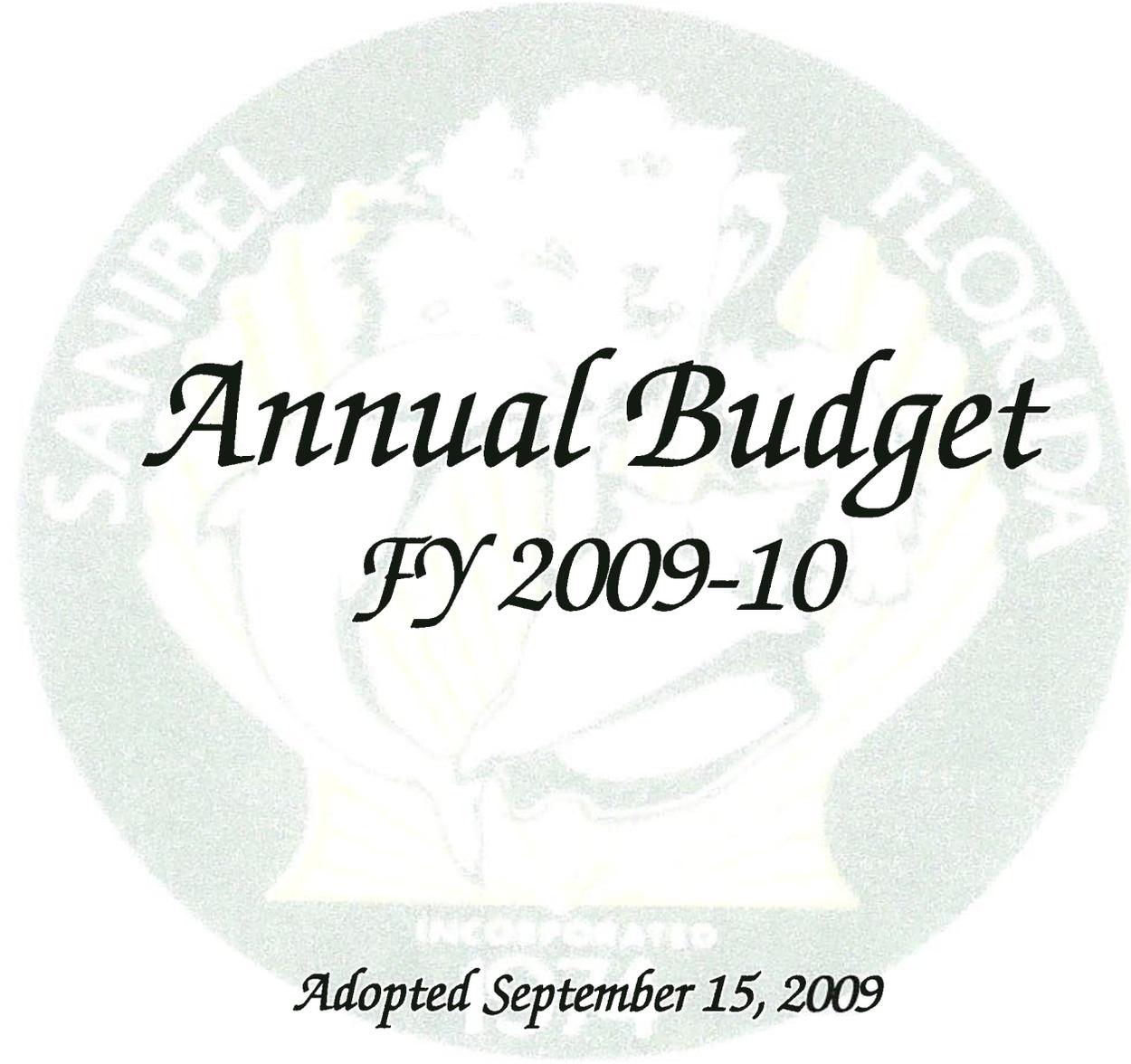


*City of Sanibel*



*Annual Budget*  
*FY 2009-10*

*Adopted September 15, 2009*

City of Sanibel, Florida



City of Sanibel  
Principal Officers

City Council

Mick Denham, Mayor  
Kevin Ruane, Vice-Mayor  
Marty Harrity  
Jim Jennings  
Peter Pappas

City Manager  
Judith Ann Zimomra

City Attorney  
Kenneth B. Cuyler, Esq.

City Clerk  
Pamela Smith

Department Directors

Administrative Services Director  
Building Official  
Chief of Police  
Finance Director  
Information Services Director  
Natural Resources Director  
Planning Director  
Public Works Director/City Engineer  
Recreation Director

Jim Isom  
R. Harold Law Jr.  
William Tomlinson  
Sylvia Edwards, CPA  
Bert Smith  
Robert K. Loflin, Ph.d.  
James C. Jordan, Jr  
Gates Castle  
Christopher Deal

Contact  
800 Dunlop Road  
Sanibel, Florida 33957  
(239) 472-3700  
[www.mysanibel.com](http://www.mysanibel.com)

# How to Use This Book

For easy access to information within the budget the following information is provided.

The City of Sanibel's annual budget is divided into six sections:

**Introduction**—this section contains the Citywide organization chart, the Governmental Finance Officer's Association Distinguished Budget Presentation Award, the City of Sanibel's vision statement, City Council's goals for FY10, department performance measures to support these goals, the City Manager's budget message and resolutions adopting millage rates and the budget. *Pages i-20C.*

**Budget Summary**—a summary of City-wide financial activity for the prior, current and next year, along with graphs showing where the City's money comes from and where it goes: *Pages 21-31.*

**Governmental Funds Budget**—governmental funds account for most of the City's tax-supported activities. Sanibel has four governmental fund types: the general fund, special revenue funds, debt service funds and the capital project fund. *Pages 33-129.*

**Proprietary Funds Budget**—proprietary funds account for the business-type activities of government. Sanibel has two proprietary funds: the sewer fund

and the beach parking fund. *Pages 131-154.*

**Supplemental Schedules**—departmental narratives and line-item budgets, schedule of interfund transfers, classification and pay plan, detailed staffing information and the 5 year capital improvement plan. *Pages 155-393.*

**Appendix**—this section contains financial policies, the budget calendar, a glossary and statistics and demographics. *Pages 395-419.*

## Tables of Contents

The main Table of Contents in this section provides a comprehensive overview of the different sections of the book. Each subsequent section has a detailed Table of Contents that provides specific information about that section.

### Key Pages

Organization Chart .....	i
City Council Goals .....	vi
Supporting Actions for FY10 Goals.....	viii
Resolution Adopting Tax Rates .....	20A
City Budget Summary 2008-10.....	22
City Budget Summary FY10 .....	23
General Fund Budget.....	36
Staffing.....	374
Major Capital Projects .....	379

City of Sanibel, Florida

Fiscal Year 2010 Budget

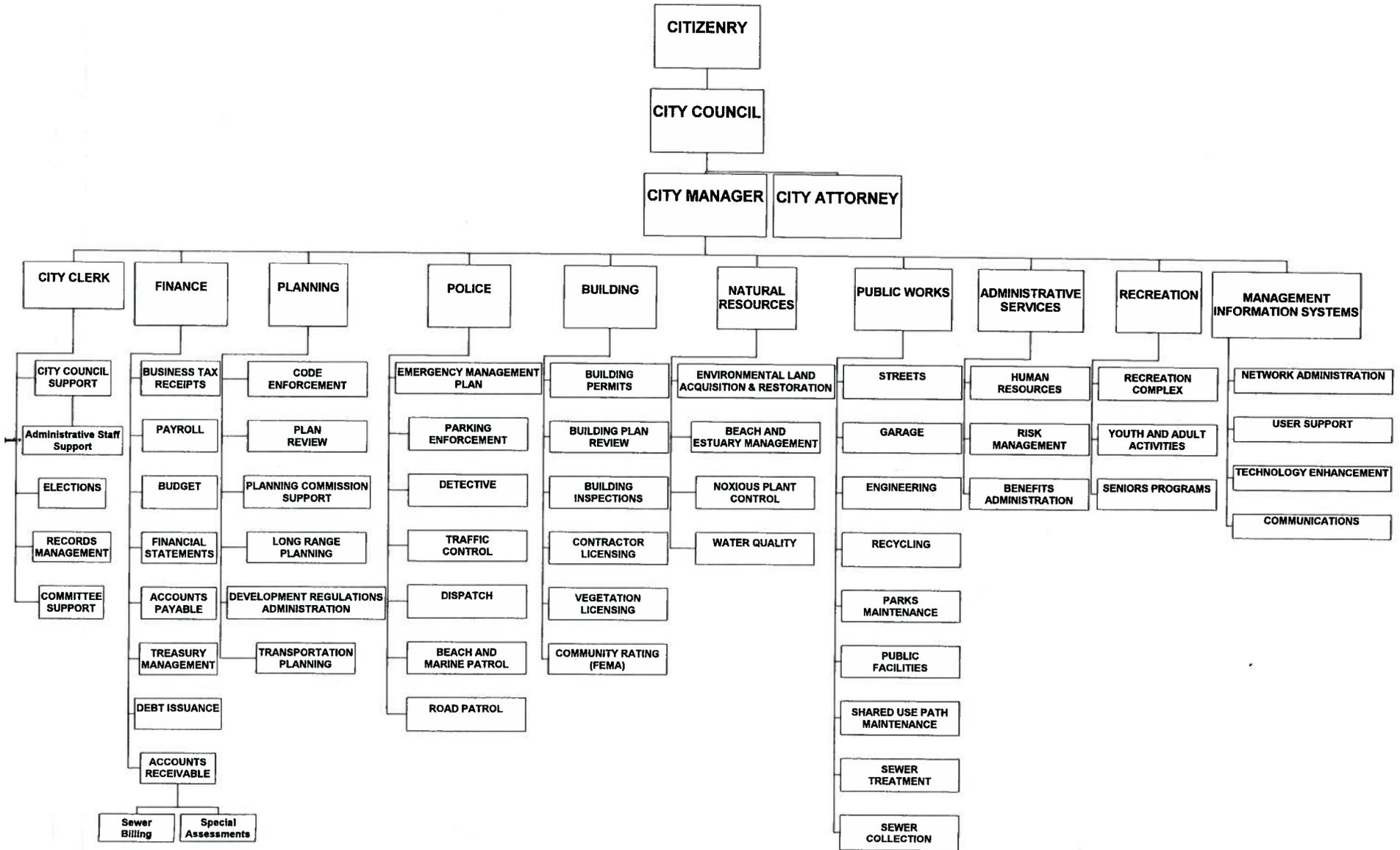
Table of Contents

Organization Chart	i
GFOA Distinguished Budget Presentation Award	ii
Sanibel Vision Statement	iv
City Council Goals and Department Performance Measures to Support Them	vi
Budget Message	1
Budget Summary	21
Governmental Funds Budget	33
Proprietary Funds Budget	133
Supplemental Schedules	155
Appendix	395



**This Page has been left blank intentionally.**

**CITY OF SANIBEL ORGANIZATIONAL CHART - 2010**





GOVERNMENT FINANCE OFFICERS ASSOCIATION

*Distinguished  
Budget Presentation  
Award*

PRESENTED TO

**City of Sanibel  
Florida**

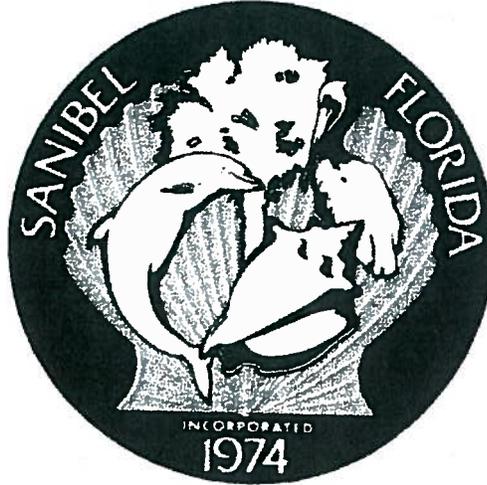
For the Fiscal Year Beginning

**October 1, 2008**

President

Executive Director

City of Sanibel, Florida



This Page has been left blank intentionally.

## Vision Statement

### **Background**

The barrier island of Sanibel comprises a wide variety of natural and altered environments. The community of Sanibel strives to sustain ecological balance and preserve and restore natural settings for residents, visitors, and wildlife. The people of Sanibel are sustained by the beauty and health of the island's natural and restored habitats, and they rely on the coordinated vigilance of residents, government, and private enterprise to protect and enhance these habitats. Over the first two decades of the community's existence as a city, a tenuous balance has been maintained between development and preservation; and between regulatory control and the rights and privileges of individuals. Government and not-for-profit institutions have helped sustain the balance by purchasing and restoring to natural conditions substantial areas of open space and threatened habitats.

Limited new development and redevelopment will occur over the next twenty years. However, growth limits and locations are well established, as are regulations to minimize harm to the natural environment and to the community's character.

The specter of rampant development has diminished as the community has matured. Nevertheless, unwanted changes are occurring; visitation increases as new "attractions" are developed; beaches and refuge areas are becoming stressed by overuse; traffic congestion is turning to gridlock; and formerly "green" scenic corridors are becoming urbanized and commercialized. These and other conditions and trends cause residents to realize that, unless protected, their island's historic and cherished way of life is in jeopardy.

To provide a sense of direction for the future, this Vision Statement, is a confirmation of the community's shared values and goals, to guide future decisions.

### **Sanctuary**

Sanibel is and shall remain a barrier island sanctuary, one in which a diverse population lives in harmony with the island's wildlife and natural habitats. The Sanibel community must be vigilant in the protection and enhancement of its sanctuary characteristics.

The City of Sanibel will resist pressures to accommodate increased development and redevelopment that is consistent with the Sanibel Plan, including this Vision Statement.

The City of Sanibel will guard against, and where advisable, oppose human activities in other jurisdictions that might harm the island's sensitive habitats, including the island's surrounding aquatic ecosystems.

### **Community**

Sanibel is and shall remain a small town community whose members choose to live in harmony with one another and with nature; creating a human settlement distinguished by its diversity, beauty, uniqueness, character and stewardship.

**Diversity:** The City of Sanibel cherishes its cultural, social, ecological, and economic diversity, and will endeavor to maintain it.

## City of Sanibel, Florida

**Beauty:** The City of Sanibel will foster quality, harmony and beauty in all forms of human alteration of the environment. The community aesthetic is defined as a casual style; one which is adapted to a relaxed island quality of life and respectful of local history, weather, culture and natural systems.

**Uniqueness:** The City of Sanibel chooses to remain unique through a development pattern which reflects the predominance of natural conditions and characteristics over human intrusions. All forms of development and redevelopment will preserve the community's unique small town identity.

**Character:** The City of Sanibel chooses to preserve its rural character in its setting within an urbanizing county. "Auto-urban" development influences will be avoided. The commercialization of natural resources will be limited and strictly controlled.

**Stewardship:** In keeping with the foregoing principles, the City of Sanibel affirms a land ethic and recognizes landholding-both public and private-as a form of stewardship, involving responsibilities to the human and natural communities of the island and its surroundings, and to future generations.

### **Attraction**

The Sanibel community recognizes that its attractiveness to visitors is due to the island's quality as sanctuary and as community. The City of Sanibel will welcome visitors who are drawn by, and are respectful of, these qualities; it will resist pressures to accommodate visitor attractions and activities that compromise these qualities.

### **Hierarchy of Values**

This three-part statement of the community's vision of its future is a hierarchy; one in which the dominant principle is Sanibel's sanctuary quality. Sanibel shall be developed as a community only to the extent to which it retains and embraces this quality of sanctuary. Sanibel will serve as attraction only to the extent to which it retains its desired qualities as sanctuary and community.

**FISCAL YEAR 2009-2010**  
**CITY COUNCIL GOALS**  
Adopted September 05, 2009

**I. SUSTAIN AND STRENGTHEN THE CITY'S FINANCIAL STABILITY**

- **To enhance the budgeting process by including more historical trend analysis and by extending operational budgetary forecasting to five years**

In addition to forecasting the effect current decisions will have on future revenue sources and operating costs extending the operational budget forecast to five years will provide the framework to analyze the City's capability to cover its five-year capital improvement plan. In efforts to balance budgets, often capital improvements are deferred to future years. This produces a compounding effect on future services as infrastructure deteriorates, maintenance costs increase and funding requirements change.

- **Protect the City's Reserve**

The City has practiced fiscal discipline diligently to create and protect reserves to be used in true emergencies such as hurricanes and to address environmental issues such as red algae. In the current economy, many agencies are utilizing their reserves to meet normal operating costs. When true disasters strikes these practices will produce additional demands on the financially strained credit markets.

- **Complete a thorough analysis of the City's pension plans**

Due to substantial setbacks in the market, pension plans across the country experienced substantial loss in value. Additional funding is required by the City to cover the losses experienced by the City's two pension plans. A thorough analysis of the City's current plans and future impact on the City will be performed. In addition, alternative plans, variations, or options will be compared and analyzed for implementation feasibility, implementation costs and future impact on the City if implemented.

**II. STRENGTHEN THE CITY'S PARTNERSHIP'S TO SUSTAIN ESTUARY AND COASTAL WATER QUALITY**

- **Improve Water Management in South Florida**

Focus Council and staff efforts on the River of Grass Planning Process to ensure that the South Florida Water Management District selects an alternative for use of U. S. Sugar lands that provides the maximum water quality benefits to the

Caloosahatchee Estuary and Sanibel's coastal waters. The plan should include redirecting excess lake water south via a flow way and provide adequate freshwater within the basin to meet the Caloosahatchee Minimum Flows and Levels (MFL) rule. This goal will be achieved through continued participation in the River of Grass planning process and by assembling local stakeholder support for the alternative that provides the biggest benefits to the Caloosahatchee River and estuary. .

- **Reduce Stormwater Runoff to Our Coastal Waters**

Focus City Council and Staff efforts to ensure that the South Florida Water Management District adopts and implements the Southwest Florida Special Basin Rule. The Basin Rule would require more efficient stormwater treatment standards and increased use of best management practices, resulting in improved water quality. Adoption of the Basin Rule would support the recommendations of the Southwest Florida Regional Planning Council's water quality initiative to reduce stormwater runoff.

This goal will be achieved through adoption of a resolution supporting the Basin Rule and by meeting with local legislators and stakeholders to gather support for the Rule. Once adopted, City Council and staff will continue to encourage the SFWMD and DEP to integrate the Basin Rule into their respective regulatory programs.

### **III. SUSTAIN A DIVERSE HOUSING STOCK THROUGH REDEVELOPMENT REGULATIONS FOR RESORT HOUSING WHILE ENSURING PROTECTION OF THE ISLAND'S UNIQUE NATURAL SYSTEM**

- **Decisional Framework**

Develop a decisional framework that is based upon best land use practices, carrying capacity, zoning and performance standards related to density, flood elevation, building height, coverage, developed area, and setbacks.

- **Resort Properties**

Develop special site and design criterion applicable to resort properties that will ensure the protection of the community's character and the Island's ecosystems and provide for the retention and restoration of resort hotel, motel, and related accommodation properties.

- **Gulf Beach Zone**

Provide for the relocation and restoration of nonconforming resort structures that are currently located with the Gulf Beach Zone.

**FISCAL YEAR 2009-2010  
CITY COUNCIL GOALS  
ADOPTED SEPTEMBER 05, 2009**

**City and Departmental Goals Matrix**

	Administration	Legislative	MIS	Finance	Planning	Police	Building	Natural Resources	Public Works	Recreation	Legal
<b>1. Sustain and strengthen the City's financial stability.</b>											
To enhance the budgeting process by including more historical trend analysis and by extending the operational budgetary forecasting to five years		X		X							
Protect the City's reserve	X	X		X	X	X	X	X	X	X	X
Complete a thorough analysis of the City's pension plans				X							
<b>2. Strengthen the City's partnerships to sustain estuary and coastal water quality.</b>											
Improve water management in South Florida	X	X	X	X	X				X	X	X
Reduce stormwater runoff to our coastal waters						X	X	X	X	X	
<b>3. Sustain a diverse housing stock through redevelopment regulations for resort housing while ensuring protection of the island's unique natural system</b>											
Decisional framework	X	X		X	X	X	X	X			X
Resort Properties	X	X			X		X	X			X
Gulf Beach Zone	X	X			X		X	X			X

**FISCAL YEAR 2009-2010  
CITY COUNCIL GOALS  
ADOPTED SEPTEMBER 05, 2009**

*Department's Supporting Actions for FY 2010 City Council Goals*

City Council Goal #1 (Financial Stability)	City Council Goal #2 (Water Quality)	City Council Goal #3 (Redevelopment)
---	---	---

	City Council Goal #1 (Financial Stability)	City Council Goal #2 (Water Quality)	City Council Goal #3 (Redevelopment)
<b>1. Administration</b>			
Update the H2O Sanibel Matters website as necessary		X	
Work with planning department to draft legislation			X
Manage overtime hours to minimum necessary to complete high priority projects	X		
Manage travel and per diem costs	X		
Reduce promotional activity costs	X		
<b>2. Legislative</b>			
Maintain copies of the brochure Sanibel's Waters on hand to distribute to residents		X	
Maintain copies of the CD Sanibel's Waters on hand to distribute to residents		X	
Maintain copies of the brochure Fat-Free Sewers on hand to distribute as needed		X	
Maintain copies of the Reclaimed Water for Irrigation flyer on hand to distribute as needed		X	
Process proposed and final legislation for Sanibel re-development			X
Ensure codification for final legislation for Sanibel re-development			X
Process budget amendment legislation	X		
Distribute final legislation to appropriate departments	X		
Manage overtime to a minimum necessary to complete high priority projects	X		
Manage printing costs	X		
Reduce promotional activity costs	X		
<b>3. MIS</b>			
Maintain website access for City's water quality website		X	
Maintain City's email list service used for new and press releases	X	X	X
GIS Phase 1	X	X	X
<b>4. Finance</b>			
Have public information fliers on water quality at the front desk		X	
Provide support to the Planning Department by preparing special reports and analysis of taxable valuations, trend analysis and other information as requested			X
Continue enhancement of modeling tools for the budget process	X		
Timely prepare and distribute quarterly budgetary to actual financial reports to City Council	X		
Timely prepare and issue quarterly financial reports for Council comparing actual to budget	X		
Maintain sewer accounts collection levels	X		
Timely and accurately file grant reimbursement requests and reports	X		
<b>5. Planning</b>			
Coordinate plan reviews and site inspections for development projects requiring storm water and dewatering erosion control measures in compliance with the National Pollution Discharge Elimination System Program (NPDES)		X	
Provide educational support and enforcement assistance with the implementation of the City's Fertilizer Regulations		X	

**FISCAL YEAR 2009-2010  
CITY COUNCIL GOALS  
ADOPTED SEPTEMBER 05, 2009**

*Department's Supporting Actions for FY 2010 City Council Goals*

	City Council Goal #1 (Financial Stability)	City Council Goal #2 (Water Quality)	City Council Goal #3 (Redevelopment)
Monitor the collection and disposal methods of wash and rinse water produced by restaurants to ensure that related kitchen dirt, food, grease, bacteria and other pollutants are properly delivered into the sanitary sewer system for treatment		X	
Identify and inventory all nonconforming resort housing developments within the Gulf Beach Zone			X
Evaluate the physical and environmental conditions associated with the carrying capacity of the Gulf Beach and Gulf Beach Ridge Ecological Zones			X
Define and evaluate a range of feasible regulatory and other sustainable strategies to protect and enhance the Gulf Beach Zone			X
Draft appropriate legislation to carryout the resort housing redevelopment goals set by City Council and the public			X
Renegotiate associated fees charged by professional service vendors	X		
Consolidate Code Enforcement and Planning Department staff's site inspections to decrease costs associated with mileage reimbursement	X		
Consolidate routine office supplies with other City Departments to decrease costs	X		
<b>6. Police</b>			
Enforce Fertilizer Ordinance		X	
Enforce Dog Sanitation Ordinance		X	
Educate Public through personal contact and community policing	X	X	X
Provide security at Public Hearings	X		
Maintain services within authorized budget	X		
Maintain equipment for longevity	X		
<b>7. Building</b>			
Number of unconnected sewer cases		X	
Number of non-compliant sewer connection cases closed		X	
National Flood Insurance Program 5 rating			X
Maintain expenditures within revenues received	X		
<b>8. Natural Resources</b>			
Ensure that SFWMD's Planning process for the "river of grass" U.S. Sugar Acquisition Lands results in a design that significantly minimizes extreme water releases from Lake Okeechobee to the Caloosahatchee River		X	
Provide input and support for the SFWMD to adopt and implement the Southwest Florida Basin Rule to improve basin water quality		X	
Review and make recommendations regarding proposed re-development policies and regulations to ensure consistency with City environmental protection elements and ecological carrying capacity			X
Seek efficiencies, grants and economies of scale to minimize budget expenditures	X		
<b>9. Public Works</b>			
Secure easements for Phase IV Sewer Expansion		X	
Secure funding for Casa Ybel Road storm water treatment		X	
Continue compliance with NPDES Permit		X	

**FISCAL YEAR 2009-2010  
CITY COUNCIL GOALS  
ADOPTED SEPTEMBER 05, 2009**

*Department's Supporting Actions for FY 2010 City Council Goals*

	City Council Goal #1 (Financial Stability)	City Council Goal #2 (Water Quality)	City Council Goal #3 (Redevelopment)
Analyze department functions for possible privatization	X		
Reduce infiltration/inflow into wastewater system		X	
Have no effluent violations or system overflows		X	
<b>10. Recreation</b>			
Display information on the Power Point screen at the Recreation Ctr.	X	X	X
After School Education/ Part of special speakers, projects, art work	X		
Public information flyers available at the front desk		X	X
Increase Membership and Recreation Center revenue	X		
Create new fee based programs/ 70/30, special events, other	X		
Increase new facility rental promotion / public awareness of availability	X		
Monitor weekly revenue and expenses	X		
<b>11. Legal</b>			
Continue Assistance and advice to council, City Manager and Natural Resources Department regarding water quality issues and actions		X	
Provide advice, research and related assistance to the Planning Department, Planning Commission and Council related to re-development issues and consideration			X
Provide advice, research, opinions and related assistance to Council, the City Manager and Finance Department relating to all financial matters including grants, TDC, Budget, contracts, investments, etc.	X		

City of Sanibel, Florida



This Page has been left blank intentionally.