

City of Rialto Memorandum

TO: City Council Budget Committee

FROM: Robb Steel, Interim City Administrator

Ron Carr, Interim Finance Director

DATE: April 10, 2018

SUBJECT: Mid-Year Budget Review for FY18

Background

On July 11, 2017, the City Council adopted the FY 18 Budget. The FY18 budget balanced after the City Council froze 11 positions for savings of \$1.4 million, reduced \$1.4 million in service/supply budgets across all Departments, eliminated all general fund operating capital outlay, and deferred 57% (\$1.4 million) of the annual OPEB payment obligation. Staff forecasted a positive contribution to the operating reserves at fiscal year-end because of this restrictive spending plan.

Table 1 shows the originally Adopted FY18 Budget (Combined Operating and Non-Operating) for reference purposes, and then compares the Adjusted FY18 Budget (the "Adjusted Budget") with

Table 1						
Summary of All General Fund Activity (Operating and Non-Operating)						
	Adopted	Adjusted	Mid-Year			
	Budget	Budget	Budget	Change Adopted - M	lid-Year	
	FY 18	FY 18	FY 18	\$	%	
Revenues	89,973,830	92,874,437	94,687,636	1,813,199	2%	
Taxes	55,278,200	55,278,200	56,155,200	877,000	2%	
Other Operating Revenues	22,267,630	25,168,237	26,104,436	936,199	4%	
Non-Operating Revenues	12,428,000	12,428,000	12,428,000	0	0%	
Expenditures	82,105,461	91,438,664	93,271,402	1,832,738	2%	
Salaries & Benefits	53,826,866	53,970,686	52,720,769	(1,249,917)	-2%	
Services & Supplies	20,551,445	23,669,936	25,752,591	2,082,655	9%	
Capital Outlay	3,000,000	5,502,612	5,502,612	-	0%	
Debt Service	5,000	5,000	5,000	-	0%	
Other	4,722,150	8,290,430	9,290,430	1,000,000	12%	
Operating Surplus/(Deficit)	7,868,369	1,435,773	1,416,234	(19,539)		

the proposed FY18 Mid-Year Adjusted Budget (the MYA Budget"). The Adjusted Budget reflects the Adopted Budget as amended by subsequent City Council actions preceding the Mid-Year review. The MYA Budget amends the Adjusted Budget to include the changes proposed by staff for the remainder of the fiscal year.

The MYA Budget shows a \$1.4 million surplus of revenues over expenditures, with a modest reduction of (\$19,539) from the Adjusted Budget. Airport land sales and Development Agreement non-operating revenues produced the surplus, but operating deficits described herein consumed a substantial portion of the non-operating revenues that otherwise would have accrued to the reserve balance.

The primary emphasis of this Memorandum is the General Fund Operating Budget.

Analysis

Table 2 removes non-operating revenues and expenditures from the comparison, including asset sales, development agreement revenues/expenses, and other one-time revenues/expenses. This depicts the true operating program for the City. While the Adopted Budget originally projected a \$1,594,770 surplus, the Adjusted Budget produces a deficit of (\$575,165) and the Mid-Year Adjusted Budget forecasts a (\$2,690,874) deficit, a variance between the latter of (\$2,115,709). This deficit requires a contribution from general fund reserves to balance. This memorandum addresses the principal causes of this outcome.

Table 2					
Summary of General Fund C	Operating Act	ivity			
	Adopted	Adjusted	Mid-Year		
	Budget	Budget	Budget	Change Adopted - I	Mid-Year
	FY 18	FY 18	FY 18	\$	%
Revenues	77,545,830	80,446,437	82,259,636	1,813,199	2%
Taxes	55,278,200	55,278,200	56,155,200	877,000	2%
Other Revenues	22,267,630	25,168,237	26,104,436	936,199	4%
Expenditures	75,951,060	81,021,602	84,950,510	3,928,908	5%
Salaries & Benefits	53,268,767	51,874,516	52,720,769	846,253	2%
Services & Supplies	21,823,932	23,669,936	25,752,591	2,082,655	9%
Capital Outlay	-	-	-	-	0%
Debt Service	216,886	5,000	5,000	-	0%
Other	641,475	5,472,150	6,472,150	1,000,000	18%
O	4 504 770	(575.405)	(0.000.074)	(0.445.700)	
Operating Surplus/(Deficit)	1,594,770	(575,165)	(2,690,874)	(2,115,709)	

General Fund Operating Revenues

Table 3 summarizes the Mid-Year revenue adjustments (**Exhibit A**) that result in a **\$1,813,199** (2%) increase to General Fund Operating Revenues compared to the Adopted Budget due to the following:

Table 3					
Summary of General Fund Op	perating Rever	nues			
	Adopted	Adjusted	Mid-Year		
	Budget	Budget	Budget	Change Adopted - N	Mid-Year
	FY 18	FY 18	FY 18	\$	%
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Taxes	55,278,200	55,278,200	56,155,200	877,000	2%
Sales Taxes	14,894,000	14,894,000	16,231,000	1,337,000	9%
Utility Taxes	14,195,500	14,195,500	13,890,500	(305,000)	-2%
In Lieu Property Tax (VLF)	11,300,000	11,300,000	11,300,000	0	0%
Property Taxes	10,098,000	10,098,000	10,098,000	0	0%
Other Taxes	4,790,700	4,790,700	4,635,700	(155,000)	-3%
Other Revenues	22,267,630	25,168,237	26,104,436	936,199	4%
Revenue/Other Agencies	3,448,420	6,157,399	6,303,324	145,925	2%
RUA Lease Payments	3,140,530	3,140,530	3,140,530	0	0%
Services Charges	7,022,200	7,006,200	7,145,150	138,950	2%
Licenses/Permits	4,271,250	4,271,250	4,818,793	547,543	13%
Operating Transfers In	2,384,130	2,584,275	2,590,286	6,011	0%
Use of Money	894,800	894,800	894,800	0	0%
Misc Revenue	555,700	563,183	665,953	102,770	18%
Fines/Penalties/Other	550,600	550,600	545,600	(5,000)	-1%
Total Revenues	77,545,830	80,446,437	82,259,636	1,813,199	2%

- Taxes. Sales tax revenue increased by \$1,337,000; however, this gain is offset by a \$650,000 increase in expenditures for a tax sharing agreement (Medline). The Utility Users Tax and Other Taxes decreased by \$460,000 resulting in a net revenue increase of \$877,000 or 2% for all taxes. The Utility Users Tax decreased because of lower water revenue than expected due to water conservation efficiencies (\$700,000 UUT decrease) and lower phone UUT (\$150,000 decrease). The Other Tax decrease is due to lower franchise fee revenue collected (a \$250,000 decrease). Burrtec recently implemented a new billing approach to improve cash flow by providing the option to pay service charges through the property tax collection system; however, the result is lower interest and penalty collections.
- Other Revenue. Other Revenue increased by \$936,199 or 4%. The Development Services Department requested an increase of \$503,000 due to expanded development activity (some of this revenue offsets expenditures discussed later). The Building Division requests the largest change with increases requested of \$210,000 for electrical permits, \$170,000 for building permits, and \$100,000 for mechanical permits. The remaining departments either requested minor increases to match budget to actual revenues or

remained status quo with their original projections.

General Fund Operating Expenditures by Category

Table 4 summarizes the Mid-Year expenditure adjustments (**Exhibit B**) that result in a **\$3,928,908** (5%) increase to General Fund operating expenditures, compared to the Adjusted Budget. The largest percentage increase occurred in the Other category (18%), followed by Services & Supplies (9%), and then Salaries/Benefits (2%). **Table 5** disaggregates the Salaries & Benefits into its constituent components.

Table 4						
Summa	ry of General Fund Ope	erating Expend	litures Trends	i		
		Adopted	Adjusted	Mid-Year		
		Budget	Budget	Budget	Change Adopted - N	Mid-Year
		FY 18	FY 18	FY 18	\$	%
Total E	xpenses	75,951,060	81,021,602	84,950,510	3,928,908	5%
	Salaries & Benefits	53,268,767	51,874,516	52,720,769	846,253	2%
	Services & Supplies	21,823,932	23,669,936	25,752,591	2,082,655	9%
	Capital Outlay	0	0	0	0	0%
	Debt Service	216,886	5,000	5,000	0	0%
	Other	641,475	5,472,150	6,472,150	1,000,000	18%
% of O	perating Budget	100%	100%	100%		
	Salaries & Benefits	70%	64%	62%		-2%
	Services & Supplies	29%	29%	30%		1%
	Capital Outlay	0%	0%	0%		0%
	Debt Service	0%	0%	0%		0%
	Other	1%	7%	8%		1%

- Salaries & Benefits increased by \$846,253 due to the following:
 - Salaries increased by a nominal \$59,470. Salary savings from vacant positions substantially offset any increases due to step increases and other compensation enhancements.
 - Overtime increased by \$572,723 or 12% due to the impact of the Flores Settlement Agreement for the current year and vacancies backfilled with overtime services. The Fire Department requested the largest increase \$775,100 in overtime due to vacancy backfills and the Flores consequences, although offset by salary savings. The Police Department requested the second largest overtime increase of \$274,500.

The original budget estimated retroactive overtime payments and current year increases at \$2,601,000, all budgeted in the legal costs category under Services & Supplies. The actual settlement amount was \$2,891,469, with \$2,011,100

Table 5 Summary of General Fund	l Salary & Ben	efit Trends			
	Adopted	Adjusted	Mid-Year		
	Budget	Budget	Budget	Change Adopted	- Mid-Year
	FY 18	FY 18	FY 18	\$	%
Salaries & Benefits	53,268,767	51,874,516	52,720,769	846,253	1.6%
Salaries	24,740,593	23,804,746	23,864,216	59,470	0.2%
Overtime	5,034,094	4,943,332	5,516,055	572,723	11.6%
PERS UAL & NC	11,298,349	11,148,789	11,050,529	(98,260)	-0.9%
Other Benefits	11,137,366	10,919,284	11,231,604	312,320	2.9%
OPEB	1,058,365	1,058,365	1,058,365	-	0.0%
% of Total Compensation	100%	100%	100%		
Salaries	46.4%	45.9%	45.3%		-0.6%
Overtime	9.5%	9.5%	10.5%		1.0%
PERS UAL & NC	21.2%	21.5%	21.0%		-0.5%
Other Benefits	20.9%	21.1%	21.3%		0.2%
OPEB	2.0%	2.0%	2.0%		0.0%

representing the retroactive cost payable in FY18 and \$880,369 the retroactive cost payable in FY19. The FY18 Flores impact is \$504,830 in higher overtime payments.

The Police Department and the Fire Department absorbed the largest amount of this settlement because public safety incurs most overtime. The Flores Decision established that cafeteria benefit payments must be included in the calculation of the base hourly wage rate, thereby increasing the overtime rate of pay.

- PERS costs decreased by (\$98,260) due to multiple vacancies. The PERS cost is budgeted by position and if during the year a position becomes vacant, the City no longer pays the normal cost due to the lack of salary earned. The payment toward the unfunded liability does not change with payroll changes.
- Other Benefits increased by \$312,320 due to long-term employees leaving and receiving their termination payouts, as well as an increase in current employees receiving cash-out payments on their leave accruals.
- Services & Supplies increased by \$2,082,655 (9%) due to the following:
 - Legal Costs increased by \$1,530,000. The Police Department saw the largest increase
 in legal costs (excluding the impact of the Flores Decision) of \$1,211,000. Previously,
 the City coded legal costs to an internal service fund and allocated to the department
 based upon percentage of total operating budget; however, the City changed this with

the Adopted FY18 Budget and the City now codes costs directly to departments based upon actual usage. Department Directors are now responsible for managing and approving legal invoices, thereby providing clearer responsibility for minimizing legal costs and properly apportioning legal costs to the source of the request for services.

- Contract Services. The increases are due to expanding development activity. The revenue increases mentioned above are essentially pass through revenues for the contract costs of building and planning plan check services. In addition, this category reflects the increased sales tax rebate payment to Medline Industries (offset by the aforementioned increase in sales tax revenue).
- The Other category increased due to an increase in Worker's Compensation costs requiring a \$1 million General Fund transfer to the respective internal service fund. The City has shifted to a more aggressive claim strategy to settle and/or pay-off old costs to reduce the long-term burden to the City. This strategy will result in larger payments now to offset the claims liability in the future.

Expenditures by Department

Table 6 below compares Departmental expenditures between the Adjusted Budget and the MYA Budget. The noteworthy changes include:

- Non-Departmental expenditures increased by \$1,375,390 (15%) due to the large separation payments for long-term workers and the Worker's Compensation Fund Transfer.
- The **Police Department** costs increased by \$1,163,470 (4%) due to the allocation of actual legal costs, the increase in overtime payments due to Flores, dispatch coverage backfill costs caused by labor shortfalls -- and other unrealized labor savings.
- The **Development Services Department** expenditures increased by \$719,678 (17%) due
 to an increase in contract service costs, offset by building permit and plan check revenue
 from increased development activity.
- The Fire Department expenditures increased by \$650,920 (3%) due to increased overtime costs from Flores and vacant positions, partially offset by salary savings due to vacant positions.

These four Departments explain 99% of the expenditure variance.

Table 6						
Summary of Recurring General Fund Expenditures by Department						
	Adopted	Adjusted	Mid-Year			
	Budget	Budget	Budget	Change Adopted	d - Mid-Year	
	FY 18	FY 18	FY 18	\$	%	
Department	75,951,060	81,021,602	84,950,510	3,928,908	5%	
Administrative Services	1,793,729	1,801,813	1,898,183	96,370	5%	
City Administrator	731,581	807,581	824,901	17,320	2%	
City Clerk	657,134	656,556	672,906	16,350	2%	
City Council	424,202	424,201	420,341	(3,860)	-1%	
City Treasurer	460,561	460,561	458,491	(2,070)	0%	
Community Services - Subsidy Amount	2,674,944	2,673,109	2,673,109	0	0%	
Development Services	3,990,029	4,315,615	5,035,293	719,678	17%	
Fire	19,262,101	20,814,577	21,465,497	650,920	3%	
Human Resources	875,688	875,687	867,497	(8,190)	-1%	
Management Services	747,980	755,269	743,269	(12,000)	-2%	
Non-Departmental	6,162,964	8,995,296	10,370,686	1,375,390	15%	
Police	29,950,945	29,919,961	31,083,431	1,163,470	4%	
Public Works	8,219,202	8,521,376	8,436,906	(84,470)	-1%	

General Fund Reserve Analysis/Mid-Year Budget Adjustments

The General Fund Reserve Analysis (see Exhibit C for detail or **Table 7** below) shows how the reserves change from the Adopted Budget to the Adjusted Budget based upon subsequent City Council actions.

The Beginning Balance for the Adjusted Budget reflects the Fiscal Year 2016-17 audited ending balance. The major changes to the Reserve Balance from the Adopted Budget to the MYA Budget are:

- The MYA Budget adds the revenue and expenditure carry forwards approved by the City Council on December 15, 2017 in the amount of \$2,803,123 and (\$3,997,960) respectively. These largely represent capital projects in progress (see **Schedule A to Exhibit C**). The bulk of the revenue derives from the IGT Subvention (\$2,510,732) and the bulk of the expenditures (\$1,965,182) also relate to the IGT Program and the purchase of Flood Control property for the Renaissance East project (\$1,671,000). The City expects to recover the Flood Control property purchase cost from future land sales revenue.
- The MYA Budget adds the revenue and expenditure adjustments approved by the City Council during the first half for \$97,483 (revenues) and (\$4,210,993) (expenses) (see **Schedule B to Exhibit C**). The largest expenditures approved by the City Council include the Community Choice Aggregation Feasibility Analysis (\$325,000), a contribution to the Annual Street Overlay Project (\$1,000,000), design work for the Baca/Turch Park (\$1,707,625), and the Holman Capital Solar Project Financing (\$750,000).

Table 7			
General	Fund	Reserve	Forecast

		Adopted Budget	Adjusted MY Budget
Beginn	ing Balance at July 1 FYE 2017	70,519,152	69,329,373
Activity	for FY18		
-	FY2017-18 Adopted Operating Revenues	77,545,830	77,545,830
	FY2017-18 Adopted Non-Operating Revenues	12,428,000	12,428,000
	FY2017-18 Adopted Operating Expenditures	(75,951,060)	(75,951,060)
	FY2017-18 Adopted Non-Operating Expenditures	(6,154,400)	(6,154,400)
	FY2016-17 PO Rolls to FY2017-18	0	(1,134,751)
	Flores Accrual	0	795,299
Sch. A	FY2016-17 Revenue Carry-Forward to FY2017-18	0	2,803,123
Sch. A	FY2016-17 Expenditure Carry-Forward to FY2017-18	0	(3,997,960)
Sch. B	FY2017-18 Council Revenue Adjustments - One-Time Items	0	97,483
Sch. B	FY2017-18 Council Expenditure Adjustments - One-Time Items	0	(4,210,993)
Ex A	FY2017-18 Mid-Year Revenue Adjustments	0	1,813,199
Ex B	FY2017-18 Mid-Year Expense Adjustments	0	(1,832,838)
Project	ed Surplus/(Deficit) at June 30, 2018	7,868,370	2,200,932
Reserve	Balance Before Reservations	78,387,522	71,530,305
Reserve	Requirement	(37,975,530)	(38,891,949)
Net Res	serve after Policy Requirement Application	40,411,992	32,638,356

- The MYA Budget adds Purchase Order encumbrances rolled forward from FY17 for (\$1,134,751). These represent obligations for services or capital outlay approved by the City Council in prior budget years (see Schedule C to Exhibit C). The roll forwards include Wallace & Associates (\$130,342) for on-call engineering services, KTGY for Pepper Avenue Specific Plan services (\$69,548), and Willdan (approximately \$185,000) for on-call engineering services.
- The MYA Budget Beginning Balance includes the Flores Decision accrual (\$2,891,469) and the MYA Budget reports the actual expenditure of \$2,096,170, consequently the positive adjustment of \$795,299 shown avoids a double counting of the expenditure.
- The MYA Budget adds the revenue and expenditure adjustments submitted with the Mid-Year for revenues of \$1,813,199 and expenditures of (\$1,832,738) (see Exhibits A and B).
 The drivers of these increases were discussed earlier in the report.
- The Net Reserve Requirement (based upon 50% of operating expenditures) increases to

\$38,891,949. The City maintains reserves in excess of the policy requirement; however, the Net Reserve after Policy Requirement Application drops from \$40,411,992 to \$32,638,356, a change of (\$7,773,636) because the audit reduced the beginning balance by \$1,189,779, added expenditures exceeded added revenues by \$5,667,438, and the Reserve Requirement increased by \$916,419 due to an adjustment in the operating expenditures.

	Adopted Budget	Adjusted MY Budget	Notes
Net Reserve after Policy Requirement Application	40,411,992	32,638,356	
Reservations against Net Reserve			
Advances to Other Funds	(1,200,000)	(1,300,000)	no record of repayment from other funds
Inventory	0	(50,290)	
Operational Reserve	(5,000,000)	0	Council directed release of Op Reserve
Reserved-Capital Project-Streets	(2,107,516)	(1,107,516)	Funds expended in FY18
Reserved-Capital Project-Parks	(1,733,246)	(310,663)	Funds expended in FY18
Reserved-Capital Project-FS 205	(5,000,000)	(5,000,000)	
Reserved-Capital Project-Airport Cont. Liability	(3,554,203)	(3,994,000)	current balance at March 31, 2018
Reserved-Capital Project-J. Sampson Park	(5,600,000)	0	supplanted with Park DIF
Reserved-Capital Project-Frisbie Park	(7,875,000)	(2,564,345)	Park DIF of \$5.2M balance from reserves
Reserved-Capital Project-Baca/Turch Park	(7,007,625)	(16,049,614)	amount that should be in Baca/Turch
Reservations on Reserve Requirement Balance	(39,077,590)	(30,376,428)	
Net Unencumbered Reserve at June 30, 2018	1,334,402	2,261,928	

- **Table 8** shows where the Net Reserve after Policy Requirement Application of \$32,638,356 is committed to various capital projects listed. The analysis shows that there are unencumbered reserves of \$2,261,928; however, this required the un-designation of the \$5,000,000 operational reserve as directed by the City Council and the substitution of the Park and Open Space Fees for the previously allocated reserves for Joe Sampson Park (\$5,600,000.
- Frisbie Park has a reserve allocation of \$2,564,345 in addition to Park and Open Space Fee funding and anticipated \$1,480,945 from a closing transfer deposit from the sale of Building 6, combined to total \$7,875,000. Frisbie Park will probably require supplemental funding to cover its construction costs expected to reach \$19 million. The City Council may need to "borrow" allocations reserved for the Baca/Turch Park with funding replenished from future Park Fee and land sale proceeds. There are other potential reserve requirements pending (Renaissance East Project) and the Casmalia property acquisition that may require reserve allocations. In reality, the City does not forecast any unencumbered reserves at June 30, 2018.

General Fund Summary

Operating revenues increase by \$1,813,199 while operating expenditures increase by (\$1,832,738), a net change of (\$19,539). The Adjusted Budget forecasted a \$575,165 deficit and the MYA Budget now projects a \$2,690,874 deficit largely due to the additional cost of overtime increases caused by the Flores Settlement and position vacancies (\$550,000), legal expenditures

(\$939,000), one-time worker's compensation settlement costs (\$1,000,000), and other cost increases. **Exhibits A and B** provide the detailed revenue and expenditure budget adjustments that will be attached to the Resolution approving the Mid-Year Budget.

The non-operating General Fund revenues were \$12,428,000 and non-operating expenditures were (\$10,417,062). The proposed changes to the non-operating General Fund Budget only have to do with the Flores Case expenditures.

The Adopted FY18 Budget froze 11 positions for a projected savings of \$1,383,262. These positions remain frozen for FY18. In addition, two positions (Development Services Specialist and Accounting Supervisor) vacated and will not be refilled during FY18 for savings. The City Administrator and City Council will now authorize release of any new recruitments or promotional opportunities to control personnel expenditures. Personnel expenditures consume 64% of the MYA Operating Budget for the General Fund.

Summary of All Funds

The Summary of All Funds attached hereto as **Exhibit D** illustrates the revised revenues, expenditures, and fund balance for the General Fund, Special Revenue Funds, Enterprise Funds, Internal Services Funds, Rialto Utility Authority Funds, Successor Agency Funds, Capital Project Funds, and Debt Service Funds. The only noteworthy changes at mid-year in the Other Funds are:

- Worker's Compensation Internal Service Fund. The revenue recognition of the \$1,000,000 allocation from the General Fund.
- **Building Maintenance Internal Service Fund**. The addition of \$211,886 in revenue related to the Energy Efficiency Project.
- Capital Project Funds/2005 TAB's. The recognition of \$1,514,937 of revenue as a reimbursement from SBCTA for the Riverside/I-10 project.

Exhibits

Exhibit A FY18 Mid-Year General Fund Revenue Adjustments
Exhibit B FY18 Mid-Year General Fund Expenditure Adjustments

Exhibit C General Fund Reserve Forecast Schedule A FY17 General Fund Carryovers

Schedule B FY18 Council Approved Revenue & Expenditure Adjustments

Schedule C FY17 Purchase Order Roll Forwards

Exhibit D FY18 Mid-Year Revenue & Expenditure Adjustments for All Other Funds

Exhibit E FY18 Mid-Year Adjusted Fund Summary

Exhibit A FY18 Mid-Year General Fund Revenue Adjustments

Exhibit B FY18 Mid-Year General Fund Expenditure Adjustments

Exhibit C General Fund Reserve Forecast

Schedule A to Exhibit C FY17 General Fund Carryovers

Schedule B to Exhibit C FY18 Council Approved Revenue & Expenditure Adjustments

Schedule C to Exhibit C FY17 Purchase Order Roll Forwards

Exhibit D FY18 Mid-Year Revenue & Expenditure Adjustments for All Other Funds

Exhibit E FY18 Mid-Year Adjusted Fund Summary