### **ORDINANCE 71132**

BOARD BILL NUMBER 219AA INTRODUCED BY ALDERWOMAN HEATHER NAVARRO/ALDERMAN JACK COATAR/ALDERWOMAN ANNIE RICE/ALDERMAN DAN GUENTHER/ALDERWOMAN MEGAN E. GREEN/ALDERWOMAN CHRISTINE INGRASSIA/ALDERMAN BRET NARAYAN

1	An ordinance entitled "Building Energy Performance Standards"; the purpose of this
2	ordinance is to establish energy performance standards for certain buildings in the City of St.
3	Louis.
4	WHEREAS, the City has set a goal of reducing community-wide greenhouse gas
5	emissions 100% by 2050 from 2005 levels.
6	WHEREAS, the source of approximately 80% of greenhouse gas emissions in the City
7	of St. Louis is existing commercial, residential and industrial buildings.
8	WHEREAS, research has demonstrated that the reduction of greenhouse gas emissions
9	likely to contribute to regional carbon reductions that will result in better air quality important
10	for health and well-being.
11	WHEREAS, the City has previously adopted Ordinance Number 70474, entitled
12	"Building Energy Awareness" which established energy benchmarking and reporting
13	requirements for certain buildings; which also aims to raise awareness about the opportunities to
14	reduce energy use and greenhouse gas emissions from our largest buildings to help meet the
15	City's climate goals; the City has collected two years of benchmarking data and sees an
16	opportunity for these buildings to improve.
17	WHEREAS, the City desires through this article to establish energy performance
18	standards for certain buildings within its jurisdiction in order to save money on energy costs while
19	further reducing greenhouse gas emissions.

BE IT ORDAINED BY THE CITY OF ST. LOUIS AS FOLLOWS:

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- 1 That by and through this ordinance entitled "Building Energy Performance Standards", this
- 2 Board seeks to establish energy standards for certain buildings in the City.
- 3 **SECTION ONE. Purpose and Policy.** The purpose of this ordinance is the establishment of
- 4 building energy performance standards for municipal, commercial, institutional, and multi-
- 5 family properties that have a total gross floor area of 50,000 square feet or above within the City.
- 6 **SECTION TWO. Definitions.** Unless the context specifically indicates otherwise, the meaning
- 7 of terms used in this article shall be as follows:
- 8 A. "Commissioner" means the City of St. Louis Building Commissioner, or the Commissioner's
- 9 designee;
- 10 B. "Owner" means any of the following:
- 1. An individual or entity possessing title to a covered property;
- 12 2. The net lessee in the case of an entire property subject to a triple net lease
- with a term of 10 years or more;
- 3. The board in the case of a condominium;
- 4. The board in the case of a cooperative apartment corporation; or
- 5. An agent authorized, in writing on file with the Commissioner, to act on behalf of any
- 17 of the above.
- 18 C. "Person" means any individual, partnership, co-partnership, firm, company, corporation,
- association, joint stock company, trust, estate, governmental entity or any other legal entity, or
- 20 their legal representatives, agents or assigns. This definition includes all federal, state or local
- 21 governmental entities.
- 22 D. "Condominium" means a site that combines separate ownership of individual units with
- common ownership of other elements such as common areas.

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- 1 E. "Covered property" means a building that is greater than or equal to 50,000 gross square feet
- 2 in total gross floor area. The term "covered property" shall not include any building owned by
- 3 the State of Missouri or the federal government.
- 4 F. "Energy" means electricity, natural gas, steam, hot water, chilled water, biomass or fuel oil to
- 5 the covered property or generated on-site for purposes of providing heating, cooling, lighting,
- 6 water heating, or for powering or fueling other end-uses captured by the ENERGY STAR
- 7 Portfolio Manager.
- 8 G. "Site energy use" means the annual amount of all the energy a property consumes on-site as
- 9 calculated by ENERGY STAR Portfolio Manager or an alternative system or tool approved by
- 10 the Building Commissioner.
- 11 H. "Site energy use intensity (EUI)" means the site energy use divided by the gross floor area of
- the property as calculated by ENERGY STAR Portfolio Manager or an alternative system or tool
- approved by the Building Commissioner.
- 14 I. "Weather normalized site energy" means the energy use a property would have consumed
- during 30-year average weather conditions as calculated by ENERGY STAR Portfolio Manager
- or an alternative system or tool approved by the Building Commissioner.
- 17 J. "ENERGY STAR Portfolio Manager" means the web-based tool developed and maintained by
- the U.S. Environmental Protection Agency to track and assess the relative energy performance of
- buildings nationwide. An alternative system or tool may be approved by the Commissioner.
- 20 K. "Financial hardship" (of a property) means a property that:
- 21 1. had arrears of property taxes or water or refuse charges that resulted in the property's
- inclusion, within the prior 2 years, on the city's annual tax lien sale list; or
- 23 2. Has a court appointed receiver in control of the asset due to financial distress; or

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1	3. Is owned by a financial institution through default by the borrower; or
2	4. Has been acquired by a deed in lieu of foreclosure; or
3	5. Has a senior mortgage subject to a notice of default.
4	L. "Communications infrastructure" means facilities used to house equipment to deliver
5	electronic communications services, including voice, broadband, data and video services.
6	M. "Gross floor area" means the total property square footage, as measured between the exterior
7	walls of the building(s). This includes all finished areas inside the building(s) including
8	supporting areas.
9	N. "Qualified affordable building(s)" means a building in which a majority of the households in
10	the building make less than eighty percent of the Area Median Income for the City of St. Louis.
11	SECTION THREE. Applicability. This article shall apply to municipal, commercial,
12	institutional, and multi-family buildings 50,000 square feet or above within the City of St. Louis.
13	A. "Covered property" means a building that is greater than or equal to 50,000 gross square feet
14	in total gross floor area; including:
15	1. a building that is owned by the City; or for which the City regularly pays all or a
16	majority of the annual energy bills.
17	2. a building that is held in the condominium form or ownership that is governed by the
18	same board, and that is greater than or equal to 50,000 gross square feet in total gross floor area
19	SECTION FOUR. Standards & Compliance The City shall establish energy performance
20	standards for covered buildings in the City. The following standards regarding building energy
21	performance shall be for property types outlined in Applicability Section:
22	A. Standards for each property type will be set by May 4, 2021 through a stakeholder
23	engagement process overseen by the Building Energy Improvement Board. Standards will be
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1	revised no later than every four years. The chief performance metric will be site energy use
2	intensity (EUI). Standards will be set no lower than the 65th percentile by property type such that
3	at least 65% of the buildings of that property type have a higher EUI." 1. The Building Division
4	shall establish data verification requirements for each four-year compliance cycle.
5	2. The building energy performance standard shall be no lower than the 65th percentile
6	site energy use intensity (EUI) for buildings of each property type collected through
7	benchmarking reporting from ENERGY STAR Portfolio Manager.
8	3. To the extent practical, target site EUIs by property type will be based on local
9	buildings' benchmarking data.
10	4. If building owners believe that due to unusual circumstances they will be unable to
11	meet the building energy performance standards established by the City by the deadline or
12	exceptionally burdened by doing so, then they may propose and present an alternative
13	compliance plan for consideration by the Building Energy Improvement Board for approval.
14	B. Building owners will comply through the existing benchmarking reporting process, which
15	uses ENERGY STAR Portfolio Manager as the reporting tool.
16	C. Compliance cycles.
17	1. Performance standards will be set by May 4, 2021 by the Building Energy

Improvement Board and revised every four years thereafter. Following every compliance cycle, there shall be a period of time of up to one year between each compliance cycle to allow the Building Energy Improvement Board time to reevaluate and to update the building energy performance standards. The first Building Energy Performance standards shall be approved no later than May 4, 2021.

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1	2. First Building Energy Performance Standard compliance cycle shall begin on the day
2	they are approved and end four years after that day. The compliance cycle will end no later than
3	May 1, 2025.
4	(a) Except that qualified affordable building(s) and houses of worship shall
5	comply with a compliance cycle of six years in order to provide owners with adequate
6	time to work through considerable financing and capacity constraints. The compliance
7	cycle shall begin the day they are approved and end six years after that day. The
8	compliance cycle will end no later than May 4, 2027.
9	D. Compliance pathways
10	1. Buildings that meet their respective building energy performance standard at the end of
11	the four-year compliance cycle are compliant.
12	2. Buildings performing below the building energy performance standard or if building
13	owners believe that due to unusual circumstances they will be unable to meet the building energy
14	performance standards established by the City by the deadline or exceptionally burdened by
15	doing so, then they may conduct the following:
16	(a) presenting an alternative compliance plan for consideration and approval by
17	the Building Energy Improvement Board.Implementation of any alternative compliance
18	plans must begin no later than May 4, 2024.
19	(i) alternative compliance plans shall be made private between the Board
20	and the building owner and/or building owner's authorized representatives.
21	(b) make an alternative compliance payment to the Building Division or daily
22	ordinance violation as determined by the Building Commissioner.

1	E. Building Energy Improvement Board will create a pathway for buildings that benefit from
2	deep energy improvements and achieve energy performance well beyond the required
3	performance standard to be in compliance for 15 years.
4	SECTION FIVE. Office of Building Performance - Creation and Purpose. The office
5	of Building Performance is hereby established within the Building Division. The mission
6	of this office will be to oversee the implementation, compliance and enforcement of the
7	existing Building Energy Awareness ordinance (#70474), the Building Energy
8	Performance Standards ordinance, and any future ordinances related to building energy
9	improvement and performance.
10	SECTION SIX. Building Energy Improvement Board. There is hereby established a
11	Building Energy Improvement Board (hereinafter, "Building Energy Improvement Board"
12	or "Board").
13	A. Board Composition and Roles.
14	1. The Board shall consist of nine members appointed by the Mayor. At least six
15	members of the Board shall be residents of the City of Saint Louis and three members shall
16	be residents of the St. Louis region.
17	2. Within 60 days of the applicability date of this title, the Building Energy Improvement
18	Board shall be established, which shall:
19	(a) Establish and approve building energy performance standards by property type
20	for each compliance cycle, as recommended by the Building Division;
21	(b) Review and, as necessary, recommend amendments to proposed regulations
22	issued by the Building Division;
23	(c) Recommend complementary programs or policies;
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1	(d) Review appeals regarding any action(s) taken due to this ordinance and the
2	Building Energy Awareness Ordinance (#70474)
3	(e) Provide sample alternative compliance plans to meet building energy
4	performance standards
5	(f) Review alternative compliance plans submitted and make recommendations
6	for approval or denial by the Building Division.
7	3. The Building Energy Improvement Board shall be comprised of representatives, or
8	their designees, from the following, but not limited to, possible entities:
9	a) Building Division
10	b) local utilities
11	c) a provider of energy efficiency or renewable energy services
12	d) affordable and/or multi-family housing representative
13	e) affordable housing tenant
14	f) labor
15	g) technical building design professional(s)
16	h) environmental non-profit
17	i) commercial building
18	j) engineering
19	4. A technical sub-committee shall also be established and charged with reviewing and
20	acting on alternative compliance plans and would consist of at least 80 percent of technical
21	experts. Members of the technical sub-committee may also be members of the full Building
22	Energy Improvement Board. The decision(s) of the sub-committee can be appealed to the full
23	Building Energy Improvement Board.
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1	5. Alternates to Board. The alternates shall have all power, protection, and stipends as
2	the regular board members in accordance with Civil Service protection. The alternates shall be
3	appointed by the Mayor for four-year terms.
4	6. Term of Office. All appointments and subsequent appointments shall be for a term of 4
5	years and shall expire on the anniversary of the date of the original term, except appointments to
6	fill vacancies which shall be for the unexpired term. Terms for first appointments will be
7	staggered. Members whose appointed terms have expired shall be permitted to continue to serve
8	until reappointed or replaced by a new appointee.
9	7. Procedures. The Board shall elect one of its members as chair who shall serve as such
10	during the remainder of the calendar year or until a successor is elected. The Board shall from
11	time to time adopt rules and regulations as shall be reasonably necessary to govern its procedure
12	and to carry into effect the provisions of this article.
13	a) These rules and regulations shall be available for review at the office of the
14	Secretary to the Board during normal working hours. It shall be unlawful for any appellant
15	or appellant's representative to contact any member of the board on any matter that is
16	pending or scheduled to be heard by the Board.
17	8. Compensation. The Building Energy Improvement Board members and technical sub-
18	committee members shall be compensated for services rendered on a per meeting basis as
19	established by rulemaking and subject to budgeted funds availability. Fifty dollars (\$50) shall be
20	paid to each member present on a per meeting basis. Budgeted funds will be paid from the
21	Building Division.
22	B. Meetings; Witnesses; Minutes.

1	1. Meetings of the Board shall be held at the call of the chairman and at such other
2	times as the Board shall permit by its rules. The chair, or in the chair's absence, the
3	acting chair shall administer oaths. The Board shall act by a majority vote and a quorum
4	shall consist of at least 5 members.
5	2. All hearings shall be conducted in accordance with the provisions of the Missouri
6	Administrative Procedure Act. All testimony shall be given under oath or affirmation. The Board
7	Chair or Secretary to the Board may issue subpoenas to secure the attendance and testimony of
8	relevant witnesses and the production of relevant documents.
9	3. The Board shall keep minutes of its proceedings showing the vote of each member on
10	each question, or if absent or failing to vote, indicating such fact, and shall keep records of its
11	examinations of witnesses and other official acts. Transcripts of hearings shall be permitted to be
12	kept in the custody of the court reporter and need not be transcribed unless requested. The party
13	requesting the transcripts shall pay all costs of such transcripts required including a file copy for
14	the board, one for the Building Division, and one for the Board's legal staff.
15	C. Exemptions.
16	1. The Board may grant an extension of the performance standard submission date or an
17	exemption from the building energy performance standard requirement to the owner of a covered
18	property that submits a request, together with documentation, in a form prescribed by the Board's
19	rule, at least 90 days prior to any building energy performance standard submission deadline, if
20	the appellant meets any of the following criteria:
21	a) A demolition permit was issued or is demolition is planned during a compliance
22	cycle, provided that demolition work has commenced and energy-related systems have
23	been significantly compromised.
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1	b) The Building Energy Improvement Board determines that due to special
2	circumstances unique to the applicant's facility and not based on a condition caused by
3	actions of the applicant, strict compliance with provisions of this ordinance would cause
4	financial hardship or would not be in the public interest.
5	c) The property is primarily used for manufacturing or other industrial purposes for
6	which benchmarking results would not meaningfully reflect covered property energy use
7	characteristics due to the intensive use of process energy.
8	d) The property is primarily used for communications infrastructure.
9	e) The property is owned by the State of Missouri or the federal government.
10	2. Any owner requesting such an extension or exemption shall provide the Board any and
11	all documentation requested to substantiate the request or otherwise assist the Board in the
12	extension or exemption determination. Any extension or exemption granted shall be limited to the
13	building energy performance standard submission for which the request was made and shall not
14	extend to past or future submittals.
15	SECTION SEVEN. Appeals. Appeals of any decision of the Commissioner regarding any
16	person's failure to meet any required building energy performance standard can be appealed to
17	the Building Energy Improvement Board.
18	A. Filing Date of Appeal.
19	Any allowable appeal pursuant to this article shall be filed within thirty (30) calendar
20	days after the decision of the building official that is being appealed.
21	B. Manner and Fee for Filing Appeals.
22	Appeals shall be taken by filing with the Secretary to the Board a notice of appeal on such
23	forms as prescribed by the Board specifying the grounds thereof. The Board Secretary shall
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1 immediately transmit to the Board such notice and all papers constituting the record upon which

2 the action 12 appealed from is taken. The notice of appeal shall be accompanied by a fee of \$100.

C. Multiple Appeals.

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In the event that more than one building, structure, or premises owned by the same person,

5 firm, or corporation has been cited for exactly the same violation and the owner has filed an appeal

with the board disputing the same citation, the appellant shall be permitted to file one appeal

covering all said buildings, structures, or premises and be charged one appeal fee. The decision

rendered by the Board shall apply to all buildings, structures, or premises involved in the appeal.

D. Board Hearings; Notifications.

After an appeal has been filed, the Secretary to the Board shall place the appeal on a Board

hearing agenda and the appellant shall be notified in writing by certified mail prescribing the time,

date, and location of the hearing not less than seven days prior to said hearing. Such hearing shall

be held within a reasonable time after the filing of the notice of appeal, depending on the

scheduling of other appeals.

E. Appeals From Decisions of the Board.

Any person(s) jointly or severally aggrieved by the decision of the Energy Performance

Standards Board shall be entitled to judicial review of the decision rendered by the Board as

provided in the Administrative Procedure and Review Act of the State of Missouri, being Sections

19 536.100 - 536.140 of the Revised Statutes of Missouri.

F. Hearing Officer.

The Building Energy Improvement Board shall have the right to appoint a hearing officer

22 to hear and render a decision on any appeal filed with the Board.

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1 The hearing officer shall be an attorney and on an approved list of attorneys who have 2 administrative law experience. The Director of Public Safety shall compile and maintain said list. 3 The hearing officer shall have such rights, responsibilities, and duties as the Building Energy 4 Improvement Board and the appellants shall have the same rights as an appellant appearing before 5 the Building Energy Improvement Board, including the right to appeal pursuant to Missouri's 6 Administrative Procedure and Review Act. 7 **SECTION EIGHT. Rules.** The Commissioner may promulgate such rules as are necessary to 8 carry out the provisions of this article. 9 **SECTION NINE.** Severability. If any section, subsection, sentence, clause, phrase or other 10 portion of this article is for any reason declared unconstitutional or invalid, in whole or in part, 11 by any court of competent jurisdiction, such portion shall be deemed severable, and such 12 unconstitutionality or invalidity shall not affect the validity of the remaining portions of this 13 article, which remaining portions shall continue in full force and effect. 14 **SECTION TEN. Emergency Clause.** This being an Ordinance necessary for the immediate 15 preservation of public peace, health and safety, it is hereby declared to be an emergency measure 16

preservation of public peace, health and safety, it is hereby declared to be an emergency measur within the meaning of Sections 19 and 20 or Article IV of the Charter of the City of St. Louis and therefore this Ordinance shall become effective immediately upon its passage and approval by the Mayor.

#### **SECTION ELEVEN. Maintenance of Records.**

Owners of covered property shall maintain records that are necessary for demonstrating compliance with this article, including but not limited to, the energy and water bills and any reports or forms received from tenants and utilities. All such records shall be preserved for a period of 7

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1 years from the applicable submission date. At the request of the Commissioner, such records shall 2 be made available for inspection and audit by the Commissioner. 3 When a covered property changes ownership, the previous owner shall provide the new 4 owner all information for the years complying with the energy performance standard during the 5 time the previous owner was still in possession of the property. 6 **SECTION TWELVE. Violations and Enforcement.** Ordinance violation. Any person who fails 7 to comply with any building energy performance information submittal requirement mandated by 8 this article or misrepresents any material fact in a document or report prepared as required by this 9 article shall result in the following: A. written warning shall be issued by the Commissioner to any owner who fails to submit 10 11 any required building energy performance information. Such warning letter shall be effective on 12 the date of issuance and shall be mailed to the owner's last known address as determined by county 13 record. 14 B. In the event required benchmarking and data verification information is not reported 15 within 60 days of the date the written warning is issued, said failure shall constitute an offense and 16 shall be punishable, upon conviction, a fine not less than one dollar nor more than five hundred 17 dollars or by imprisonment for not more than ninety days or by both such fine and imprisonment. 18 Each day of the violation continues shall constitute a separate offense. 19 C. Additional available remedies. If any person violates the provisions of this article, the 20 City Counselor's Office may initiate an action for legal or equitable relief in any court with 21 appropriate jurisdiction. A petition for legal or equitable relief shall not be a bar against, or a 22 prerequisite for, taking any other action against any person.

- D. Nonexclusivity. The remedies provided for in this article are not exclusive. The
- 2 Commissioner may take any, all, or combination of these actions, or any other action available at
- 3 law, against any person.

## BOARD BILL NUMBER 219 FISCAL NOTE

Preparer's Name Fra	nk Oswald	
Phone Number or Email A	Address (will be available publicly)314-622-3318	
Bill Sponsor Hea	ather Navarro	
Bill Synopsis:	Creating an energy performance standard for buildings greater than 50,000 SQ. FT.	
Type of Impact:	Significant impact on promotion of environmentally friendly construction/development practices.	
Agencies Affected:	Building Division	
	SECTION A  Does this bill authorize:	
<ul> <li>An expansion of serve budget?</li> </ul>	rices which entails additional costs beyond that approved in the current ax_Yes	-
An undertaking of a n	ew service for which no funding is provided in the current adopted city butx_Yes	_
A commitment of city	funding in the future under certain specified conditions?xYes	No
	s, notes and lease-purchase agreements which may require additional fundurrent adopted city budget?Yes	
An execution or initia	tion of an activity as a result of federal or state mandates or requirements?Yes	x_No
A capital improvement	nt project that increases operating costs over the current adopted city budgeYes	t? x_No
A capital improvement will require funding in	nt project that requires funding not approved in the current adopted city but future years?Yes	udget or that x_No

(01/2017)

# If the answer is yes to any of the above questions, then a fiscal note must be attached to the board bill. Complete Section B of the form below.

### **SECTION B**

		ction of any new				Yes	cNo
o If yes, de						_	
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ll estimated	to have a dir	ect fiscal impact o	n any city departme	nt or office?	x	_Yes	No
If yes, ex	xplain the im	pact and the estimate	ated cost:				
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<u>Annual</u>	operating	costs	(see	attached	bud
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Financ	ial Estimate o	f Impact on	Special Funds		
Fiscal Impact	<u>Year</u>	1 (current)	Year 2	Year 3	
Additional Expenditures					
Additional Revenue					
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Describe any assumptions  Fund 116 which causes.				expanded to e	nvironme
List any sources of inform fiscal note:	nation (including	any City officia	ıls, agencies, or de	partments) used in	preparing
<u>Frank Oswald –</u> Services	Building Comn Analyst;	nissioner; Rajiv David	Ravulapati – Ci Thackwell	ity Energy Project	d/Governr Accour

o If yes,

FY21 ACTUAL ICREMENTAL 13 13 1 13 20	## SUDGET REQUES  ## BUILDING DIVISION  ## 74,308.00  ## 74,308.00  ## 74,308.00  ## 74,308.00  ## 74,308.00  ## 74,308.00  ## 74,308.00  ## 74,308.00  ## 74,308.00  ## 74,308.00  ## 74,308.00  ## 74,308.00  ## 74,308.00  ## 74,308.00  ## 74,308.00  ## 204,906.00  ## 204,906.00  ## 204,906.00  ## 33,600.00  ## 33,600.00  ## 33,600.00  ## 33,600.00  ## 33,600.00  ## 33,600.00  ## 33,600.00  ## 33,600.00  ## 33,600.00  ## 33,600.00  ## 33,600.00  ## 33,600.00  ## 33,600.00  ## 33,600.00  ## 33,600.00  ## 30,000.00  #	OFFICE OF BUILDING PERFORMANCE BUDGET REQUES           1//3/2019         BUILDING DIVISION           PROPOSED T.O.         BUILDING DIVISION           PROPOSED T.O.         16M         \$ 74,308.00           Government Services Analyst         16G         \$ 47,814.00           Environmental Engineer         10G         \$ 27,924.00           Secretary II         10G         \$ 204,906.00           PROPOSED NS BUDGET REQUEST         10G         \$ 204,906.00           510 000 Salaries Regular Employees         \$ 204,906.00         \$ 15,675.31           513 000 Employee Health Insurance         \$ 204,906.00         \$ 3,600.00           513 100 Employees Life Insurance         \$ 25,8118.16         \$ 25,8118.16           514 200 Employees Life Insurance         \$ 25,8118.16         \$ 799.13           514 700 Workers Comp         \$ 23,000.00         \$ 286.87           514 700 Workers Comp         \$ 288,154.72         \$ 288,154.72	PROPOSED T.O.  Program Manager Government Serv Environmental En Secretary II  PROPOSED NS BUDGET RE ACCT ACCOUN 5101000 Salaries Regular II 5136000 Soc Security Cove 5137000 Employee Health 5138100 ERS Contribution 5138100 ERS Debt Contrib 5142000 Employees Life In 5147000 Workers Comp 5197000 27th Pay Reserve
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