Department of Financial Management

CITY OF LONG BEACH

411 West Ocean Boulevard, 6th Floor Long Beach, CA 90802 (562) 570-6425

September 6, 2022

BH-13

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 2023 budget as listed in Attachment A. (Citywide)

DISCUSSION

On August 2, 2022, the City Manager's Proposed Budget for Fiscal Year 2023 (FY 23) was delivered by Mayor Garcia to the City Council and the community for consideration. The City Council budget hearings were held on December 7, 2021, as well as on March 8, August 2, August 9, August 16, August 23, and September 6, 2022. Additionally, Budget Oversight Committee (BOC) meetings and citywide community town hall meetings were also held in the months of January and August 2022, at which the Proposed FY 23 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 desired City priorities. The survey was promoted on the City of Long Beach (City) website, Twitter, Instagram, Facebook, and at community meetings.

At the conclusion of the September 6, 2022 hearing, the City Council will amend the Proposed FY 23 Budget as it deems appropriate and adopt the proposed budget as amended. Since the publication of the Proposed FY 23 Budget, a few updates were made to the proposed revenue and expenditure budgets, which primarily address technical corrections and are listed by fund group and department in Attachments B, C, and D. The reasons for these budget adjustments are discussed at the end of this letter.

As part of the FY 23 Budget Adoption, there are two Ordinances to be considered for approval in Attachment A. The first Ordinance amends the Departmental Organization of the City (A-6). The second is the Appropriations Ordinance (A-15), which officially appropriates the funding for the Adopted Budget (approved in A-3) and authorizes expenditures in conformance with the Adopted Budget. For the Appropriations Ordinance to become effective on October 1, 2022, the City Council must first declare an emergency to exist (A-14) before adopting the Ordinance. Historically, the City Council declares an Ordinance to approve a Resolution establishing the rates and charges for the water and sewer services as part of the budget adoption actions. This year, on May 10, 2022, the City Council approved said Ordinance and because no further changes to water or sewer rates are being proposed, there is no need for the ordinance to be declared again with the FY 23 budget adoption actions.

There are also five Resolutions to approve the budget for the Long Beach Harbor Department (A-8); approve the budget for the Water Department (A-9); approve the Master Fees and Charges Schedule (A-4); establish the Gann Appropriations Limit (A-12); and amend the Salary

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Resolution (A-7). There are also the following motions: approve the FY 23 One-Year Capital Improvement Program (A-5); approve the FY 23 Budget for the Long Beach Community Investment Company (A-10); approve the Harbor Fund Group transfer (A-11); approve the amended Financial Policies (A-13); approve the Mayor's Recommendations (A-1); approve the BOC Proposed Funding Recommendations (A-2); and amend the Proposed FY 23 Budget (A-3).

This matter was reviewed by Deputy City Attorney Monica Kilaita on August 16, 2022, and by Budget Manager Grace H. Yoon on August 9, 2022.

TIMING CONSIDERATIONS

In accordance with the City Charter, the Proposed FY 23 Budget must be adopted by September 15, 2022. Should the City Council fail to adopt the budget by that date, the City Manager's Proposed FY 23 Budget will be deemed the budget for the 2023 Fiscal Year. The Mayor has five calendar days from the City Council adoption of the budget to use his veto authority. The City Council would then have until September 30, 2022, 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 23 Budget for all departments and fund groups is \$4,088,571,947, which comprises of \$3,177,225,467 in new appropriation and \$911,346,480 in estimated carryover from FY 22 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-15, totals \$3,267,581,693 for all fund groups except Harbor, Sewer, and Water fund groups, and \$3,269,788,542 for all departments except Harbor and Water Departments. The \$2,206,850 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-9, respectively, and total \$820,990,254. The Board of Harbor Commissioners adopted the budget for the Harbor Department by minute order on May 23, 2022. The Board of Water Commissioners adopted the budget for the Water Department by Resolution on June 23, 2022.

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 23 that has been incorporated as Exhibits B and C to the Master Fees and Charges Resolution.

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Other requested City Council actions include:

- Approving the FY 23 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 23.
 These organizational changes are necessary to implement changes reflected in the
 Proposed FY 23 Budget. A redline version of the changes is also provided.
- Adopting the amended Salary Resolution for FY 23, which creates and establishes
 positions of employment while fixing and prescribing the compensation for officers and
 employees, is included as Attachment A-7. Historically, the Salary Schedule has been
 included alongside the Salary Resolution, for review by the City Council. This year the
 Department of Human Resources will return to the City Council at a later date for
 approval of the Salary Schedule to ensure accuracy and inclusion of new/updated
 classifications.
- Adopting the FY 23 Long Beach Community Investment Company (LBCIC) budget, included as Attachment A-10. 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 23 Budget on May 18, 2022.
- Adopting a Resolution, included as Attachment A-12, 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 45.38 percent of the 2022-2023 Appropriations Limit and, therefore, do not exceed the Limit. The City Auditor reviews this calculation for conformance to the law.
- Adopting the amended Financial Policies for the City, included as Attachment A-13.
 Changes have been made to the Revenue Projection Policy (Policy 10), which adjusts
 the Revenue Estimation Methodology from Reasonably Conservative to Reasonably
 Expected.

After the City Manager delivered the Proposed FY 23 Budget to the Mayor, technical adjustments were made to complete the budget. These changes are shown in Attachments B, C, and D. Changes include the following:

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- An expense decrease in the Energy Resources Department in the SERRF Fund Group of \$49,342 as a technical correction to align the budget more accurately with anticipated expenditures in FY 23.
- 2. A revenue decrease in the Public Works Department in the Refuse and Recycling Fund Group by \$3,826,066 to adjust the budget to align with the anticipated impacts of the proposed rate increase to Solid Waste and Recycling fees.
- 3. An expense decrease of \$1,930,776 and a revenue increase of \$25,000 in the Development Services Department in the Community Development Grants Fund Group as a technical correction to align anticipated expense and revenue to actuals for multiyear grant reimbursements in FY 23.

The remaining changes were minor, technical adjustments made to various funds and departments resulting in no bottom line changes at the fund level.

This recommendation has no staffing impact beyond the normal budgeted scope of duties and is consistent with existing City Council priorities. There is no local job impact associated with this recommendation.

SUGGESTED ACTION:

Approve recommendation.

Respectfully submitted,

Kevin Riper

KÉVIN RIPER
DIRECTOR OF FINANCIAL MANAGEMENT

ATTACHMENTS

APPROVED:

THOMAS B. MODICA CITY MANAGER

List of Requested Fiscal Year 2023 Budget Adoption Actions

- 1. Adopt the Mayor's proposed budget recommendations, as amended, to the Proposed FY 23 Budget. (A-1)
- 2. Adopt the Budget Oversight Committee's proposed funding recommendations, as amended, to the Proposed FY 23 Budget. (A-2)
- 3. Adopt the expenditures and revenues as identified in the Proposed FY 23 Budget, 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 23 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 23. (A-7)
- 8. Adopt the Resolution approving the FY 23 budget for the Long Beach Harbor Department as adopted by the Board of Harbor Commissioners on May 23, 2022. (A-8)
- 9. Adopt the Resolution approving the FY 23 budget of the Long Beach Water Department as adopted by the Board of Water Commissioners on June 23, 2022. (A-9)
- 10. Adopt a motion approving the FY 23 budget for the Long Beach Community Investment Company in the amount of \$14,085,000. (A-10)
- 11. Adopt a motion approving the estimated transfer of \$22,786,322 from the Harbor Fund Group to the Tidelands Operations Fund Group. (A-11)
 - 12. Adopt the Resolution establishing the Gann Appropriations Limit for FY 23 pursuant to Article XIII (B) of the California Constitution. (A-12)
 - 13. Adopt a motion approving the Financial Policies, as amended. (A-13)
 - 14. Declare an emergency to exist. (A-14)
 - 15. Declare the Appropriations Ordinance for FY 23, 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-15)

FISCAL YEAR 2023 APPROPRIATIONS ORDINANCE BY FUND GROUP (Does not include Harbor, Water and Sewer Fund Groups)

FUND GROUP	FY 23 PROPOSED EXPENDITURES	CHANGES*	FY 22 ESTIMATED CARRYOVER**	FY 23 APPROPRIATIONS
GENERAL FUND	669,663,209	-	-	669,663,209
UPLAND OIL FUND	9,352,752	-	-	9,352,752
GENERAL GRANTS FUND	9,962,155	-	55,975,057	65,937,212
POLICE & FIRE PUBLIC SAFETY OIL PROD ACT FUND	2,693,369	-	-	2,693,369
HEALTH FUND	61,744,891	-	79,687,415	141,432,307
CUPA FUND	2,808,924	-	- '	2,808,924
SPECIAL ADVERTISING & PROMOTION FUND	11,555,107	-	-	11,555,107
HOUSING DEVELOPMENT FUND	16,000,104	-	5,521,505	21,521,610
BELMONT SHORE PARKING METER FUND	786,388	-	-	786,388
BUSINESS ASSISTANCE FUND	756,036	-	3,611,418	4,367,454
COMMUNITY DEVELOPMENT GRANTS FUND	18,615,453	(1,930,776)	50,982,198	67,666,874
HOUSING AUTHORITY FUND	108,252,290	-	7,497,681	115,749,972
GASOLINE TAX STREET IMPROVEMENT FUND	14,139,365	-	10,766,569	24,905,933
CAPITAL PROJECTS FUND	175,830,408	-	478,584,363	654,414,772
SUCCESSOR AGENCY OPERATIONS	4,248,628	-	27,749,468	31,998,096
CIVIC CENTER FUND	24,102,627	-	1,761,484	25,864,111
GENERAL SERVICES FUND	74,747,226	-	18,396,319	93,143,545
FLEET SERVICES FUND	50,478,684	-	4,037,711	54,516,395
INSURANCE FUND	67,547,362	-	-	67,547,362
EMPLOYEE BENEFITS FUND	389,690,381	-	-	389,690,381
TIDELANDS OPERATIONS FUND	113,192,489		87,570,506	200,762,995
TIDELANDS AREA FUNDS	32,864,381	-	19,861,771	52,726,152
TIDELANDS OIL REVENUE FUND	90,037,870	-	-	90,037,870
RESERVE FOR SUBSIDENCE	-	-	-	-
DEVELOPMENT SERVICES FUND	30,222,823	-	(425,687)	29,797,135
GAS FUND	167,147,399	-	22,384,350	189,531,749
AIRPORT FUND	53,715,400	-	37,320,898	91,036,299
REFUSE/RECYCLING FUND	67,121,695	-	63,453	67,185,148
SERRF FUND	49,113,263	(49,342)	-	49,063,921
SERRF JPA FUND	-	-	-	-
TOWING FUND	6,945,988	-	-	6,945,988
DEBT SERVICE FUND	8,134,944	-	-	8,134,944
SUCCESSOR AGENCY - DEBT SERVICE	26,743,719	-	-	26,743,719
TOTAL	2,358,215,331	(1,980,118)	911,346,480	3,267,581,693

^{*}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 5/31/22.

FISCAL YEAR 2023 APPROPRIATIONS ORDINANCE BY DEPARTMENT (Does not include Harbor and Water Departments)

<u>DEPARTMENT</u>	FY 23 PROPOSED EXPENDITURES	CHANGES*	FY 22 ESTIMATED CARRYOVER**	FY 23 APPROPRIATIONS
MAYOR AND COUNCIL	6,157,142	-	(138)	6,157,004
CITY ATTORNEY	12,792,312	-	-	12,792,312
CITY AUDITOR	3,450,581	-	-	3,450,581
CITY CLERK	4,205,416	- '	-	4,205,416
CITY MANAGER	19,116,930	-	1,442,277	20,559,207
CITY PROSECUTOR	6,554,887		1,556,596	8,111,483
CIVIL SERVICE	3,715,317	· -	-	3,715,317
AIRPORT	53,262,491	-	36,794,196	90,056,687
DISASTER PREPAREDNESS & EMERGENCY COMMUNICATIONS	13,863,912		1,235,426	15,099,338
DEVELOPMENT SERVICES	92,150,228	(1,930,776)	81,956,929	172,176,381
ECONOMIC DEVELOPMENT	22,821,694	-	12,092,461	34,914,154
FINANCIAL MANAGEMENT***	729,844,020	-	105,379,333	835,223,353
FIRE	153,467,070	-	3,405,592	156,872,662
HEALTH AND HUMAN SERVICES	182,091,970	-	87,210,542	269,302,512
HUMAN RESOURCES	25,270,577		(678,337)	24,592,240
LIBRARY SERVICES	18,102,153	-	4,974,134	23,076,286
ENERGY RESOURCES	267,529,467	(49,342)	22,384,350	289,864,475
PARKS, RECREATION AND MARINE	74,030,641	-	27,193,075	101,223,716
POLICE	293,003,779	-	8,968,565	301,972,345
PUBLIC WORKS	308,971,291	-	497,687,774	806,659,065
TECHNOLOGY & INNOVATION	70,020,303	-	19,743,704	89,764,008
TOTAL	2,360,422,180	(1,980,118)	911,346,480	3,269,788,542

^{*}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 5/31/22.

^{***}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 2023 REVENUES BY FUND GROUP (Does not include Harbor, Water and Sewer Fund Groups)

FUND GROUP	FY 23 PROPOSED REVENUES	CHANGES*	FY 23 PROPOSED BUDGETED REVENUES
GENERAL FUND	621,283,066	-	621,283,066
UPLAND OIL FUND	11,811,475	-	11,811,475
GENERAL GRANTS FUND	9,701,912	-	9,701,912
POLICE & FIRE PUBLIC SAFETY OIL PROD ACT FUND	2,693,369	-	2,693,369
HEALTH FUND	61,770,617	-	61,770,617
SPECIAL ADVERTISING & PROMOTION FUND	8,584,444	-	8,584,444
HOUSING DEVELOPMENT FUND	15,237,500	-	15,237,500
BELMONT SHORE PARKING METER FUND	898,884	-	898,884
BUSINESS ASSISTANCE FUND	728,199	-	728,199
COMMUNITY DEVELOPMENT GRANTS FUND	10,691,548	25,000	10,716,548
GASOLINE TAX STREET IMPROVEMENT FUND	13,491,359	-	13,491,359
CAPITAL PROJECTS FUND	171,610,605	-	171,610,605
CIVIC CENTER FUND	24,975,297	-	24,975,297
GENERAL SERVICES FUND	74,592,189	-	74,592,189
FLEET SERVICES FUND	56,958,170	-	56,958,170
INSURANCE FUND	76,808,762	-	76,808,762
EMPLOYEE BENEFITS FUND	390,119,981	-	390,119,981
TIDELANDS OPERATIONS FUND	110,893,919	-	110,893,919
TIDELANDS AREA FUNDS	30,242,344	-	30,242,344
TIDELANDS OIL REVENUE FUND	98,787,714	-	98,787,714
RESERVE FOR SUBSIDENCE	980,000	-	980,000
DEVELOPMENT SERVICES FUND	30,462,627	-	30,462,627
GAS FUND	165,712,559	-	165,712,559
GAS PREPAY FUND	-	-	-
AIRPORT FUND	61,065,806	-	61,065,806
REFUSE/RECYCLING FUND	77,200,000	(3,826,066)	73,373,934
SERRF FUND	43,794,850	-	43,794,850
SERRF JPA FUND	-	-	-
TOWING FUND	7,256,458	-	7,256,458
HOUSING AUTHORITY FUND	105,236,185	-	105,236,185
SUCCESSOR AGENCY OPERATIONS	4,219,567	-	4,219,567
CUPA FUND	1,866,016	_	1,866,016
DEBT SERVICE FUND	6,543,779	-	6,543,779
SUCCESSOR AGENCY DEBT SERVICE	30,162,041	-	30,162,041
TOTAL	2,326,381,241	(3,801,066)	2,322,580,175

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

SUMMARY BUDGETARY AND FINANCIAL POLICIES CITY OF LONG BEACH, CALIFORNIA

This is a condensed version of the budgetary and financial policies of the City of Long Beach, California.

Note: The Financial Policies written here are as Adopted by City Council on September 4, 2018 and include proposed changes as presented to City Council on December 7, 2021, proposing to change the revenue projections methodology from reasonably conservative to reasonably expected. These updated policies can be formally adopted as part of the FY 23 Budget Adoption.

1. Structural Balance

The budget for the General Fund will be structurally balanced.

2. Multi-Year Financial Projections

The proposed annual budget should include a three-year General Fund surplus/ (shortfall) projection.

3. Budget Process is an Annual Cycle

The annual budget process is used to develop annual service priorities and the level and type of resources to fund those services. Proposed changes to the budget and to service levels during the fiscal year will be minimized. Proposed mid-year changes will be evaluated programmatically and fiscally prior to adoption, and, if adopted, will have a lower priority compared to preexisting programs and projects unless otherwise specified. A list of any adopted non-routine mid-year budget changes will be provided to the Budget Oversight Committee annually for review.

4. User Fees to be Set at the Cost of Service

Fees will be set to fully recover costs, except where there is a greater public benefit through use of a lower fee. There will be a process for in-depth review of all fees over time.

5. One-Time Resources are for One-Time Uses

One-time resources will not be used to fund ongoing operations and are to be used for one-time purposes. Five percent of new General Fund funds available will be set aside for unfunded liabilities.

6. Capital Projects Budgeted for Both One-Times and Ongoing Costs

Before approving any capital expenditure, the City Council will consider the capital (onetime) costs, the operating (ongoing) components of costs and the replacement costs and the expected approach to funding replacement.

7. Fund Balance Policy

Establishes categories of fund balances - non-spendable, restricted, committed, assigned and unassigned, and creates specific reserves - an emergency reserve, operating reserves, a reserve for subsequent year appropriates, an infrastructure reserve, and provides for the creation of other reserves.

8. Adequate Emergency and Operating Reserves will be Maintained

Emergency reserves will be maintained at 8% minimum (of General Fund ongoing expenditures, including transfers) and 10% target, operating reserves will be maintained at 2% minimum and 7% maximum, and the City will seek to maintain overall reserves at no less than 16.7% (two months)

9. Adequate Reserves for all Funds

Financial Management will develop and recommend reserve policies for each City fund which will be adopted, as modified, by the City Council.

10. Revenue Projections will Utilize a Reasonably Expected Approach

Revenue projections are to be objectively prepared using a reasonably expected approach, so that there is an equal chance of coming in higher or lower than projection.

11. Stable Revenue Sources will be Used to Fund Operations

Any revenue that has highly variable component may have only a portion of it, or none of it, budgeted for operations.

Oil revenue will be budgeted at a per barrel price likely to be lower than the average price, based on historical variability.

12. Fiscal Impact Statements Required

For any proposed City Council action, an analysis is to be provided (fiscal impact statement) of the projected or potential fiscal impact on current and future revenues, expenditures, or resources, including staff resources, and on how the action may impact the City's financial or economic position.

13. Current Year Costs will be Funded or an Explanation Provided

The budget will include funding for all costs of operation for the current year or will identify, provide general information on, and discuss any costs not fully funded, including unfunded liabilities, unfunded lifecycle replacement costs, and deferred maintenance.

14. Financial Reporting will use Generally Accepted Standards

The City will prepare annual financial statements in accordance with Generally Accepted Accounting Principles (GAAP), will use a consistent approach to budgetary reporting. Both the basis of accounting and the basis of budgeting will be described in the appropriate documents.

The annual financial report will include a reconciliation of budgetary funds available to the GAAP fund balance or net position.

15. Financial Status will be Reported

The City's annual comprehensive financial report (ACFR) will be made available after completion of the annual audit.

There will be periodic reporting on the budgetary status of the City, particularly the General Fund and other funds that have unusual or problematic status. Any major or critical issue will be reported as soon as it is practical.

16. Financial Status of Major Funds will be Reviewed

The City Manager will annually present a brief report discussing the high-level financial status of each major fund of the City. The report may be incorporated into the proposed budget as a component of each fund's *Fund Summary*.

17. Appropriate Grants will be Sought

The City will seek grants that address City priorities and are believed to provide a substantial net benefit after considering the City's cost to secure and administer the grant and the risk associated with unintentional non-compliance.

The City shall maintain administrative support to ensure compliance with grant terms and requirements.

Prior to grant award, the City Council should be aware of post-grant expectations for funding and continuing or discontinuing of programs; City Council should be informed if the actual situation changes from the original expectations.

18. Debt Maintained at Appropriate Levels

Debt limits will be adopted by the City Council.

The term of debt will generally not exceed the life of the asset being acquired, capital leases for vehicles will be part of a comprehensive strategy, and debt will not be used to fund operations.

A separate policy on debt and debt management will be adopted.

19. Investments will be Conservatively Managed

Investments shall be managed with the priorities of: safety of principal, liquidity (availability of cash), and yield (investment income).

A separate policy on investments and investment management will be adopted.

20. A Long-Term General Financial Plan will be Maintained

A plan will be adopted that outlines general approaches to maintaining and increasing revenues, growing the City's economy for the purpose of revenue generation, and controlling and managing the cost of services and the method of delivery of services.

21. Financial Policies will be Reviewed

Financial policies will be reviewed every three years. The City Manager will report potential non-compliance on any proposed Council action and will report annually on overall compliance and non-compliance with all the financial policies

22. Administrative Procedures to be Consistent with Policy

Administrative procedures shall be consistent with the adopted City Council budgetary and financial policies.