

City Council Memorandum

City of Arts & Innovation

TO: HONORABLE MAYOR AND CITY COUNCIL

DATE: MAY 15, 2018

FROM: FINANCE DEPARTMENT RIVERSIDE PUBLIC UTILITIES DEPARTMENT PUBLIC WORKS DEPARTMENT GENERAL SERVICES DEPARTMENT POLICE DEPARTMENT FIRE DEPARTMENT WARDS: ALL

SUBJECT: OVERVIEW OF PROPOSED FISCAL YEAR 2018-2020 TWO-YEAR BUDGET, FISCAL YEAR 2018-2020 CAPITAL IMPROVEMENT PROGRAM BUDGET, AND FISCAL YEAR 2018-2023 CAPITAL IMPROVEMENT PROGRAM PLAN FOR THE RIVERSIDE PUBLIC UTILITIES, PUBLIC WORKS, GENERAL SERVICES AND RAINCROSS GROUP, POLICE, AND FIRE DEPARTMENTS

ISSUE:

Receive and provide input on the proposed Fiscal Year 2018-2020 Two-Year Budget, Fiscal Year 2018-2020 Capital Improvement Program Budget, Fiscal Year 2018-2023 Capital Improvement Program Plan, General Fund balancing measures, and critical unfunded needs program for the Riverside Public Utilities, Public Works, General Services and Raincross Group, Police, and Fire departments.

RECOMMENDATION:

That the City Council receive and provide input on the proposed Fiscal Year 2018-2020 Two-Year Budget, Fiscal Year 2018-2020 Capital Improvement Program Budget, Fiscal Year 2018-2023 Capital Improvement Program Plan, General Fund balancing measures, and critical unfunded needs for the Riverside Public Utilities, Public Works, General Services and Raincross Group, Police, and Fire departments.

BACKGROUND:

In November 2017, departments began development of the Fiscal Year (FY) 2018-2020 Two-Year Budget. Departments were asked to identify balancing measures that would help the City to close projected General Fund shortfalls of approximately \$4 million in FY 2018/19 and \$6.3 million in FY 2019/20. The General Fund FY 2018-2020 Baseline Budget was presented to the City Council on January 16, 2018. In a series of meetings occurring in January 2018, the General Fund FY 2018-2020 Baseline Budget, balancing measures, critical unfunded needs, and an overview of individual City department budgets were presented to the Budget Engagement Commission (BEC) for review and input. Additional input on balancing measures and critical unfunded needs was received from the BEC, Council members and the Riverside community during the months of January and February. Refined balancing measures were incorporated into the two-year budget to arrive at a balanced General Fund biennial budget for FY 2018-2020. The proposed FY 2018-2020 Two-Year Budget and 2018-2023 Capital Improvement Program (CIP) were presented to the City Council for review and input on May 1, 2018.

DISCUSSION:

Riverside Public Utilities

The Riverside Public Utilities Department (RPU) employs nearly 642 full-time equivalent positions organized into three sections (Electric, Water and Central Stores) to provide safe and reliable utility services to 109,300 electric and 65,400 water metered customers. While Central Stores is managed by RPU, its budget is separate and not part of the budget presented to the Board of Public Utilities for consideration.

The tables below provides summaries of the Department's total operating and capital budgets by division and funding source:

DEPARTMENT BUDGET SUMMARY BY DIVISION							
	FY 2016/17 FY 2017/18 FY 2018/19 FY 2019/20						
Division	Actual	Adopted	Proposed	Proposed			
600000 - Administration	34,091,759	40,965,173	43,622,486	45,216,340			
610000 - Electric	334,357,344	377,115,528	385,640,536	406,330,969			
620000 - Water	78,553,489	77,274,160	93,542,761	94,187,034			
Subtotal	447,002,592	495,354,861	522,805,783	545,734,343			
640000 - Central Stores	1,119,653	1,085,689	1,016,501	957,819			
Total	448,122,245	496,440,550	523,822,284	546,692,162			

DEPARTMENT BUDGET SUMMARY BY FUND						
	FY 2016/17 FY 2017/18 FY 2018/19 FY 2019/2					
Fund	Actual	Adopted	Proposed	Proposed		
510 - Electric	360,847,011	403,620,102	413,530,801	435,896,073		
511 - Electric-Public Benefit Programs	7,602,092	14,460,599	15,732,221	15,651,236		
520 - Water	77,218,766	75,963,995	91,890,649	92,443,584		
521 - Water Conservation	1,334,723	1,310,165	1,652,112	1,743,450		
Subtotal	447,002,592	495,354,861	522,805,783	545,734,343		
640 - Central Stores	1,119,653	1,085,689	1,016,501	957,819		
Total	448,122,245	496,440,550	523,822,284	546,692,162		

Operating Budget Summary

Specific department challenges in this budget cycle included:

• Revenue uncertainty due to Electric and Water Funds 5-year rate proposal in process. Final rate recommendations will go to the City Council on May 22, 2018 with new rates effective July 1, 2018. The proposed budget includes revenue from the rate proposal.

- Current capital projects are funded from reserves, with bond funds depleted in prior years. Reserve levels continue to decrease, the water fund is estimated to be at minimum reserves by June 30, 2018. New bond issuances are necessary in FY 2018/19, pending approval of rate proposal.
- Regulatory constraints and mandates, including the latest renewable percentage and clean water standards, have caused increased supply costs.
- Increased personnel costs with CalPERS costs outpacing salaries.
- Significant capital needs due to aging infrastructure and equipment.

Primary increases in the operating budget include an increase in power supply costs reflecting a projected increase in transmission costs, increase in renewable energy costs, new renewable projects coming online, increase in costs from contractual agreements, and higher market energy prices. Other increases include personnel costs for increase in salaries and benefits, debt service costs for new bond issuances and Public Benefit programs to further promote energy efficiency and to increase support for low- and fixed-income customers.

Capital Budget Summary

The capital budget for Electric and Water funds combined totals \$55.5 million in FY 2018/19 and \$53.6 million in FY 2019/20, including Electric and Water's share of city-wide IT projects. The FY 2018-23 Capital Improvement Program Plan for Electric and Water is comprised of the capital projects as presented to Board of Public Utilities and City Council in the November 2017 and January 2018 rate proposal joint workshops. Funding for CIP comes from a combination of bond proceeds, developer contributions, rates and reserves.

Debt Issuance

As part of the rate proposal, the Electric and Water Funds are planning to issue new debt of approximately \$103.1 million and \$52.2 million, respectively, in FY 2018/19 to fund capital improvement projects over a three-year period. In general, new bonds are issued with proceeds to be used over a three-year period with the next new bond issuance expecting to occur in FY 2021/22 for continual support of the capital improvement program as outlined with the rate proposal. The debt service costs of these new bond issuances have been incorporated into the proposed two-year budget and the 5-Year Plans.

Use of Restricted and Designated Reserves

A portion of the Electric and Water expenditure budgets will be funded by various reserves. The following restricted and designated reserves are proposed to be utilized for the two-year budget, with the balance to be funded from unrestricted, undesignated reserves:

Reserve	Budgeted Expenditure	FY 2018/19	FY 2019/20
Restricted Regulatory Requirement Reserve	EV & LED Streetlight CIP Projects	4.5 M	0.5 M
Restricted Regulatory Requirement Reserve	Renewable Power Supply	2.8 M	2.8 M

Department FY 2018-20 Budget Presentations – May 15 • Page 4

Reserve	Budgeted Expenditure	FY 2018/19	FY 2019/20
Restricted Regulatory Requirement Reserve	ICE Bear Energy Storage Project	2.0 M	2.0 M
Designated Capital Repair /Replacement Reserve	Technology equipment replacement	0.2 M	0.2 M
Designated Dark Fiber Reserve	Dark fiber leasing operating expenses	0.6 M	0.6 M
Designated Mission Square Improvement Reserve	Facility improvements	0.6 M	0.2 M

Board Recommendation

Section 1202 of the City Charter provides for the Board of Public Utilities (Board) to have the power and duty to consider the annual budget for the Public Utilities Department and make recommendations with respect thereto to the City Council. On April 23, 2018, the Board received a report and presentation on Riverside Public Utilities proposed budget for Fiscal Years 2018/19 and 2019/20. Following discussion, the Board moved forward with all recommendations, with the exception relating to the proposed reduction and/or transfer to the General Fund of 14 RPU positions to the City's Administration, Human Resources, and Marketing functions, pending consideration of this issue by the RPU Finance/Customer Engagement Committee. This meeting is scheduled to be held in early June 2018.

Should the elimination and/or transfers of the 14 positions proposed be subsequently reversed in the two-year budget, the following would be the net fiscal impact for personnel costs needed to be added back to the proposed two-year budget.

Budget Proposal	Function	Two–year budget - Net Fiscal Impact
Transfer 5 positions to City Communications Division for enhanced efficiency of services.	Website design, photography/videography, graphic design, social media and other collateral development.	No material financial impact, RPU funds positions 100%
Transfer 4 positions to Human Resources Department for recruitment and training specific to RPU.	2 positions funded by RPU for past decade for dedicated recruitment services to RPU and 2 positions will continue to support RPU training and education efforts.	No material financial impact, RPU funds positions 100%
Eliminate AGM – Customer Relations & Marketing Position vacated July 2017, duties dispersed to other executive staff.	Responsible for Customer Service, Field Services, and Customer Engagement Divisions.	\$458,000

Budget Proposal	Function	Two–year budget - Net Fiscal Impact
Eliminate AGM – Operations Technology Position vacated in February 2018, duties dispersed to other executive staff. Due to the reduced technology projects in the current rate proposal, management's plan was to fund a Chief Technology Officer with an existing vacant position to handle projects and cyber security issues.	Responsible for administering the Utility's operational technologies including enterprise, geographical information system (GIS), communications, customer information systems and other technologies to meet the operational technological needs of the organization.	\$578,000
Eliminate Deputy General Manager Position vacated in December 2017, duties dispersed to other executive staff,	Support position to the General Manager to assist in handling day-to- day operations of the Utility. Responsible for many administrative functions relating to property management, workforce development, strategic planning execution and other tasks.	\$649,000
Eliminate Principal Analyst Processes were improved by RPU administration working with HR that improved days to hire by 27%. Position vacated in March 2017. Management's plan was not to replace.	Position hired to support recruitments for RPU.	\$275,000
Eliminate Utilities Customer Communication Specialist Position was vacant since November 2016. Duties assigned to other staff.	Responsible for technical writing in relation to website, articles, press releases and other collateral.	\$173,000
Personnel Savings in FY 2018-20 Two-Year Budget		\$2,133,000
Non- Personnel Cost Savings	Training, Travel, Professional Services and Advertising Costs	\$400,000
Total Savings in FY 2018-20 Two- Year Budget		\$2,533,000

This \$2.5 million in budget savings (or approximately \$1.25 million annually) was necessary to meet the cost structure of the proposed rate plan. Should any of these costs be added back, other operating or capital costs will need to be reduced in order to achieve the needed savings in both the two-year budget and rate proposal.

Public Works

The Public Works Department (PW) employs 330 full-time equivalent positions organized into six sections to operate and maintain the City's streets, urban forest, wastewater and storm drain facilities, solid waste systems and public parking in the most effective, efficient and responsible manner. The tables below provide summaries of the Department's total operating and capital budgets by division and funding source:

DEPARTMENT BUDGET SUMMARY BY DIVISION						
FY 2016/17 FY 2017/18 FY 2018/19 FY 2019/2						
Division	Actual	Adopted	Proposed	Proposed		
Administration	3,520,168	3,975,954	3,422,766	3,342,915		
Field Services	10,265,629	12,573,252	15,228,094	16,081,017		
Engineering	5,544,956	3,850,465	4,670,645	4,998,376		
Wastewater	69,061,698	73,999,313	74,220,296	71,555,254		
Solid Waste	21,462,452	23,813,562	25,232,130	26,193,244		
Public Parking	6,437,613	6,528,137	6,871,821	6,851,049		
Capital Projects	21,320,743	17,172,776	26,279,045	22,768,983		
Non-Departmental for Public Works	4,724,863	5,068,340	4,119,809	3,971,975		
Managed Savings	-	(1,200,000)	-	-		
Total	142,338,122	145,781,799	160,044,606	155,762,813		

DEPARTMENT BUDGET SUMMARY BY FUND					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	
Fund	Actual	Adopted	Proposed	Proposed	
101 - General Fund	22,508,287	22,503,143	23,989,672	24,959,260	
110 - Measure Z Fund	-	-	1,000,000	1,000,000	
230 - Special Gas Tax	8,558,698	6,937,097	12,571,890	12,038,821	
240 - Air Quality Improvement Fund	452,249	380,210	400,126	400,900	
260 - NPDES Storm Drain	1,095,324	1,385,976	1,319,566	1,319,096	
291 - Special Districts	-	-	737,517	720,951	
410 - Storm Drain	309,084	166,173	1,100,000	150,000	
420 - Measure Z - Capital Projects	-	-	2,875,000	2,875,000	
430 - Capital Outlay - Grants	3,611,565	637,500	-	-	
431 - Transportation Projects	297,218	-	-	-	
432 - Measure A Capital Outlay	8,161,050	7,955,688	8,166,588	7,699,238	
433 - Transp. Develop. Impact Fees	381,884	1,475,000	1,560,000	-	
434 - Transportation Unif Mig Fee	1,000	-	-	-	
540 - Refuse	21,462,452	23,813,562	25,232,130	26,193,244	
550 - Sewer	69,061,698	73,999,313	74,220,296	71,555,254	
570 - Public Parking	6,437,613	6,528,137	6,871,821	6,851,049	
Total	142,338,122	145,781,799	160,044,606	155,762,813	

Operating Budget Summary

The operating budget for Public Works totals \$137.5 million in FY 2018/19 and \$138.1 million in FY 2019/20, inclusive of Charges To and From Others. Specific department challenges in this

budget cycle included:

- Continuing to provide acceptable levels of landscape maintenance with limited resources.
- Continuing to provide acceptable levels of storm drain maintenance that complies with strict regulatory requirements.
- Aging heavy duty trucks and equipment.
- Minimum staffing levels.

Within the General Fund, the department's balancing measures total \$1,082,409 in FY 2018/19 and \$1,128,992 in FY 2019/20. A majority of these amounts are expected to be realized through the shift of costs of street maintenance to Gas Tax (SB 1) Funds and the possibility of sharing costs for crossing guard services with Riverside Unified and Alvord Unified school districts. Vacancy savings are also factored into the balancing measures presented.

The Refuse, Wastewater, and Public Parking operations are funded by the City's enterprise funds. As part of ongoing efforts to establish long term financial stability, five-year financial plans for each of the enterprise funds were developed. With this tool in place, the City will be able to anticipate potential challenges and make adjustments accordingly to address these concerns in the future.

Specific challenges for the Enterprise Funds in this budget cycle included:

- No future rate increases:
 - $\circ \quad \text{Refuse Fund} \quad$
 - CPI rate increases for the last 10 years and no approved future increases.
 - Increasing costs disposal, contractual, and personnel.
 - Pending performance audit recommendations.
 - Sewer Fund
 - Rescinded 8.5% rate increase
 - Increasing costs debt service, personnel, and utilities.
 - Return in Fall to City Council with updated Master Plan and rate discussion.
 - Public Parking Fund
 - Loss of available public parking spaces to development projects.
 - Increasing cost security, hours of operation, lighting, and maintenance frequency
 - Aging infrastructure repair/replace parking garages and parking meters.
 - Return to Transportation Committee with implementation of additional items from Strategic Parking Plan.

Capital Budget Summary

PW is planned to oversee \$91.7 million in Capital Improvement Projects in FYs 2018-23. Over \$80.6 million is planned to be spent on transportation related projects with \$18.3 million in FY 2018/19 and \$16 million in FY 2019/20. A majority of those projects are for street rehabilitation throughout the City. PW's capital budget totals \$22.5 million in FY 2018/19 and \$17.7 million in

FY 2019/20.

General Services

The General Services Department (GS) employs 78 full-time equivalent positions organized into seven divisions and provides internal service support to City Departments. Its primary function is to maintain the City's fleet and buildings and manage construction and repair of City facilities. GS is also responsible for managing the Riverside Municipal Airport, one of the largest general aviation airports in Southern California. This Department also monitors and manages the activities of the Raincross Hospitality Corporation (RHC), which manages the Riverside Convention Center, Riverside Convention and Visitors Bureau, and Sports Commission. The tables below provide a summary of the Department's operating budget by division and funding source:

DEPARTMENT BUDGET SUMMARY BY DIVISION					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	
Division	Actual	Adopted	Proposed	Proposed	
Airport	1,358,620	1,277,997	1,341,092	1,374,917	
Capital Projects	579,124	684,161	408,184	441,314	
Convention Center	-	-	11,762,428	12,134,994	
Building Services	2,644,682	2,885,410	3,085,999	3,255,657	
Administration	1,797,920	1,817,307	1,447,185	1,514,162	
Central Garage	12,257,668	12,809,581	13,228,201	13,438,755	
Property Management	143,699	147,755	152,708	159,000	
Publishing Services	292,390	317,766	379,478	395,368	
Managed Savings	-	(200,000)	-	-	
Non-Departmental for General Svc	17,310,389	13,417,182	2,011,221	2,032,058	
Total	36,384,492	33,157,159	33,816,496	34,746,225	

DEPARTMENT BUDGET SUMMARY BY FUND						
	FY 2016/17 FY 2017/18 FY 2018/19 FY 2019/20					
Fund	Actual	Adopted	Proposed	Proposed		
101 - General Fund	22,759,725	19,069,581	7,484,775	7,797,559		
110 - Measure Z Fund	-	-	405,194	446,308		
420 - Measure Z - Capital Projects	8,479	-	-	-		
530 - Airport	1,358,620	1,277,997	1,341,092	1,374,917		
580 - Convention Center	-	-	11,762,428	12,134,994		
650 - Central Garage	12,257,668	12,809,581	12,823,007	12,992,447		
Total	36,384,492	33,157,159	33,816,496	34,746,225		

Operating Budget Summary

Specific department challenges in this budget cycle included:

- Deferred maintenance for municipal buildings and facilities;
- Limited budget/resources
 - \circ reactive vs. proactive
- Unfunded capital needs;
- Employee recruitment/retention issues due to higher private sector pay for skilled labor

Within the General Fund, the department's balancing measures total \$180,030 in FY 2018/19

and \$196,976 in FY 2019/20. The savings are attributed mainly to the elimination of an Assistant Director position that is currently vacant.

Capital Budget Summary

The capital budget for the GS department totals \$2.4 million in FY 2018/19 and \$1.0 million in FY 2019/20. Measure Z accounts for \$3.1 million over the two fiscal years, which will provide funding for maintenance and improvement of municipal buildings and facilities.

Police

The Police Department employs over 558 full-time equivalent positions organized into ten divisions to provide public safety through proactive services that will enhance the unity in the Riverside community. The tables below provide a summary of the Department's total budget by section and funding source:

DEPARTMENT BUDGET SUMMARY BY DIVISION					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	
Division	Actual	Adopted	Proposed	Proposed	
Administrative Services	5,958,009	5,579,261	5,767,755	6,169,533	
Asset Forfeiture	307,219	-	-	-	
Aviation Unit	2,873,432	2,411,324	2,885,646	2,991,784	
Central Investigations	8,982,825	8,382,676	9,790,701	10,266,992	
Communications	6,418,847	7,402,550	8,667,261	9,277,149	
Community Svcs Bureau	1,766,995	1,938,119	2,216,187	2,343,404	
Debt & Minor Capital	8,890,193	9,480,109	9,569,496	8,986,629	
Field Operations	39,572,600	38,335,871	51,146,417	56,457,066	
Grants	320,842	-	-	-	
Office of the Chief	10,688,597	10,410,065	4,872,208	5,071,803	
Special Investigations	5,848,267	5,888,588	6,594,886	6,893,724	
Special Operations	15,140,922	14,901,501	17,149,891	18,163,620	
Support Services	7,917,306	8,102,591	9,859,613	10,042,540	
PD-Managed Savings	-	(1,500,000)	-	-	
Total	114,686,054	111,332,655	128,520,061	136,664,244	

DEPARTMENT BUDGET SUMMARY BY FUND						
FY 2016/17 FY 2017/18 FY 2018/19 FY 2019/20						
Fund	Fund Actual Adopted Proposed Proposed					
101 - General Fund	114,686,054	111,332,655	119,108,648	124,512,619		
110 - Measure Z Fund - 9,411,413 12,151,625						
Total	114,686,054	111,332,655	128,520,061	136,664,244		

Operating Budget Summary

Specific department challenges in this budget cycle included:

- Increase in personnel costs due to retirements.
- Increase in liability insurance.
- Increase in non-personnel costs due to the expected increase in electricity rate.
- Reduced costs for travel, vehicle maintenance, and training for non-sworn personnel.

Within the General Fund, the department's balancing measures total \$245,470 in FY 2018/19 and \$543,041 in FY 2019/20. Savings will be achieved through the elimination of a vacant Assistant Police Chief position, as well as other civilian positions as a result of attrition and efficiency through implementation of software that automates work.

<u>Fire</u>

The Fire Department employs 247 full-time equivalent positions organized into five sections to provide fire suppression, emergency medical services (EMS), hazardous materials mitigation, and rescue services of all types. The tables below provide a summary of the Department's total budget by division and funding source:

DEPARTMENT BUDGET SUMMARY BY DIVISION					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	
Division	Actual	Adopted	Proposed	Proposed	
Administration	4,136,661	4,369,895	2,715,316	2,869,372	
CUPA	375,002	465,256	368,325	395,655	
Debt & Minor Capital	5,722,797	5,844,464	7,607,623	7,496,912	
Operations	50,069,561	46,467,010	53,265,196	58,106,557	
Prevention	1,286,119	1,371,854	1,821,806	1,964,860	
Special Services	713,112	501,127	564,679	598,450	
Training	486,315	436,083	921,607	977,985	
UASI	844,284	-	-	-	
Managed Savings	-	(750,000)	-	-	
Total	63,633,851	58,705,689	67,264,552	72,409,791	

DEPARTMENT BUDGET SUMMARY BY FUND					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	
Fund	Actual	Adopted	Proposed	Proposed	
101 - General Fund	62,339,568	58,705,689	63,825,789	67,429,192	
110 - Measure Z Fund	449,999	-	3,438,763	4,980,599	
205 - UASI	844,284	-	-	-	
Total	63,633,851	58,705,689	67,264,552	72,409,791	

Operating Budget Summary

Specific department challenges in this budget cycle included:

- Increased personnel costs and limited funding for new staff.
- Limited funding for fire station facility maintenance, equipment, and safety gear.

Within the General Fund, the department's balancing measures total \$183,061 in FY 2018/19 and \$183,061 in FY 2019/20. More than 60% of the balancing measure is a revenue enhancement of \$115,000 each fiscal year for a new mutual aid agreement.

Budget Timeline

Budget hearings for City departments are scheduled as follows:

May 8, 2018:

- Parks, Recreation and Community Services Department
- Riverside Public Library

Department FY 2018-20 Budget Presentations – May 15 • Page 11

- Museum
- Community and Economic Development Department

May 15, 2018:

- Riverside Public Utilities
- Public Works
- General Services
- Police
- Fire

May 22, 2018

- Finance
- Human Resources
- Innovation & Technology
- City Attorney
- City Clerk
- City Manager's Office
- City Council
- Mayor

June 12, 2018

On May 1, 2018, the City Council approved a public hearing for the adoption of the FY 2018-20 Two-Year CIP and Operating budgets on June 12, 2018. All feedback and requested changes from the City Council during the budget hearings on May 1st through May 22nd will be incorporated into the budget materials reviewed by the City Council on June 12, 2018.

Riverside Public Utilities, Public Works, General Services, Police, and Fire departments concur with the recommendations in this report.

FISCAL IMPACT:

There is no direct fiscal impact resulting from this report. The budget of each City department was included in the proposed FY 2018-2020 Two-Year Budget and FY 2018-2020 Capital Improvement Program Budget presented to the City Council on May 1, 2018, and will be included in the FY 2018-2020 Two-Year Budget presented to the City Council for adoption on June 16, 2018.

Prepared by:	Kristie Thomas, Interim Budget Manager
Certified as to	
availability of funds:	Adam Raymond, Chief Financial Officer/City Treasurer
Approved by:	Marianna Marysheva, Assistant City Manager
Approved as to form:	Gary G. Geuss, City Attorney

Attachment: Department Presentations