INTRODUCED: February 12, 2018

A RESOLUTION No. 2018-R012

To adopt the Handbook of Proc Richmond City Council.	cedures for Review	and Adopt	ion of the 2019/2020 Budget by						
Patron – President Hilbert									
Approved as to form and legality by the City Attorney									
PUBLIC HEARING: FEB 26 2018 AT 6 P.M.									
WHEREAS, the Council has determined that a set of special procedures to govern the									
review of the City's annual budget for the fiscal year commencing July 1, 2019, and ending June									
30, 2020, will improve the efficient	ciency and effectiv	eness of the	e budget review and amendment						
process; and									
WHEREAS, the "Handbook of Procedures for Review and Adoption of the 2019/2020									
Budget by Richmond City Council," a copy of which is attached to this resolution, will establish									
procedures for the Council's review and adoption of the City's annual budget for the fiscal year									
commencing July 1, 2019, and ending June 30, 2020;									
NOW, THEREFORE,									
BE IT RESOLVED BY THE COUNCIL OF THE CITY OF RICHMOND:									
AYES: 9 N	IOES:	0	ABSTAIN:						
ADOPTED: FEB 26 2018 R	EJECTED:		STRICKEN:						

That the Council hereby adopts the "Handbook of Procedures for Review and Adoption of the 2019/2020 Budget by Richmond City Council," a copy of which is attached to this resolution, to govern its consideration of the City's annual budget for the fiscal year commencing July 1, 2019, and ending June 30, 2020.



Richmond City Council The Voice of the People Richmond, Virginia

Office of the Council Chief of Staff

Ordinance/Resolution Request

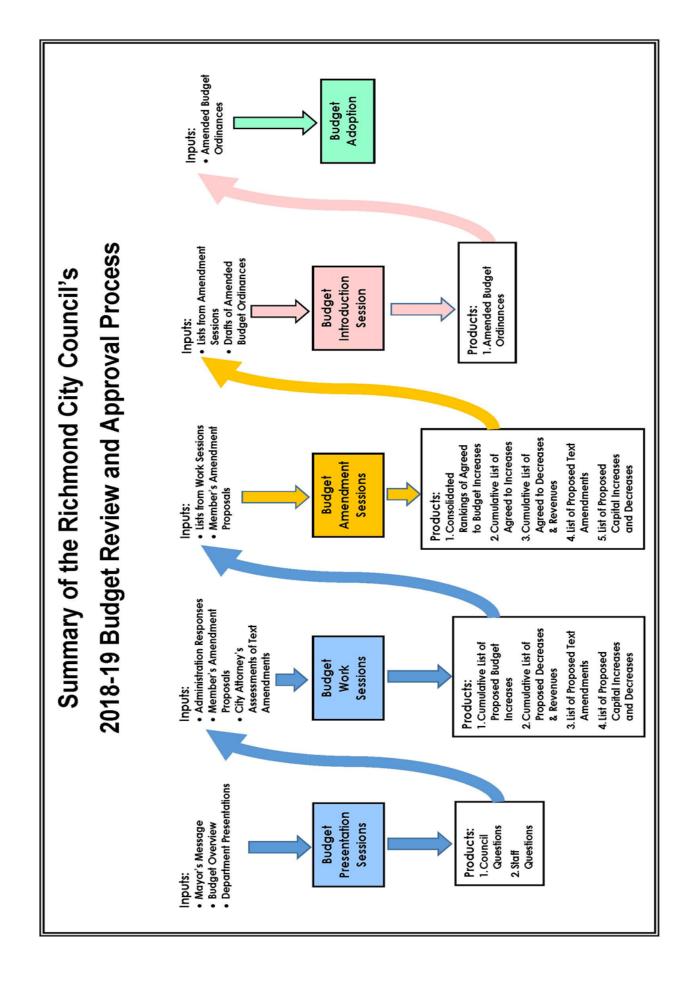
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THROUGH	Lou Brown Ali Council Chief of Staff	·	•			FEB 0 2 2018		
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COPY	Chris A. Hilbert, Preside Haskell Brown, Deputy William E. Echelbergel Charles M. Jackson, C Lisa F. Townes, 3 rd Distr	ent City Attorne , Council Buc Council Budge	y Iget Ana	lyst				
DATE	February 2, 2018							
PAGE/s	1 of 1							
TITLE	2019/2020 Budget Re	view - Coun	cil Proce	dures				
The Patron 2019/2020 f	RESOLUTION SUMMARY requests a resolution Budget Review and Add the 2019/2020 budget	option as the	agreed	to set of p	ndbook of procedure	Procedures for s for review and		
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ISCAL IMPA	CT STATEMENT		<u>.</u>					
Fiscal Impa		Yes 🔲 No	_					
_	endment Required	Yes 🗌 No	\boxtimes					
	Cost or Revenue Impact							
There	is no revenue or budget	impact for th	ne propo	sed specio	al rules of p	procedure.		
Attachmeni	t/s Yes 🕅 No 🗆							

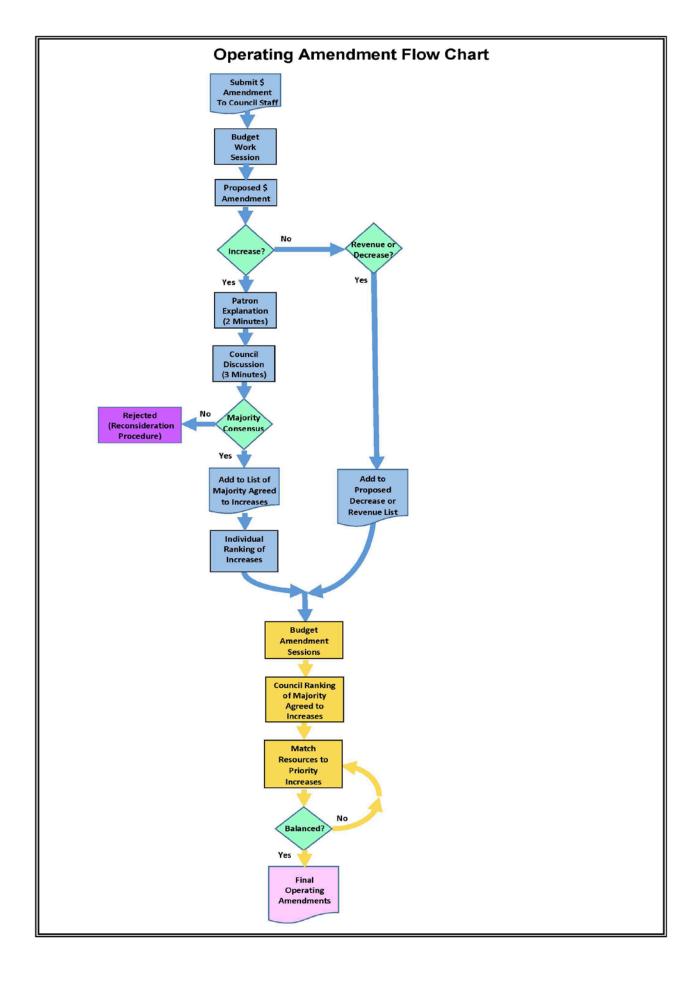


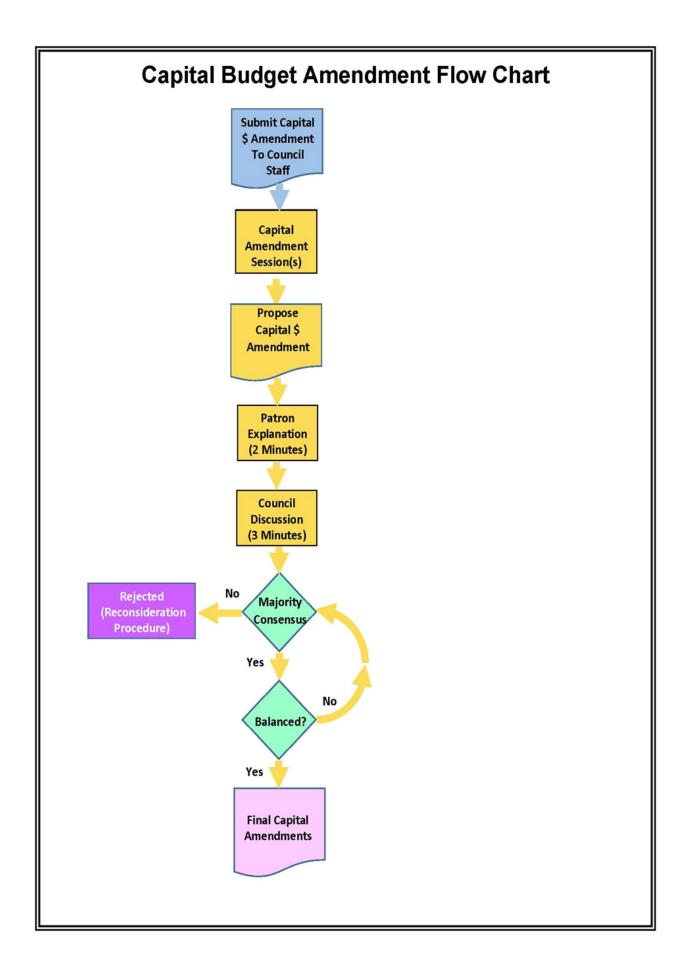
Handbook of Procedures for Review and Adoption of the 2019/2020 Budget by Richmond City Council

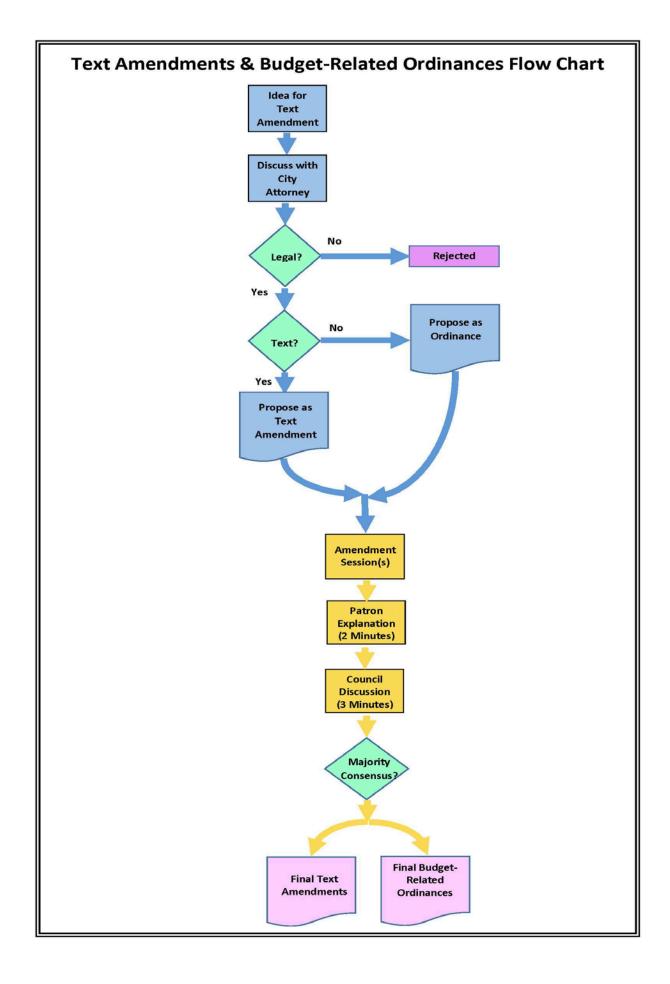
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1. Introduction

- 2 While the City Council Rules of Procedure govern all Council meetings,
- 3 including Budget Work Sessions and Budget Amendment Sessions as defined
- 4 herein, this handbook is intended to supplement those Rules by providing
- 5 specific procedures for Budget Work Sessions and Budget Amendment
- 6 Sessions and providing specific procedures for Council's review of the annual
- 7 budget.

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2. Definitions

- a. Budget Amendment Session means meetings where Council is to reach majority consensus on the final budget amendments and to balance the budget.
- b. Budget-Related Ordinance means an ordinance not introduced with the Mayor's budget ordinances that is necessary to balance the annual budget as amended by Council. Examples include ordinances to amend the City Code (i) to change a tax rate, a fee or a utility rate to fund the annual budget or (ii) to abolish, create, or modify a City agency to conform the City Code to the annual budget.
- 18 c. Budget Work Session means meetings where Council is to receive budget 19 presentations from departments, propose budget amendment increases, and 20 obtain majority consensus on which proposed increases are to move to the 21 Budget Amendment Sessions for final consideration.
- d. Text Amendment means an amendment to an introduced budget ordinance that conditions or restricts the use of funds appropriated to a particular item of expenditure in that ordinance. Examples include a condition that a portion of the funds appropriated for that item be used to fund a full-time employee to perform particular functions or a restriction preventing the use of funds appropriated for that item for certain activities.

3. Budget Calendar

- a. Council's review and amendment of the 2019/2020 budget ordinances are to be governed by a budget calendar.
- b. The budget calendar is to be developed by Council budget staff, in consultation with Council Members.
- c. Changes to the budget calendar will be proposed by Council budget staff as needed.
- d. The budget calendar will establish the dates and times of the Budget Work Sessions and Budget Amendment Sessions for consideration of amendments.
 - e. To the extent practical, the Budget Work Sessions set out in the budget calendar are to be arranged by Council's Priorities, such as Strategic Infrastructure, and Safe Neighborhoods.
 - i. Each Budget Work Session will generally be divided into two discrete parts.
 - ii. The first part is to be allocated to budget presentations.

- iii. The second part is to be allocated to discussion of and obtaining consensus to or rejection of budget amendments related to the Council Priority of the previous Budget Work Session. (For example: the second part of the Budget Work Session on Monday, March 19th will be dedicated to the departments that made presentations on March 12th.)
 - 1. The budget calendar will note the departments scheduled to make a presentation.
 - 2. Departments that did not make formal presentations at the Budget Work Session, but are covered by the relevant Council Priority are to be considered at the Budget Work Session for the Council Priority. (For example: the Sheriff's Office did not make a formal presentation on Monday, March 12th, however, its budget will be considered during the second part of the Budget Work Session on Monday, March 19th.)
 - 3. The budget calendar is to allow more than one week between the Capital Budget presentations and consideration of the Capital Budget at a subsequent Budget Amendment Session. (For example: the Capital Budget presentation is scheduled for Monday, March 19th, however, the Capital Budget will be considered during the second part of the Budget Amendment Session on Monday, April 16th.)
- iv. Variations to this structure may be made to fit Council's work on the budget into the time available at each Budget Work Session.
- f. Council budget staff will distribute materials for each Budget Work Session as received.

4. Presentations

- a. Budget presentations by the Administration are to include an initial budget overview and presentations from select agencies.
- b. Budget presentations will be limited to 10 to 15 minutes. Any time remaining from the amount allocated may be used for questions from Council Members, and answers to those questions. (For example: The Police Department is allocated a total of 40 minutes at the Budget Work Session. If the department's presentation lasts 15 minutes, 25 minutes will be available for questions and answers.)
- c. Budget presentations are generally to be arranged by the several Council Priorities, such as Strategic Infrastructure and Safe Neighborhoods.
- d. Budget presentations are only to be made on the date prescribed by the budget calendar.
 - e. Presentations are to be in the format provided by Council budget staff.
 - i. Departments, and the Department of Budget and Strategic Planning, are to make every effort to assure that:
 - 1. Presentation materials are provided to Council budget staff on or before the date and time due,
 - 2. Changes to presentation materials after the due date are minimized.

- ii. Presentations that significantly deviate from the approved format <u>are to be rejected by Council staff</u> and returned to the agency for correction.
- f. Final versions of presentations are due to Council budget staff no later than 12:00 noon on the second business day prior to the date of the relevant Budget Work Session. (For example: for the Budget Work Session on Monday, March 12th the due date is Thursday, March 8th at 12:00 noon.)
 - g. Council budget staff will distribute materials for each Budget Work Session on the first business day prior to that Budget Work Session. (For example: for the Budget Work Session on Monday, March 12th the materials will be distributed on Friday, March 9th.)
 - h. Departments are encouraged to meet with Council Staff prior to the presentation due date.

5. Requests for Additional Information

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- a. Council may request additional information to supplement or clarify an agency presentation.
 - i. Council Members are to make every effort to hold questions until the end of each presentation.
 - ii. Departments are to make every effort to respond to questions at the Budget Work Session where the questions are asked.
- Requests for additional information may be proposed by any Council Member.
- c. Requests are limited to the departments making presentations at that Budget Work Session.
 - d. Budget related requests that have not been fully addressed at the Budget Work Session will be forwarded to the Administration for a response.
 - e. Council budget staff will prepare a list of requests, and forward such list to the Administration for response within 24 hours.
 - f. Responses to requests for additional information are due from the Administration no later than 12:00 noon on the second business day prior to the date of the next relevant Budget Work Session. (For example: Answers to questions posed at the Budget Work Session on Monday, March 12th will be provided by Thursday, March 15th at 12:00 noon.)

6. Proposal of Amendments to Increase or Decrease the Budget and Revenues

- a. Members are strongly encouraged to seek assistance from Council and departmental staff as early as possible when estimating the cost of budget amendments.
- b. Each Council Member is allowed:
 - i. Up to two amendments to provide increases for the departments or topics covered by each Budget Work Session.

- ii. An unlimited number of amendments to propose decreases or increases in revenues.
- c. Council budget staff will provide copies of the Budget Amendment form to Council Members prior to each Budget Work Session.

- i. The Budget Amendment form for each Budget Work Session is to provide a list of each department, or topic that is the subject of that Budget Work Session.
- ii. Proposed budget amendments must be submitted on the Budget Amendment form.
- iii. Each budget amendment form must be signed by the requesting Council Member.
- iv. Completed budget amendment forms are to be submitted to Council budget staff no later than 12:00 noon on the first business day prior to the date of the next relevant Budget Work Session. (For example: for the Budget Work Session on Monday, March 19th, the due date is Friday, March 16th at 12:00 noon.)
- d. Options for amendments to decrease, or otherwise fund, the budget may be proposed by Council budget staff.
- e. Council budget staff will prepare a consolidated list of all amendments proposed by Council Members which is to be distributed to Members.
- f. Council budget staff will prepare three Cumulative Lists of Potential Budget Amendments:
 - i. Cumulative List of Proposed Budget Increases
 - ii. Cumulative List of Proposed Budget Decreases
 - iii. Cumulative List of Proposed Budget Revenues
 - g. Requests for amendments to increase or decrease the budget are to be for a specific dollar amount and indicate the number of new or abolished positions, if applicable.
 - h. Requests for amendments to increase or decrease the budget are limited to the departments on the budget amendment form for that Budget Work Session. (For example: Requests for amendments to increase the budget for departments that are listed on the budget amendment form for Monday, March 12th will be proposed during the second half of the Budget Work Session on Monday, March 19th.)
 - i. Each proposed amendment to increase the budget will be considered separately at the Budget Work Session, however, duplicate amendments from multiple Members are to be consolidated into one co-patron amendment. (NOTE: Discussion of proposed decreases and revenue items will be deferred to the Budget Amendment Sessions.)
 - j. The requesting Council Member is to have up to two minutes to state the request for amendments to increase the budget.

k. After the allotted two minutes, Council Members may have up to a combined total of three minutes to discuss the request.

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- I. After the allotted time for discussion has expired (up to three minutes), the 3 Chair is to call for majority consensus to the request. 4
 - m. If majority consensus is obtained, the Council staff will record the request and add such amendment to the Cumulative List of Budget Increases that receive majority consensus.
 - n. Consensus to, or rejection of, a proposed budget amendment to the budget may be reconsidered:
 - i. For a proposed amendment to increase the budget; at the Budget Work Session where the proposed budget amendment was originally considered, or at the Budget Work Session immediately thereafter.
 - ii. Only by a request from a Member on the prevailing side, who is to be allotted two minutes to explain the reason for reconsideration.
 - iii. After the allotted two minutes, the Chair is to call for majority consensus to the request for reconsideration.
 - iv. A majority consensus of Council must be obtained to the request for reconsideration.
 - v. If reconsideration receives majority consensus, the Chair is to call for majority consensus to the original amendment.
 - vi. A majority consensus of Council is required for inclusion of the Budget Amendment in the Cumulative List of Budget Amendment Increases.
- vii. Rejected requests will not be included in the Cumulative List of Budget 23 Increases. 24
 - viii. A proposed amendment to increase the budget may only be reconsidered once.
 - o. Amendments to decrease the budget or increase revenues may be proposed or reconsidered at any time.

7. Proposal of Amendments to Increase or Decrease the Capital 29 **Budget** 30

a. Requests for amendments to increase or decrease the Capital Budget may be proposed by any Council Member.

Capital Budget amendments must balance.

- ii. Members are strongly encouraged to seek assistance from Council and departmental staff as early as possible when estimating the cost of budget amendments.
- b. Options for amendments to decrease, or otherwise fund, the Capital 37 Budget may be proposed by Council budget staff. 38
- c. Budget impact statements are to be provided by the Administration on any 39 proposed Capital Budget decreases, no later than 12:00 noon on the first 40 business day prior to the date scheduled for the Capital Budget

- Amendment Session (For example: if the Capital Budget Amendment Session is scheduled for Monday, April 23rd the due date is Friday, April 19th at 12:00 noon.)
- d. Proposed amendments to increase or decrease the Capital Budget are to be for a specific dollar amount, and include:
 - i. The amount of the increase or decrease for FY19, and
- 7 ii. The amount of projected increase or decrease for FY20, FY21, FY22, and FY23.
 - iii. A brief description of the project scope.

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- e. Requests for amendments to increase or decrease the Capital Budget may be submitted to Council budget staff at any time up to the deadline set out in the budget calendar, but are to be accompanied by a copy of the CIP Amendment Request Form signed by the requesting Member, or Members.
- f. Requests to increase or decrease the Capital Budget will be discussed <u>only</u> during the Budget Amendment Sessions that are designated for the Capital Budget.
- g. Each proposed budget amendment will be considered separately at the Budget Amendment Session; however, duplicate amendments from multiple Members are to be consolidated into one co-patron amendment.
- h. The requesting Council Member is to have up to two minutes to state the request for amendments to increase or decrease the Capital Budget.
- i. After the allotted two minutes, Council Members may have up to a combined total of three minutes to discuss the request.
- j. After the allotted time for discussion (up to three minutes) has expired, the Chair is to call for majority consensus to the request.
- k. If majority consensus is obtained, the request will be recorded by Council budget staff, and the amendment will remain on the List of Proposed Capital Budget Increases and Decreases.
- I. Consensus to, or rejection of, a proposed Capital Budget amendment may be reconsidered under the following conditions:
 - i. For a proposed amendment to increase the Capital Budget, the amendment may be reconsidered only at the Budget Amendment Session where the proposed budget amendment was originally considered or at the Capital Budget Amendment Session immediately thereafter.
 - ii. A proposed Capital Budget amendment may be reconsidered only by a request from a Member on the prevailing side, who is to be allotted two minutes to explain the reason for reconsideration.
 - iii. After the allotted two minutes, the Chair is to call for majority consensus to the request for reconsideration.
 - iv. A majority consensus of Council must be obtained to the request for reconsideration.

- v. If reconsideration receives majority consensus, the Chair is to call for majority consensus to the original amendment.
- vi. A majority consensus of Council is required for inclusion of the budget amendment.
 - vii. Rejected requests will not be included.

- viii. A proposed amendment to increase the Capital Budget may only be reconsidered once.
- m. Amendments to decrease the Capital Budget or increase revenues may be proposed or reconsidered at any time.

8. Proposal of Text Amendments and Budget-Related Ordinances

- a. Council staff will prepare a List of Potential Text Amendments and Budget-Related Ordinances; and forward such list to the Members of Council, and the Administration.
- b. Budget-Related Ordinances will move through the budget process in a manner similar to Text Amendments.
- c. Requests for Text Amendments may be proposed by any Council Member.
 - i. Members are strongly encouraged to seek the advice of the City Attorney to determine, in advance, if a topic can be addressed as a Text Amendment to the budget or if the topic should be structured as an ordinance or resolution.
 - ii. Members should keep in mind that the Council may not be able to adopt some proposed Text Amendments or Budget-Related Ordinances because they are unconstitutional or because the City lacks the requisite legal authority under state law to do so.
- d. Requests for Text Amendments may be submitted to Council budget staff at any time up to the deadline set out in the budget calendar, but are to be accompanied by a copy of the Text Amendment Request Form signed by the requesting Member or Members.
- e. Requests for Text Amendments will be discussed <u>only</u> during the Budget Amendment Sessions that are designated for the Text Amendments.
 - f. Each proposed Text Amendment will be considered separately at the Budget Amendment Session, however, duplicate amendments from multiple Members are to be consolidated into one co-patron amendment.
 - g. Requests for Text Amendments are to include:
 - i. A notation as to whether the proposed Text Amendment has been discussed with the City Attorney to determine suitability as a Text Amendment,
 - ii. A brief description of the purpose of the proposed Text Amendment,
 - iii. Supplemental explanatory documentation, where applicable,
- iv. Indicate the associated line item of expenditure or source of funds,

- h. The requesting Council Member is to have up to two minutes to state the request for the proposed Text Amendment.
- i. After the allotted two minutes, Council Members may have up to a combined total of three minutes to discuss the request.
- j. After the allotted time for discussion has expired (up to three minutes), the Chair is to call for majority consensus to the request.
 - k. If majority consensus is obtained, the request will be recorded by Council budget staff and remain on the List of Text Amendments.
 - I. Following consensus by City Council, the City Attorney, working with Council budget staff, will determine if the Text Amendment may be properly included in the relevant budget ordinance. If not, the City Attorney is to indicate if the proposed Text Amendment is:
 - i. Unconstitutional, or in violation to state or federal law, or

- ii. More appropriately accomplished by an ordinance or resolution.
 - If more appropriately accomplished by a Budget-Related Ordinance, the City Attorney is to make every effort to have such Budget-Related Ordinance available for Council on the day for amendment introduction, as set out in the budget calendar.
- m. Consensus to, or rejection of, a proposed Text Amendment may be reconsidered under the following conditions:
 - i. The proposed Text Amendment may be reconsidered at the Budget Amendment Session where the proposed Text Amendment was originally considered, or at the Budget Amendment Session immediately thereafter.
 - ii. The proposed Text Amendment may be reconsidered only by a request from a Member on the prevailing side, who is to be allotted two minutes to explain the reason for reconsideration.
 - iii. After the allotted two minutes, the Chair is to call for majority consensus to the request for reconsideration.
 - iv. A majority consensus of Council must be obtained to the request for reconsideration.
 - v. If reconsideration receives majority consensus, the Chair is to call for majority consensus to the original amendment.
 - vi. A majority consensus of Council is required for inclusion of the Text Amendment in the List of Text Amendments
- vii. Rejected requests will not be included in the List of Text Amendments.
- viii. A proposed Text Amendment may only be reconsidered once.
 - n. Once a majority of Council has achieved a consensus that a particular Text Amendment should be included with the budget amendments, the Council budget staff will provide the request for that Text Amendment to the City Attorney's office. The City Attorney's office will draft the Text Amendment and work with the Member or Members who submitted the

request for the Text Amendment to ensure that the Text Amendment reflects Council's consensus. The City Attorney's office will provide the final wording of the Text Amendments together with the other budget amendments on the day on which the budget amendments are introduced.

9. Budget Amendment Sessions

- a. The purpose of the Budget Amendment Sessions is to reach consensus on the final budget amendments, and balance the budget.
- b. Budget impact statements are to be provided by the Administration on any proposed budget decreases or increases in revenues no later than 12:00 noon on the second business day prior to the date scheduled for the first Budget Amendment Session (For example: if the first Budget Amendment Session is scheduled for Monday, April 23rd the due date is Thursday, April 19th at 12:00 noon.)
 - c. Council budget staff will distribute materials for each Budget Amendment Session on the first business day prior to that Budget Amendment Session. (For Example: for the Budget Amendment Session on Monday, April 23rd the materials will be distributed on Friday, April 20th)
- d. Within 24 hours of the last Budget Work Session, Council budget staff will distribute:
 - i. Cumulative List of Budget Increases that Received Majority Consensus
 - ii. Cumulative List of Proposed Budget Decreases
 - iii. Cumulative List of Proposed Budget Revenues
 - (For example: Following the Budget Work Session on Monday, April 16th the materials will be distributed by close of business on Tuesday, April 17th.)
 - e. Requests for further changes to the Cumulative List Budget Increases may only be made at the first Budget Amendment Session, and only to correct a material error or when unforeseeable circumstances have significantly changed the budgetary environment.
 - i. The requesting Member is to be allotted two minutes to explain the reason for the requested change.
 - ii. After the allotted two minutes, Council Members may have up to a combined total of three minutes to discuss the change.
 - iii. After the allotted time for discussion has expired (up to three minutes), the Chair is to call for majority consensus to the change.
 - iv. If majority consensus is obtained, the request will be recorded by Council budget staff, and will make such change to the Cumulative List of Budget Increases that received majority consensus.
 - v. Rejected changes will not be included in the Cumulative List of Budget Increases.
 - vi. A proposed change may only be considered once.
 - f. Ranking of Potential Budget Increases:

- After receiving the three Cumulative Lists of Budget Amendments, Council Members are to rank each proposed budget increase in priority order.
 - ii. Members are to provide their priority rankings to Council budget staff no later than 12:00 noon on the Thursday immediately following the receipt of the final Cumulative Lists. (For example: Following the receipt of the Final Cumulative Lists on Tuesday, April 17th, rankings are to be returned to Council budget staff by 12:00 noon on Thursday, April 19th.)
 - iii. Council budget staff will prepare a consolidated ranking list of budget increases, and provide this list to Council Members prior to the Budget Amendment Session(s).
 - iv. Any ties in the consolidated rankings of the budget amendment increases are to be resolved by Council at the next Budget Amendment Session following receipt of the consolidated rankings.
- g. Funding of Potential Budget Increases:

- After receiving the Consolidated Rankings of the Budget Amendment Increases, Council Members are to consider the proposed increases in priority order.
 - Council must obtain majority consensus to the funding of each priority before moving on to the next item in the Consolidated Priority List.
 - 2. Council may fund any item on the Consolidated Priority List at the full amount requested, or a lesser amount.
- ii. Funding for each proposed increase amendment will come from consensus of:
 - 1. An amendment to increase revenues. (Note: Increases in existing revenue sources generally require a certification from the Mayor. The Mayor's certification is not required for new sources of revenue, revised fees or tax rates, committed fund balances reflected in an adopted ordinance or the City's Comprehensive Annual Financial Report ("CAFR") for the most recently ended fiscal year, and assigned fund balances reflected in the City's CAFR for the most recently ended fiscal year.)
 - 2. An amendment to decrease the budget.
- iii. Council is generally to consider increases in revenue before moving to consideration of budget decreases.
- iv. The requesting Council Member is to have up to two minutes to state the proposed means of funding.
- v. After the allotted two minutes, Council Members may have up to a combined total of three minutes to discuss the means of funding.
- vi. After the allotted time for discussion has expired (up to three minutes), the Chair is to call for majority consensus to the means of funding.

- vii. If majority consensus is obtained, the request will be recorded by Council budget staff, and added to the list of funding sources.
 - h. At any time after the first attempt at funding the amendments on the Consolidated Priority List, any Member may request the Chair to call for majority consensus to finalize the budget, including those amendments that have been agreed to up to that point.
 - i. The requesting Council Member is to have up to two minutes to state the request.
 - ii. After the allotted two minutes, Council Members may have up to a combined total of three minutes to discuss the request.
 - iii. After the allotted time for discussion has expired (up to three minutes), the Chair is to call for majority consensus to the request.
 - iv. If majority consensus is obtained, consideration of further amendments is to be closed.
- i. Following majority consensus to the Final Amendment Lists, Council budget staff will work with the City Attorney to draft the final budget amendments.

10. Budget Adoption

- a. On the last day for amendment introduction, as set out in the budget calendar, or such earlier date as may be practical, the City Attorney will provide Council Members with the budget amendments.
- b. Final budget amendments and all Budget-Related Ordinances are to be voted on for adoption at a meeting of City Council.