passed a resolution (R-10-150) adopting policy guidance for the administration of the Parks Maintenance and Capital Improvements Millage that, among other things, that the General Fund Parks & Recreation budget be increased at the same percentage as the average General Fund overall budget percentage increase;

Whereas, On May 16, 2011, Council passed resolution R-11-186 amending the policy guidance;

Whereas, On August 9, 2012, Council reaffirmed via resolution R-12-382, their intent to administer the Parks Maintenance and Capital Improvements Millage policy adopted per resolution R-11-186 for the duration of the current millage;

Whereas, The Parks General Fund budget should be increased \$114,144 to ensure compliance with the 2010, 2011 and 2012 resolutions;

Whereas, Council recognizes that the historic pandemic from the novel coronavirus has brought unprecedented financial stress to the City's general fund both in speed and in depth;

RESOLVED, That the General Fund Parks FY21 expenditure budget not be amended for its increase of \$114,144 based on the prior resolutions as a cost savings effort to assist the rest of the General Fund activities; and

RESOLVED, That this resolution and its precedence from prior resolutions be re-instated for the FY22 and future budgets.

Sponsor: Grand

As Amended and Approved by Ann Arbor City Council on May 18, 2020.