

BH-15

September 1, 2020

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 2021 budget as listed in Attachment A. (Citywide)

DISCUSSION

On August 2, 2020, the City Manager's Proposed Budget for Fiscal Year 2021 (FY 21) was delivered by Mayor Garcia to the City Council and community for consideration. City Council budget meetings were held on December 17, 2019, and on May 19, August 4, August 11, August 18, and September 1, 2020. Additionally, Budget Oversight Committee (BOC) meetings and citywide community town hall meetings were also held throughout the month of August at which the Proposed FY 21 Budget was discussed. As a result of these meetings, there were 17 scheduled opportunities for public feedback, deliberation, and input. Additionally, input was solicited through the Long Beach Budget Priority Survey to obtain feedback on what the City's priorities should be. The survey was promoted on the City's website, along with OpenLB, which shows the budget visually, through Twitter and Facebook, and at the community meetings.

At the conclusion of the hearing, the City Council will amend the Proposed FY 21 Budget as it deems appropriate, and adopt the proposed budget as amended. As a result of the shortened timeframe for the budget process due to the COVID-19 pandemic, the numbers presented in the Proposed FY 21 Budget Book were estimates and did not yet include interdepartmental charges updates, grant and carryover clean-up, and other technical budget items. These figures have now been updated and are listed by fund group and department in Attachments B, C, and D, and are further described at the end of this letter. These updates have resulted in the total All Funds budget being revised from \$2.6 billion to \$2.8 billion. These changes do not reflect any substantive changes to the City Manager proposals but are rather technical and system updates, including updating the budget for grants and interdepartmental charges as described above.

There are three Ordinances to be considered for approval in Attachment A. The first Ordinance amends the Departmental Organization of the City (A-6). The second Ordinance approves Resolution No. WD-1429 (A-10), which establishes the rates and charges for the water and sewer service. The third is the Appropriations Ordinance (A-17), which officially appropriates the funding for the Adopted Budget (approved in A-3) and authorizes expenditures in conformance with the Adopted Budget. For the second and third Ordinances to become effective on October 1, 2020, the City Council must first declare an emergency to exist before adopting each Ordinance (A-9 and A-16).

There are also six Resolutions that provide for approval for the Master Fees and Charges Schedule (A-4), amend the Salary Resolution (A-7), approve the budget for the Harbor Department (A-8), approve the budget for the Water Department (A-11), establish the Gann Appropriations Limit (A-14), and declare a fiscal hardship for FY 20 and FY 21 under Measure B, authorizing the use of up to 50 percent Measure B reserves (A-15). There are also the following motions: approve the Mayor's Recommendations (A-1); approve the BOC Recommendations (A-2); amend the Proposed FY 21 Budget (A-3); approve the FY 21 One-Year Capital Improvement Program (A-5); approve the FY 21 Budget for the Long Beach Community Investment Company (A-12); and, approve the Harbor Revenue Fund Group transfer (A-13).

This matter was reviewed by Deputy City Attorney Amy R. Webber on August 26, 2020 and by Budget Management Officer Rhutu Amin Gharib on August 25, 2020.

TIMING CONSIDERATIONS

In accordance with the City Charter, the Proposed FY 21 Budget must be adopted by September 15, 2020. Should the City Council fail to adopt the budget by that date, the City Manager's Proposed FY 21 Budget will be deemed the budget for the 2021 Fiscal Year. The Mayor 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, 2020, to override the veto action by the Mayor with a two-thirds supermajority vote (six Councilmembers).

FISCAL IMPACT

The City Charter requires that the Appropriations Ordinance govern and control the expenditure and commitment amounts stated therein relating to City departments, offices, and agencies during each fiscal year. The total Proposed FY 21 Budget for all departments and fund groups is \$3,321,189,591, which comprises of \$2,781,088,305 in new appropriation and \$540,101,286 in estimated carryover from FY 20 for multi-year grants and projects. Attachments B, C, and D provide the financial overview by Fund Group and Department, and Citywide revenue by Fund Group, respectively.

The Appropriations Ordinance, included as Attachment A-17, totals \$2,511,084,276 for all fund groups except Harbor, Sewer, and Water, and \$2,514,659,888 for all departments except Harbor and Water. The \$3,575,612 difference between fund groups and departments is due to general City indirect costs budgeted in the Financial Management Department, but charged to the Harbor, Water, and Sewer Funds, which are not included in the Appropriations Ordinance by fund groups.

The proposed Harbor, Water, and Sewer Fund Group budgets are in separate City Council Resolutions included as Attachment A-8 and A-11, respectively, and total \$810,105,315. The Board of Harbor Commissioners adopted the budget for the Harbor Department by minute order on May 27, 2020. The Board of Water Commissioners adopted the budget for the Water Department by Resolution on June 18, 2020.

User fees and charges in the Master Fees and Charges Schedule, included as Attachment A-4, have been adjusted due to changes in service and other factors. For details regarding these proposed new fees and adjustments, please see the List of Proposed Fees Adjustments for FY 21 that has been incorporated as Exhibits B and C to the Master Fees and Charges Resolution.

Other requested City Council actions include:

- Approving the FY 21 One-Year Capital Improvement Program (CIP) budget, included as Attachment A-5, which is contained in the Appropriations Ordinance.
- Amending the Departmental Organization Ordinance, included as Attachment A-6. This amendment incorporates changes to departments, bureaus, and divisions for FY 21. These organizational changes are necessary to implement changes reflected in the Proposed FY 21 Budget. A redline version of the changes is also provided.
- Adopting the amended Salary Resolution, which creates and establishes positions of employment while fixing and prescribing the compensation for officers and employees, is included as Attachment A-7. Due to the delayed and compressed budget process this year, additional changes to classifications will be presented to the City Council in early FY 21.
- Adopting the FY 21 Long Beach Community Investment Company (LBCIC) budget, included as Attachment A-12. The LBCIC budget is prepared annually for City Council approval and is a subset of the Housing Development Fund. The LBCIC oversees the delivery of housing and neighborhood revitalization services. The LBCIC approved its FY 21 Budget on May 20, 2020.
- Adopting a Resolution, included as Attachment A-14, establishing the Gann Appropriations Limit (Limit) for general purpose expenditures. In November 1979, the voters of the State of California (State) approved Proposition 4, also known as the Gann Initiative (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 prevents overspending proceeds of taxes. Only those revenues that 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 44.42 percent of the 2020-2021 Appropriations Limit and, therefore, do not exceed the Limit. This calculation is reviewed by the City Auditor for conformance to the law.
- A Resolution declaring a state of fiscal hardship due to the COVID-19 pandemic for FY 20 and FY 21 is included as Attachment A-15. This Resolution allows Measure B reserves to be used in FY 20 and FY 21 in accordance with Measure B and at the direction of the City Council. The Proposed FY 21 Budget proposes the use of reserves to temporarily maintain services while the significant level of uncertainty in the economy's response to events in the short- and long-term remains.

After the City Manager delivered the Proposed FY 21 Budget to the Mayor, technical adjustments were made to complete the budget. These changes, totaling \$135,033,449 across all funds and \$134,469,588 across departments, are normally included in the Proposed Budget in July, but due to the compressed timeframe of the budget development process this year, the number of changes is larger than normal.

While these changes are larger than normal, they do not change the status of the budget as reported in the Proposed FY 21 Budget. A number of these changes were factored into the overall budget process and the General Fund Group is still balanced for FY 21, as shown in these attachments. The amounts for the changes are shown in Attachments B, C, and D. The items listed below identify some of the key changes but are not meant to explain all the changes shown in the Attachments.

1. Inclusion of Citywide interdepartmental charges such as Technology and Innovation MOU, the Fleet MOU, and other grants that impact the reported budget for any department and fund that receives those services. The amounts budgeted vary and are spread across various departments and funds.
2. The Capital Projects Fund Group increased by \$90 million due to the budgeting of the Capital Improvement Plan (CIP) after the Proposed Budget was released in July. Capital Project Funds are budgeted in both the fund providing the revenue offset and, in the fund, expending the project costs; therefore, the amount shown in the Changes column is larger than the actual capital program activity.
3. Budgeting the Measure A transfer from the General Fund Group for \$18.5 million to the Capital Projects Fund Group
4. Budgeting the various personnel benefits in the Employee Benefits Fund Group to allow the payments to be made for healthcare, pensions, and other miscellaneous benefits in the amount of \$16.9 million.

SUGGESTED ACTION:

Approve recommendation

Respectfully submitted,



JOHN GROSS
DIRECTOR OF FINANCIAL MANAGEMENT

APPROVED:



THOMAS B. MODICA
CITY MANAGER

ATTACHMENTS

List of Requested Fiscal Year 2021 Budget Adoption Actions

1. Adopt the Mayor's proposed budget recommendations, as amended, to the Proposed FY 21 Budget. (A-1)
2. Adopt the Budget Oversight Committee's proposed funding recommendations, as amended, to the Proposed FY 21 Budget. (A-2)
3. Adopt the expenditures and revenues as identified in the Proposed FY 21 Budget Book, as amended. (A-3)
4. Adopt the Resolution amending the Master Fees and Charges Schedule for specified City services for Citywide fees and charges for the City of Long Beach. (A-4)
5. Approve the FY 21 One-Year Capital Improvement Program. (A-5)
6. Declare the Ordinance amending the Departmental Organization Ordinance read the first time and laid over to the next regular meeting of the City Council for final reading. (A-6)
7. Adopt the amended Salary Resolution for FY 21. (A-7)
8. Adopt the Resolution approving the FY 21 budget for the Long Beach Harbor Department as adopted by the Board of Harbor Commissioners on May 27, 2020. (A-8)
9. Declare an emergency to exist. (A-9)
10. Declare the Ordinance approving the Resolution No. WD-1429 establishing the rates and charges for water and sewer service to all customers, as adopted by the Board of Water Commissioners on June 18, 2020, as an Emergency Ordinance, read, and adopted as read and laid over to the next regular meeting of the City Council for final reading. (A-10)
11. Adopt the Resolution approving the FY 21 budget of the Long Beach Water Department as adopted by the Board of Water Commissioners on June 18, 2020. (A-11)
12. Adopt a motion approving the FY 21 budget for the Long Beach Community Investment Company in the amount of \$1,176,000. (A-12)
13. Adopt a motion approving the estimated transfer of \$18,809,414 from the Harbor Revenue Fund Group to the Tidelands Operations Fund Group. (A-13)
14. Adopt the Resolution establishing the Gann Appropriations Limit (Limit) for FY 21 pursuant to Article XIII (B) of the California Constitution. (A-14)
15. Adopt a Resolution declaring fiscal hardship for FY 20 and FY 21 under Measure B, authorizing the use of up to 50 percent of Measure B reserves. (A-15)
16. Declare an emergency to exist. (A-16)

List of Requested Fiscal Year 2021 Budget Adoption Actions

17. Declare the Appropriations Ordinance for FY 21, creating and establishing the fund groups 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 and laid over to the next regular meeting of the City Council for final reading. (A-17)

FISCAL YEAR 2021 APPROPRIATIONS ORDINANCE BY FUND GROUP
 (Does not include Harbor, Water and Sewer Fund Groups)

<u>FUND GROUP</u>	<u>FY 21 PROPOSED EXPENDITURES</u>	<u>CHANGES*</u>	<u>FY 20 ESTIMATED CARRYOVER**</u>	<u>FY 21 APPROPRIATIONS</u>
GENERAL FUND	543,642,704	13,644,268	-	557,286,971
UPLAND OIL FUND	8,004,016	25,745	-	8,029,761
GENERAL GRANTS FUND	8,016,482	51,808	4,385,445	12,453,735
POLICE & FIRE PUBLIC SAFETY OIL PROD ACT FUND	3,318,387	-	-	3,318,387
HEALTH FUND	58,646,052	53,972	52,180,280	110,880,305
CUPA FUND	2,328,712	82,075	-	2,410,787
SPECIAL ADVERTISING & PROMOTION FUND	10,909,568	81,804	-	10,991,372
HOUSING DEVELOPMENT FUND	3,595,489	132,116	8,636,610	12,364,215
BELMONT SHORE PARKING METER FUND	783,243	4,257	-	787,500
BUSINESS ASSISTANCE FUND	728,323	3,524	-	731,848
COMMUNITY DEVELOPMENT GRANTS FUND	18,834,384	427,929	35,492,350	54,754,662
HOUSING AUTHORITY FUND	93,964,457	(59,462)	11,203,872	105,108,868
GASOLINE TAX STREET IMPROVEMENT FUND	10,139,365	(500,000)	12,271,223	21,910,588
CAPITAL PROJECTS FUND	18,246,466	90,030,976	153,735,063	262,012,505
SUCCESSOR AGENCY OPERATIONS	4,191,032	31,188	7,001,615	11,223,835
CIVIC CENTER FUND	21,807,741	914,358	9,122,695	31,844,794
GENERAL SERVICES FUND	60,861,109	1,734,037	19,030,102	81,625,248
FLEET SERVICES FUND	45,134,873	(274,385)	1,949,278	46,809,766
INSURANCE FUND	48,947,146	8,514,598	(217,655)	57,244,089
EMPLOYEE BENEFITS FUND	327,442,075	10,998,681	-	338,440,755
TIDELANDS OPERATIONS FUND	88,211,792	1,086,884	126,605,621	215,904,297
TIDELANDS AREA FUNDS	25,370,842	1,406,308	50,035,831	76,812,982
TIDELANDS OIL REVENUE FUND	82,908,124	3,271,954	-	86,180,079
RESERVE FOR SUBSIDENCE	-	-	-	-
DEVELOPMENT SERVICES FUND	26,779,295	807,449	1,402,130	28,988,873
GAS FUND	141,239,545	1,064,546	9,577,420	151,881,511
AIRPORT FUND	45,006,926	594,886	37,657,143	83,258,955
REFUSE/RECYCLING FUND	52,692,087	1,592,169	32,265	54,316,521
SERRF FUND	42,928,625	(752,455)	-	42,176,170
SERRF JPA FUND	-	-	-	-
TOWING FUND	6,741,928	64,218	-	6,806,146
DEBT SERVICE FUND	8,159,695	-	-	8,159,695
SUCCESSOR AGENCY - DEBT SERVICE	26,369,058	-	-	26,369,058
TOTAL	1,835,949,541	135,033,449	540,101,286	2,511,084,276

*Please refer to the Fiscal Impact section of the City Council Letter for a general description of notable changes.

**Reflects estimated carryover for accounts with projects and grants as of 7/31/20.

FISCAL YEAR 2021 APPROPRIATIONS ORDINANCE BY DEPARTMENT
(Does not include Harbor and Water Departments)

<u>DEPARTMENT</u>	<u>FY 21 PROPOSED EXPENDITURES</u>	<u>CHANGES*</u>	<u>FY 20 ESTIMATED CARRYOVER**</u>	<u>FY 21 APPROPRIATIONS</u>
MAYOR AND COUNCIL	5,769,177	(60,663)	-	5,708,514
CITY ATTORNEY	11,883,085	(260,324)	(6,423)	11,616,338
CITY AUDITOR	3,217,015	(2,658)	(39,365)	3,174,992
CITY CLERK	5,118,065	(3,271)	-	5,114,794
CITY MANAGER	16,094,062	114,058	7,825,233	24,033,352
CITY PROSECUTOR	6,030,813	31,756	762,711	6,825,280
CIVIL SERVICE	2,989,278	7,022	-	2,996,300
AIRPORT	44,278,868	663,576	37,206,951	82,149,395
DISASTER PREPAREDNESS & EMERGENCY COMMUNICATIONS	12,388,439	207,791	1,280,589	13,876,818
DEVELOPMENT SERVICES	73,862,020	812,887	37,912,460	112,587,367
ECONOMIC DEVELOPMENT	19,586,357	791,611	14,296,259	34,674,228
FINANCIAL MANAGEMENT***	573,895,005	32,238,994	4,428,345	610,562,345
FIRE	133,049,633	6,987,304	(156,889)	139,880,048
HEALTH AND HUMAN SERVICES	157,332,435	169,643	63,346,631	220,848,708
HUMAN RESOURCES	12,553,673	2,672,528	(207,528)	15,018,673
LIBRARY SERVICES	15,143,847	76,228	(3,740)	15,216,336
ENERGY RESOURCES	230,448,703	3,321,225	9,577,420	243,347,348
PARKS, RECREATION AND MARINE	60,857,103	618,898	56,986,630	118,462,631
POLICE	260,581,342	8,575,607	(5,311,396)	263,845,553
PUBLIC WORKS	136,548,280	75,875,005	292,513,370	504,936,655
TECHNOLOGY & INNOVATION	58,461,814	1,632,371	19,690,029	79,784,213
TOTAL	1,840,089,015	134,469,588	540,101,286	2,514,659,888

*Please refer to the Fiscal Impact section of the City Council Letter for a general description of notable changes.

**Reflects estimated carryover for accounts with projects and grants as of 7/31/20.

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

FISCAL YEAR 2021 REVENUES BY FUND GROUP
(Does not include Harbor, Water and Sewer Fund Groups)

<u>FUND GROUP</u>	<u>FY 21 PROPOSED REVENUES</u>	<u>CHANGES*</u>	<u>FY 21 PROPOSED BUDGETED REVENUES</u>
GENERAL FUND	561,996,775	874,540	562,871,315
UPLAND OIL FUND	12,239,561	(4,209,557)	8,030,005
GENERAL GRANTS FUND	7,803,829	105,391	7,909,220
POLICE & FIRE PUBLIC SAFETY OIL PROD ACT FUND	3,318,387	-	3,318,387
HEALTH FUND	58,157,614	1,824,132	59,981,745
SPECIAL ADVERTISING & PROMOTION FUND	8,071,102	-	8,071,102
HOUSING DEVELOPMENT FUND	3,436,465	-	3,436,465
BELMONT SHORE PARKING METER FUND	783,243	-	783,243
BUSINESS ASSISTANCE FUND	728,199	-	728,199
COMMUNITY DEVELOPMENT GRANTS FUND	17,419,627	1,203,447	18,623,074
GASOLINE TAX STREET IMPROVEMENT FUND	12,406,345	(1,817,686)	10,588,659
CAPITAL PROJECTS FUND	40,360,917	68,904,980	109,265,897
CIVIC CENTER FUND	22,076,894	958,673	23,035,567
GENERAL SERVICES FUND	56,153,750	5,827,499	61,981,249
FLEET SERVICES FUND	45,514,112	2,429,236	47,943,347
INSURANCE FUND	49,527,973	10,666,881	60,194,854
EMPLOYEE BENEFITS FUND	328,470,018	10,385,558	338,855,575
TIDELANDS OPERATIONS FUND	85,504,285	2,043,555	87,547,840
TIDELANDS AREA FUNDS	27,280,625	-	27,280,625
TIDELANDS OIL REVENUE FUND	89,209,421	-	89,209,421
RESERVE FOR SUBSIDENCE	1,480,000	-	1,480,000
DEVELOPMENT SERVICES FUND	24,763,271	-	24,763,271
GAS FUND	146,608,226	(10,450,597)	136,157,629
GAS PREPAY FUND	-	5,898,597	5,898,597
AIRPORT FUND	47,228,407	856	47,229,263
REFUSE/RECYCLING FUND	49,984,236	343	49,984,579
SERRF FUND	35,950,000	4,552,000	40,502,000
SERRF JPA FUND	-	-	-
TOWING FUND	6,414,000	431,982	6,845,982
HOUSING AUTHORITY FUND	92,215,718	-	92,215,718
SUCCESSOR AGENCY OPERATIONS	4,219,567	-	4,219,567
CUPA FUND	1,865,221	795	1,866,016
DEBT SERVICE FUND	6,900,861	-	6,900,861
SUCCESSOR AGENCY DEBT SERVICE	30,162,041	-	30,162,041
TOTAL	1,878,250,691	99,630,622	1,977,881,313

*Please refer to the Fiscal Impact section of the City Council Letter for a general description of notable changes.

RESOLUTION NO.

A RESOLUTION OF THE CITY COUNCIL OF THE
CITY OF LONG BEACH DECLARING A STATE OF FISCAL
HARDSHIP FOR FY 20 AND FY 21

WHEREAS, Measure B deems a "fiscal hardship" shall occur whenever the City Manager, in the proposed budget for a fiscal year, projects a level of General Fund structural revenues that will result in a two percent (2%) or greater reduction in funding for general City services, as compared to the base budget needed to maintain existing services; and

WHEREAS, to maintain existing City services and programs in FY 20 would require up to an estimated \$41.0 million more than is currently available in structural revenues for FY 20 to maintain current City services and programs; and

WHEREAS, that \$41.0 million FY 20 shortfall represents 7.9% of the funding needed to maintain services in FY 20 (the base budget) which is well in excess of the 2% required for a fiscal hardship finding under Measure B; and

WHEREAS, in no event is the shortfall expected to be less than 2.0%, and

WHEREAS, in FY 20 the City would need to reduce services, programs, and authorized staffing to balance the budget; and

WHEREAS, to maintain existing City services and programs in FY 21 would require \$36.6 million which is more than is currently available in structural revenues for FY 21 to maintain services; and

WHEREAS, that \$36.6 million FY 21 shortfall represents 5.6% of the funding needed to maintain services and programs (the base budget) which is well in excess of the 2% required for a fiscal hardship finding under Measure B; and

WHEREAS, in FY 21 the City will need to reduce services, programs, and authorized staffing as a result of this shortfall; and

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1 WHEREAS, the City Council has determined it necessary to use reserves
2 to help temporarily maintain services and programs during this difficult time; and

3 WHEREAS, Measure B allows up to one-half of Measure B reserves to be
4 used in a fiscal year.

5 NOW, THEREFORE, the City Council of the City of Long Beach resolves
6 and finds as follows:

7 Section 1. That a state of fiscal hardship exists for FY 20 and FY 21 for
8 the purpose of utilizing Measure B reserves.

9 Section 2. That an amendment to the FY 20 budget prior to the close of
10 the books for the FY 20 year is authorized to utilize up to half of Measure B funds to help
11 maintain current levels of services and programs in FY 20.

12 Section 3. That upon adoption of the FY 21 budget, or as an
13 amendment made prior to the close of the books for the FY 21 year, authorization is
14 granted to utilize up to half of the remaining proceeds of Measure B reserves.

15 Section 4. This resolution shall take effect immediately upon its adoption
16 by the City Council, and the City Clerk shall certify the vote adopting this resolution.

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OFFICE OF THE CITY ATTORNEY
CHARLES PARKIN, City Attorney
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I hereby certify that the foregoing resolution was adopted by the City Council of the City of Long Beach at its meeting of _____, 2020 by the following vote:

Ayes: Councilmembers: _____

Noes: Councilmembers: _____

Absent: Councilmembers: _____

Recusal(s): Councilmembers: _____

City Clerk