

CITY COUNCIL MEETING

5/12/2021

[X] Placed Before Meeting
[] Received at Meeting

#11

City of Palo Alto

MEMORANDUM

TO: City Council

DATE: May 17, 2021

SUBJECT: AGENDA ITEM #11: Continued Discussion of the Fiscal Year 2022 Budget

Recommended Motion

The Finance Committee recommends the City Council:

- 1) Review the current proposed adjustments to the Fiscal Year 2022 Proposed Operating and Capital Budgets and Fiscal Year 2022 Municipal Fee Schedule in alignment with the work completed by the Committee May 4, 11, and 12th, 2021;
- 2) Review the areas of focus for the City Council as identified by the Finance Committee; and
- Identify and provide feedback to the Finance Committee on any areas of focus or additional deliberations for the Committee to review as part of the Budget Wrap-up Meeting, scheduled for May 25, 2021.

Executive Summary

This memorandum includes additional information provided pertaining to the Fiscal Year 2022 Proposed Budget, summarizes recommended changes to the City Manager's Fiscal Year 2022 Proposed Budget, and responds to some of the questions raised by the Finance Committee during previous budget hearings.

The memorandum is organized as follows:

- 1) Finance Committee Identified Items for Further Discussion with City Council
- 2) Finance Committee Tentatively Recommended Revised Balancing Strategy
- 3) Summary of Finance Committee Review of FY 2022 Proposed Budget (Actions & Reference)

1) FINANCE COMMITTEE IDENTIFIED ITEMS FOR FURTHER DISCUSSION WITH CITY COUNCIL

This section outlines staff-recommended changes to the proposed budget and items that the Finance Committee wants to highlight for further discussion with the City Council. The intent of the Finance Committee is to inform the Council of certain assumptions that were made as part of their review and

confirm that Council understands these assumptions before completing the final budget wrap-up meeting prior to returning to the City Council for the FY 2022 budget adoption.

Notes/Questions for City Council from the Finance Committee

The seven items that the Finance Committee wanted to highlight for the City Council to consider and discuss are:

- 1) Propose lowering the level of the Budget Stabilization Reserve (BSR) by \$2.5 million, below the 18.5 percent target to between 16.6 percent and 17.4 percent of estimated FY 2022 expense levels;
- 2) Propose a one-year solution where the City will continue to face gaps in FY 2023 if revenues do not grow faster than expenses;
- 3) Assume a 50-50 split of the reciept and appropriation of American Rescue Plan Act (ARPA) funding of \$13.7 million over a 24-month period;
- 4) Consider a moderate increase in the Electric Utility Rate in FY 2022;
- 5) Request the City Council or their representatives to engage with the school board on cost sharing for services such as, but not limited to: Crossing Guards, Children's Theatre Outreach, Safe Routes to School;
- 6) Assume the \$1.6 million in labor concessions in the General Fund are achieved; and
- 7) Recommend up to \$1.0 million for the City Council to increase the Uncertainty Reserve, replenish the Budget Stabilization Reserve, and/or allocate towards service restoration.

2) FINANCE COMMITTEE TENTATIVELY RECOMMENDED REVISED BALANCING STRATEGY

During the deliberations with the Finance Committee on May 11 and 12, the Committee reviewed the FY 2022 Operating Budget, Capital Budget, and Municipal Fees. To balance the FY 2022 \$13 million gap, the Proposed Budget includes \$7.7 million in net service and capital improvement investment reductions, \$1.0 million use of program specific reserves (e.g. Development Center), an assumed \$1.6 million in labor concessions, and use of \$3.1 million in ARPA funds. Based on the proposed balancing strategy and well as new information made available as part of the committee's deliberations, the Committee has made the following tentative recommendations for adjustments to the FY 2022 proposed budgets. Overall, the current tentative strategy would restore proposed FY 2022 budget reductions in the following departments: Police, Library, Community Services, Fire, Planning and Development Services, and some additional in adjustments in internal services departments. Significant service reductions adopted in FY 2021 would continue and additional reductions in internal service resources would continue to be diminished impacting cycle times and increasing overall risk.

Below is a summary tale of the adjustments approved by the Committee followed by more detailed explanation for them.

Date	Finance Committee Adjustments to Budget*	F	Y 2022 GF	Dept
	Beginning Balance - ARPA Reserve	\$	3,192,580	
11-May	Add Phase 4 Charleston/Arastradero Corridor Project in FY		-	PWD
	2023 CIP plan +\$3M; staff to provide options for offset			
12-May	Adj gas commodity purchases -\$1.6M			UTL
12-May	Revised ARPA Allocation +\$1.2M over 24 mo. (2-1, Burt No)		600,000	ASD
12-May	NON Bgt Adj: City Council Contingency (2-1, Burt No)		100,000	NON
12-May	NON BSR: reduce by \$2.5M (3-0)		2,500,000	NON
12-May	Allocate \$50k SUMC Funds (Community Health & Safety)		-	CSD
	towards HSRAP Allocation (3-0)			
4-May	JMZ Ticket Pricing Analysis @ \$10 entry		(914,000)	CSD
12-May	CSD Bgt Adj: Art Center Hours/Program/Fees		(208,025)	CSD
12-May	CSD Bgt Adj: Eliminate CSD Admin Support		(152,200)	CSD
12-May	CSD Bgt Adj: Sports and Recreation Staffing		(38,202)	CSD
12-May	CSD Bgt Adj: JMZ Marketing Reduction		(50,000)	CSD
12-May	CSD Bgt Adj: Cubberley Theatre Admin Reduction		(94,123)	CSD
12-May	CSD Bgt Adj: Children's Theatre Operations & Production		(68,224)	CSD
TBD*	CSD Bgt Adj: Teen Services/Use of Think Funds		(55,209)	CSD
12-May	CSD Bgt Adj: Elim Baylands Interpretive Cntr Hrs		(15,321)	CSD
12-May	CSD Bgt Adj: Elim Cubberley Artist Studio Admin		(12,173)	CSD
12-May	Add \$125K to CSD at Staff's Discretion		(125,000)	CSD
11-May	Fire Bgt Adj: Emerg. Incident Brown Out (FS#22)		(709,000)	FIR
12-May	Fire Bgt: Fire Equity Hiring		(50,000)	FIR
11-May	Police Bgt Adj: Reduce Patrol Staffing		(1,008,737)	POL
11-May	Police Bgt Adj: Reduce Crossing Guard Srvcs		(304,310)	POL
11-May	Police Bgt Adj: Reallocate Lieutenant to CMO		(292,903)	POL
11-May	Police Bgt Adj: Reduce Admin Programming		(47,450)	POL
12-May	Library Bgt Adj: Neighborhood Library Closure		(544,918)	LIB
12-May	PDS Bgt Adj: Current Planning Staff		(138,146)	PDS
12-May	CMO Bgt Adj: Federal Lobbyist Contract		(40,000)	СМО
12-May	CLK Bgt Adj: Minutes Transcription Services		(63,000)	CLK
12-May	Establish Council Uncertainty Reserve		(500,000)	CSD
12-May	SRF Bgt Adj: TMA Funding, -\$110k (University Ave. Parking Permit Fund			ООТ
	Remaining:	\$	961,639	

^{*}In staff's review of the actions taken by the Finance Committee, staff found that the Committee did not explicitly include this action in the list of restorations as it was not articulated that this had both use of reserves and additional reductions. Given the Committee's discussion and other direction, staff have included the restoration of the staffing resources here to align with the Committee's intent. The proposed balancing strategy continues to use the reserve funds for Bryant Street Garage to maintain Think Fund teen services.

Recognize Additional ARPA Funds and Use of Budget Stabilization Reserve (BSR):

The FY 2022 Proposed Operating Budget recognized 50 percent or \$6.25 million of the \$12.5 million that the City anticipated to receive from the American Rescue Plan Act (ARPA) as part of the Federal government COVID-19 relief package. This funding is anticipated to be received in two tranches over a period of 24 months. Of the \$6.25 million, a total of \$3.1 million was reserved for discussion and allocation by the Finance Committee and City Council during budget deliberations.

In May 11th presentations, staff provided an update to the City's anticipated ARPA allocation at \$13.7 million, an increase of \$1.2 million from the \$12.5 million estimated in the FY 2022 Proposed Budget. The Finance Committee recommended the use 50 percent or \$0.6 million in FY 2022. Additionally, staff provided preliminary Q3 2021 financials that project an additional \$2.0 to \$3.3 million contribution to the BSR due to higher than anticipated tax revenues. Staff and the Finance Committee discussed the potential use of BSR to offset recommended changes to the FY 2022 Operating Budget and impact to BSR levels; Council policy is 15-20 percent with an 18.5 percent target, whereas the Government Finance Officers Association (GFOA) best practices is to fund two months of operating expenditures, or 16.6 percent based on FY 2022 Proposed Budget levels. Ultimately, the Finance Committee recommended to reduce the BSR by \$2.5M for use in FY 2022, resulting in a funding level between 16.6 percent and 17.4 percent.

In total, these actions added \$6.3 million for discussion and allocation by the Finance Committee: \$3.2 million ARPA reserve beginning balance, \$0.6 million additional ARPA reserve, and \$2.5 million from the BSR. The following section describes the Finance Committee recommended uses of these funds and other tentative adjustments to the FY 2022 Operating and Capital Budgets and Municipal Fee Schedule. A total of \$1.0 million remains unallocated. It is critical to note that all of these assumptions presume the City and its labor groups reach agreement on zero wage increases for a second year in FY 2022, an estimated General Fund savings of \$1.6 million (\$2.5 million all funds).

GENERAL FUND

Community Services Department:

On May 4th, 2021, the Finance Committee reviewed and tentatively approved a staff recommended operating plan for the Junior Museum and Zoo (JMZ), including an \$18.00 ticket price (CMR 12050). The Finance Committee set aside \$914,000 in the parking lot to consider adjustments to the currently approved operating plan such as lowering the ticket and membership prices and requested that staff return with a scenario analysis that better informs the interactions between attendance, ticket prices, and expenses. Staff have engaged a consultant to support this analysis and will return to present findings and recommendations. Following staff presentation on May 12, 2021 the Finance Committee moved forward with a motion to tentatively approve the additional \$914,000 to adjust the operating plan including a reduced ticket price of \$10.00. Details of the adjusted operating plan tentatively approved in the motion can be found under Scenario 5 in CMR 12050.

City Manager Report #12050: https://www.cityofpaloalto.org/files/assets/public/agendas-minutes-reports/reports/city-manager-reports-cmrs/2021/id-12050.pdf

On May 12th, 2021, the Finance Committee approved a tentative motion to restore the following proposals:

- Arts Center Operating Hours, Programming, and Fees (\$208,025, 2.16 FTE): This proposal is revised to tentatively approve the 10 percent fee increases and corresponding net \$18,792 in revenue and restore expenditure and staffing reductions.
- Eliminate Administrative Support Staffing and Enjoy! Catalog (\$152,200, 1.00 FTE): This proposal
 is revised to tentatively approve the elimination of \$20,000 for the printing of the Enjoy! Catalog
 and restore 1.00 Administrative Assistant.
- Sports and Recreation Reductions, Fees, and Staffing (\$38,202, 0.35 FTE): This proposal is revised to tentatively approve the 10 percent fee increases and corresponding \$79,000 in revenue and restore expenditure and staffing reductions.
- Junior Museum and Zoo (JMZ) Marketing Reduction (\$50,000): This proposal is revised to restore
 50 percent of the \$100,000 reduction to JMZ marketing; a total of approximately \$150,000 remains budgeted for this purpose.
- Cubberley Theater Administrative Staffing (\$94,123, 0.75 FTE)
- Children's Theater Operations and Production Staffing (\$68,224, 1.32 FTE)
- Teen services (\$55,209, 1.21 FTE)*: This proposal is revised to tentatively approve the use of \$150,000 of the Think Fund/Bryant Street Garage Fund to offset teen service expenses and restore staffing reductions.
- Baylands Interpretive Center Public Hours (\$15,321, 0.29 FTE)
- Cubberley Artist Studio Administrative Staffing (\$12,173, 0.20 FTE)
- Add \$125,000 (one-time) for use at Staff's discretion

*In staff's review of the actions taken by the Finance Committee, staff found that the Committee did not explicitly include this action in the list of restorations as it was not articulated that this had both use of reserves and additional reductions. Given the Committee's discussion and other direction, staff have included the restoration of the staffing resources here to align with the Committee's intent. The proposed balancing strategy continues to use the reserve funds for Bryant Street Garage to maintain Think Fund teen services.

Fire Department

On May 12th, the Finance Committee approved a tentative motion to restore \$709,000 in overtime funding associated with the full brown-out of Fire Station 2, remaining consistent with FY 2021 levels. Additionally, the Finance Committee added \$50,000 to the Fire Department budget to support efforts in equity hiring.

Police Department

On May 12th, the Finance Committee tentatively approved to restore \$1.7M in the Police Department, including 5.00 FTE positions in Patrol (\$1.0 million), crossing guard services (\$304,310), funding for the reallocation of a Lieutenant to CMO (\$292,903), and funding for administrative programming (\$47,450). The tentatively approved actions will result in the following being funded in FY 2022:

- Five sworn positions in Patrol Services, remaining consistent with FY 2021 staffing levels
- Crossing guard services contract which services 29 PAUSD locations during the school year, remaining consistent with FY 2021 funding levels
- Reinstate Lieutenant position back to PD, previously reallocated to the City Manager's Office to support the business community during the pandemic
- Administrative programming for Citizen's Academy, Reserve Dinner, DUI Campaign Costs, Bike Patrol, Explorer Program, FBI Academy

Library Department

On May 12th, 2021, the Finance Committee tentatively approved to restore \$544,918 to avoid the closure of the College Terrace, Downtown, and Children's Libraries, maintain current open hours for the Rinconada and Mitchell Park Libraries, and restore 5.00 full time and 0.28 part-time positions. This would maintain the reduced service adopted in FY 2021 which includes reducing the service offerings at Children's Library and maintaining Children's, College Terrace, and Downtown Library hours three days per week and Rinconada and Mitchel Park Library hours six days a week.

Planning and Development Services

On May 12th, 2021 the Finance Committee tentatively approved \$138,146 to restore 1.00 Associate Planner in the Current Planning Division to support timely development project assistance, processing and permit issuance.

City Manager's Office

On May 12th, 2021 the Finance Committee tentatively approved \$40,000 to restore funding for federal lobbyist contract services to the full \$200,000 for state and federal lobbyist activities to ensure the City can continue to identify opportunities and leverage resources at the federal level. Staff will continue to pursue any cost savings or efficiencies through the issuance of a request for proposal for these services.

City Clerk

On May 12th, 2021 the Finance Committee tentatively approved \$63,000 to restore transcription services, which will allow the Clerk's Office to continue to provide final summary minutes in addition to action minutes.

City Council

On May 12th, 2021 the Finance Committee tentatively approved to reduce the Council Contingency by \$100,000, from \$125,000 to \$25,000, in order to free-up additional funding to help offset the restoration of proposed budget reductions.

Non-departmental

On May 12th, 2021, the Finance Committee tentatively approved \$500,000 to establish an uncertainty reserve in FY 2022, to address unanticipated funding needs for critical operations, services, or projects that may come up in FY 2022. This was discussed as a similar adjustment as the establishment of the City Council FY2021 COVID-19 Uncertainty Reserve, which was established in the amount of \$744,000 and has been recommended to be allocated to rent forgiveness for City tenants this year.

SPECIAL REVENUE FUNDS

<u>University Avenue Parking District Fund – Transportation Management Association (TMA)</u>

On May 12th, 2021, Staff brought forward a recommendation to reduce the FY 2022 Proposed funding levels for the TMA from \$350,000 to \$240,000 in an at <u>places memo</u>. The TMA anticipates lower commute activity as a result of the COVID-19 pandemic and proposed to continue efforts to reduce single occupancy vehicle (SOV) trips to and from Palo Alto at a reduced service level. The Finance Committee tentatively approved this action and staff will return to the City Council with a revised contract with TMA that details

the activities planned in FY 2022 where scope of services can be further detailed and discussed prior to release of any funding as per the typical process.

Stanford University Medical Center (SUMC) Fund

On May 12th, 2021 the Finance Committee tentatively approved to use Community Health and Safety funds for \$50,000 in Human Services Resource Allocation Process (HSRAP) funding.

CAPITAL IMPROVEMENT FUND - Charleston/Arastradero Corridor Project Funding

On May 11th, the Finance Committee approved a tentative motion to add \$3.0 million for phase four of the Charleston/Arastradero Corridor Project in the FY 2023 Capital Improvement Plan and asked staff to return with options to offset the funding, including the potential use of Stanford University Medical Center (SUMC) development agreement funds, reprioritization of current projects, or other staff recommendations.

Staff recommends one of the following options to fund phase four:

	SUMC Funding (Revenue)	Bike/Pedestrian Plan (PL-04010)	Various Street Maintenance Projects	Charleston/Arastradero (PE-13011)	
		(Expense Reduction)	(Expense Reduction)	(Expense Increase)	
Option 1	\$1.2M	-\$1.5M	-\$0.3M	\$3.0M	
Option 2	\$2.0M	-\$1.0M	\$0	\$3.0M	
Option 3	\$3.0M	\$0	\$0	\$3.0M	

<u>Option 1</u> would increase FY 2023 revenues in the Capital Improvement Fund from SUMC Community Health/Safety funding by \$1.2 million, reallocate \$1.5 million in expenses from the Bicycle and Pedestrian Plan Implementation Project (PL-04010), and reallocate \$0.3 million from various streets maintenance projects to offset the \$3.0 million of expenses needed for phase four of the Charleston/Arastradero Corridor Project (PE-13011).

<u>Option 2</u> would increase FY 2023 revenues in the Capital Improvement Fund from SUMC Community Health/Safety funding by \$2.0 million, and reallocate \$1.0 million in expenses from the Bicycle and Pedestrian Plan Implementation Project (PL-04010) to offset the \$3.0 million of expenses needed for phase four of the Charleston/Arastradero Corridor Project (PE-13011).

<u>Option 3</u> would increase FY 2023 revenues in the Capital Improvement Fund from SUMC Community Health/Safety funding by \$2.35 million, and the Infrastructure and Affordable Housing funding by \$0.65 million. This would exhaust remaining funding in each of these categories.

Should the Council choose to move forward with use of SUMC funding as discussed by the Committee, a construction contract can be awarded immediately using current bids, combining Phase 3 and 4 or Phase 3a and 3b to complete the full original scope of the Charleston/Arastradero Corridor Project. Staff would come back with an item that would both adjust the financial transactions and award the contract together for project completion before City Council's summer break.

Further deferral and/or reprioritization of projects is not recommended but would be required to maintain a positive fund balance through the 5-year Capital Improvement Plan if Council does not move forward with Option 1,2, or 3.

For reference the SUMC table of funding is below, additional details can be found in staff report #12233

Stanford University Medical Center (SUMC) Current Fund Status Summary (millions):

Development Agreement	PRINCIPAL FUNDING	FY 2021 Beginning	FY 2021 Interest		Planned Commitments	NOT
Expenditure Category		Balance	(EST)	FY 2021	FY 2022-26	Committed
Community Health and	4.0	2.9	0.04	0.5	-	2.44
Safety						
Expansion Cost	2.4	3.0	0.03	0.7	0.5	1.83
Mitigation						
Intermodal Transit	2.3	1.3	0.02	-	1.5	(0.18)
Quarry Road Impv. "Linkages"	0.4	-	-	-	-	-
Infrastructure and Affordable Housing	23.2	10.4	0.14	0.8	8.9	0.84
Climate Change and Sustainable Communities	12.0	2.9	0.03	0.4	2.0	0.53
	\$44.3	\$20.5	\$0.26	\$2.4	\$12.9	\$5.46

ENTERPRISE FUNDS

Gas Fund

On May 12th, 2021, the Finance Committee approved a tentative motion to decrease expenses in the Gas Fund by \$1.6 million, from \$18.0 million to \$16.4 million, to correct for an inadvertent adjustment for carbon neutral offsets already included in the base budget. This does not impact forecasted and tentatively approved utility rates.

FY 2022 Municipal Fee Schedule

On May 12th, 2021, the Finance Committee tentatively approved the FY 2022 Municipal Fee Schedule CMR 12193, including a revised Schedule for Municipal Fee Schedule Amendments for FY 2022 Changed Fees that was districted via an at places memo, that summarizes details of changed fees by name along with the Adopted FY 2021 amount, the Proposed FY 2022 amount, the percentage change where relevant, and the fee change justification. In addition, the distributed at places memo includes detail for the City Council approved an ordinance and emergency ordinance for a \$6 vehicle entry fee for Foothills Nature Preserve which is incorporated into the Municipal Fee Schedule, based on City Council approval on May 10th, 2021.

3) SUMMARY OF FINANCE COMMITTEE REVIEW OF FY 2022 PROPOSED BUDGET (ACTIONS & REFERENCE)

Finance Committee Tentative Motions & Materials Distributed (actions & reference materials)

Action Minutes to the Finance Committee Hearings can be found on the City's webpage here: https://www.cityofpaloalto.org/Departments/City-Clerk/City-Council-Standing-Committees/Finance-Committee. In addition, throughout the Finance Committee Budget Hearings, various memoranda were distributed "At Places" in order to respond to inquiries made by the Committee or provide additional pertinent information at staffs behest. In addition, summary presentations were given at each hearing providing high level overviews of each item. Specific meetings and reference links to materials are outlined below.

May 4, 2021 Finance Committee

Action Minutes: pending

Presentations:

- Junior Museum and Zoo (JMZ) Operating Plan:
 https://www.cityofpaloalto.org/files/assets/public/agendas-minutes-reports/item-presentations/2021/05-04-21-fcm-presentation-item-1.pdf
- Stanford University Medical Center (SUMC) Fund Status:
 https://www.cityofpaloalto.org/files/assets/public/administrative-services/city-budgets/fy-2022-city-budget/fcm-budget-hearings/sumc-ppt.-item-2-fc-5.4.21.pdf
- FY 2022 Proposed Budget Overview:
 https://www.cityofpaloalto.org/files/assets/public/agendas-minutes-reports/item-presentations/2021/05-04-21-fcm-presentation-item-3.pdf

Video: https://www.youtube.com/watch?v=HPZZuhlXEB4

May 11, 2022 Finance Committee

Action Minutes: pending

Presentations:

FY 2021-2022 Proposed Operating and Capital Budgets:
 https://www.cityofpaloalto.org/files/assets/public/administrative-services/city-budgets/fy-2022-city-budget/fcm-budget-hearings/may-12-2021/05-11-2021-fcm-budget-hearing-presentation-final.pdf

Video: https://www.youtube.com/watch?v=HPZZuhlXEB4

May 12, 2022 Finance Committee

Action Minutes: pending

Presentations:

FY 2021-2022 Proposed Operating and Capital Budgets Continuation:
 https://www.cityofpaloalto.org/files/assets/public/administrative-services/city-budgets/fy-2022-city-budget-fcm-budget-hearings/may-12-2021/05.12.21-budget-hearing-presentation_updated.pdf

Video: https://youtu.be/t4I5XP4jsz4

List of Supplemental Information provided during the Finance Committee Deliberations

During the Finance Committee hearings, requests for additional information were made by the Committee members, and Staff provided information for items that have been routinely asked for in prior years. This

section addresses the Finance Committee's requests regarding the Fiscal Year 2022 Proposed Budget. Below is a list of links to those memorandum that have been presented with additional information:

- May 11 At Places Memorandum: Additional Information
- May 12 At Places Memorandum: Palo Alto Transportation Management Association
- May 12 At Places Memorandum: Additional Information and Clarification

Additional Information and Clarification Memos From May 11th and 12th (provided at staff's behest)

In previous years, the City Council has made a variety of requests to provide context and/or additional data points of reference to aid in budget deliberations. Staff compiled and transmitted the following items at the May 11 and 12, 2021 budget meetings to assist in the review of the FY 2022 Proposed Budget:

- Capital Fund reappropriations list
- Vacancy report, as of May 2021
- City's list of lease information
- Service provider spend report
- Department organization charts
- Responses to City Council questions from May 4 Overview Meeting
- Crossing Guard Locations
- Community Budget Survey Results (at staff's behest)

The City released an online survey on May 5, 2021 to facilitate community feedback on the FY 2022 budget, including prioritization of service areas, proposed reductions, and alternative funding sources. Staff included preliminary survey results in the May 12 Finance Committee Meeting, and additional preliminary survey information will be provided as a part of the presentation for this meeting. Final survey results will be available at the May 25 Wrap-up Meeting with the Finance Committee after the survey closes on May 21, 2021 at 12pm. For ease of reference, initial results can be found here on slides 4-6.

DEPARTMENT HEAD:	KIELY NOSE Director, Administrative Services/CFO	
CITY MANAGER:	Ersu	
CITT WINNEY CERT	ED SHIKADA City Manager	

VI. 1 8 M .