

Meeting Date: 5/21/2013

Report Type: Staff/Discussion

Report ID: 2013-00389

Title: FY2013/14 Measure U Restorations

Location: Citywide

Issue: The recommended multi-year allocation of Measure U revenues reflects the February 12th City Council direction and Council's adopted principles for the allocation of these resources.

Recommendation: Receive and consider for final Budget adoption.

Contact: Dawn Holm, Budget Manager, (916) 808-5574, Leyne Milstein, Finance Director, (916) 808-8491

Presenter: Leyne Milstein, Finance Director, (916) 808-8491

Department: Finance

Division: Budget Office

Dept ID: 06001411

Attachments:

- 1-Description/Analysis
- 2-Attachment 1-Police
- 3-Attachment 2-Fire
- 4-Attachment 3-Parks and Recreation
- 5-Attachment 4-Multi Year Measure U Plan
- 6-Attachment 5-Measure U Principles

City Attorney Review

Approved as to Form
Grace Arupo
5/16/2013 9:15:27 AM

Approvals/Acknowledgements

Department Director or Designee: Leyne Milstein 5/15/2013 5:29:34 PM

Description/Analysis

Issue: Voter approval of the City of Sacramento Essential Services Protection Measure (*Measure U*) in November 2012 authorized an additional one-half cent transaction and use tax effective April 1, 2013. In FY2013/14 Measure U revenues are estimated at approximately \$27 million based on existing transaction volume and Board of Equalization sourcing rules with receipt of monthly revenues beginning in late June 2013.

The Proposed Budget for Measure U resources reflects the annual costs of programs and services Council approved on March 12, 2013, as well as the addition of substantial resources to the Fire, Police, and Parks and Recreation Departments. The following chart summarizes the proposed restorations and associated FTE for FY2013/14:

PROPOSED FY2013/14 MEASURE U RESTORATION PLAN

Department/Agency	FTE	FY2013/14
Fire ¹	20.00	7,458
Police ²	51.00	11,266
Parks and Recreation	71.40	4,422
General Services	1.00	85
Sacramento Public Library Authority	-	506
Total Proposed Restorations	143.40	23,737
Reserve		3,263
Total Allocation		27,000

¹ Includes \$1.5 million reserve for restoration of grant-funded FTE (SAFER)

² Includes \$2.7 million reserve for restoration of grant-funded FTE (CHRP/CHP)

Detailed information on the Police, Fire, Parks and Recreation proposed restorations are included in Attachments 1, 2, and 3. In addition, funding is also proposed for the following:

- General Services** – As a result of prior year budget reductions, animal control operations have been reduced while at the same time the population in the City (people and animals) has increased, reducing coverage across the City. The restoration of one animal control officer (\$85,000) will provide resources to address critical public safety challenges including animal bites, animal cruelty, and rabies control.

Sacramento Public Library Authority Maintenance of Effort (MOE) – The City’s parcel tax for library services (originally approved by voters in 1996 and reauthorized in 2006) provides approximately \$4.5 million annually for library services. The voter approved measure includes an MOE that requires prior year reductions to library funding to be restored should the City’s non-public safety

General Fund programs receive additional funding. Given the above funding recommendations, \$506,000 is recommended to be added to the existing General Fund budget of \$7.13 million, thereby restoring the Library to the required MOE level of \$7.636 million.

The multi-year proposal outlined below and detailed in Attachment 4 provides for the reasonable phase-in of services to reflect recruiting and training timelines as recommended by Police and Fire Department management. Reserving dollars in early years and setting aside funding that will be required in future years provides for the accumulation of Council’s approved reserve levels and provides a resource for the inevitable transition to the base General Fund when Measure U expires in FY2019/20.

MEASURE U RESTORATION PLAN

*Growth in Revenues and/or Expenditures is not included - all dollars are based on FY2012/13 values
FTE represent the total positions to be added and will be phased in over multiple fiscal years.*

Measure U Revenues (\$ in 000s)		5,000	27,000	27,000	27,000	27,000	27,000	22,000
Measure U Restorations	FTE	FY13	FY14	FY15	FY16	FY17	FY18	FY19
Fire Department	83.00	1,410	7,458	8,248	9,103	9,341	9,500	9,500
Police Department	125.00	1,500	11,266	12,477	12,794	13,127	13,477	13,477
Parks Department	71.40	1,006	4,422	4,208	4,208	4,208	4,208	4,208
Animal Control	1.00	-	85	85	85	85	85	85
Library	-	506	506	506	506	506	506	506
Total Restorations	280.40	4,422	23,737	25,524	26,696	27,267	27,776	27,776
Annual Reserve		578	3,263	1,476	304	(267)	(776)	(5,776)

As demonstrated by the significant use of reserves in FY2018/19, absent significant growth in base General Fund revenues, the City will be challenged with a “fiscal cliff,” in FY2019/20 as we will be unable to sustain funding for the proposed restorations without significant increases in General Fund revenues. During the development of the FY2016/17 Proposed Budget the City will need to develop a plan to roll back restorations to a sustainable level if actual revenue growth does not exceed expenditures.

Policy Considerations: After six consecutive years of reductions, Measure U offers an opportunity to begin the restoration of critical public safety, parks and recreation, and library services. The recommended Measure U restorations are consistent with the commitments made to voters relative to the use of these resources. Council approved the Measure U Principles on February 12, 2013. A copy of the approved principles is included as Attachment 5.

Environmental Considerations: This report concerns administrative activities that will not have a significant effect on the environment, and that do not constitute a “project” as defined by the CEQA Guidelines (Title 14 Cal. Code Reg. § 15000 et seq.) Sections 15601(b)(3) and 15378(b)(2).

Sustainability: There are no sustainability considerations applicable to the formation process and administration of a special district.

Commission/Committee Action: None.

Rationale for Recommendation: The recommended Measure U restorations will restore and protect essential public safety services and other essential services as outlined in the measure approved by voters in November 2012. Additionally, the restorations are consistent with the Approved Measure U Principles.

Financial Considerations: While the Measure U funds will provide resources to protect vital services and begin to restore, on a limited basis, some programs and services, it is evident that our community's needs and priorities continue to eclipse available resources. To that end, recommendations for the use of Measure U resources must maximize the value of the investment. The revised allocation of funding recommended in this report begins the restoration of critical City services and the reinvestment in our community. The recommended restorations will use \$23.7 million of the anticipated \$27.0 million in revenues in FY2013/14. The reserves will be held to assist in addressing the City's revenue decline in FY2018/19 when the sales tax measure ends.

Emerging Small Business Development (ESBD): Not applicable.

Attachment 1

Police Department

The Proposed FY2013/14 Measure U Restoration Plan for the Police Department includes \$11.3 million in Measure U funding and the initial restoration of 51.0 full-time equivalent (FTE) positions (40.0 sworn and 11.0 civilian).

Grants

To comply with federal grant retention guidelines, \$2.7 million is included in the Measure U recommendations to protect Police Officers funded by the Community Oriented Policing Services (COPS) Hiring Recovery Program (CHRP) and the COPS Hiring Program (CHP) grants. An additional \$2.7 million is proposed to be held in reserve to address future year grant retention requirements. No additional FTE are required.

Field & Operations, Forensics, and Investigations

The remaining \$5.9 million is allocated to restore 51.0 (40.0 sworn, 11.0 civilian) positions in patrol, investigations, communications, specialty units, crime analysis, and forensics.

The restoration of the following:

- Patrol positions will allow for increased proactive deployment, ability to respond to crimes in progress, gang activity and traffic complaints
- Investigative positions will result in increased ability to follow-up on violent felony crimes and investigation of felony crimes
- Specialty units will allow for increased ability to conduct parolee intervention, follow-up on highly sensitive investigations, respond to citizen concerns and train officers
- Dispatchers will allow for reduced call wait times, a more rapid police response, and a higher level of customer service
- Forensic positions will enable the Police Department to shift sworn officers who are currently performing this function, back onto the streets and increase capacity to conduct latent fingerprint examinations and identification
- An Administrative Analyst in the Crime Analysis Unit will conduct integrated crime analysis to be merged with patrol functions and investigative elements in order to improve the Department's effectiveness in its approach to public safety

Summary of Additional FTE

Division	Job Classification	FTE
Patrol	Police Officer	26.0
Patrol	Sergeant	4.0
Investigations	Police Officer (Detectives)	6.0
Specialty Units	Police Officer	4.0
Communications	Dispatcher II	4.0
Forensics	Forensic Investigator II	6.0
Crime Analysis Unit	Administrative Analyst	1.0
	TOTAL	51.0

Attachment 2

Fire Department

It is recommended the Fire Department's budget be increased by \$7.5 million, which includes the restoration of 20.0 full-time equivalent (FTE) positions. Proposed service restorations are described below.

Fire Company Brownout Restorations

Over the past five years reductions in the Fire Department budget resulted in a total of four rotating brownouts at fire stations with two companies (truck and engine). The final brownout was never implemented as a result of concessions with Sacramento Firefighters Local 522 and the use of Measure U funds. On March 12, 2013 the City Council restored staffing for two of the existing brownouts (January 2013 and April 2013).

The FY2013/14 Proposed Budget includes a recommendation of \$3.3 million to continue the restoration of the two brownouts identified above and the addition of two medic units (12.0 FTE). These medic units will restore capacity to the Fire Department to address critical workload issues relative to the provision of emergency medical services to the community.

It is important to note that the multi-year Measure U proposal includes the restoration of an additional brownout in FY2014/15. The addition of this brownout is being phased in to allow time to recruit and train the staff needed to address current vacancies and the restorations.

To manage the remaining two brownouts (one effective FY2014/15) the department will transition from a dynamic brownout schedule (rotating brownouts) to a static model (specific company brownouts) effective July 1, 2013. The proposed static model will address staffing consistency thereby stabilizing the workforce, which will help reduce holdover, and is a more cost effective approach. The companies affected are summarized below:

- Truck 17 – Marysville and Bell (District 2)
 - This is a two company station primarily in a residential area with a call volume of 2,005 calls per year
 - Geographically this station is within major response routes to minimize response time delays for cover units (Rescue 20, and Truck 30)
 - Station will remain open with Engine and Medic 17

- Engine 1 – 7th and Q Streets (District 4)
 - This is the second smallest response area in the City for “first in” emergency response with a call volume of 2,670 calls per year
 - Geographically this station is within seven blocks of Station 5 and less than 15 blocks from Station 2 which will minimize suppression response time delays
 - Station will remain open with Medic 1
 - This engine company will be restored in FY2014/15 through the use of Measure U resources

Two Additional Medic Units

With these two units, there will also be additional revenues in the amount of \$300,000 the first year. Total net amount requested is \$390,000 and 12.0 FTE. The additional units will be located at:

- Station 57 – 7927 East Parkway (Contract)
 - This response area has a call volume of 4,400-4,500 per year
 - Geographically an additional medic at this location will help reduce call volume at Station 56 which has the second highest call volume in the system
 - The City currently loses approximately 3,500 incidents per year to outside agencies
- Station 4 – 3145 Granada Way (District 3)
 - This response area has a call volume of 4,600-4,800 incidents per year
 - Geographically an additional medic at this location will help reduce call volume at Station 2 which has the highest call volume in the system
 - Will reduce calls lost to other agencies in the north area

Fire Prevention

With the addition of a Senior Fire Prevention Officer (\$165,000, 1.0 FTE) the department will be able to address span of control issues and add a subject matter expert for each of the three functions within Fire Prevention (Construction Permits/Inspections, Operational Permits/Inspections, and Fire and Life Safety Code Enforcement). With the addition of this FTE, the 3.0 FTE Senior Fire Prevention Officers will allow the department to generate additional revenue, increase accountability, and address staff workload.

Office of Administrative Services

Increased Administrative support (\$304,000, 3.0 FTE) provides:

- Improved fiscal support to personnel providing emergency response through timelier processing of all aspects of the fiscal process including procurement, contracting, and payments along with enhanced fiscal oversight of Fire Department funds.
- An Investigator will be assigned to review and respond to citizen complaints, allowing timely responses relative to services provided by fire personnel.

Staffing for Adequate Fire and Emergency Response (SAFER)

The grant funding (\$2.8 million) for 27.0 firefighter FTE expires in December 2013. Measure U funds will be used to retain these positions, which have been used to staff two fire companies. Of this amount, \$1.3 million will be held in reserve to replace the loss of SAFER funding in FY2014/15.

Information Technology

Increased Information Technology support (\$479,000, 4.0 FTE) provides:

- Two Application Developers to handle the daily needs of the Fire Department's Records Management System, Computer Aided Dispatch System, TeleStaff System, and Fire Prevention bridge to the Accela System. Additional duties will include upgrading and evaluating new application solutions along with database management.
- A full-time GIS Specialist will address the department's mapping needs.
- A Principle Systems Engineer will coordinate all aspects of the department's technology needs.

Summary of FY2013/14 proposed FTE:

Division - Unit	Job Classification	FTE
Office of Fire Chief-Fiscal	Administrative Officer	1.0
	Account Clerk II	1.0
Office of Administrative Services-Human Resources	Investigator	1.0
Office of Administrative Services-Advanced Life Support	TBD (study underway)	12.0
Office of Administrative Services-Fire Prevention Service	Senior Fire Officer	1.0
Office of Administrative Services-Fire Communications	Application Developer	2.0
	GIS III	1.0
	Principal Systems Engineer	1.0
	Total	20.0

Attachment 3

Parks and Recreation

It is recommended the Parks and Recreation Department’s budget be increased by \$4.4 million, which includes the restoration of 71.4 full-time equivalent (FTE) positions. Proposed service restorations are described below.

Park Maintenance Operations

Restoration of park maintenance services will improve the safety, use, and enjoyment of over 200 City parks. The Measure U budget proposed for park maintenance operations is \$1.6 million and 21.0 FTE.

Citywide Restoration Benefits:

- Restroom cleaning, park site inspections, and litter removal will increase from once to twice each day in summer, and once daily in winter months.
- Irrigation repair response time will improve from five days to two days.
- Frequency of edging, blowing, weeding, and pruning will increase from once to twice per month.

Note: Restoration does *not* include athletic field maintenance and renovation, park fertilization, aeration, herbicide application, or rodent control.

Division - Unit	Job Classification	FTE
Park Operations – Park Maintenance	Irrigation Technician	2.0
	Park Maintenance Superintendent	1.0
	Park Maintenance Worker	11.0
	Utility Worker (non-career)	7.0
TOTAL		21.0

Capital Investment

Due to a reduction in funding available for deferred park maintenance projects over the past several years there is a significant backlog of projects. It is recommended that \$250,000 in one-time funds be added to the Park Maintenance Capital Investment Program (L19706000) to address public

health and safety, and focus on water quality and water distribution systems in parks.

Aquatics

The Measure U proposal includes funding necessary to continue operations after June 30th and reflect a full fiscal year. The YMCA will be operating three of the City’s 11 swimming pools. As such, the staffing recommendation contained in the FY2013/14 Proposed Budget has been revised from 32.0 to 27.0 FTE (see page 20 of the FY2013/14 Proposed Budget). The Measure U proposal includes \$1.5 million and 27.0 FTE for swimming pool operations:

- All City pools (except Cabrillo Pool, which is in need of significant repair) and five free-standing wading pools will be open for recreational swimming six days a week for four to five hours per day beginning June 17th.
- To minimize cost, Mangan and Oki Pools will be open at a reduced schedule.
- The YMCA will operate Southside, Glenn Hall, and Tahoe Pools.

Division - Unit	Job Classification (All classifications are non-career)	FTE
Park Operations - Aquatics	Assistant Pool Manager	2.0
	Cashier	2.0
	Human Service Program Coordinator	1.0
	Lifeguard	7.0
	Pool Manager	2.5
	Senior Lifeguard	10.0
	Utility Worker	2.5
TOTAL		27.0

Community Centers/Teen Services

Open hours and services at Oak Park, Mims/Hagginwood, George Sim, Meadowview Pannell, and South Natomas Community Centers will be restored to FY2010/11 levels. The Measure U proposal for community centers and teen services is \$1 million and 22.40 FTE (Community Centers: \$826,708, 19.25 FTE; Teen Services \$187,292, 3.15 FTE):

- Restoration will re-establish full time weekday hours (8am – 5pm) at the Hart Senior Center for older adults.

- Program restoration at the other centers will focus on low income, at-risk youth, and teen services such as Hot Spots, midnight basketball, sports, camps, and special events.
- Centers will be open four to five days per week providing programs and services that residents have indicated are very important to their communities. Many of these programs and services have not been available at community centers for years.

Division - Unit	Job Classification	FTE
Recreation - Community Centers	Customer Service Assistant	1.00
	Custodian II	1.00
	Human Service Program Coordinator (non-career)	1.00
	Program Coordinator	2.00
	Program Supervisor	1.00
	Recreation Aide (non-career)	10.50
	Senior Recreation Aide (non-career)	1.25
	Utility Worker (non-career)	1.50
Subtotal		19.25
Recreation - Teen Services	Human Service Program Coordinator (non-career)	1.60
	Special Program Leader (non-career)	0.40
	Recreation Aide (non-career)	1.15
Subtotal		3.15
TOTAL		22.40

Gang Prevention

Program coordination and grant compliance (fiscal, analysis, and reporting) is currently funded through a CalGRIPS grant which will expire in December 2013. Measure U funding will allow the position to remain. The Measure U proposal is for \$50,000 and 1.0 FTE in FY2013/14 and \$100,000 in FY2014/15.

- Funding of this position will support the continuation of positive intervention and prevention programs for at-risk youth.

Division	Job Classification	FTE
Neighborhood Services	Program Analyst (effective 1/1/14)	1.0

MEASURE U RESTORATION PLAN (as of 5/21/13)

*Growth in Revenues and/or Expenditures is not included - all dollars are based on FY2012/13 values
FTE represent the total positions to be added and will be phased in over multiple fiscal years.*

Measure U Revenues (\$s in 000s)	5,000	27,000	27,000	27,000	27,000	27,000	27,000	22,000
Measure U Restorations	FTE	FY13	FY14	FY15	FY16	FY17	FY18	FY19
FIRE DEPARTMENT								
SAFER Grant Buyback	27.00		1,503	2,803	2,803	2,803	2,803	2,803
Recruit Academy	-	285	285	285	-	-	-	-
January 2013 Brownout - Restoration	12.00	690	1,380	1,449	1,521	1,598	1,677	1,677
Fire Company Restoration - April 2013	12.00	435	1,652	1,735	1,821	1,821	1,821	1,821
Fire Company Restoration - July 2014	12.00	-	-	826	1,735	1,821	1,821	1,821
Grant Retention for Future Years	-	-	1,300	-	-	-	-	-
Fire Prevention	1.00	-	165	145	145	145	145	145
Fiscal Support	2.00	-	204	194	194	194	194	194
Human Resources	1.00	-	100	100	100	100	100	100
Technology	4.00	-	479	461	461	461	461	461
Two Medic Units - January 2014	12.00	-	690	1,450	1,522	1,598	1,678	1,678
Additional Medic Revenues	-	-	(300)	(1,200)	(1,200)	(1,200)	(1,200)	(1,200)
Fire Department Subtotal:	83.00	1,410	7,458	8,248	9,103	9,341	9,500	9,500
POLICE DEPARTMENT								
Field & Operations	46.00	1,500	4,467	5,057	5,283	5,521	5,771	5,771
Investigations	8.00	-	716	850	890	932	976	976
Forensics	6.00	-	300	621	650	680	712	712
Communications	4.00	-	200	361	378	396	414	414
Crime Analysis	1.00	-	100	105	110	115	121	121
Grant Retention for Future Years	-	-	2,749	500	-	-	-	-
COPS' Universal Hiring Program Retention	60.00	-	2,734	4,983	5,483	5,483	5,483	5,483
Police Department Subtotal:	125.00	1,500	11,266	12,477	12,794	13,127	13,477	13,477
Public Safety Total:	208	2,910	18,724	20,725	21,897	22,468	22,977	22,977
PARKS DEPARTMENT								
Aquatics	27.00	406	1,644	1,644	1,644	1,644	1,644	1,644
Capital Investment	-	600	250	-	-	-	-	-
Community Centers/Teen Services	22.40	-	1,014	1,000	1,000	1,000	1,000	1,000
Gang Prevention	1.00	-	50	100	100	100	100	100
Park Maintenance	21.00	-	1,600	1,600	1,600	1,600	1,600	1,600
Additional Pool Revenues	-	-	(50)	(50)	(50)	(50)	(50)	(50)
Operational Savings	-	-	(86)	(86)	(86)	(86)	(86)	(86)
Parks Department Subtotal:	71.40	1,006	4,422	4,208	4,208	4,208	4,208	4,208
MISCELLANEOUS RESTORATIONS								
Animal Control Officer	1.00	-	85	85	85	85	85	85
Library Restoration	-	506	506	506	506	506	506	506
Miscellaneous Total:	72.40	1,512	5,013	4,799	4,799	4,799	4,799	4,799
Total Measure U Restorations	280.40	4,422	23,737	25,524	26,696	27,267	27,776	27,776
Annual Reserve		578	3,263	1,476	304	(267)	(776)	(5,776)
Grant Retention for Future Years		-	4,049	500	-	-	-	-
Cumulative Reserve		578	7,890	9,866	10,171	9,904	9,128	3,351

Approved Principles for the Use of Measure U Resources (Resolution 2013-0045)

1. Resources will be allocated to the protection and restoration of City programs/ services specifically enumerated in the Measure U ballot question as follows:
 - a. essential public safety services including:
 - i. 9-1-1 response
 - ii. police officers
 - iii. gang/youth violence prevention
 - iv. fire protection/emergency medical response
 - b. other essential services including:
 - i. park maintenance
 - ii. youth/senior services
 - iii. libraries
2. Resources will not be allocated for new programs/services/facilities.
3. Restorations may not look/operate in the same manner as those that were eliminated in order to take advantage of effective and efficient means of program/service delivery wherever possible.
4. Resources will not be used to balance the base General Fund budget, except where funds would provide for the protection of programs/services specifically included in the Measure U ballot question as identified above.
5. Resources will not be used to increase employee compensation.
6. Resources will be set aside annually to be used for the following:
 - a. Contingency funding should revenues fall short of estimates
 - b. One-time funding for one-time expenses related to the delivery of the restored programs/services
 - c. Funding to transition programs and services in FY2019/20 when Measure U resources will no longer be available
7. The City Manager will prepare a transition plan to scale back the use of Measure U resources over time or identify alternate sources of funding for critical programs and services.
8. Resources will be accounted for and reported separately in order to facilitate review by the Council and the Oversight Committee established by the ballot measure.