

**R-37**

# CITY OF LONG BEACH

DEPARTMENT OF FINANCIAL MANAGEMENT

333 West Ocean Boulevard 6<sup>th</sup> Floor • Long Beach, CA 90802

September 7, 2010

HONORABLE MAYOR AND CITY COUNCIL  
City of Long Beach  
California

**RECOMMENDATION:**

Receive supporting documentation into the record, conclude the public hearing and take the actions necessary to adopt the Fiscal Year 2011 budget as listed in Attachment A of this letter. (Citywide)

**DISCUSSION**

On July 23, 2010, the City Manager's Proposed Budget for Fiscal Year 2011 (FY 11) was delivered by the Mayor to the City Council and community with recommended amendments for consideration. Subsequent hearings were set for July 27, August 10, August 17, August 24, and September 7, along with approximately three Budget Oversight Committee (BOC) meetings and 7 community meetings at which the FY 11 Proposed Budget was discussed. We are pleased to report that through the scheduled hearings, BOC and community meetings, presentations have been made by multiple City departments resulting in 16 separate opportunities for public feedback, deliberation and input.

At the conclusion of the hearings, the City Council will be asked to amend the proposed budget as it deems appropriate, and to adopt the proposed budget as amended. Since the publication of the FY 11 Proposed Budget, updated estimates of revenue and expense, which address technical corrections as well as decisions made by elected offices, are listed by fund and department in Attachments B and C to this letter, respectively.

The Appropriations Ordinance officially adopts the FY 11 budget and authorizes expenditures in conformance with the adopted budget. To become effective October 1, 2010, this Ordinance must include a finding of emergency. Specific resolutions provide for approval of the budgets for the Harbor, Sewer and Water funds; and certain fee adjustments. Requests for approval include the FY 11 Capital Improvement Program; the Mayor's Recommendations; and the Budget Oversight Committee's Recommendations to the FY 11 Proposed Budget.

This letter was reviewed by Assistant City Attorney Heather A. Mahood on August 24, 2010.

### TIMING CONSIDERATIONS

In accordance with the Long Beach City Charter, the FY 11 budget must be adopted by September 15, 2010, following at least one public hearing. Should the City Council fail to adopt the budget on or by that date, the City Manager's FY 11 Proposed Budget shall be deemed the budget for the 2011 fiscal year. The Mayor then has five calendar days from City Council adoption of the budget to use his veto authority. The City Council would then have until September 30, 2010, to override veto action by the Mayor with a two-thirds supermajority vote.

### FISCAL IMPACT

The City Charter requires that the Appropriations Ordinance shall govern and control the expenditure and commitment amounts stated therein relating to the City's departments, offices and agencies during each fiscal year. The total FY 11 budget for all departments and funds is \$2,888,906,361 which comprises \$2,491,051,082 in new appropriation and \$397,855,279 in estimated carry-over from FY 10 for multi-year grants and projects.

The Appropriations Ordinance, included as Attachment A-19 to this letter, totals \$2,058,387,516 for all funds except Harbor, Water and Sewer, and \$2,060,265,449 for all departments except Harbor and Water. The \$1,877,933 difference between funds and departments in the Appropriations Ordinance is due to general City indirect costs budgeted in the Department of Financial Management but charged to the Harbor, Water and Sewer funds, which are not included in the Appropriation Ordinance by fund.

The proposed Harbor, Water and Sewer Fund budgets are in separate City Council ordinances included as Attachment A-1 and A-4 to this letter, respectively, and total \$828,640,912. The budget for the Harbor Department was adopted by the Board of Harbor Commissioners by minute order on June 28, 2010. The budget for the Water Department was adopted by the Board of Water Commissioners by resolution on June 24, 2010.

All user fees and charges in the attached Master Fee and Charges Schedule (A-5) have been increased by the City Cost Index, a calculation of the projected increase in the City's cost from FY 10 to FY 11, except for those fees that are set using other criteria. In addition to the CCI-based fee changes, some fees have been added or adjusted due to a change in service or other bases. For details regarding these proposed new fees and non-CCI fee adjustments, please see the List of Proposed Fee Adjustments for FY 11 that has been incorporated as Exhibit C to the Master Fee and Charges Resolution.

Other requested City Council actions include approval of the FY 11 One-Year Capital Improvement Program (CIP) budget, which is contained in the Appropriations Ordinance. The Planning Commission, at its meeting of August 19, 2010, approved the CIP for FY 11 for conformance with the General Plan. Any projects that are not in conformance with the Plan will be highlighted by Development Services staff and steps to secure conformance will be outlined.

Motions approving the budgets of the Redevelopment Agency's (RDA) Project Area Committees (PACs) for the Central Long Beach, the West Long Beach Industrial and the North Long Beach Project Areas and the Long Beach Housing Development Company (HDC) are requested. The PAC budgets are included in the budget of the Development Services Department. In addition, a motion to find that the contribution of North Redevelopment Project Area funds to Central Redevelopment Project Area low-and-moderate-income housing efforts will benefit the North Redevelopment Project Area is requested. A motion is also requested making certain findings regarding the construction of certain public improvements with Redevelopment Funds to allow the Downtown Redevelopment Project Area to fund the City Place Parking Structure debt service payment.

A motion to amend the Departmental Organization Ordinance is also being requested. This amendment incorporates changes to departments, bureaus, and divisions for Fiscal Year 2011. These organizational changes are necessary to implement changes reflected in the Proposed FY 11 budget. The Salary Resolution will be submitted at a later date to the Council for approval.

The City Council is also requested to adopt the Resolution establishing the "Gann Appropriations Limit" (Limit) for general purpose expenditures. In November 1979, the voters of the State of California approved Proposition 4, also known as the "Gann Initiative." The Initiative places certain limits on the amount of tax revenue that can be appropriated each fiscal year. The Limit is based on actual appropriations during FY 79 and guards against overspending proceeds of taxes. Only those revenues which are considered as "proceeds of taxes" are subject to the Limit. The Limit is recalculated each fiscal year based on certain inflation and population factors provided by the State. The Proposed Budget includes tax revenue estimates that are at 38.42 percent of the 2010-2011 Appropriations Limit and, therefore, does not exceed the Limit. This calculation is reviewed by the City Auditor for conformance to the law.

HONORABLE MAYOR AND CITY COUNCIL  
September 7, 2010  
Page 4

SUGGESTED ACTION:

Approve recommendation.

Respectfully submitted,

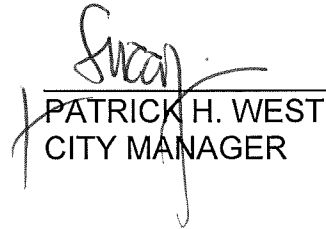


LORI ANN FARRELL  
DIRECTOR OF FINANCIAL MANAGEMENT/CFO

LAF/sm  
K:\Budget\FY 11\Budget Adoption\Budget Adoption Council Letter 11.doc

ATTACHMENTS

APPROVED:



---

PATRICK H. WEST  
CITY MANAGER

**List of Requested Fiscal Year 2011 Budget Adoption Actions**

1. Adopt the Resolution approving the FY 11 budget for the Long Beach Harbor Department as adopted by the Board of Harbor Commissioners on June 28, 2010. (A-1)
2. Declare an emergency to exist. (A-2)
3. Declare the Ordinance approving the Resolution establishing the rates and charges for water and sewer service to all customers, as adopted by the Board of Water Commissioners on June 24, 2010, as an Emergency Ordinance, read and adopted as read. (A-3)
4. Adopt the Resolution approving the FY 11 budget of the Long Beach Water Department as adopted by the Board of Water Commissioners on June 24, 2010. (A-4)
5. Adopt the Resolution amending the master fee and charges schedule for specified city services for citywide fees and charges for the City of Long Beach. (A-5)
6. Approve the FY 11 One-Year Capital Improvement Program. (A-6)
7. Adopt a motion approving the budgets for the Redevelopment Agency's Project Area Committees in the amounts of \$50,000 for Central Long Beach, \$80,000 for West Long Beach Industrial and \$50,000 for North Long Beach. (A-7)
8. Adopt the Resolution of the City Council of the City of Long Beach finding that the use of taxes allocated to the North Redevelopment Project on behalf of the Central Redevelopment Project for the purpose of increasing, improving and preserving the community's supply of low-and-moderate-income housing will be of benefit to the North Redevelopment Project. (A-8)
9. Adopt the Resolution making certain findings regarding the construction of certain public improvements with Redevelopment funds (City Place Parking Structure debt service). (A-9)
10. Adopt a motion approving the budget for the Long Beach Housing Development Company in the amount of \$19,050,008. (A-10)
11. Adopt a motion approving the transfer of \$24,847,412 from the Harbor Revenue Fund to the Tidelands Operating Fund. (A-11)
12. Adopt a motion approving the use of the CalPERS Annual Lump Sum Prepayment Option for the employer portion of the City's CalPERS retirement benefit. The recommended prepayment, in the amount of \$52,063,000 should provide a budgetary savings of \$1,937,000 to the City. Of this amount, the General Fund should recoup a budgetary savings of \$1,225,000. (A-12)
13. Adopt the Ordinance amending the Departmental Organization Ordinance. (A-13)

**List of Requested Fiscal Year 2011 Budget Adoption Actions**

14. Adopt the Resolution adopting an appropriations limit (Gann) for FY11 pursuant to Article XIII (B) of the California Constitution. (A-14)
15. Adopt the Mayor's proposed funding recommendations, as amended, to the FY11 Proposed Budget. (A-15)
16. Adopt the Budget Oversight Committee's proposed funding recommendations, as amended to the FY11 Proposed Budget. (A-16)
17. Adopt a motion amending the proposed budget. (A-17)
18. Declare an emergency to exist. (A-18)
19. Declare the Appropriations Ordinance for FY11, creating and establishing the funds of the Municipal Government and appropriating money to and authorizing expenditures from said funds and for said fiscal year as an Emergency Ordinance, read and adopted as read. (A-19)

## FISCAL YEAR 2011 APPROPRIATIONS ORDINANCE BY FUND

<u>FUND</u>	<u>FY 11 PROPOSED EXPENDITURES</u>	<u>CHANGES</u>	<u>FY 10 ESTIMATED CARRYOVER*</u>	<u>FY 11 APPROPRIATION</u>
GENERAL FUND	382,068,111	857,159	-	382,925,270
GENERAL GRANTS FUND	6,138,654	(150,398)	11,740,589	17,728,845
POLICE & FIRE PUBLIC SAFETY OIL PROD ACT FUND	3,263,846	(69,963)	-	3,193,883
HEALTH FUND	40,190,799	(185,063)	25,699,608	65,705,344
PARKING & BUSINESS AREA IMPROVEMENT FUND	7,002,510	(846,550)	-	6,155,960
SPECIAL ADVERTISING & PROMOTION FUND	5,011,271	110,894	-	5,122,165
UPLAND OIL FUND	14,907,730	-	-	14,907,730
HOUSING DEVELOPMENT FUND	25,098,124	2,028,007	64,077,094	91,203,224
BELMONT SHORE PARKING METER FUND	668,275	-	-	668,275
DEVELOPMENT SERVICES FUND	11,947,929	(600,081)	106,379	11,454,227
BUSINESS ASSISTANCE FUND	816,877	11,429	477,863	1,306,169
COMMUNITY DEVELOPMENT GRANTS FUND	29,608,685	5,464,732	44,613,046	79,686,463
PARK DEVELOPMENT FUND	310,691	(1,723)	-	308,968
GASOLINE TAX STREET IMPROVEMENT FUND	10,108,973	1,759	19,419,291	29,530,023
TRANSPORTATION FUND	15,626,761	(1,840,088)	22,849,890	36,636,564
CAPITAL PROJECTS FUND	4,272,078	(21,419)	45,088,339	49,338,998
CIVIC CENTER FUND	2,444,703	89,590	942,762	3,477,055
GENERAL SERVICES FUND	38,293,973	(653,553)	189,233	37,829,652
FLEET SERVICES FUND	33,519,962	(125,580)	696,825	34,091,207
INSURANCE FUND	40,274,631	(9,754)	254,985	40,519,863
EMPLOYEE BENEFITS FUND	220,426,998	524,594	-	220,951,592
TIDELANDS FUNDS	122,159,234	8,823,944	33,022,441	164,005,619
TIDELAND OIL REVENUE FUND	70,360,070	(22,355)	-	70,337,716
RESERVE FOR SUBSIDENCE	-	-	-	-
GAS FUND	110,804,633	6,634,800	14,704,408	132,143,841
GAS PREPAY FUND	42,771,641	(21,899,996)	-	20,871,645
AIRPORT FUND	36,756,192	486,613	68,583,244	105,826,050
REFUSE/RECYCLING FUND	42,056,512	253,751	(217,205)	42,093,058
SERRF FUND	53,885,209	11,170	-	53,896,378
SERRF JPA FUND	11,295,285	-	-	11,295,285
TOWING FUND	8,827,789	46,379	-	8,874,169
PARKING AUTHORITY FUND	-	-	-	-
HOUSING AUTHORITY FUND	72,951,411	3,117	796,504	73,751,032
REDEVELOPMENT FUND	161,771,656	34,722,980	44,809,983	241,304,619
CUPA FUND	1,279,830	(33,201)	-	1,246,629
<b>TOTAL</b>	<b>1,626,921,046</b>	<b>33,611,191</b>	<b>397,855,279</b>	<b>2,058,387,516</b>

\*Carryover of multi-year grants and CIP funds.

## FISCAL YEAR 2011 APPROPRIATIONS ORDINANCE BY DEPARTMENT

<u>DEPARTMENT</u>	<u>FY 11 PROPOSED EXPENDITURES</u>	<u>CHANGES</u>	<u>FY 10 ESTIMATED CARRYOVER*</u>	<u>FY 11 APPROPRIATION</u>
MAYOR AND COUNCIL	4,925,850	(2,009)	-	4,923,840
CITY ATTORNEY	8,024,169	(58,712)	-	7,965,457
CITY AUDITOR	2,753,291	2,235	-	2,755,526
CITY CLERK	2,780,124	502,139	-	3,282,263
CITY MANAGER	8,289,504	(21,537)	(196)	8,267,770
CITY PROSECUTOR	4,758,192	(20,851)	91,946	4,829,287
CIVIL SERVICE	1,983,869	20,356	-	2,004,225
AIRPORT	36,360,628	299,230	67,453,711	104,113,570
COMMUNITY DEVELOPMENT	148,228,227	5,737,528	114,196,489	268,162,244
DEVELOPMENT SERVICES	178,453,127	34,118,265	44,881,606	257,452,999
FINANCIAL MANAGEMENT**	397,579,310	(25,517,420)	13,477,904	385,539,794
FIRE	94,157,149	(377,199)	1,906,804	95,686,754
HEALTH AND HUMAN SERVICES	44,988,420	688,125	26,962,884	72,639,429
HUMAN RESOURCES	7,948,995	(20,746)	-	7,928,249
LIBRARY SERVICES	12,839,212	(44,770)	-	12,794,442
LONG BEACH GAS AND OIL	240,637,024	6,401,845	14,704,408	261,743,276
PARKS, RECREATION AND MARINE	50,783,723	(90,696)	26,268,206	76,961,233
POLICE	200,781,028	(492,040)	5,501,594	205,790,582
PUBLIC WORKS	146,333,659	12,834,249	82,220,455	241,388,363
TECHNOLOGY SERVICES	36,475,127	(628,449)	189,468	36,036,146
<b>TOTAL</b>	<b>1,629,080,628</b>	<b>33,329,542</b>	<b>397,855,279</b>	<b>2,060,265,449</b>

\*Carryover of multi-year grants and CIP funds.

\*\*Department of Financial Management includes internal service charges that are contained in the resolutions of the Water, Sewer and Harbor funds for accounting, budgeting and treasury functions, and other citywide activities such as debt service.





# **Mayor's Budget Recommendations**

**Fiscal Year 2011**

*Presented July 23, 2010*



July 23, 2010

Members of the City Council:

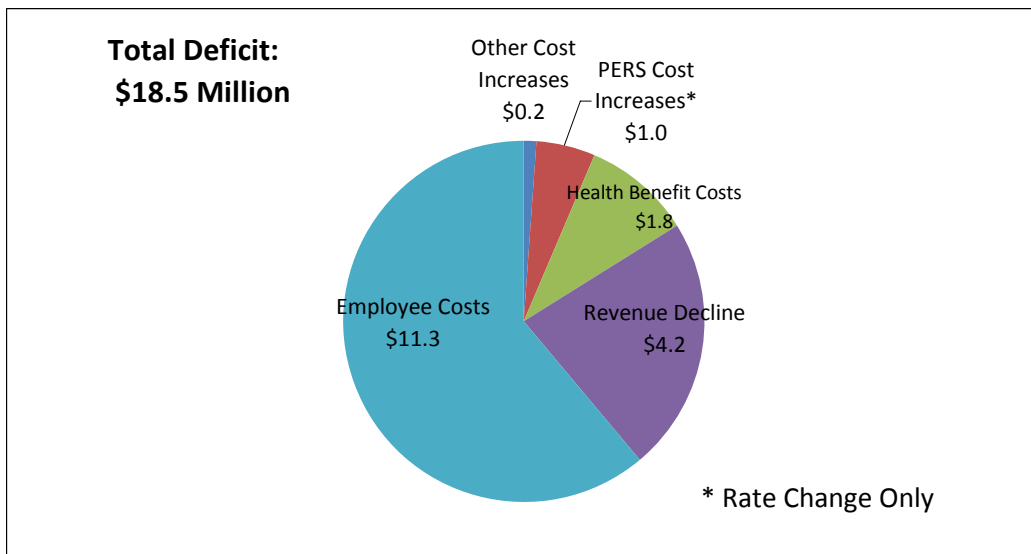
Pursuant to the City Charter, the following letter serves as the transmission of the City budget to the Council.

There are encouraging signs in the national and regional economy that perhaps the worst is over. In that, there is reason for general optimism.

But there are frustratingly persistent unemployment rates and a housing market that while in recovery, is years away from stability, let alone matching its euphoric rates of the past several years. Those two metrics are particularly important to the fiscal health of cities and counties in California.

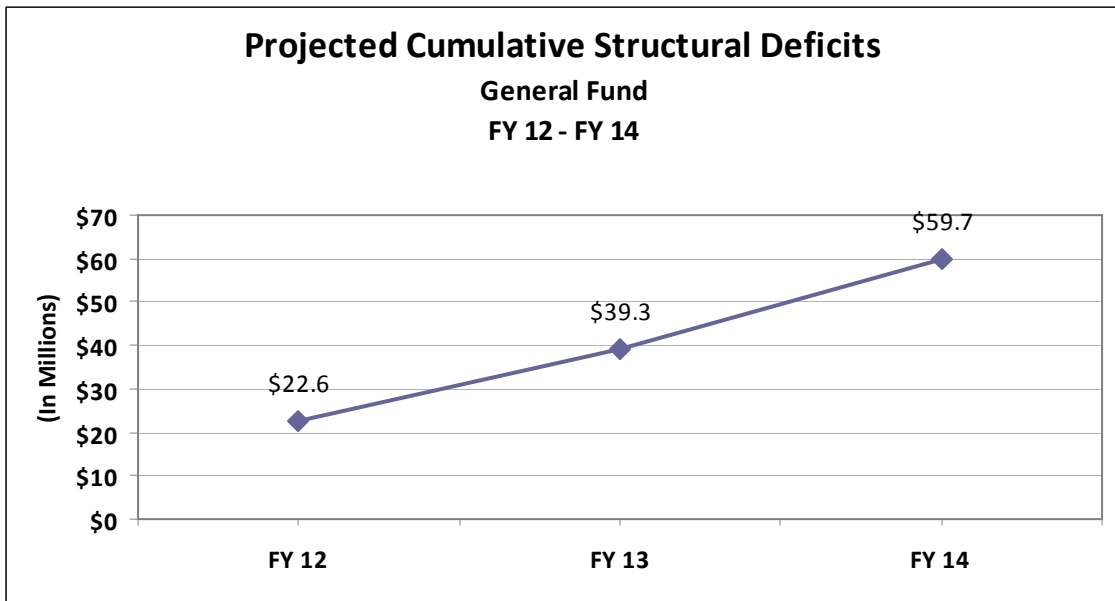
Presently, both metrics continue to under perform and create a tremendous lag on the City's finances; less employment drives down spending and decreases sales tax revenue while property tax returns from a depressed housing market may prove to be the very last to recover from the 2008 financial crisis.

I applaud the City Manager for developing a plan that balances economic challenges and the impact on services to our residents. In particular, protecting the Budget Stabilization Fund is a prudent and sound long-term financial decision. But of no surprise, the City is faced with increasing expenses and we will again have to cut costs to balance our budget.



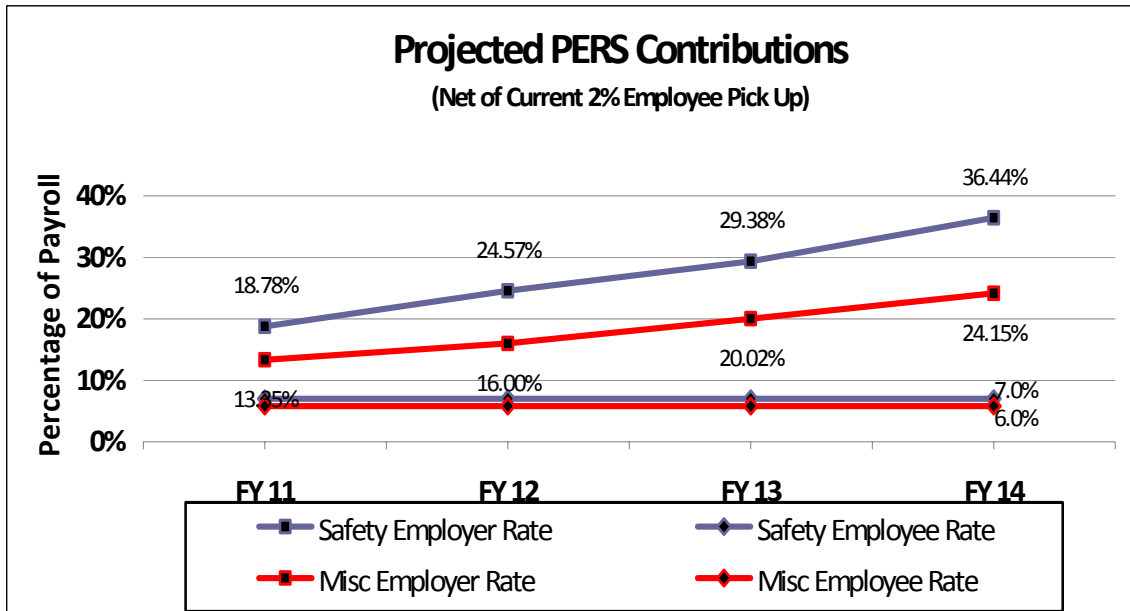
In reviewing this year's proposed budget over the past three weeks and in open session for the past several months, it has become increasingly clear to me that there is little choice left in the General Fund to curb expenses and erase the \$18.5 million deficit – with all cost elements considered, we currently spend over 80¢ of every dollar on labor costs and that number will likely grow to 90¢ by 2014.

In more detailed review of those personnel costs, the market losses suffered by the California Public Employees Retirement System (PERS) over the past two years, \$72.2 billion or 30% of its assets, will profoundly increase the City's expenses over the next several years, leading to cumulative annual deficits over the next four years of \$60 million.

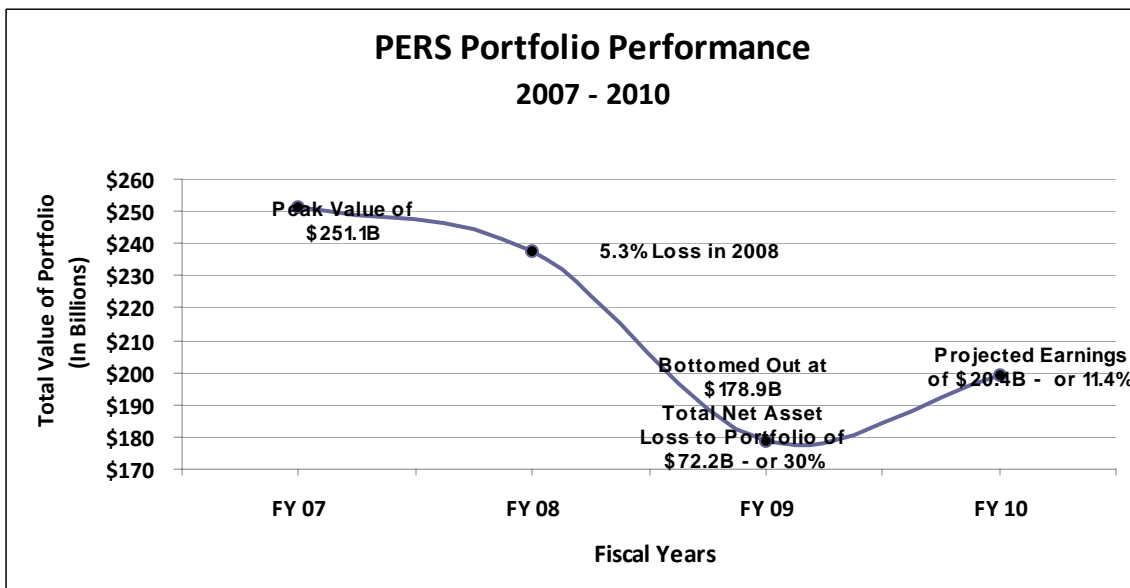


The statewide PERS formula makes up for any market loss by increasing the employer share of the pension costs.

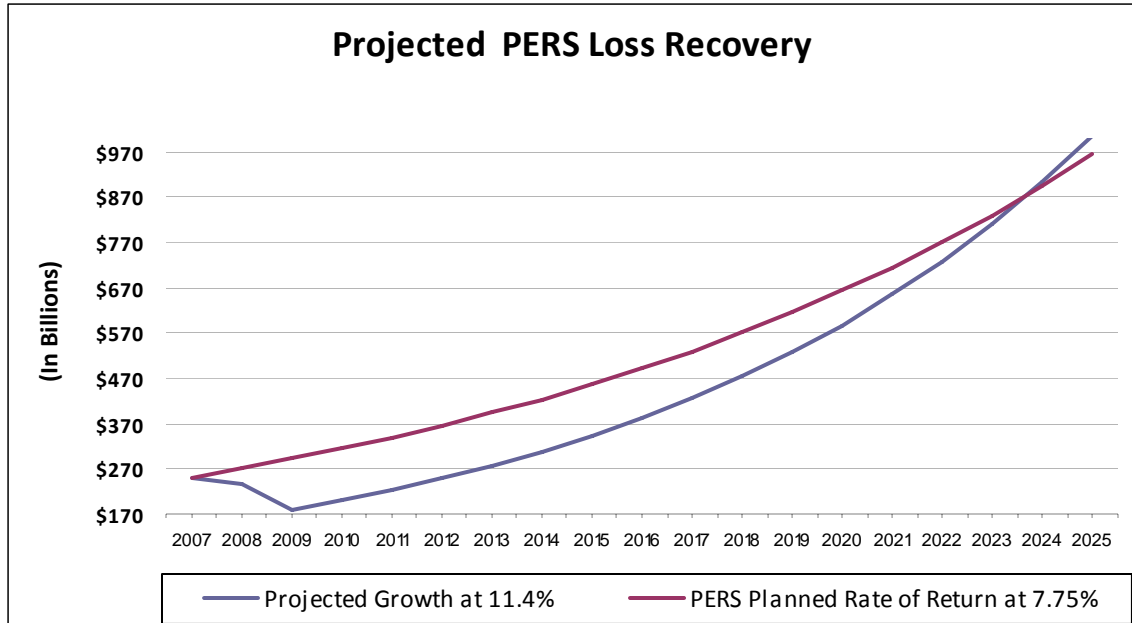
Public safety pension costs, if un-addressed by reform, will rise from 26.6% to over 45% of the City's police and fire payroll costs by 2014. No organization, including this City, could sustain these cost increases. We will soon have no capacity in our General Fund beyond paying for personnel expenses. It is neither right nor fair to make public employees the scapegoats but the current benefits are generous and the numbers are very clear: these pensions are not sustainable.



PERS' 11.4% preliminary earnings for the year are encouraging, but it is unreasonable to expect that consistent level of growth year after year.



The red line below demonstrates PERS required rate of return (7.75%) to meet their obligations before their investment losses. Given the depth of those losses, even with the unrealistic growth rate from 2010, as shown by the blue line, PERS will not break even until 2024. It is a long, steep climb indeed.



It is time to get back to taking a three or four year look at our finances and devise a plan that brings reasoned austerity and longer term stability that will allow all of us, employees and policy makers, to plan for the future. Going through this process year in and year out and somehow expecting that there will be a different result is nothing short of fiscal insanity.

I am concerned that the negative impacts of continuing to budget on an annual basis is increasing frustration for employees and debilitating the capacity of policy makers to plan over a significant time horizon.

The annual ritual is emblematic of death by a thousand cuts and has the added consequence of perpetuating what I have often referred to as the “armed camp” scenario: as structural reductions disproportionately fall on non-public safety programs and departments, an ever-increasing percent of the general fund is diverted from parks, libraries and street repair; the quality of life programs that provide the foundation for a safe community. At nearly 70% of the budget, left unchecked, public safety costs run the risk of debilitating every other function of city government.

So, what can we do to change our present course? We must find a way to build a framework for stability.

First, most experts believe this will be a slow recovery and potentially a jobless recovery. We cannot "wait" for the economy to improve.

Second, because of a lag in revenues, even a recovery will not result in substantial increases in revenue for some time. Finally, any increases will be more than erased by increases in PERS costs to cover in large part for the losses of the last two years.

I believe that by working with our employee groups and our management we can make the necessary reforms to change our course and put us on the path to healthy finances. We can also provide employees with certainty and stop the constant cycle of renegotiations that has had the effect of rendering their contracts largely meaningless. We can create a framework to increase public confidence in their city government and institute true reform more in line with the realities we face.

What I propose is the following:

First, all contracted salary increases due over the next three years will be applied to the employee's share of their pension costs. Instead of money in a paycheck now, it's money in their PERS bank for later.

Those contracts include compensation from the City in the form of a "pick up" on the majority of the employee's share of pension costs. The City, as the employer, picks up the rest.

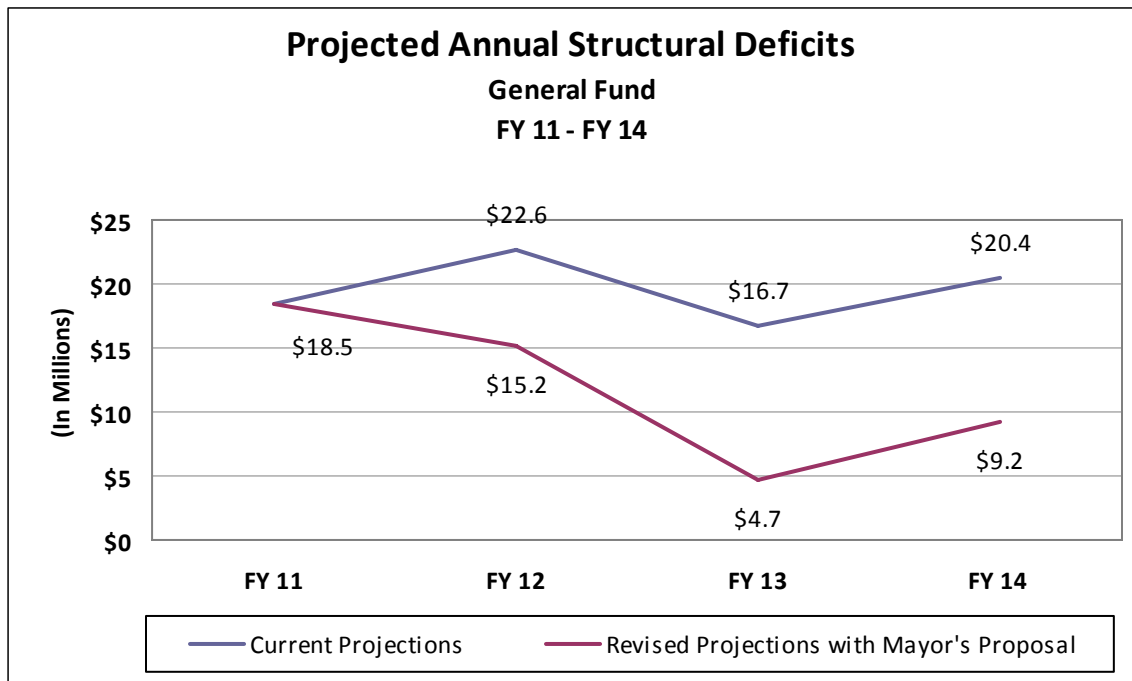
For example, an employee pays 2% of the 8% that PERS determines as the "employee share;" the City covers the other 6% in addition to the entire "employer" portion. In the proposal I am outlining here, the contractually obligated raises would be applied to the employee share of the pension costs until the full 8% is achieved. In short, their raises pay for their PERS costs.

Secondly, any negotiated salary increases beyond the maximum employee share would be frozen through 2014.

Finally, while benefits for existing employees cannot be altered under state law, we must institute less generous benefits for new employees to provide fair, albeit less generous, pension formulas.

<b>Current and Proposed PERS Tiers for New Employees</b>		
	<b>Current</b>	<b>Proposed</b>
Safety	3% @ 50	2% @ 55
Non-Safety	2.5% @ 55	2% @ 60

If these reforms begin in FY11, we would not only bring next fiscal year into balance but also reduce the projected deficits in the out-years to more manageable levels.



Slow revenue growth and increasing costs will mean there are still shortfalls, but these are far more manageable levels that I would look to achieve without further concessions from employee groups.

It will build public confidence that our fiscal and retirement house is in order, maintains public safety as our top priority, stems the erosion of the core quality of life programs delivered through parks, libraries and infrastructure improvement while setting the stage to hand a sound budget to the next City Council in FY15.

This plan does not solve every problem we face, and there is still much work to do to balance our finances. It does, however, make it possible to produce balanced budgets and get our future costs under control. I am more than open to other ideas and plans, insofar as they solve for more than the current year and gain measurable reforms to our pension system to address our unsustainable cost growth at the source.

This is not the job we all envisioned when we ran for public office or signed on to serve the residents of this City. But it is our responsibility to make significant reforms and produce a framework of stability and a future bright in a prudent and workable financial structure. In that will be the true measure of our service to the public.