

Purpose

This segment of the budget document sets forth the Government Code Sections and administrative directives, as issued by the Office of the State Controller, pertaining to the form and content of the Annual County Budget. It describes the format of the Solano County Budget document and includes County ordinances and specific policies adopted relating to the County Budget.

Legal Basis

The Government Code specifies the content of the budget, budget adoption procedures and dates by which actions must be taken. (Government Code 29000-29144)

Forms

The budget document must be on forms prescribed by the State Controller in consultation with the Committee on County Accounting Procedures. (Government Code 29005)

Permission to Deviate

A county may add to the information required, or show it in more detail, providing the financial information and the classifications or items required to be included in the budget are clearly and completely set forth. Any change proposed by a county in the arrangement of the information required on the forms shall be subject to review and approval by the State Controller.

Funds and Accounts

Fund and account titles to be used by counties in the preparation of the budget are those contained in the publication, Accounting Standards and Procedures for Counties, issued by the State Controller. Special districts required to be included in the budget document must use fund and account titles contained in the publication, Uniform Accounting System of Special Districts.

Fund Types

- General Fund – The chief operating fund of a government. The general fund is used to account for all financial resources except those required to be accounted for in another fund.
- Special Revenue Funds – Special revenue funds are used to account for and report the proceeds of specific revenue sources that are restricted or committed to expenditures for specified purposes other than debt service or capital projects.
- Capital Projects Funds – These funds are used to account for and report financial resources that are restricted, committed, or assigned to expenditure for capital outlays, including the acquisition or construction of capital facilities and other capital assets.
- Debt Service Funds – These funds are used to account for and report the financial resources that are restricted, committed, or assigned to expenditures for principal and interest and related administrative charges.
- Enterprise Funds – These funds are used to account for operations that are financed and operated in a manner similar to private business enterprises, where the intent of the governing body is that the costs of providing goods or services to the general public on a continuing basis be financed or recovered primarily through user charges. (i.e., Airport)
- Internal Service Funds – These funds are used to account for the financing of goods or services provided by one department or agency to another department or agency of a government on a cost reimbursement basis. (i.e., Fleet, Data Processing, Risk Management)

Basis of Accounting/Budgeting

The general operating group of funds (governmental fund types) are budgeted and accounted for using the modified accrual basis of accounting. Governmental fund types include General Fund, Special Revenue Funds, Debt Service Funds and Capital Projects Funds. This group of funds is summarized on Schedule 2 of the budget document.

Internal service and enterprise funds are budgeted and accounted for using the full accrual basis of accounting.

Budget Construction & Legal Requirements

The basis of accounting used in this budget document is required by directive of the State Controller and Governmental Generally Accepted Accounting Principles (GAAP) and prescribed by pronouncements of the Governmental Accounting Standards Board (GASB).

Legal Duties and Deadlines

State Controller (Government Code 29005)

- To promulgate budget rules, regulations and classification and to prescribe forms.

Supervisors (Government Code 29061, 29063, 29064, 29065, 29080, 29081, 29088, 29100, 29101)

- To hold hearings on budget estimates prepared by officials.
- To make revisions, reductions and additions to estimates.
- To formally approve the tabulations, as revised, as the Recommended Budget.
- To make the Recommended Budget available to the general public.
- To publish notice that the budget is available and to announce and conduct public hearings, as prescribed by law.
- To adopt the Budget by resolution for the County and dependent Special Districts.
- To adopt tax rates.
- To levy property taxes.

All County Officials (Government Code 29040)

- To submit itemized requests of estimates for available financing, financing requirements and any other matter required by the Board on or before June 10th of each year.

Auditor or Administrative Officer as Designated by Board (Government Code 29040, 29042, 29045, 29060, 29062, 29065.5)

- To receive budget requests from officials.
- To prescribe and supply budget work sheets.
- To submit budget estimates when the official responsible has not done so.
- To compile budget requests.
- To submit Recommended Budget to the Board.

Auditor (Government Code 29043, 29044, 29083, 29103, 29109, 29093, 29124)

- To provide financial statements or data to officials.
- To attend public hearings on Recommended Budget and provide any financial statements and data required.
- To revise the Recommended Budget to reflect changes made by the Board.
- To calculate property tax rates.
- To forward to the State Controller a statement of all County tax rates, assessed valuations and amount of taxes levied and allocated.
- To file a copy of the Adopted Budget with the Office of the State Controller.
- To approve all payments in accordance with the Adopted Budget.

County Strategic Plan Implementation

The FY2011/12 Recommended Budget supports several of the 2007 County Strategic Plan, Goals and Initiatives. Some of the Initiatives were funded in FY2007/08 and continued, while others were suspended due to lack of funding following the collapse of County property tax revenues in FY2008/09. A key priority is financially supporting the Goals, Catalytic Projects, Strategic

Objectives and departmental activities consistent with the Plan.

Following is a description of each of the Strategic Plan's Goals and Catalytic Projects:

Goal: Improve the health and well-being of those who live and work here

The Catalytic Project for this goal is the Healthy Communities Initiative. Under this initiative, the County will encourage healthy, active lifestyles by promoting change toward wellness through healthy programs, partnering with schools, hospitals and cities, early intervention with children and families and by encouraging environmentally friendly building and business activities. As a large employer, the County will continue to model the importance of health and wellness throughout its workforce.

Goal: Ensure responsible and sustainable land use

The Catalytic Project for this goal is an Intergovernmental Planning Collaborative where the County, working with the cities, education, workforce training and business leaders, non-profit providers and interested citizens, helps create a high quality of life in Solano County. This can be accomplished by completing the County's General Plan Update, providing the dialogue and leadership on enhanced mobility and removing unnecessary regulatory and procedural barriers to development.

The General Plan was updated and approved by the voters in 2008. The implementation of the various components of the General Plan is still ongoing.

Goal: Maintain a safe community

The Catalytic Project focuses on a Comprehensive Crime Prevention, Intervention and Re-entry System in Solano County. The County and its partners will offer services, programs and projects that move from incarceration to an integrated approach aimed at eliminating recidivism and reducing the growing need for jail beds. Programs on gang prevention, methamphetamine prevention, juvenile recidivism and positive parenting are parts of the integrated systems approach. Emergency preparedness will continue to play a key role in maintaining a safe community.

Goal: Invest in and for the future

The Catalytic Project for this goal is Optimal Service Design and Delivery. Focused both internally and externally, work efforts involve customer service training, survey and focus groups, succession planning, technology investment and financing of capital projects and renewal efforts.

Budget Goals and Objectives

The County Budget sets forth the foundation for major Board policy actions and provides a fiscal "road map" for the direction of County government to follow, now and in the future. As such, the County Budget represents the single most important document that is prepared, reviewed and approved on an annual basis. It is the document that reflects the County's fiscal commitment to the Strategic Plan, its goals and objectives.

The intent of the Budget document is to:

- Provide a document in a format that is user friendly and readable in order to give the public a clear understanding about County government operations and funding. The County Statistical Profile gives the reader a comprehensive profile of the county.
- Identify the strategic goals and objectives upon which budget allocations are made and to measure the progress of County Departments and operations in fulfilling their departmental goals and objectives as well as the County's overall mission.
- Provide the Board and the public with a clear understanding of revenues and appropriations in the areas of strategic importance to the County, such as Public Safety and Health and Social Services.

While many improvements have been incorporated into the process and the presentation of the Budget over the last several years, the basic principles, goals and objectives of Solano County have been maintained as the underlying foundation for the Budget. These include:

- The Budget must be balanced with appropriations equaling the combined total of estimated revenues, fund balance and/or reserves/designation.

Budget Construction & Legal Requirements

- Wherever possible, the Budget should be balanced with ongoing and known revenue sources equaling ongoing and reasonably expected appropriations.
- To the extent possible, one-time money should not be used for ongoing operations.
- Service levels should be maintained at the highest level possible, within funding constraints.
- Prudent Contingencies and Reserves should be increased in good years to guard against future uncertainties.
- Discretionary revenues should be maximized to allow the Board options for the funding of beneficial local programs and services.
- Every effort should be made to attain accuracy and accountability in estimating and monitoring both revenues and expenditures throughout the fiscal year.
- The Budget should, wherever possible, anticipate and make provisions for uncertain funding for County-operated programs.

In reference to the stated goals and objectives above, there are several policy guidelines that were followed and maintained in developing this Budget:

- Property Tax Administration Fees are being recognized in the budgets of the departments (Auditor-Controller, the Assessor, and the Tax Collector) actually incurring the expenditures. This is a change from prior years, wherein these revenues were recorded in Budget Unit 1101, General Revenue.
- Proposition 172 funds have been allocated to maximize public safety benefits.
- Realignment revenues have been allocated to Health and Social Services.
- General Fund Contingencies and Reserves are increased, whenever possible, to safeguard against future uncertainties. In FY2011/12, the County Administrator will work towards developing a plan for the replenishment of depleted General Fund Reserves, such as the Deferred Maintenance Reserve. In FY2006/07, the Board established the Deferred Maintenance Reserve with a starting balance of \$10,725,922. In FY2010/11, this Reserve was exhausted.

Budget Policies of the Board of Supervisors

In addition to the legally required duties, there are certain actions to implement the budget process which the Board may take, including:

- Changing the arrangement of information on budget forms, upon approval of the State Controller. (Government Code 29005)
- Inclusion of other data, in addition to presenting the minimum information on available financing and financing requirements as submitted by the departments in their estimates. (Government Code 29006)
- Selection of the method of presenting supporting data for salaries and allocated positions. (Government Code 29007)
- Designation of Auditor or Administrative Officer to receive budget requests. (Government Code 29040, 29042)
- Designation of Auditor or Administrative Officer to submit budget requests in event of non-performance by responsible official. (Government Code 29045)
- Designation of Administrative Officer to prepare recommended budget on prescribed forms. (Government Code 29061, 29062)
- Approval of new positions and capital assets prior to Budget adoption. (Government Code 29124)
- Designation of official to approve transfers and revisions of appropriations within a budget unit. (Government Code 29125)
- Approval of budgetary adjustments. (Government Code 29125, 29126, 29126.1, 29127, 29130)
- Designation of an official to whom Auditor shall submit statements showing conditions of budget appropriations and estimated available financing. (Government Code 29126.2)

Adopted Budget Policy

The FY2011/12 Budget Hearings will commence Monday, June 20, 2011 and continue for a period not to exceed 14 calendar days.

The Board of Supervisors (Board) has designated the County Administrator as the official responsible to carry out all County budgetary responsibilities not specifically reserved to the Board, Auditor or State Controller.

Chapter 2 of the Solano County Ordinance provides additional information on established County policies. Sections 2-40 through 2-47 specifically address the duties of the County Administrator. Section 2-45 delineates the County Administrator's role in budgetary matters. These duties include:

- Develop budget instructions and policies, revenue estimates and departmental budget targets to guide departments in budget preparations.
- Recommend to the Board an annual County operating budget based on revenue projections, budget targets and proposed work programs and projects developed by the various departments.
- Recommend to the Board a capital budget based upon long-range plans for acquiring, constructing or improving buildings, roads and other County facilities.
- Recommend to the Board the acquisition and disposition of real property, except for County roads, easements and rights-of-way which shall be the responsibility of the Director of Resource Management.
- Establish a control system or systems to ensure the various County departments and other agencies under the jurisdiction of the Board are operating within their respective budgets.
- Recommend requests to the Board for unforeseen and unbudgeted expenditures.
- Approve fund transfers and budget revisions within appropriations.
- Recommend to the Board fund transfer requests requiring Board action under State law.
- Establish policies for acquiring additional or replacement capital assets.
- Keep the Board informed of the financial status of the County and of other matters of major significance to the County.

Budget and Fiscal Policies for FY2011/12

Budget Policy

1. General Fund Emphasis: Budgets should be prepared with a goal that the FY2011/12 Net County Cost or General Fund Contribution to programs will not exceed the FY2010/11 level, pending the outcome of actual Year End Fund Balance. Additionally, where operationally viable, budgets should reflect reductions of 10% in the departments' total labor costs over their FY2010/11 Final Budget, reducing discretionary levels of services and/or eliminating discretionary programs. Wherever possible, reductions in General Fund Contribution or Net County Cost should be sought. Increases in General Fund Contribution or Net County Cost may be proposed, consistent with the Board's priorities and the County Strategic Plan.
2. Contributions to Outside Organizations: The budget should not include contributions to outside organizations not controlled by the Board, such as the State Courts.
3. Maximize the Board's Discretion: Wherever legally possible, revenues are to be treated as discretionary resources, rather than as dedicated to a particular program or service. The goal is to give the Board as much flexibility as possible in allocating resources to local priorities, including the Goals and Objectives outlined in the County Strategic Plan. To the extent allowed by law, fund existing programs or activities with dedicated funding sources. This will free up scarce discretionary resources to fund Board priorities.
4. Pursuit of New Revenues: Pursue additional revenue sources, to the fullest extent possible for all services, and for fee-setting purposes, identify total cost (including indirect costs).
5. Discretionary Programs: Do not recommend new discretionary programs unless the programs are stated Board priorities, are fully funded by non-General Fund sources in FY2011/12, and will continue to be in future years.

Budget Construction & Legal Requirements

6. Pursue Operational Efficiencies: Explore reducing expenditures and maximizing revenues through consolidation of functions and streamlining of County operations.
7. County Share: If funding is reduced, there should be no increased County share for programs funded primarily from non-General Fund sources, unless increased County share is mandated or the program is a high priority for the Board of Supervisors and the amounts are reasonable in light of the County's fiscal situation.

General Fund Reserve Policy

On February 13, 2007, the Board adopted a policy to maintain General Fund reserves equal to 10% of the County's total budget excluding inter-fund transfers, with a minimum \$20 million balance maintained at all times.

The General Fund Reserve will be maintained to provide the County with sufficient working capital and a comfortable margin to support one-time costs for the following purposes:

- When the County faces economic recession/depression and the County must take budget action.
- When the County is impacted by a natural disaster or any other emergency.
- When the County experiences unexpected declines in revenues and/or when unpredicted large one-time expenditures arise.

The following will guide how the General Fund Reserve should be used:

1. Use the General Fund Reserve to phase into fiscal distress periods gradually, focusing on maintaining the Board's priorities.
2. To the extent possible, use the General Fund Reserve as the last resort to balance the County Budget.
3. To the extent possible, the spending down of the General Fund Reserve should not exceed \$6 million a year.

The General Fund Reserve should not be used to support recurring operating expenditures.

The General Fund Reserve is subject to additional restrictions imposed by Government Code Section 29086, which limits the Board's access to the Reserve during the annual budget process and requires 4/5 vote by the Board.

Contingency Policy

On February 13, 2007, the Board adopted the General Fund Contingency policy to establish a level equal to 10% of the General Fund total budget.

Appropriations for Contingencies are legal authorizations granted by the Board of Supervisors to be used for one-time unexpected needs that arise outside of the regular budget planning process. The Board has adopted Appropriations for Contingencies for State Uncertainties and for Other General Fund Uncertainties.

In prior years, an Appropriation for Contingency for State Uncertainties had been maintained to mitigate against any potential loss of revenues that would impact the County's ability to continue county operations.

An Appropriation for Other General Fund Uncertainties had also been established to mitigate the impact of potential risks to the General Fund from various funding problems and threats that may occur within the General Fund or threats to other Board priorities.

In June 2010, for efficiency and flexibility in these times of economic uncertainties, the County Administrator recommended, and the Board approved, combining the Appropriation for Contingency for State Uncertainties with the Appropriation for Other General Fund Uncertainties, to form one Appropriation for Contingency in FY2010/11. Pursuant to Government Code Section 29130, access to the Appropriation for Contingency requires a 4/5 vote of the Board of Supervisors.

Accrued Leave Payoff

During Fiscal Year 2005/06 Budget Hearings, the Board established a **Reserve for Accrued Leave Payoffs**. The purpose of this Reserve is to minimize the fiscal impact of employee retirements on County Departments' budgets. These funds are to be used for large employee payoffs upon retirement or employment separation from the County when the respective department has insufficient appropriations during the fiscal year to fund these payoffs. The following criteria and procedures were approved by the Board for managing the Accrued Leave Payoff Reserve:

Budget Construction & Legal Requirements

1. Anticipated Accrued Leave Payoffs. During the budget process, a General Fund Department or a Department that receives a General Fund contribution should determine the amount needed to cover anticipated accrued leave payoffs for the upcoming year and include the appropriate amount in its Requested Budget. The Departments will work with the CAO to determine the funding strategy.
 - a. If the Department has sufficient appropriations to fund the accrued leave payoff, the Department shall absorb the cost and include the amount in the budget request; or
 - b. If the Department cannot absorb this expenditure, the Department must work with the CAO to determine the funding sources to offset the increased costs. Funding from the **Reserve for Accrued Leave Payoff** will provide the affected Department with the General Fund share of the employee payoff.
 - c. The General Fund share of the estimated accrued leave payoff will be appropriated in the General Expenditures budget during the budget process. This appropriation will be funded from the **Reserve for Accrued Leave Payoff**.
 - d. The CAO is authorized to transfer the funding to the affected Department **without** Board approval to amend the Department budget when the leave payoff **actually** occurs, since the funding has been identified and recommended through the budget process.
2. Unanticipated Accrued Leave Payoffs. During the budget year, Departments will have employees retire who had not been factored in the accrued leave payoff calculation. Departments should consult with the CAO for determining the most appropriate funding strategy.
 - a. General Fund Departments or Departments that receive a General Fund contribution should determine if sufficient appropriations are available in their budget to absorb the payoff, and, if not, work with the CAO to determine the appropriate level of funding from the Accrued Leave Payoff designation or General Fund Contingency. This action will require a 4/5 vote of the Board.
 - b. Non-General Fund Departments or Departments that do not receive General Fund contributions will need to determine if their respective program funding has sufficient appropriation or contingencies to support the funding of the accrued leave payoff and should adjust their budget accordingly at Mid Year or Third Quarter, if necessary.

Investment Policy

The County maintains an Investment Pool managed by the Treasurer-Tax Collector-County Clerk, which acts as a depository for funds from over 80 units of local government, including funds of the county school districts, special districts and other entities.

The Treasury Oversight Committee reviews the Investment Policy, ensures the Treasury activities are in compliance with the Investment Policy, ensures an annual audit of the Investment Policy is conducted, and reviews the internal auditor's quarterly audits of the Investment Pool. The Committee currently consists of the County's Assistant County Administrator or the Budget Officer, the Director of Finance for the Superintendent of Schools, a representative from a Special District, one member of the public and one business director from a school district.

Amounts are invested in accordance with investment policy guidelines established by the County Treasurer and approved by the Board.

The primary objectives of the policy are:

- Safety – Maintain the security of principal
- Liquidity – Ensure adequate liquidity to meet its cash flow needs for pool participants
- Yield – Generate returns commensurate with the inherent risks being managed

The policy addresses the soundness of financial institutions in which the County deposits funds, types of investment instruments as permitted by the California Government Code 53601, and the percentage of the portfolio that may be invested in certain instruments with longer maturity.

Budget Construction & Legal Requirements

Debt Policy

The County maintains a Debt Advisory Committee, consisting of the Assistant County Administrator or Budget Officer, Auditor/Controller, and Treasurer/Tax Collector/County Clerk. The Committee provides analyses and recommendations to the Board for policy implementation and oversight.

The County establishes fund accounts to manage and budget resources for the payment of interest and principal for general long-term debt. The County also incurs debt when prudent to reduce future costs, such as pension obligation bonds.

Conditions for debt issuance are as follows:

- Purpose and Use of Debt – long-term General Fund debt will be incurred based on the County's needs and ability to repay, and where appropriate, methods and sources of funding will be maximized. Long-term debt will be restricted to those capital improvements that cannot be funded from current revenues.
- Types of Debt – includes General Obligation Bonds, Revenue Bonds, Certificates of Participation, Commercial Paper, Lease Purchase Agreements and other obligations.
- Project Life – debt shall not exceed the useful life of the asset being acquired or constructed.
- Refunding Policies – the County maintains a debt structure that allows for early retirement of debt.

Restrictions on debt issuance include:

- Prohibits the use of debt to fund operating costs, or projects associated with operating costs.
- Short-term debt will not be used to finance long-term debt.

Debt service limitations include:

- Debt is a policy decision which requires a financial condition analysis that incorporates economic trends, benchmark studies, and all other forces impacting the future finances of the County.
- Analysis of debt burden is measured, but not limited to, the following ratios:
 - Debt service requirements as a percentage of General Fund Revenue.
 - Debt service as a percentage of per capita income.
 - Debt service as a percentage of General Fund Expenditures.

In addition to the policy above, California Government Code, Section 29909, states the total amount of bonded indebtedness shall not at any time exceed 5% of the taxable property of the county as shown by the last equalized assessment roll.

Resource Reduction Strategy

In the event reductions in resources in any fiscal year require actions to balance the budget, the County will be guided by the following:

1. General Philosophy
 - a. To the extent possible, across-the-board reductions in expenditures will be avoided. Reductions will be made on a case-by-case basis. The emphasis will be on conserving General Fund discretionary resources to finance high priority programs, as set forth in the Solano County Strategic Plan adopted by the Board on December 11, 2007 and as further defined by the Board annually. If necessary, funding for lower priority programs will be reduced or eliminated to ensure expenditures remain in balance with resources;
 - b. The County administers a number of costly State programs that are heavily funded by State and Federal dollars. Compared to the State and Federal governments, the County has only limited ability to raise revenues. Recognizing that, in the event of a substantial reduction in resources for these programs, the County's goal, to the extent legally possible, is to avoid back-filling reductions in State and Federal dollars with County discretionary dollars;

- c. Maintaining a highly professional service delivery system is of foremost importance to the County. Thus, if it becomes necessary to make significant service delivery reductions, the goal will be to reduce the quantity of a service provided rather than the quality of service; and
- d. Finally, every effort will be made to continue capital and planning programs geared toward meeting the County's long-term needs.

2. Resource Reduction Priorities

a. Short-Term Actions

The following actions will be considered when dealing with the immediate impact of a reduction in resources. The purpose of these actions is to achieve immediate savings and/or better position the County to deal with the impact of longer-term actions once they are implemented. The actions are listed in priority:

- i. A Selective Hiring Freeze will be implemented. Funding sources, Board priorities, the type of positions, the critical nature of the program and the potential for service delivery disruption will be considered in implementing the hiring freeze;
- ii. Implementation of new programs, not fully operational, that are not fully revenue-offset, will be subject to further Board review; and
- iii. Purchase of equipment will be selectively deferred and reviewed annually. Funding source and impact on service delivery will be considered in implementing the deferral.
- iv. On May 4, 2010 the Board approved revisions to the Voluntary Time Off (VTO) Program, and declared the time period of July 1, 2010 through June 30, 2011 as a period of economic hardship. The Board took action on February 8, 2011 to extend the use of this policy through June 30, 2012. The policy provides for employees to participate in the VTO Program with the opportunity to voluntarily reduce their work day, work week or to take a block of time off while retaining most benefits. This may be requested and authorized in one-year increments to coincide with the budget cycle. The purpose of this Program is to reduce County costs during a time of economic hardship through voluntary actions of employees. The VTO Program can only be used during the periods of economic hardship as designated by the Board of Supervisors. Approval of Voluntary Time Off is at the discretion of the Department Head who must take into consideration workload, service demands and other organizational implications.

b. Long-Term Actions

The following actions will be considered when dealing with the longer-term impact of a significant reduction in resources. As appropriate, these reductions will be reflected in the Recommended Budget, and/or Third Quarter or Mid-Year budget adjustments. The actions are listed in priority order and lower priority actions will be implemented only if higher priority actions are insufficient to deal with the fiscal shortfall:

- i. General Fund discretionary contributions to certain programs that are primarily the State's responsibility will be capped at current levels, to the extent legally possible. Except as required by law, the County will not use General Fund dollars to backfill reductions in State or Federal funding for these programs;
- ii. A moratorium will be placed on implementing new programs or expanding existing programs if the cost of those programs or expansions is not fully revenue-offset and a secure long-term funding source is not identified;
- iii. Moderate service level reductions will be proposed on a case-by-case basis. These service level reductions will focus first on reducing General Fund support for those programs that have not been identified as a high priority by the Board;
- iv. Discretionary resources that have been earmarked by the Board for certain purposes will be proposed for re-allocation to fund on-going programs that are a priority for the Board;
- v. General Fund support to outside agencies not controlled by the Board should be greatly reduced or eliminated. This refers to the use of General Fund to support outside agencies whose programs are not aligned with Board priorities, and/or the County has determined would not be provided directly by the County; and

Budget Construction & Legal Requirements

- vi. Major program reductions will be proposed in general accordance with the Solano County Strategic Plan and the General Philosophy described above. These reductions will fall into two general categories:
 - Program reductions that will be made in response to significant reductions in State funding for programs that are primarily the State's responsibility. In this case, the County will consider returning responsibility to the State for operating those programs, to the extent permitted by law. Where returning responsibility to the State is not legally possible, County General Fund support for these programs will be reduced to the minimum level possible, consistent with State mandate requirements.
 - Program reductions that will be proposed in response to a reduction in County discretionary revenue. In this case, reductions will be made first in those programs that are not related to the Board's goals.

Hiring Freeze Policy

In FY2008/09, the County Administrator instituted a hard hiring freeze to help contain costs due to the State's budget shortfall and to help balance the County's Budget. The hard hiring freeze was modified to a Selective Hiring Freeze in FY2010/11, authorizing the County Administrative Officer (CAO) to selectively fill vacant positions based on the affected Department's need and the particular position's function. The Selective Hiring Freeze will be extended and applied by the CAO in FY2011/12.

1. Duration

This Policy will be in effect until the State's fiscal difficulties and their impact on the County are known and a long-term plan to address those impacts is formulated and approved by the Board. It is recommended that the Policy be in effect until no longer warranted and/or recovery from loss of sales and property taxes due to current economic recession materializes.

2. Goal of Hiring Freeze

The goal of this Policy is to contain costs and to provide clear direction for hiring and implementing staffing reductions.

4. Hiring Freeze Guidelines

County Administrator approval is required to fill departmental position requests. In evaluating whether to fill a vacant position, the following is to be considered:

- a. Is the program that the position supports funded by a dedicated and assured revenue source? Is the position unique to that program? If the answer is yes to both these questions, then, absent other considerations, the position can be advanced for CAO consideration.
 - i. A position is considered unique to a program when the classification is not located in any other department or program. Examples might be Librarians or Engineers. In this context, an Office Assistant would not be a unique position, because this classification is found in many different programs and, in the event of the potential need to eliminate filled positions, an Office Assistant could be transferred from one program to another in the County.
 - ii. Before consideration will be given a position that meets the stated criteria, departments should evaluate whether the resources involved could be used to help mitigate the impact on the County of revenue reductions in other areas.
- b. Is the position critical to the operation of an essential public safety activity, such that not filling the position will put the health or safety of residents or other staff at risk? If the answer is yes, the position can be considered for approval by the CAO.
- c. If a position is not filled, is the resulting reduction of services for a program below a legally mandated level? If the answer is yes, the position can be considered, but subject to the following:
 - i. The Department should first have explored obtaining a waiver of any service level mandate or the feasibility of ending the program or returning program responsibility to the State.
 - ii. To the extent practical, efforts should be made to fill the position using the call-back of a laid off County employee formerly serving in the same classification, or extra help or through internal recruitment.
- d. If a position is not filled, is the result a diminishing service level where, in the department's judgment, the program's effectiveness is seriously compromised? If the answer is yes, the department should further consider the following:

- i. Is this a high priority program as determined by the Board of Supervisor's Strategic Plan?
- ii. A thorough exploration of alternative means of providing adequate services has determined they are not feasible or are more costly.
 - iii. To the extent practical, efforts should be made to fill the vacant position using extra help or through internal recruitment, or the call-back of a laid off County employee formerly serving in the same classification.
- e. Is the position in question a critical and hard-to-fill position, as evidenced by repeated, unsuccessful attempts by the Department to recruit? If the answer is yes, and if the program is a high priority for the Board of Supervisors, then the position can be considered.

The Board approved in February 2008 the following actions in preparation for further reductions that may be required for the future. These actions, reaffirmed by the Board in 2009 and 2010, are:

If possible, in times of economic uncertainty, to help maintain the County financial stability:

- Departments are directed to immediately halt the implementation of all new programs without a dedicated funding source and that are not already fully implemented.
- Departments are required to obtain CAO approval for the purchase of all capital assets or any computer-related purchase that has not been previously included in the Refresh Policy. Approval will only be granted if the cost of the equipment is fully revenue-offset or is critical to program operations.
- Departments are directed to take whatever steps necessary to end the fiscal year with no increase in County Contribution.
- Departments are directed to control and reduce travel costs. Only travel critical to program operations will be permitted.

Summary of Designated Responsibilities for Actions

As previously discussed, State laws and County ordinances prescribe the manner and form in which the Budget is presented. Additional responsibilities and the delegation for preparation, review, approval and amending the Budget are also established by statute and ordinance, and by policies coordinated through the Board of Supervisors, the County Administrator and the Auditor-Controller's Office.

Listed below are additional actions, which require a four-fifths vote of the Board of Supervisors:

- Appropriation increases within a fund.
- Appropriations from contingencies.
- Appropriations of unanticipated revenues.
- Transfers between funds.
- Transfers from designated reserves.
- Transfers from equipment replacement reserves.
- Transfers from general reserves (only during budget hearings).

Listed below are additional actions requiring a majority vote of the Board of Supervisors:

- Approval of a capital asset over \$50,000 that does not increase the overall department budget.
- Reduction of appropriations and revenues for unrealized funding.
- Approval of contracts and amendments when the aggregate amount of the contract and amendment(s) is equal to or in excess of \$50,000 per fiscal year.
- Approval of petty cash accounts over \$3,000, with the exception of the County Library petty cash account of \$5,000.
- Transfers between Departments within a Fund.
- Transfers between Capital Projects.

Budget Construction & Legal Requirements

- Transfers equal to or more than \$50,000 from salaries and benefits (accounts 1110 through 1999) within a Department.
- Approval of grant application submissions when the amount of the grant is equal to or more than \$50,000 per fiscal year or when the grant-funded activity has General Fund impacts after the grant funds run out.

Listed below are the actions delegated to the County Administrator:

- Approval of a capital asset up to \$50,000 that does not increase the overall Department budget.
- Approval of a capital asset in lieu of one already budgeted.
- Transfers between divisions, bureaus and sections within a Department provided the total appropriation of the budget is not changed.
- Transfers less than \$50,000 from salaries and benefits (accounts 1110 through 1999) within a Department.
- Transfers to and from the following accounts: Salary/Wages-Regular (1110); Other Post-Employment Benefits (1213); Compensation Insurance (1240); Insurance-Property (2050); Liability Insurance (2051); Central Data Processing Services (2266); Countywide Administrative Overhead (3710); Building Use Allowance (3712); and Pension Obligation Bonds (5040).
- Approval of contracts and amendments when the aggregate amount of the contract and amendment(s) is less than \$50,000 per fiscal year.
- Approval of appropriation transfers to increase the Fleet Management budget when Departments have received approval for new vehicles.
- Approval of appropriation transfers for Operating Transfers In when an Operating Transfer Out has already received Board approval.
- Approval of modified work weeks and flexible work schedules for County departments provided the County departments can demonstrate a benefit for the County, and if applicable, meet its obligation under the Meyers-Milias-Brown Act (MMBA) with represented employees.
- Approval of grant application submissions when the amount of the grant is less than \$50,000 per fiscal year.
- Authority to release a Department head from accountability of unaccounted capital assets if it has a Fair Market Value of less than \$5,000 or it has been stolen and has a Fair Market Value of less than \$50,000. The Department must provide a copy of the police report, and the CAO must determine no negligence occurred.

Listed below are actions delegated to the Director of Human Resources:

- Affirm the appropriate jurisdictions are utilized for comparison purposes when determining compensation for County positions.
- Affirm the County's policy of no retroactivity for compensation during negotiation with its bargaining units.
- Authorize the Director of Human Resources in consultation with the County Administrator to delete position allocations for positions vacant for six months.
- Affirm that the Director of Human Resources, as provided for in the Employer/Employee Relations Rules and Regulations, may enter into side letter agreements or MOU amendments with represented bargaining units to resolve employee/employer disputes and/or issues.
- Affirm the County's policy that extra help employees are limited to working 999 hours per fiscal year. In the event the employee works over 999 hours per fiscal year, affirm the County's policy of providing CalPERS benefits in the same manner as represented employees.
- Authorize the Director of Human Resources, with the concurrence of the County Administrator's Office, to temporarily increase the number of positions in a Department without further approval of the Board of Supervisors when an employee has announced their retirement/separation from the County and the Department has a compelling reason that the retiree-to-be should train his/her replacement.

Budget Construction & Legal Requirements

- Authorize the Director of Human Resources to review the classifications in the Senior Management Group, unrepresented and at-will employees.
- Affirm that the Director of Human Resources shall implement benefit changes for unrepresented employees in the Executive Management, Senior Management and the Confidential Group consistent with the benefits received by represented employees.

Listed below are additional actions delegated to the Auditor-Controller:

- Deposit prior year SB90 revenues in General Revenues when a Department has a Net County Cost or receives a General Fund Contribution.
- Authorize the Auditor-Controller in consultation with the County Administrator to carry forward Board-approved capital project appropriations into subsequent years to facilitate the accounting and management of multi-year capital projects.
- Approve petty cash requests up to \$3,000 with the exception of the County Library petty cash requests up to \$5,000.
- Process Appropriation Transfer Requests (ATR) as approved by the Board of Supervisors or County Administrator.
- Authorize the Auditor-Controller, with concurrence from the County Administrator, to reclassify appropriations between the maintenance accounts and capital outlay accounts within the same project budget, so long as total appropriations are not increased.
- Authorize the Auditor-Controller, with concurrence from the County Administrator, to decrease capital outlay appropriations, within the respective capital project funds, and to increase appropriations in Public Art Fund to cover costs associated with the public art project to ensure compliance with Solano County Public Art Ordinance, Code Section 5-5.

Listed below are additional actions delegated to Departments:

- Request individual purchase of materials and services under \$5,000 in compliance with County Purchasing policies. Purchase orders will not be required for items under \$5,000.

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