



FY 2020/21

Financial Report

General Fund and Measure Z





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GENERAL FUND

With the onset of the COVID-19 pandemic in March of 2020, the City shifted course from its normal two-year budget cycle to an emergency budget for Fiscal Year (FY) 2020/21 given all the uncertainty. Many Southern California cities and local agencies implemented severe austerity measures in response to the pandemic, slashing revenue projections by 20% or more and permanently reducing staffing levels. However, Finance staff determined that the City of Riverside's revenue demographics did not warrant such drastic measures and instead recommended a 10% contingency revenue reduction from the original anticipated budget. As a result, the following balancing measures were adopted in the Fiscal Year 2021 emergency budget to close an estimated \$15 million (M) structural deficit and to offset the contingency revenue reduction:

- Vacancy savings target of \$15.7M, achieved through an immediate suspension of recruitment for existing vacant positions.
- Anticipated \$7M savings from the issuance of a Pension Obligation Bond in June 2020.
- Maintaining the Measure Z support level rather than adopting a programmed \$6.5M reduction predicated on a General Fund five-year plan that projected strong, continued revenue growth and significant one-time revenues such as the sale of City property to offset increasing operating costs.
- Allocating \$6M from the unexpended Measure Z Spending Contingency line item to the General Fund.
- Transferring \$6.2M of the Section 115 Trust's \$9.4M value (at the time of budget adoption) to the General Fund to help pay for the FY 2020/21 UAL payment.

General Fund Results at a Glance

9.8%
Revenues Exceeded
Adopted Budget Projections

2.2%
Projected
Expenditure Savings

\$28.6M
NET GAIN
After Carryovers

The General Fund's **unaudited** actuals present a net gain of \$28.6M, primarily due to revenues performing exceptionally well despite the pandemic. The emergency budget included a 10% contingency revenue reduction for the potential effects of the pandemic on City revenues, but sales tax exceeded the contingency estimate by \$18.7M. CARES Act funding for public safety costs of \$5.8M also added to strong revenue performance.

GENERAL FUND SUMMARY

(in millions)	Adopted Budget	Adjusted Budget	Unaudited Actuals
Incoming Resources	\$ 271.40	\$ 271.37	\$ 298.03
FY 2020/21 Expenditures	\$ 271.40	\$ 270.31	\$ 262.14
FY 2019/20 Encumbrances		3.73	
FY 2019/20 Carryovers		1.32	
FY 2020/21 Encumbrances			4.81
FY 2020/21 Carryovers			2.48
Total Outgoing Resources	\$ 271.40	\$275.36	\$ 269.43
Projected Net Gain / (Loss)	\$ -	\$ (3.99)	\$ 28.60

Revenue

While the fiscal impact of COVID-19 on General Fund revenues could not be reasonably estimated in time for budget adoption, staff recommended, and the City Council approved, that the City plan for a 10% revenue reduction in FY 2020/21 totaling \$28.1M. The estimated 10% reduction was based on the City's revenue demographics and revenue declines experienced immediately following previous economic recessions such as the 2008 Great Recession as well as limited data available during the pandemic.

CONTINGENCY REVENUE REDUCTIONS AND BALANCING MEASURES

(in millions)	Initial Projection	Contingency Reduction	Adopted
Property Taxes	\$ 72.30	\$ (1.45)	\$ 70.85
Sales and Use Tax	69.46	(9.82)	59.64
Transient Occupancy Tax	7.74	(5.03)	2.71
Licenses & Non-Developer Permits	9.75	(2.93)	6.82
Non-Development Charges for Services	11.00	(1.10)	9.90
Other Revenues and Transfers In	110.53	(7.75)*	102.78
Total Contingency Revenue Reductions	\$ 280.78	\$ (28.08)	\$ 252.70
Balancing Measures – Transfers In	-	\$18.70	\$18.70
Total Revenues and Transfers In	\$ 280.78	\$ (9.38)	\$ 271.40

*Uncategorized revenue reduction to achieve a total 10% reduction in General Fund revenue projections.

Actual revenues came in \$26.6M higher than the adopted emergency budget and \$17.3M higher than pre-pandemic projections. Due to the excellent performance of revenues, **the \$6M use of Measure Z contingency funding and the \$6.2M transfer from the Section 115 Trust were not recorded**; that funding remained intact in those respective funds rather than being transferred to the General Fund.

FISCAL YEAR REVENUE RESULTS

(in millions)	Adopted Budget	Unaudited Actuals	\$ Variance	% Variance
Property Taxes	\$ 70.85	\$ 73.59	\$ 2.74	3.9%
Sales and Use Tax	59.64	78.32	18.68	31.3%
Utility Users Tax	30.07	30.58	0.51	1.7%
Transient Occupancy Tax	2.71	5.80	3.09	114.0%
Franchise Fees	5.26	5.53	0.27	5.1%
Licenses & Non-Developer Permits	6.82	8.64	1.82	26.7%
Non-Development Charges for Services	9.90	8.15	(1.75)	-17.7%
Developer Fees & Charges for Services	7.25	6.40	(0.85)	-11.7%
General Fund Transfer	48.69	46.87	(1.82)	-3.7%
Measure Z Transfer	24.27	18.27	(6.00)	-24.7%
Section 115 Trust Transfer	6.17	-	(6.17)	-100.0%
CARES Act Funding	-	5.82	5.82	100.0%
Other Revenues & Transfers In*	(0.23)	10.06	10.29	-4,473.9%
Total Revenues & Transfers In	\$ 271.40	\$ 298.03	\$ 26.63	9.8%

*Includes the uncategorized revenue reduction to achieve a total 10% reduction in General Fund revenue projections.

PENT UP DEMAND FOR TRAVEL AND EXPERIENCES, THE RETURN OF COMMUTERS WITH MORE COSTLY FUEL, AND LABOR SHORTAGES ARE PUTTING UPWARD PRESSURE ON PRICES AND WILL AFFECT CONSUMER'S DISCRETIONARY INCOME AND TIGHTEN GROWTH BY THE START OF 2022. PUBLIC AGENCIES WILL NEED TO CONTINUE EVALUATING THEIR SALES TAX STRATEGIES, ECONOMIC DEVELOPMENT TACTICS AND REVENUE MEASURES TO ADJUST.

HdL; October 2021

The following table and chart show the 10-year history of General Fund revenues with the impact of **General Fund restructuring and debt proceeds removed to accommodate year-over-year comparability**, such as the following, which are not included for any fiscal year: Fire Bond property tax; proceeds from debt; entertainment venue revenues; grants; and capital projects.

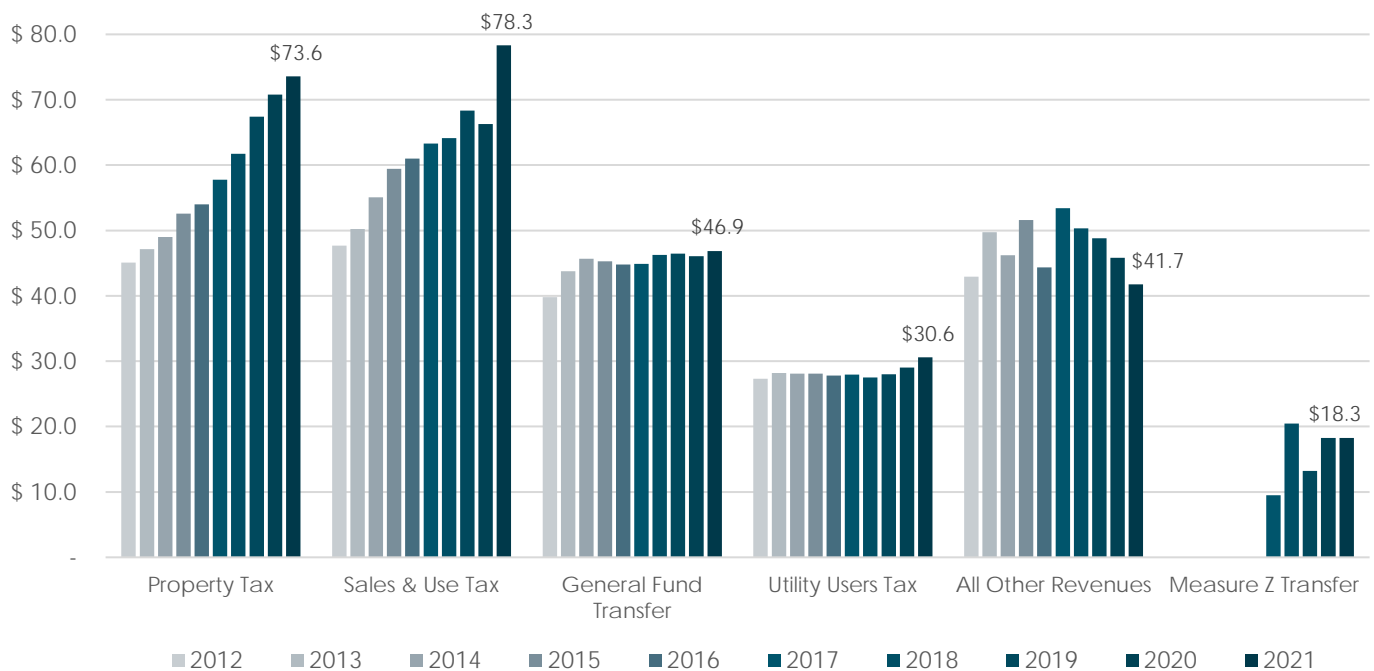
GENERAL FUND REVENUES – 10-YEAR HISTORY

(in millions)	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Property Taxes	\$ 45.1	\$ 47.1	\$ 49.0	\$ 52.6	\$ 54.0	\$ 57.8	\$ 61.7	\$ 67.4	\$ 70.8	\$73.6
Sales and Use Tax	47.7	50.2	55.1	59.4	61.0	63.3	64.1	68.4	66.3	78.3
Utility Users Tax	27.3	28.2	28.1	28.1	27.8	28.0	27.5	28.0	29.0	30.6
General Fund Transfer	39.8	43.8	45.7	45.3	44.8	44.9	46.2	46.5	46.1	46.9
Measure Z Transfer						9.5	20.5	13.2	18.3	18.3
All Other Revenues	46.2	53.3	49.1	55.2	48.3	52.8	49.9	48.5	45.9	41.7
Total Revenues*	\$ 206.1	\$ 222.6	\$ 227.0	\$ 240.6	\$ 235.9	\$ 256.3	\$ 269.9	\$ 272.0	\$ 276.4	\$ 289.4
Growth over Prior Year		8.0%	2.0%	5.9%	-2.0%	8.6%	5.4%	0.7%	1.6%	4.7%

*Excludes items that impair comparability from year-to-year, as previously described. 2021 revenues reported in this table exclude grant/intergovernmental revenue totaling \$8.6M.

Property Taxes, Sales and Use Tax, Utility Users Tax, and the General Fund Transfer accounted for 79.3% of all General Fund revenues in 2021. In the past 10 years, the total of these revenue sources as a percent of total revenues has ranged from a low of 75.7% in 2017 to a high of 80.9% in 2016.

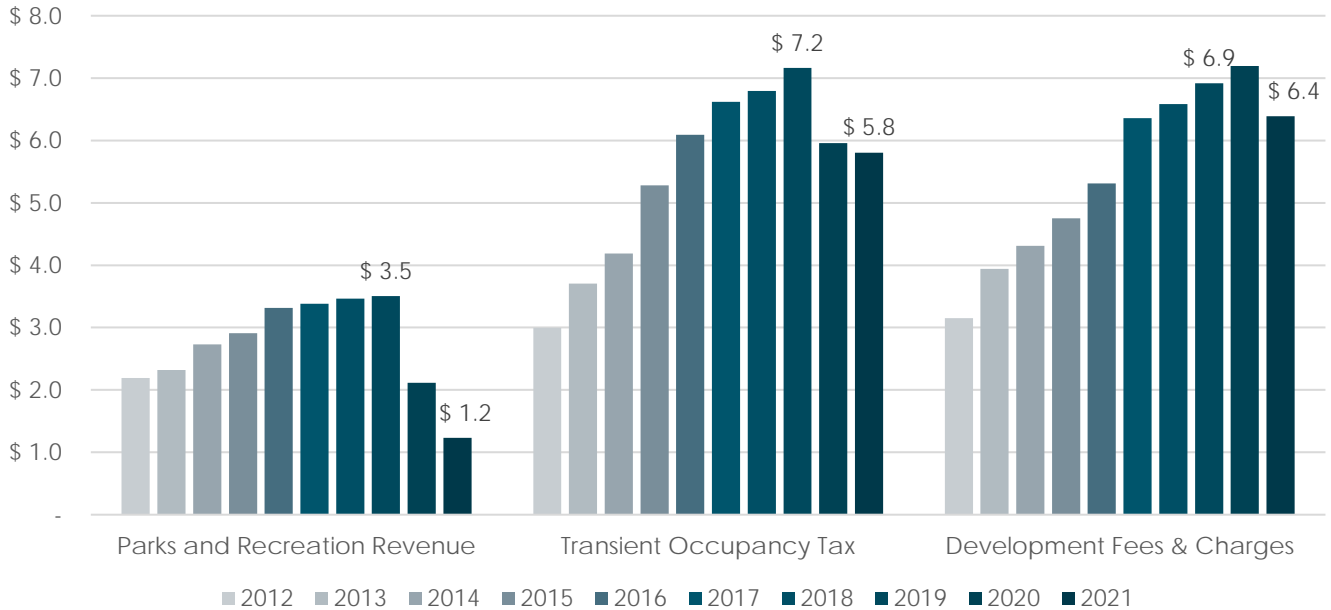
10-YEAR GENERAL FUND REVENUE (in millions)





Some revenues continued to be impacted by the pandemic through 2021. The following chart includes labels for the 2019 revenue (the last full year of pre-pandemic revenues) and the 2021 revenue.

SPECIFIC REVENUES SOURCES - 10 YEAR HISTORY (in millions)



Expenditures

Prior to the onset of the pandemic, the proposed budget presented a structural deficit of approximately \$15M, due to years of revenues not keeping pace with rising costs. The introduction of the CalPERS UAL in 2016, which set a 20-year payment schedule for agencies to fully fund the Unfunded Accrued Liability, exacerbated the structural deficit. With the onset of the pandemic and resulting freeze of recruitment efforts, staff recommended – and City Council approved – the adoption of a \$15.7M vacancy savings target as a balancing measure for the General Fund. The vacancy targets per department were directly tied to a point in time vacant positions as of March 13, 2020 per the City’s Human Resources (HR) system. This did not account for any outstanding job offers or other items pending outside of the HR system.

The FY 2020/21 expenditure budget is comprised of the adopted emergency budget of \$271.4M, \$5.0M of unexpended funds carried forward from the previous fiscal year, and numerous budget adjustments made during the normal course of business. The total adjusted budget for FY 2020/21 is \$275.4M.

Encumbrances of \$4.8M and project/grant carryovers of \$0.2M have been carried forward to FY 2021/22 as provided for in the Riverside Municipal Code. **Staff is requesting Council approval of an additional \$2.3M in carryovers**, included in Appendix A of this report. If the carryovers are approved, total expenditures savings for FY 2020/21 will be \$5.93M, or 2.2% of the total budget.

FISCAL YEAR EXPENDITURE RESULTS

(in millions)	Adopted Budget	Total Budget	Unaudited Actuals*	\$ Variance	% Variance
Personnel	\$ 200.08	\$ 199.52	\$ 196.09	\$ 3.43	1.7%
CalPERS UAL – Safety	19.66	7.21	7.21	-	0.0%
CalPERS UAL – Miscellaneous	10.22	3.86	3.86	-	0.0%
POB Issuance – UAL Savings	(7.00)	-	-	-	0.0%
Non-Personnel Costs	54.39	57.95	52.30	5.65	9.7%
Special Projects	6.42	6.20	5.43	0.77	12.4%
Minor Capital & Grants	0.45	1.27	1.71	(0.44)	-34.6%
Debt Service	18.65	30.20	30.20	-	0.0%
Charges To/From	(20.10)	(20.93)	(20.65)	(0.28)	1.3%
Cost Allocation Plan	(23.08)	(23.42)	(23.42)	-	0.0%
Special Districts Fund Subsidy	1.20	1.20	1.14	0.06	5.0%
Convention Center Fund Subsidy	5.20	5.20	7.12	(1.92)	-36.9%
Entertainment Fund Subsidy	3.83	3.83	4.95	(1.12)	-29.2%
Transfers to Other Funds	1.48	3.27	3.49	(0.22)	-6.7%
Total Expenditures & Transfers Out	\$ 271.40	\$ 275.36	\$ 269.43	\$ 5.93	2.2%

*Includes \$4.81 in encumbrances and \$0.21M project/grant carryovers recorded as allowed by the Riverside Municipal Code; and \$2.27M in other carryovers recommended for Council approval (refer to Appendix A).

Explanation of Budget Overages

- **Minor Capital & Grants:** This category includes 100% reimbursable Mutual Aid expense that is not budgeted due to its unpredictability. The Fire Department routinely assists as needed outside of City limits and is reimbursed for the related costs.
- **Charges To/From:** The amount charged to capital projects will vary depending upon project activity.
- **Convention Center Fund Subsidy:** The General Fund subsidizes the debt and net operating losses of the Convention Center, Riverside Visitor’s Bureau, and Sports Commission. The subsidy budget was not adjusted due to the unpredictable effect of the pandemic on the venues.
- **Entertainment Fund Subsidy:** The General Fund subsidizes the debt and net operating losses of the Fox, Box, and Municipal Auditorium. The subsidy budget was not adjusted due to the unpredictable effect of the pandemic on the venues.
- **Transfers to Other Funds:** The budget overage is attributable to ongoing General Fund restructuring; in FY 2020/21, the fund balance attributable to the General Plan Surcharge and the Technology Fee, each of which are restricted in use of funding, were transferred to the Grants and Restricted Programs fund.

FISCAL YEAR DEPARTMENTAL RESULTS

(in millions)	Adopted Budget	Total Budget	Unaudited Actuals*	\$ Variance	% Variance
Mayor	\$ 0.85	\$ 0.81	\$ 0.67	\$ 0.14	17.3%
City Council	1.50	1.43	1.20	0.23	16.1%
City Manager	4.54	4.22	3.70	0.52	12.3%
City Clerk	3.17	2.33	1.76	0.57	24.5%
City Attorney	5.39	4.96	5.03	(0.07)	-1.4%
Human Resources	3.61	3.63	3.14	0.49	13.5%
General Services	4.69	4.55	3.78	0.77	16.9%
Finance	6.68	6.45	6.36	0.09	1.4%
Innovation & Technology	10.40	10.52	10.24	0.28	2.7%
Community Development	14.99	14.65	13.01	1.64	11.2%
Police	115.80	107.22	103.65	3.57	3.3%
Fire	63.29	58.24	63.79	(5.55)	-9.5%
Public Works	14.84	14.07	13.94	0.13	0.9%
Library	7.52	7.41	6.52	0.89	12.0%
Parks, Rec, & Comm. Services	21.64	21.67	18.53	3.14	14.5%
Museum	1.95	2.22	2.06	0.16	7.2%
Non-Departmental	13.62	34.40	35.47	(1.07)	-3.1%
Cost Allocation Plan	(23.08)	(23.42)	(23.42)	-	0.0%
Total Expenditures & Transfers Out	\$ 271.40	\$ 275.36	\$ 269.43	\$ 5.93	2.2%

*Includes \$4.81 in encumbrances and \$0.21M project/grant carryovers recorded as allowed by the Riverside Municipal Code; and \$2.27M in other carryovers recommended for Council approval (refer to Appendix A).

Explanation of Budget Overages

- **City Attorney:** An unfunded position included in the department's vacancy savings target was filled, causing a budget overage of \$190,000 in Personnel, offset by savings in other categories for a net budget overage of \$71,800.
- **Fire:** \$3.13M of the budget overage is attributable to Mutual Aid costs which are 100% reimbursable. Mutual Aid expense is not budgeted due to its unpredictability. Fire exceeded its Personnel budget by \$2.5M and did not achieve its vacancy savings target of \$1.9M. In Fire-Operations, the overtime budget of \$8.5M was overspent by \$1.7M representing 41% of base salary costs.
- **Non-Departmental:** The budget overage is directly attributable to the increased fund subsidies for the Convention Center and Entertainment Funds.

The following tables and charts show the 10-year history of General Fund expenditures. The effects of General Fund restructuring are most evident in the Minor Capital, Grants, Debt Service, and Fund subsidies categories. In 2018 Measure Z became effective, and some personnel costs were shifted from the General Fund to Measure Z. In 2021, the City issued a Pension Obligation Bond which shifted some CalPERS UAL costs to the Debt Service category and resulted in a net savings of \$7.2M in 2021.

The 2021 actuals in the following table will differ from the previous charts: the actuals below do not include carryovers and encumbrances totaling \$7.3M.

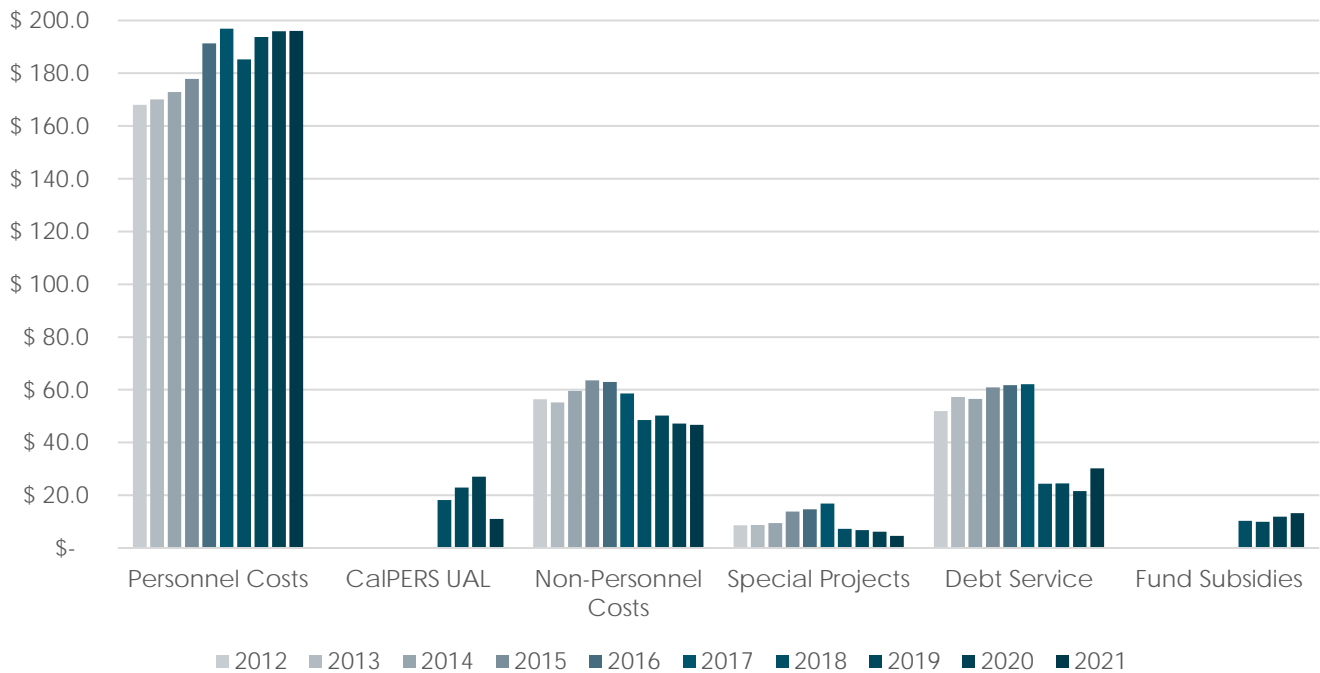
GENERAL FUND EXPENDITURES – 10-YEAR HISTORY

(in millions)	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Personnel Costs	\$168.0	\$ 170.1	\$ 172.9	\$ 177.9	\$ 191.3	\$ 197.0	\$ 185.2	\$ 193.8	\$ 196.0	\$ 196.1
CalPERS UAL – Safety							11.4	14.3	17.2	7.2
CalPERS UAL – Misc							6.8	8.6	9.8	3.9
Non-Personnel Costs	56.4	55.2	59.6	63.6	62.9	58.6	48.5	50.3	47.1	46.7
Special Projects	8.6	8.7	9.4	13.9	14.6	16.8	7.3	6.8	6.2	4.5
Minor Capital	3.0	4.4	6.5	4.0	8.0	3.9	2.9	2.1	0.8	0.3
Grants	6.2	4.1	5.9	5.1	5.5	4.1	4.9	0.4	0.2	0.7
Debt Service	51.9	57.2	56.6	60.9	61.8	62.2	24.3	24.5	21.6	30.2
Charges To/From	(15.1)	(16.1)	(16.4)	(16.9)	(17.2)	(16.7)	(17.4)	(19.5)	(17.2)	(20.6)
Cost Allocation Plan	(21.8)	(17.9)	(18.6)	(18.1)	(20.2)	(19.9)	(18.9)	(24.1)	(26.3)	(23.4)
Fund Subsidies							10.3	9.9	11.9	13.2
Operating Transfers	-	0.4	3.3	3.3	3.3	-	5.0	4.4	13.3*	3.3
Total Expenditures	\$257.2	\$266.1	\$279.2	\$293.7	\$310.0	\$306.0	\$270.3	\$271.5	\$280.6	\$262.1
Growth over Prior Year		3.5%	4.9%	5.2%	5.5%	-1.3%	-11.7%	0.4%	3.4%*	-6.6%

*Includes a transfer of \$9.35M to establish the Section 115 Trust for the long-term fiscal management of the CalPERS UAL. With this transaction excluded, the 2020 growth over the prior year is -0.1%.

In the following chart, **the impact of General Fund restructuring and nonrecurring items have been removed to accommodate year-over-year comparability**: grants and capital projects are not included for any fiscal year; operating transfers are also excluded. Some General Fund restructuring can still be observed in the Debt Service category: through 2017, citywide activity related to outstanding Pension Obligation Bonds were passed through the General Fund for accumulation before sending the resources to the Debt Service Fund to make the annual debt payment. In 2018, the Special Districts Fund, Convention Center Fund, and Entertainment Fund were established to provide transparency to the General Fund subsidy of those activities.

10-YEAR GENERAL FUND EXPENDITURES (in millions)

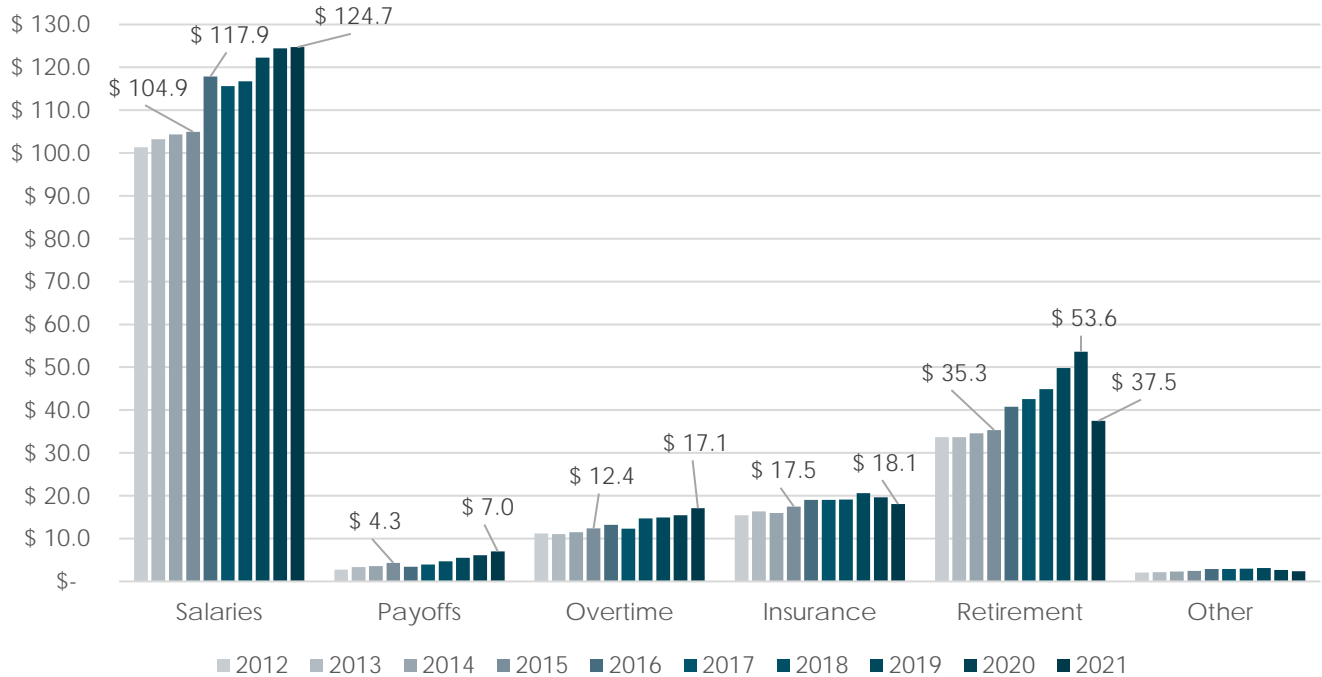


Personnel costs have risen 23.3% (\$39.2M) in the past ten years, including a \$23.4M increase in salaries and \$5.9M increase in overtime costs. Due to the changes implemented by CalPERS regarding the unfunded liability in 2018, retirement costs increased \$19.9M over ten years before declining \$16.2M in 2021 due to a lump-sum paydown with the issuance of the 2020 Pension Obligation Bond (POB). The combined cost of the 2021 UAL payment and POB debt payment was \$7.2M less as compared to the original 2021 UAL payment and is expected to save the City an estimated \$175M over the life of the debt.

GENERAL FUND PERSONNEL & CALPERS UAL COSTS – 10-YEAR HISTORY

(in millions)	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Salaries	\$101.3	\$103.2	\$104.3	\$104.9	\$117.9	\$115.6	\$116.7	\$122.2	\$124.4	\$124.7
Leave Payoffs	2.7	3.3	3.6	4.3	3.4	4.0	4.7	5.5	6.1	7.0
Overtime	11.2	11.1	11.6	12.4	13.2	12.3	14.7	15.0	15.4	17.1
Insurances	15.4	16.3	16.0	17.5	19.0	19.0	19.1	20.6	19.7	18.1
Retirement	33.7	33.7	34.6	35.3	40.8	42.6	44.9	49.8	53.6	37.5
Payroll Accruals	1.6	0.3	0.5	1.0	(5.9)	0.6	0.3	0.4	1.1	0.4
Other	2.1	2.2	2.3	2.5	2.9	2.9	3.0	3.2	2.7	2.4
Total Personnel & CalPERS UAL Costs	\$168.0	\$170.1	\$172.9	\$177.9	\$191.3	\$197.0	\$203.4	\$216.7	\$223.0	\$207.2
Growth over Prior Year		1.3%	1.6%	2.9%	7.5%	3.0%	3.2%	6.5%	2.9%	-7.1%

10-YEAR GENERAL FUND PERSONNEL COSTS (in millions)



In 2016, the spike in salary costs is attributable to a number of factors, including:

- 27 biweekly pay periods in the 2016, as compared to the usual 26 pay periods per year.
- Renegotiation of Memorandums of Understanding (MOU), which included an estimated \$3.9M immediate impact related to the Police MOUs.

The Partnership Compensation Model was introduced in 2017, with the first salary increases under the model effective in FY 2017/18, with annual salary increases based on the Balanced Revenue Index (growth in key revenue sources) annually from January 2018 through January 2021.

FY 2020/21 remained flat compared to the prior year, largely attributable to:

- Suspension of recruitment and the adoption of a \$15.7M vacancy savings target.
- SEIU and Unpresented groups foregoing minimum scheduled salary increases.
- Nearly flat revenue growth presenting salary increases of 0.22% and 2% for the Police and Fire groups, respectively.



Maintaining Reserves

The City’s policy reserve level is 20%, established as a 15% Emergency Reserve and a 5% Contingency Reserve.

At each fiscal year end, fund reserves are calculated as a percentage of the following year’s adopted budget. Since adopted appropriations typically increase from year to year, a 20% corresponding increase in reserves is required to maintain the reserve level (\$200,000 for each \$1M increase in appropriations). However, this **annual increase in the reserve requirement is not formally incorporated into the adopted budget** because the required increase in reserves for a future budget year is not known at the time of development. For example, when developing the 2021 budget, the 2022 budget appropriations – and therefore increase in required reserves – had not yet been developed. Therefore, **General Fund savings is typically needed at the end of each fiscal year to ensure that the reserve level is maintained.**

The required increase in General Fund reserves based on the adopted FY 2021/22 budget is \$3.12M.

Fund Reserves

The beginning fund balance includes all amounts available to spend at the end of the previous fiscal year, including \$15.64M in surplus reserves, \$5.05M in encumbrances and carryovers, and \$54.28M in policy reserves. Current year activity, including new encumbrance and carryover balances, required accounting changes in other fund reserves, and recomputed policy reserves are subtracted or added to the beginning fund balance to arrive at the new balance of projected surplus reserves. This amount is available for allocation per Council direction.

FUND BALANCE (in millions)

Beginning Fund Balance (Audited)	\$ 74.97
FY 2020/21 Activity	
Revenues	\$ 298.03
Expenditures	(262.14)
Encumbrances	(4.81)
Project/Grant Carryovers	(0.21)
Restricted Carryovers*	(0.67)
Discretionary Carryovers*	(1.60)
Subtotal	\$ 28.60
Change in Other Reserves	\$ 0.91
Net Change in Fund Balance	\$ 29.51
Fund Balance Reserves	
15% Emergency Reserve	\$ (43.05)
5% Contingency Reserve	(14.35)
Total Policy Reserves	\$ (57.40)
Projected Surplus Reserves	\$ 47.08

*Subject to Council approval – refer to Appendix A.

RECOMMENDED USE OF SURPLUS RESERVES

At the end of FY 2019/20, the City had \$15.64M surplus reserves which Council directed to be set aside for future fiscal challenges, such as the legal challenge to the

Electric GFT and unpredictable impacts of COVID-19 on City finances. At the end of FY 2020/21, that amount increased to \$47.08M. Staff recommends Council approval for the use of surplus reserves as detailed in the following table. The recommendations are directly intended to enhance the financial stability of City finances and preserve City infrastructure.

RECOMMENDED USE OF SURPLUS RESERVES

(in millions)

Projected Surplus Reserves	\$ 47.08
Proposed Use of Surplus Reserves	
Electric GFT Settlement	\$ 24.00
General Liability Fund Pre-Payment	2.50
Section 115 Trust	10.00
Capital Replacement Fund	10.58
Total	\$ 47.08
Remaining Surplus Reserves	\$ -

Justification for Use of Reserves



Should the injunction on the certification of Measure C results be upheld, the following recommendations should be reconsidered in context of the fiscal impact of an injunction on City finances.

- Electric GFT Settlement:** On November 2, 2021, Riverside voters approved the Measure C ballot measure which reaffirms the electric transfer to the General Fund as currently provided for in the Riverside Municipal Code. According to the Parada settlement, should voters authorize these current city budget and electric rate-setting practices by passing the Measure, the City will then, consistent with this mutually-agreed-upon settlement, also issue utility credits totaling \$24M over a five-year period to local utility ratepayers subsequent to formal certification of the election results.
- General Liability Fund Pre-Payment:** A series of large claims settlements in FY 2020/21 resulted in Self-Insurance Trust Funds falling below policy reserve levels. Staff recommends a pre-payment of General Fund rates totaling \$2.5M to immediately bolster fund reserves and reduce the need for significant rate increases to General Fund departments.

- **Capital Replacement Fund:** The City has endured significant fiscal challenges since the Great Recession that were addressed through a variety of means, the most significant of which has been a reallocation of capital funding to ongoing operations. A Capital Replacement Fund will provide for the accumulation of resources and associated expenditures for the maintenance and/or replacement of assets.

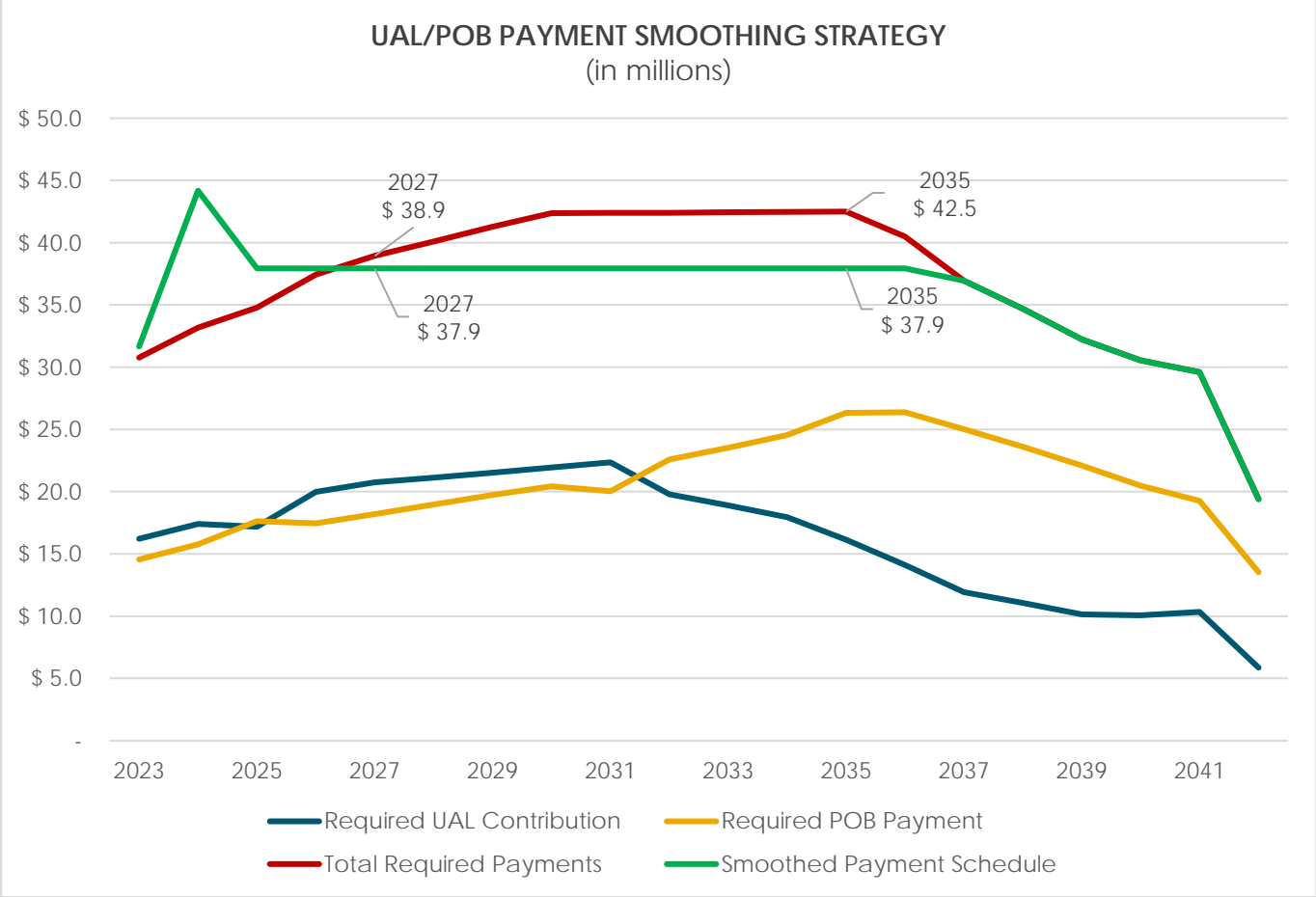
Capital asset renewal and replacement strategies
"help governments prudently manage their
substantial investments in capital improvements and
give them a strategic tool to use in optimizing asset
repair and replacement."

Government Finance Officers Association (GFOA)

- **Section 115 Trust:** The Section 115 Trust was established to support the long-term fiscal management of the CalPERS UAL. The issuance of the Pension Obligation Bond (POB) significantly reduced annual payment requirements and provided some smoothing of the payment obligations. However, the combined annual payments for the CalPERS UAL and the POB still contain some payment spikes that will place pressure on City finances in the coming years. The Section 115 Trust should be leveraged to smooth the payment schedule and minimize the impact of the UAL and POB payment obligations on annual City finances. This will require a build-up of Section 115 Trust assets to a minimum of approximately \$40M by 2027. Staff recommends contributing \$10M of surplus reserves to the Section 115 Trust, which will bring Trust assets to a total balance of approximately \$20.7M.

The following chart illustrates a potential payment smoothing strategy, which currently requires a significant cash infusion of approximately \$12M to the Section 115 Trust during the 2022-2024 budget cycle. Staff will continue to refine the long-term payment strategy during the development of the 2022-2024 Biennial Budget and work with its actuary to update the financial impact to the City from recent developments regarding changes to the CalPERS discount rate and recent investment portfolio gains for the fiscal year ended June 30, 2021.

The proposed payment schedule in the following chart will result in a fiscal impact of \$37.9M to the General Fund annually for a period of twelve years, from 2025 through 2036. Section 115 Trust assets would be leveraged beginning in 2027 and thereafter, to achieve the annual budget impact of \$37.9M.





MEASURE Z FUNDS

The financial reporting of Measure Z focuses on a Spending Plan format, which is a different presentation method than the financial reporting of other funds. The spending plan methodology provides a transparent and accessible illustration of Measure Z activity without the “noise” of formal accounting requirements and debt-funded capital projects:

- Measure Z activity is tracked in two funds as required by accounting rules: the Measure Z operating fund and the Measure Z capital fund. The capital fund includes all major capital activity, while the operating fund includes all other activity. Fund resources are transferred from the operating fund to the capital fund as needed to fund approved capital projects. These interfund transfers have a net zero impact and are not reported in the Spending Plan.
- Some Measure Z capital items are funded by debt, including Library construction and Fire vehicle replacement. Measure Z resources are used to pay the annual debt obligations, and these debt payments are reported in the Spending Plan. The spending of debt proceeds for capital purposes do not represent a current use of Measure Z tax revenue so they are not reported in the Spending Plan.

The adopted FY 2020/21 emergency budget included several actions to support the General Fund and preserve Measure Z resources in response to the unknown potential impacts of the COVID-19 pandemic on City finances:

- Maintaining the Measure Z support level rather than adopting a programmed \$6.5M reduction predicated on a General Fund five-year plan that projected strong, continued revenue growth and significant one-time revenues such as the sale of City property to offset increasing operating costs.
- Allocating \$6M from the unexpended Measure Z Spending Contingency line item to the General Fund.
- Deferring the Police Headquarters to 2023.
- Deferring the Museum Renovation to 2023.
- Eliminating the Downtown Parking Garage spending item.

Revenue

As with the General Fund, the Measure Z tax revenue projection was downgraded 10% as a contingency measure for the potential impact of the pandemic on revenue performance. The original projection of \$62.9M in total revenues was reduced to \$56.2M. Total revenues came in at \$72.7M, which is \$16.5M higher than budgeted. Tax revenue came in at \$72.0M, a 15.4% increase over FY 2019/20 tax revenue, making up for nearly flat revenue growth in the previous fiscal year. This increase was driven by unprecedented federal stimulus dollars, pent up demand from consumers that were confined to their homes for the better part of a year and general inflation due to the increased demand exacerbating supply chain constraints.

The following table reports the revenue history for Measure Z since inception.

MEASURE Z REVENUES SINCE INCEPTION

(in millions)	2017	2018	2019	2020	2021
Transaction & Use Tax (TUT)	\$ 12.61	\$ 56.20	\$ 62.29	\$ 62.38	\$72.00
Interest Revenue	-	0.04	0.53	0.76	0.65
Total Revenues	\$ 12.61	\$ 56.24	\$ 62.82	\$ 63.14	\$ 72.65
TUT Growth over Prior Year	100%	345.7%	10.8%	0.1%	15.4%

Expenditures

Measure Z expenditures are inconsistent due to the number of long-term initiatives and projects financed by Measure Z resources. This results in an accumulation of resources and carryover of funding in spending items of those types. In total, encumbrances and carryovers included in the Spending Plan total \$36.2M, with \$14.0M in discretionary (non-capital) carryovers requiring Council approval. An additional \$1.13M carryover of capital lease proceeds will also require Council approval; because this represents the expenditure of debt proceeds, this amount is accounted for separately from the Spending Plan as previously described.

There are three particular items to note in FY 2020/21:

- \$6M from the unexpended Measure Z Spending Contingency line item (Spending Item #4) was allocated to the General Fund as a balancing measure. Due to exceptional revenue performance in the General Fund, this allocation was not needed, and the funding will be returned to Measure Z unallocated fund balance.
- The Library project (Spending Item #23) was funded through a combination of Measure Z cash (a \$3.3M direct allocation for Library Archives) and debt proceeds. The use of the cash allocation reported in the Spending Plan in previous years was overstated; a portion of the reported amounts were funded by debt proceeds and therefore should be excluded from the Spending Plan. (Only debt obligations and cash-funded spending is reportable in the spending plan, as previously described.) The correction resulted in a credit amount being reported for the Library in the Spending Plan for FY 2020/21.
- The Homeless Temporary Housing item (Spending Item #41) was an allocation of funding pending grant reimbursement. All grant proceeds have been received, and the amount reported as a use of Measure Z funding in FY 2019/20 has been offset by a corresponding credit amount in FY 2020/21.

For detailed expenditure reporting, refer to the Measure Z Spending Plan in Appendix B of this report.

Unallocated Fund Reserves

Actual Measure Z revenues and expenditures produced a net gain of \$21.8M. Encumbrances and recommended carryovers totaling \$36.2M are subtracted to arrive at the projected unallocated fund reserves (unaudited). The FY 2021/22 adopted Spending Plan includes a \$0.8M increase to unallocated reserves, with no expectation of drawing on the FY 2020/21 ending unallocated reserve balance of \$38.8M. Therefore, this full amount is available for allocation to new spending items.

MEASURE Z ACTIVITY AND PROJECTED FUND RESERVES

(in millions)	2017	2018	2019	2020	2021
Revenue	\$ 12.61	\$ 56.24	\$ 62.82	\$ 63.14	\$72.65
Expenditures	(9.98)	(36.14)	(40.99)	(49.56)	(50.85)
Encumbrances & Carryovers					(36.16)
Net Change in Fund Balance	\$ 2.63	\$ 20.10	\$ 21.83	\$13.58	\$(14.36)
Beginning Unallocated Fund Reserves	\$ -	\$ 2.63	\$ 22.73	\$ 39.56	\$53.14
Net Change in Fund Balance	2.63	20.10	21.83	13.58	(14.36)
Fund Balance Reserve Policy	-	-	(5.00)	-	-
Ending Unallocated Fund Reserves	\$ 2.63	\$ 22.73	\$ 39.56	\$ 53.14	\$38.78

The Measure Z Reserve Policy adopted by City Council on April 2, 2019, requires a minimum \$5M contingency reserve level. This amount was removed from unallocated fund reserves in 2019 and is held intact, separately of unallocated reserves reported in the Spending Plan.

APPENDIX A – CARRYOVER RECOMMENDATIONS

Restricted Carryovers represent appropriations of funding designated for a specific use per a third-party agreement, including donations, endowments, and grant matches.

Discretionary Carryovers include amounts appropriated for a specific purpose in previous periods, but unexpended due to timing or for other reasons. Discretionary carryovers may also include a reallocation of amounts from their original purpose to a new purpose, e.g., use of savings to fund the July 4th fireworks show, which was not funded in the adopted budget due to budget constraints.

GENERAL FUND

Department	Description	Amount
Restricted		
Cmmtty & Econ Dev	Donations for Hulen Pet Shelter	518.75
Cmmtty & Econ Dev	Homeless Campus (Department of Public Social Services)	230,320.19
Cmmtty & Econ Dev	SB-1186 Certified Access Specialist Training	280,475.47
Cmmtty & Econ Dev	Seismic Education Training & Supplies	6,936.86
Human Resources	Donations for the Wellness Program	46,679.90
Library	Donations, Gifts, and Trust Funds	5,860.46
Museum	Donated funds for California Naturalist classes	2,340.96
Museum	Endowment Fund for Botany Exhibit	69,459.79
Museum	Save America Grant Matching Funds	15,000.00
Parks	Maintenance Endowment Fund	17,178.33
Total Restricted		\$674,770.71
Discretionary		
City Clerk	(4) Monitors for Brown Act Required Agenda Postings	7,000.00
Cmmtty & Econ Dev	Improvements to Computronix to enhance customer service	154,445.43
Cmmtty & Econ Dev	Northside Heritage Meadows project	104,868.94
Cmmtty & Econ Dev	Festival of Lights	15,890.00
Cmmtty & Econ Dev	Northside Development - Consultant	366,325.00
Finance	Fees & Charges Study	21,355.00
Finance	Cost Allocation Plan Study	32,000.00
Finance	Priority Based Budgeting Contract	46,000.00
Human Resources	City-Wide Employee Training	78,551.19
Innovation & Tech	Internal Service Fund feasibility study	100,000.00
Innovation & Tech	Software to accelerate development of custom programs	89,723.61
Library	SBCERA ILS Pension Liability	226,629.98
Mayor	Human Relations Commission	3,986.65
Mayor	Long Night of Arts/Innovation	7,500.00
Mayor	College Council of Riverside	1,906.00
Museum	Heritage House Projects	39,903.00
Museum	Tourism, Marketing and Promotion (Museum rebranding)	12,661.22
Parks & Recreation	Fireworks Show	99,750.00

GENERAL FUND

Department	Description	Amount
Non-Departmental	Excess Unemployment due to COVID-19	184,910.00
Total Discretionary		\$1,593,406.02
Total Carryover Recommendations – General Fund		\$2,268,176.73

MEASURE Z

Department	Spending Item & Description	Amount
Cmnty & Econ Dev	#19 - General Plan Update	3,740,644.00
Cmnty & Econ Dev	#20 - Homeless Services	1,058,338.88
Fire	#14 - Fire Vehicle Replacement (Cash Funding)	1,195,413.81
Fire	#14 - Fire Vehicle Replacement (Lease Proceeds)	1,125,313.23
Fire	#14 - Fire Apparatus Door Repair	186,145.75
General Services	#28 - Annual Deferred Maintenance	140,102.70
Innovation & Tech	#33 - Technology Improvements	2,011,884.61
Parks & Recreation	#38 - Youth Innovation Center Year 1 Operating Costs	366,503.05
Police	#12 - Police Vehicle Replacement and Maintenance Plan	1,862,770.99
Multiple	#39 - Public Safety & Engagement Team	3,389,176.95
Total Carryover Recommendations – Measure Z		\$15,076,293.97

APPENDIX B – MEASURE Z SPENDING PLAN

Spending Items	Actual FY 2016/17	Actual FY 2017/18	Actual FY 2018/19	Actual FY 2019/20	Actual FY 2020/21	Carryover FY 2020/21
REVENUE						
Transaction & Use Tax	12,605,474	56,201,937	62,283,444	62,380,085	71,999,092	-
Interest Earnings	954	35,265	532,684	755,392	654,898	-
Total Revenues	\$ 12,606,428	\$ 56,237,202	\$ 62,816,128	\$ 63,135,477	\$ 72,653,990	\$ -
EXPENDITURES						
1 20% General Fund Reserve	\$ 5,549,224	\$ 15,000,000	\$ -	\$ -	\$ -	\$ -
2 Payoff of the Balloon \$32 million Pension Obligation Bond	-	1,706,290	1,673,554	1,674,490	1,674,500	-
3 Funding for Workers' Compensation and General Liability	-	2,500,000	2,500,000	-	-	-
4 Measure Z Spending Contingency - General Fund Balancing Measure	-	-	-	-	-	-
5 Additional Sworn Police Positions	-	2,671,321	5,588,853	7,639,210	10,163,726	5,445
6 Public Safety Non-Sworn Positions and Recruitment Costs	-	450,833	795,676	877,104	913,458	-
7 Police Officer Lateral Hire Incentives and Recruitment Costs	-	-	30,049	9,994	300	-
8 Additional Dispatchers	-	254,112	477,694	566,809	656,263	-
9 Maintain Firefighter Staffing Level	448,496	838,478	992,571	1,291,460	1,406,709	-
10 Reinstatement of Captains (Training and Arson)	1,504	522,192	559,538	556,919	469,733	-
11 Reinstatement of Battalion Chief	-	355,402	368,948	390,025	611,747	-
12 Revised PD Vehicle Replacement and Maintenance Plan	-	2,434,081	1,738,555	1,199,786	627,585	2,806,137
13 Refurbish Police Vehicles	-	50,000	-	-	-	-
14 Revised Fire Vehicle Replacement and Maintenance Plan	-	823,208	1,607,452	3,143,742	2,521,600	1,859,228
15 Fleet Facility Capital Repairs	-	100,000	-	-	-	-
16 Additional Fleet Mechanics for Police Department	-	176,329	173,230	202,610	219,713	-
17 Additional Fleet Mechanics for Fire Department	-	184,275	221,068	231,352	237,262	-
18 General Fund Support - Maintain Existing Services	3,939,526	5,482,007	13,238,623	18,266,026	18,266,026	-
19 General Plan Update	-	-	33,419	9,525	300,069	4,656,987
20 Homeless Services	-	8,775	184,619	528,954	4,197	1,273,455
21 Principal Analyst - City Manager's Office	-	108,724	148,684	161,803	175,948	-
22 Budget Engagement Commission Support	4,311	10,280	27,000	8,365	23,364	300
23 New Downtown Main Library	8,479	541,139	2,386,205	3,819,500	(434,155)	1,553,912
23 a. Archives	-	1,000,000	1,000,000	1,300,000	-	-
24 Eastside Library Site Selection	-	-	-	-	18,900	81,100
25 New Police Headquarters	-	-	-	26,394	43,556	26,003
26 Museum Expansion and Rehabilitation	-	-	-	89,053	175	9,991



Spending Items	Actual FY 2016/17	Actual FY 2017/18	Actual FY 2018/19	Actual FY 2019/20	Actual FY 2020/21	Carryover FY 2020/21
27 Downtown Parking Garage	-	-	-	-	-	-
28 Annual Deferred Maintenance (Existing Facilities)	-	458,210	1,111,923	1,025,461	838,450	565,956
29 Maximize Roads/Streets (Pavement Condition Index)	-	58,482	2,276,844	460,494	4,825,070	15,379,111
30 Tree Trimming	-	114,807	890,259	2,018,472	994,585	5,415
31 Ward Action Team - City Attorney's Office	21,907	173,578	263,704	295,205	303,967	-
32 Ward Action Team - City Manager's Office	-	-	-	-	-	-
33 Technology Improvements	-	112,288	433,629	679,248	2,792,116	3,982,718
34 4-Person Staffing on Fire Trucks	-	-	202,119	1,284,098	1,244,499	-
35 Fire Equipment	-	-	60,473	64,019	52,466	73,042
36 Contingency – Fire Radios	-	-	1,931,769	45,920	-	19,679
37 Recreation – Summer Pools	-	-	50,000	50,000	-	-
38 Bourns Family Youth Innovation Center – Furniture, Fixtures, Equip.	-	-	-	183,961	49,536	366,503
39 Public Safety & Engagement Team Program (PSET)	-	-	21,691	1,226,821	1,518,578	3,484,036
40 Library Security Guards	-	-	-	121,809	339,822	7,806
41 Homeless Temporary Housing	-	-	-	112,204	(112,204)	-
42 Orangecrest Fire Station Dormitory Improvements	-	-	-	427	108,384	-
43 PW Streets Vehicle & Equipment Needs	-	-	-	-	-	-
44 PRCSD Infrastructure, Vehicles, and Equipment	-	-	-	-	-	-
45 Motorhome Removal & Disposal	-	-	-	-	-	-
46 Park and Neighborhood Safety Specialist (PANSS) Program	-	-	-	-	-	-
Total Expenditures	\$ 9,973,447	\$ 36,134,811	\$ 40,988,149	\$ 49,561,260	\$ 50,855,945	\$ 36,156,824
Five-Year Financial Plan Surplus/(Deficit)	\$ 2,632,981	\$ 20,102,391	\$ 21,827,979	\$ 13,574,217	\$ 21,798,045	\$(36,156,824)
FUND RESERVES						
Beginning Measure Z Unallocated Fund Reserves	\$ -	\$ 2,632,981	\$ 22,735,372	\$ 39,563,351	\$ 53,137,568	\$ 74,935,613
Five-Year Financial Plan Surplus/(Deficit)	2,632,981	20,102,391	21,827,979	13,574,217	21,798,045	(36,156,824)
Permanent Policy Reserve Set-Aside			(5,000,000)			
Ending Measure Z Unallocated Fund Reserves	\$ 2,632,981	\$ 22,735,372	\$ 39,563,351	\$ 53,137,568	\$ 74,935,613	\$ 38,778,789