

East Palo Alto, California

PRELIMINARY PROGRAM BUDGET

FISCAL YEAR 1989 - 1990



CITY OF EAST PALO ALTO

Preliminary Program Budget Fiscal Year 1989-1990

CITY COUNCIL

Mayor William Vines

Vice-Mayor
John B. Bostic

Members
Warnell Coats
Pat Johnson
Barbara A. Mouton

Submitted By: Stanley H. Hall City Manager

PRELIMINARY PROGRAM BUDGET FISCAL YEAR 1989-1990

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MEMBERS OF THE COUNCIL

William Vines, Mayor John Bostic, Vice-Mayor Warnell Coats, Member Pat Johnson, Member Barbara Mouton, Member



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East Palo Alto, California 94303
(415) 853-3100
Stanley H. Hall, City Manager

May 30, 1989

Honorable Mayor and Members of the East Palo Alto City Council East Palo Alto, California 94303

SUBJECT: Preliminary F/Y 1989-90 Proposed Detailed Program Budget

During the last fiscal year, the City of East Palo Alto continued to face a number of problems related to its fiscal and management operations. While it has made and continues to make significant progress, there is still a considerable number of steps that will be required from a policy standpoint as well as from City Administration. As you may recall, the Harvey M. Rose Accounting Corporation completed a "Review of the City of East Palo Alto's Fiscal Year 1987-88 Budget Revenue and Expenditures, and related Management Information Systems and Reports in October 1987. The report made a number of findings, including:

The City had not developed a method to accurately estimate its annual revenues, which resulted in an inflated 1987-88 budget. Staff has developed and is currently utilizing a system that not only allows us to make accurate projections but has in place a system to audit progress and adjust projections on a monthly basis.

The City did not have a cash management system to forecast its cash position. Thus, the City could neither anticipate short term financing needs, nor maximize its earnings when there were excess funds available for investment purposes. Such a system is now in place and while the system generally meets our needs, the dismal level of hard revenue generation has constantly affected our ability to bring on line reasonable staffing patterns to aid in increasing revenue opportunities. We end up with the proverbial "chicken and egg" situation.

As was pointed out in my previous letter to you, each of these findings has had a serious impact on City operations for the past fiscal years, and will take some time for the City to <u>fully</u> recover. We have been forced to continue operations with unplanned vacancies for certain positions, i.e.

REGULAR COUNCIL MEETINGS THE FIRST AND THIRD MONDAYS OF EACH MONTH AT 7:30 P.M.

Community Development Director, Assistant City Manager and Senior Planner in order to limit expenditures. The F/Y '87-88 and '88-89 budgets stressed the requirement of a balanced spending program. Again I must emphasize the importance of this action. The budget program is designed to include a debt liquidation schedule based upon current and anticipated This schedule will be carefully tied into the monthly forecast of fixed expenditures. Also included among future fixed obligations will be a designated contingency fund recommended to be not less than 3.5% of the The City must continue to prepare General Fund Budgeted Amounts. regular cash flow analysis throughout the year to highlight periods when expenditures may possibly exceed generated revenue. The City currently Ideally requests exist that expects an increase of 13% in Revenue. represent significant increases in expenditures. To balance the budget, the options of further cuts or increases in revenue sources must be considered, evaluated and acted upon.

I pointed out that the City is faced with several options: resigning ourselves to what appears to be "a dramatic and seemingly long-term reality of the City's inability to provide an adequate level of services to the community, or rise to the challenge of finding acceptable alterantives." I said then, and I continue to express my hope, that East Palo Alto will choose the latter. Staff has recommended and explained the authorization necessary to increase some fees and charges; and we have continued to identify and assess new and creative ways to provide services and increase revenues.

I pointed out in my previous budget message to you that East Palo Alto must find alternatives which are under the City's direct control if it is to achieve and maintain fiscal stability. In order to maintain a viable pathway to fiscal health, I requested the City Council to establish a citizens' task force (presumably, a cross-section of the electorate) that would work with the City staff in developing a priority action plan for the creation of new revenue sources and enhancements for the City. This was acted upon and approved by the City Council. The strategy provided that a tax initiative be effected among other broad proposals, including the implementation of the Utility User's Tax and increase in Business License Tax as well as proceeding with the implementation of the Public Storage Occupancy Tax. Legal Counsel is currently validating the City's ability to affect certain taxes which were affected by the now invalidated Proposition 62. It was and continues to be staff's contention that these revenue sources are the best source to balance out cyclical time periods

resulting from property tax revenue sources. We continue to evaluate the viability of a tax over-ride, and its potential impact. But again that form of taxation does not protect the City during revenue flow dry periods. We have gone on record that we will not consider looking at a combination of a Utility Users' Tax and a tax over-ride to effectively shore up the City's ability to provide immediate improvements to its service capability over and above what currently exists. The City Council has indicated that its priorities are:

- 1. Police Services
- 2. Economic Development and Services; and,
- 3. Financial Services

Currently the City's economics are not adequately equipped to effectively respond to these priorities. It will be essential for the City to immediately take policy actions that would make it possible to realistically respond to the City Council's Policy priorities.

During the last Fiscal Year, the City Council approved in concept a reorganization program. The City Council must now begin to act on Policies that implement all or part of the recommendations in order that staff begin to address its critical priorities in an adequate manner.

ACCOMPLISHMENTS FOR F/Y 1988-89

Redevelopment: Ravenswood Industrial Park Project Area. Funds have been secured to underwrite staff efforts. University Circle Redevelopment Plan project areas was approved.

Community Services Department, Administration: Recruited 200 volunteers for various departmental projects. Negotiated with Raices de Mexico for its use of the old Ravenswood High School Dance Studio which serves approximately 45 youths and adults in their dance program. Developed an agreement with Stay-N-Fit to provide aerobic dance classes in the City, serving approximately 36 adults weekly. Processed facility use applications for events attracting approximately 2,100 participants. Community Services Department, Cultural Affairs and Human Services: Raised \$14,000 for the 1988 Summer Youth Theatre Project which attracted 21 youth participants. Raised \$2,274 for the purchase of a dance floor cover for Ravenswood High School Dance Studio. Raised \$1,000

towards the publication of a Senior Citizens' Services Directory.

\$11,820 to bring Katherine Dunham, an accomplished African-American Dancer/Choreographer/Scholar to East Palo Alto; this program attracted 480 participants. Coordinated a lecture/demonstration by Ms. Dunham at the Ravenswood Elementary School District in which approximately 1,600 youths participated. Raised \$7,100 for the 1989 Summer Youth Theatre Project.

Community Services Department, Recreation Program: Planned and implemented Adult Basketball League. Raised \$8,325 for the Summer '88 Youth Tennis Program which attracted 85 youths. Planned and implemented Summer Day Camp for Youth which attracted approximately 30 youths and generated \$2,100 in fees. Planned and implemented Halloween and Christmas Parties that attracted approximately 800 youths and 80 adults. Set into motion a volunteer-run East Palo Alto wide basketball program for youths between the ages of 8 and 15.

Public Works, Administration and Engineering: Dramatically upgraded subdivision processing by acquiring agreement bond, insurance certificate, acceptance forms, etc. and instituting new checking procedures. relinquishment of University Avenue with the State. Martin Luther King Park, traffic signal upgrading on University, OTS Traffic Study and street resurfacing program are all in process. Maintained a City-wide pothole program as well as a planned street sweeping schedule. Executed a new franchise agreement with Browning Ferris Industries. Installed 30 "\$1,000 Fine, No Dumping" signs at strategic locations. Performed mowing, watering, weeding, sprinkler and equipment repairs as well as all parks. A Legislative Route (109) has been established and a study has The basic Traffic Study was been commenced for the southern connection. The Fuel Efficient Traffic Signal Improvement is under completed. "Keep Clear" legends and lane lines have been painted on contract. University Avenue.

SUMMARY OF 1989-90 FINANCIAL POSITION

The total of budgeted expenditures for 1989-90 is \$5,446,258 Of this amount, \$4,160,558 is to fund departmental and program operations, and \$1,285,700 available for capital improvement projects. We enter this Fiscal Year with an anticipated short-fall of \$812,524 which is included in the F/Y 89-90 Program & Expenditure Plan.

A detailed analysis of both unrestricted and restricted funds, revenues and expenditures appears below.

UNRESTRICTED FUNDS

It is estimated that the City will have \$3,809,579 in unrestricted funds available for 1989-90.

It is anticipated that revenues will increase, albeit slowly, through 1989-90 above the low levels that have stagnated the City's economic growth. This can be achieved through the use of new revenue reduction instruments which are available to the City.

RESTRICTED FUNDS

It is estimated that the City will receive \$1,964,579 in restricted revenue this fiscal year. The City will receive \$1,854,375 from federal, state and county sources. The remaining restricted funds estimated at \$110,204 in 1989-90 will be obtained from Rent Stabilization fees. Historically the City of East Palo Alto has received very little in the way of federal and state grants. The success of increased efforts to obtain grant and foundation funding for the City is uncertain at this time. City staff will keep the Council fully apprised as new information is received.

CONCLUSION

The budget is the framework within which the City carries out all of its activities and provides services to the public. Indeed I must again point out that the budget process determines what levels of services are to be provided, in what manner, and to whom. In a municipality that has experienced miniscule growth in revenues since incorporation, this is not an enviable task. Again I point out that if the City were a municipality with an abundant supply of revenue, the budget process would be a pleasant one: physical improvements that enhance City life could be undertaken; activities that provide recreational and social activities for youths and senior citizens could be implemented; increased levels of police funding are real possibilities; parks and playgrounds could be acquired, expanded and improved in physical appearance.

In times of austerity, however, the budget process can be, and often is, less than exciting. The programs which, in better times, could be fully funded

or expanded must by necessity be reduced. The reality is that not all of the City's goals for this fiscal year are attainable at this time without some new form of revenue infusion. It is just of absolute necessity that Policy Action be taken immediately to increase revenues. Staff has attempted to present to you a budget that speaks to the needs of the citizens of East Palo Alto as reflected in your many policy decisions. We were attentive to your expressions of concern and priorities, and we have taken into consideration the concerns of the many citizens who have appeared before you seeking improvements in the appearance of the City and the maintenance of an adequate level of police services as well as cultural and recreational programs.

While we have made recommendations which we feel satisfy many of the community's needs and wishes, the final decision is yours as the elected representatives of the City.

The City will continue to work in providing viable levels of service in an environment of uncertain and stagnated resources. Hopefully, the courage, fortitude and creativity that sustained the City during its fight for incorporation and through the subsequent years will continue to sustain us in the months and years ahead.

The budget recommendations are based on careful review and detailed analysis. We feel that the budgeted level of expenditues is sufficient to satisfy many of the community's service needs. The final decision on these recommendations is rested with you as elected representatives of the City of East Palo Alto.

Hace

Respectfully submitted,

Stanley H. Halk

City Manager-

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NUMBER OF POSITIONS BY DEPARTMENT (FULL-TIME EQUIVALENT)

<u>DEPARTMENT</u>	APPROVED FY 1988-89	PROPOSED FY 1989-90
City Council	0	0
City Administration*	12.00	11.50
Legal Services**	0	0
Community Development	4.05	3.20
Public Works	7.00	8.00
Community Services	1.00	1.00
Rent Stabilization	2.00	2.00
Police	34.00	34.00
Total	<u>61.00</u>	<u>60.50</u>
Redevelopment Agency	0.95	0.80

^{*} For FY 89-90, includes Clerical Support and City Clerk Programs **Contract Position

CITY OF EAST PALO ALTO

FINANCIAL SUMMARIES

PROGRAM BUDGET SUMMARY OF GENERAL AND DESIGNATED MUNICIPAL REVENUES AND EXPENDITURES BY MAJOR CATEGORY FISCAL YEAR 1989 - 1990

	* ESTIMATED	* APPROVED	PROPOSED
	1988-89	BUDGET 1988-89	BUDGET 1989-90
BEGINNING OF YEAR FUND BALANCE(Deficit)(\$ 157,802)	\$ 505,671	(\$ 327,858)
OPERATING BUDGET			
REVENUE			
General Fund Taxes, Licenses, and			
Subventions Fees Miscellaneous Contingent	2,734,408 254,469 32,475	2,647,270 230,732 20,500 750,000	2,742,799 231,614 22,600 826,515
TOTAL GENERAL FUND	3,021,352	3,648,502	3,823,528
Special Revenue Grants Other Special Revenue	49,411 931,728	421,370 933,880	929,696 1,034,883
TOTAL SPECIAL REVENUE	981,139	1,355,250	1,964,579
TOTAL REVENUE	4,002,491	5,003,752	5,788,107
Budgeted Use of Fund Balance	170,056		
TOTAL FUNDS AVAILABLE	\$4,172,547	\$5,003,752	\$5,788,107
EXPENDITURE			
Personnel Operating Capital	2,333,523 1,806,562 32,462	2,512,653 1,786,034 69,551	2,279,060 1,754,689 90,800
TOTAL	4,172,547	4,368,238	4,124,549
CAPITAL IMPROVEMENTS PROGRAM		626,000	1,285,700
CONTINGENT ACCOUNT		143,914	50,000
TOTAL EXPENDITURES AND RESERVES	4,172,547	5,138,152	5,460,249
END OF YEAR FUND BALANCE (Deficit)	(\$ 327,858	\$ 505,671	\$

^{*} The Redevelopment Agency Budget information was removed from the City's overall budget and reported separately.

CITY OF EAST PALO ALTO PROGRAM BUDGET DISTRIBUTION OF REVENUE FISCAL YEAR 1989 - 1990

	ESTIMATED	APPROVED	PROPOSED BUDGET
REVENUE SOURCE	1988-89	BUDGET 1988-89	1989-90
GENERAL FUND			
Taxes, Licenses & Subventions Property Transfer Tax Cigarette Tax Vehicle In-Lieu Tax Property Tax Sales Tax Business License Misc. Taxes & Subventions	\$ 17,171 39,279 928,237 1,469,511 217,495 26,278 36,437	\$ 27,000 41,694 861,325 1,422,101 211,650 32,500 51,000	\$ 18,700 38,687 962,961 1,432,651 215,000 28,000 46,800
TOTAL	\$2,734,408	\$2,647,270	\$2,742,799
Fees P G & E Franchise Garbage Franchise Building Permits Planning Applications Parks & Recreation Police Fees & Post TOTAL Miscellaneous Interest Earned Other	66,215 11,614 74,877 30,507 23,081 48,175 \$ 254,469	65,700 18,832 75,000 30,500 8,700 32,000 \$ 230,732	66,000 11,614 100,000 28,000 6,000 20,000 \$ 231,614
TOTAL	\$ 32,475	\$ 20,500	\$ 22,600
SUB-TOTAL GENERAL FUND REVENUE	\$3,021,352	\$2,898,502	\$2,997,013
Contingent General Fund Revenue Supplemental Taxes Utility Users Tax (5%) Development Fees Storage Bin Usage Tax (8% of Grs. Recpts./137,500 per mo.)	== == 	418,000 200,000 132,000	494,515** 200,000 132,000*
TOTAL CONTINGENT REVENUE		750,000	826,515
TOTAL GENERAL FUND REVENUE	\$3,021,352	\$3,648,502	\$3,823,528

0

^{*} Not a Contingent Revenue for 1989-90
** Balance of estimated Supplemental Taxes (\$405,485) to be applied to unfunded liabilities.

DISTRIBUTION OF REVENUE 1989 - 1990 (Cont'd)

	(*) ESTIMATED 		(*) Approyed Budget		PROSOSED BUDGET	
REVENUE SOURCE				988-89	_19	89-90
SPECIAL REVENUE						
Grants Office of Traffic Safety SM County Senior Needs Assessment Study CDBG - Carryover State Park & Rec. Grant - Carryover State Park & Rec. Grant - New Coastal Conservancy - Carryover Summer Youth Theatre Project Youth Tennis Foundation Department of Transportation Sam Trans - Carryover Robert Z. Berg Harris Program Miscellaneous Grant	\$	 32,921 16,490	\$	54,000 2,500 200,000 160,000 4,870 	\$	200,000 226,600 57,000 147,025 25,821 6,750 53,100 200,000 13,400
TOTAL GRANTS	_	49,411	_	421,370	_	929,696
OTHER SPECIAL REVENUE						
Fines and Forfeitures Off - Highway Gas Tax Transportation Safety Measure A Funds Garbage Collection Rent Stabilization Fees	_	42,501 457 391,439 6,000 337,549 153,782	_	94,400 500 380,898 6,000 323,077 129,005		90,000 450 385,734 6,000 115,000 327,495 110,204
TOTAL OTHER		931,728	_	933,880	_	,034,883
TOTAL SPECIAL REVENUE	_	981,139	_	1,355,250	_	1,964,579
TOTAL ALL REVENUE						
(General & Special Funds)		4,002,491		5,003,752	!	5,788,107
BUDGETED USE OF FUND BALANCE (Deficit)	_	170,056	_		_	
TOTAL FUNDS AVAILABLE	2	4,172,547	2	5,003,752	\$	5,788,107

^(*) The Redevelopment Agency budget information was removed from the City's overall budget and reported separately.

PROGRAM BUDGET EXPENDITURES BY CATEGORY FISCAL YEAR 1989 - 1990

	1988-89	APPROVED BUDGET 1988-89	PROPOSED BUDGET 1989-90
CITY COUNCIL			
Personnel Operating Capital	\$ 21,134 6,303 ———	\$ 8,872 26,883 ———	\$ 8,795 23,205 —-
TOTAL	27,437	35,755	32,000
CITY ADMINISTRATION	å.		Z.
Personnel Operating Capital	348,090 433,365 	374,015 367,803 6,000	407,110 425,344 —-
TOTAL	781,455	747,818	832,454
LEGAL SERVICES			
Personnel Operating Capital	241 ,796 	180,500 	204,100
TOTAL	241,796	180,500	204,100
COMMUNITY DEVELOPMENT			
Personnel Operating Capital	127,544 25,466 	148,650 24,740 ———	140,202 19,081
TOTAL	153,010	173,390	159,283
POLICE			
Personnel Operating Capital	1,483,613 490,531 30,621	1,587,111 383,229 63,551	1,343,784 455,403 84,500
TOTAL	2,004,765	2,033,891	1,883,687

EXPENDITURE BY CATEGORY - BUDGET FY 1989 - 1990 (Cont'd)

0

	(*) ESTIMATED 1988-89	(*) APPROYED BUDGET 1988-89	PROPOSED BUDGET 1989-90
PUBLIC WORKS	2-3-3-3		
Personnel Operating Capital	\$ 251,453 525,141	\$ 226,268 530,049	\$ 257,534 512,724 20,600
TOTAL	776,594	756,317	
COMMUNITY SERVICES			790, 258
Personnel Operating Capital	54,804 37,485 1,841	60,339 10,010 	54,821 44,946
TOTAL	94,130	70,349	99,767
RENT STABLILIZATION			
Personnel Operating Capital	46,885 46,475 	59,515 69,490 ———	66,814 69,886 6,300
TOTAL	93,360	129,005	143,000
TOTAL DEPARTMENTS			
Personnel Operating Capital	2,333,523 1,806,562 32,462	2,464,770 1,592,704 69,551	2,279,060 1,754,689 90,800
TOTAL	4,172,547	4,127,025	4,124,549
CAPITAL IMPROVEMENTS PROG	RAM	626,000	1,285,700
CONTINGENT ACCOUNT		143,914	50,000
GRAND TOTAL	\$4,172,547	\$4,896,939	\$5,460,249

^(*) The Redevelopment Agency budget information was removed from the City's overall budget and reported separately.

CITY OF EAST PALO ALTO PROGRAM BUDGET EXPENDITURE BY PROGRAM FISCAL YEAR 1989 - 1990

DEPARTMENT AND PROOGRAM	ESTIMATED EXPENDITURES FY 88-89	APPROVED BUDGET FY 88-89	PROSPOSED BUDGET FY 89-90
CITY COUNCIL			
Legislative Operations	\$ 27,437	\$ 35,755	\$ 32,000
TOTAL	27,437	35,755	32,000
CITY ADMINISTRATION			
City Clerk City Manager Management,Budget &	22,319 87,294	18,201 58,500	30,108 82,203
Strategic Planning Non-Departmental Cost Center Clerical Services Personnel Financial Operations	26,847 365,312 103,883 43,262 132,538	38,820 331,334 136,631 44,911 119,421	38,001 378,207 134,103 45,731 124,101
TOTAL	781,455	747,818	832,454
LEGAL SERVICES			
Legal Counsel Litigation	155,615 86,181	100,500 80,000	108,100 96,000
TOTAL	241,796	180,500	204,100
COMMUNITY DEVELOPMENT			
Administration Planning Building Inspection Code Enforcement	5,127 51,991 56,040 39,852	2,520 61,217 49,745 59,908	16,042 54,612 55,629 33,000
TOTAL	153,010	173,390	159,283
POLICE			
Administration & Support Servic Patrol Investigative Services Traffic	es 492,370 1,284,880 227,515	401,934 1,154,333 367,141 110,483	553,952 1,044,352 202,925 82,458
TOTAL	2,004,765	2,033,891	1,883,687

EXPENDITURES BY PROGRAM - BUDGET FY 1989 - 1990 (Cont'd)

DEPARTMENT AND PROGRAM	(*) ESTIMATED EXPENDITURES FY 88-89	(*) APPROYED BUDGET FY 88-89	PROPOSED BUDGET FY 89-90
PUBLIC WORKS			
Administration & Engineering Streets and Drains Street Cleaning Waste Disposal Building Maintenance Parks and Landscaping City Services Emergency Services Traffic	\$ 150,419 87,529 35,160 330,439 23,886 82,933 550 7,547 58,131	\$ 157,836 67,457 46,824 339,675 27,432 29,219 8,574 2,660 76,640	\$ 123,367 68,643 47,169 340,969 28,033 45,892 8,824 8,842 98,519
TOTAL	776,594	756,317	<u>770,258</u>
COMMUNITY SERVICES			
Administration Cultural Affairs & Human Services Recreation	31,444	40,061 14,273 16,015	21,854 39,139 38,774
TOTAL	94,130	70,349	99,767
RENT STABILIZATION			
Administration & Board Support Counseling & Public Info. Ordinance Enforcement	42,313 21,081 29,966	34,566 43,691 50,748	34,002 48,058 60,940
TOTAL	93,360	129,005	143,000
CAPITAL IMPROVEMENT PROGRAM		626,000	1,285,700
CONTINGENT ACCOUNT		143,914	50,000
GRAND TOTAL	\$4,172,547	\$4,896,939	\$5,460,249

^(*) The Redevelopment Agency budget information was removed from the City's overall budget and reported separately.