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# **CITY OF EAST PALO ALTO**

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# PRELIMINARY REVISED FY 1987-88 PROGRAM BUDGET

# **CITY COUNCIL**

JAMES E. BLAKEY JR., MAYOR RUBEN ABRICA, VICE-MAYOR JOHN B. BOSTIC, MEMBER WARNELL COATS, MEMBER BARBARA A. MOUTON, MEMBER

> Submitted By: STANLEY H. HALL City Manager

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# **MISSION STATEMENT**

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TO THE EXTENT OF OUR FINANCIAL RESOURCES, PROVIDE A FULL RANGE OF GOVERNMENTAL SERVICES THAT ARE ACCOUNTABLE, UNDERSTANDABLE, CONSISTENT, DEPENDABLE, AND RESPONSIVE --PRIMARILY TO THE NEEDS OF RESIDENTS AND BUSINESSES, AND ALSO TO VISITORS. ENSURE THAT PUBLIC AGENCIES EQUITABLY PROVIDE SERVICES TO EAST PALO ALTO. ALSO, TO SEEK FUNDS FROM GRANTS PROVIDED THEY ARE COST EFFECTIVE, DO NOT REQUIRE THE ADOPTION OF UNACCEPTABLE POLICIES, AND WILL BE BENEFICIAL TO THE COMMUNITY

#### MEMBERS OF THE COUNCIL

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JAMES E. BLAKEY, JR. Mayor RUBEN ABRICA Vice-Mayor JOHN B. BOSTIC WARNELL COATS BARBARA A. MOUTON



2415 UNIVERSITY AVENUE EAST PALO ALTO, CA. 94303

Tel: (415) 853-3100

STANLEY H. HALL, City Manager

December 7, 1987

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

Subject: Revised FY 1987-88 Proposed Program Budget

To The Honorable Mayor and Members of the Council:

During this fiscal year, the City of East Palo Alto was faced with a number of problems related to its fiscal and management stability. In August of 1987, the City Council appointed its current City Manager. For the eight months prior to his appointment, the City was managed by its Assistant City Manager/Finance Director. During that period, the current program budget was developed and approved by the City Council. Prior to the appointment of the current City Manager, the City Council expressed concern over the City's current financial situation and appointed a City Council Subcommittee to investigate what appeared to be irregularities in the management of the City's finances. After the appointment of the new City Manager, the City Council authorized the execution of a contract for services with the Harvey M. Rose Accountancy Corporation. This firm completed a "Review of the City of East Palo Alto's Fiscal Year 1987-88 Budgeted Revenues 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. Projected revenues were overstated by approximately \$1.9 million.
- The City's personnel costs were not accurately determined in the 1987-88 budget, nor was budget detail presented in an adequate manner. It was concluded that a lack of management control led to excessive overtime expenditures in some departments.
  - 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.

Honorable Mayor and Members of the Council

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Each of these findings has a serious impact on City operations for this fiscal year. The overstatement of revenues means that the City's 1987-88 budgeted expenditures will have to be reduced by at least that amount. The excessive overtime expenditures will most likely result in unplanned vacancies for certain positions, i.e. Community Development Director, Assistant City Manager, and Senior Planner, in order to further limit expenditures.

The City must adopt a balanced spending program within the constraints of the existing financial resources available. The program would include a debt liquidation schedule, conservatively tied into the monthly forecast of fixed expenditures. The City also must prepare regular cash flow analyses throughout the year to highlight periods when expenditures may exceed generated revenue.

Should the City Council decide to acquire an infusion of cash through some lending vehicle, funds would be required to service the debt and pay interest accruing on the principal of that debt. A reserve fund could be created to meet that obligation. Thus far, the City has done a remarkable job of weathering the storm of a dry cash period. I need not recite here the well-known litany of service level reductions and departmental and program activities that took place in the City since the appointment of the new City Manager.

The City is faced with two options: resign itself to the 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 alternatives. It is my hope that East Palo Alto will chose the latter. The City has taken bold, courageous actions in making necessary reductions without completely eliminating services; staff will, during the months ahead, come back to you with a proposal for reorganizing several City functions to minimize costs and increase operational efficiency. Staff will be recommending an increase in fees and other charges where it is legally permissible to do so; and we will continue to identify and assess new and creative ways to provide services and increase revenues.

It is abundantly clear that East Palo Alto must find alternatives which are under the City's direct control if it is to achieve and maintain fiscal stability. It is quite clear that East Palo Alto has not received a meaningful level of State and Federal grants; however, it is equally clear that the City cannot rely substantially on State and Federal support with any degree of certainty. Unfortunately, the unplanned budget deficit and cash management difficulties are realities within which the City must continue to operate for the balance of fiscal year 1987-88 and 1988-89.

Many difficult decisions have been, and continue to be, made, but I remain optimistic that we shall climb on the path of gradual fiscal stability. To this end, I am requesting the City Council to establish a citizens task force (presumably a cross-section of the electorate) that would work with City staff in developing a priority action plan for the creation of new revenue sources and resulting revenues for the City.

Honorable Mayor and Members of the Council

# Summary of 1987-88 Financial Position (Amended)

The revised total of budgeted expenditures for 1987-88 is \$4,716,564. This represents a 27% reduction in previously-approved expenditures for this fiscal year. Of this amount, \$4,373,587 is to fund departmental and program operations, and \$342,977 is available for capital improvement projects.

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

#### Unrestricted Funds

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It is estimated that the city will have \$2,826,071 in unrestricted funds available for 1987-88. This figure represents forecasted revenue for this fiscal year, combined with a small budgeted use of the 1986-87 fund balance. To date, \$1,642,469 has been spent this fiscal year. The City will spend an additional \$3,074,095 to maintain current City programs for the remainder of this fiscal year. We have previously outlined the recommendations in the Harvey M. Rose study, which require major revisions in previously-approved budget documents. It is anticipated that revenues will increase, albeit slowly, through 1987-88, above the low levels that have stagnated the City's economic growth. This can be achieved through the use of new revenue production instruments which are available to the City, but not yet utilized.

#### Restricted Funds

It is estimated that the City will receive \$1,699,380 in restricted revenue this fiscal year. \$266,000 of this amount is privately funded (Redevelopment - University Circle). The City will receive \$1,274,380 from federal, state and county sources. The remaining restricted funds, estimated at 159,000, in 1987-88, will be obtained from foundations and Rent Stabilization fees. The City of East Palo Alto , historically, has received very little in the way of federal and state grants. Programs as the Summer Youth Employment Program have not obtained their funding from available state funds, but rather City general funds or foundation 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, the budget process determines what level of service is 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. If the City was a municipality with an abundant supply of revenue, the budget process would be 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.

Honorable Mayor and Members of the Council

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.

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 appearence 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 satisfies many of the community's needs and wishes, the final decision is yours as the elected representatives of the City.

All citizens of the community should be inspired by the tremendous strides we have taken these past four months. The City has continued to provide a viable level of services 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 recommendation are based on careful review and detailed analysis. We feel that the budgeted level of expenditures 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

Respectfully submitted,

Stanley H. Hall

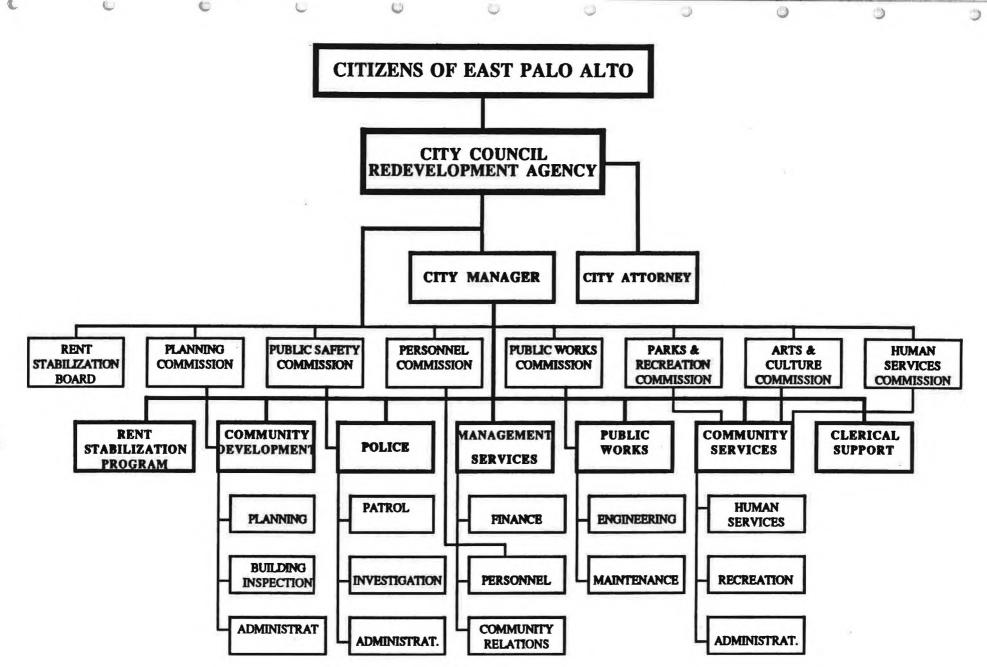
City Manager

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## NUMBER OF POSITIONS BY DEPARTMENT

(FULL-TIME EQUIVALENT)

Department	1985-86	1986-87	7/1-10/31 <b>1987-88</b>	11/1-6/30 <b>1987-88</b>
CITY COUNCIL	1.0	1.0	2.0	2.0
MANAGEMENT SERVICES	5.0	6.0	8.0	6.0
CLERICAL SUPPORT	5.0	7.0	7.0	5.0
LEGAL SERVICES*	0.0 *	0.0 *	2.0*	1.0*
COMMUNITY DEVELOPMENT	2.0	4.0	6.0	3.0
PUBLIC WORKS	14.0	16.0	16.0	7.0
POLICE	40.0	42.0	42.0	30.0
COMMUNITY SERVICES/ YOUTH DEVELOPMENT CTR.	14.0	14.0	14.0	4.0
RENT STABILIZATION	0.0 *	2.0	2.0	2.0
	81.0	92.0	99.0	60.0

\* Contract position

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#### CITY OF EAST PALO ALTO SUMMARY OF GENERAL AND DESIGNATED MUNICIPAL REVENUES AND EXPENDITURES BY MAJOR CATEGORY FY 1987-88

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	Actual FY 85-86	Actual FY 86-87	Proposed FY 87-88
Beginning of Year Fund Balance	\$1,871,054	\$1,377,684	\$ 816,077
OPERATING BUDGET			
REVENUE			
General Fund			
Taxes, Licenses, and Subventions Fees Miscellaneous	\$ 2,357,976 193,665 203,513	\$ 2,407,578 225,343 	\$ 2,628,776 185,000 12,295
TOTAL GENERAL FUND	2,755,154	2,886,274	2,826,071
<u>Special Revenues</u> Grants Revenue Sharing Other Special Revenues	425,453 73,951 1,247,460	307,057 28,996 1,061,224	461,500 -0- 1,237,880
TOTAL SPECIAL REVENUE	1,746,864	1,397,277	1,699,380
TOTAL REVENUE	4,502,018	4,283,551	4,525,451
Budgeted Use of Fund Balance	493,370	663,479	191,113
<b>Total Funds Available</b> EXPENDITURE Personnel Operating	\$ 4,995,388 1,995,645 2,304,948	\$ 4,947,030 2,237,920 2,134,245	\$ 4,716,564 2,204,743 2,141,331
Capital	139,707	58,971	27,513
Total	4,440,300	4,431,136	4,373,587
Capital Improvements Program	516,675	461,835	342,977
<b>RESERVES:</b> Legal Contingency	29,263 9,150	4,376 49,683	-0- -0-
Total Reserves	38,413	54,059	
Total Expenditure	4,995,388	4,947,030	4,716,564
End of Year Fund Balance	\$1,377,684	\$ 816,077	\$ 624,964

# DISTRIBUTION OF REVENUES - BUDGET FY 87-88

REVENUE SOURCE	Actual FY 85-86	Actual FY 86-87	Proposed FY 87-88
Seneral Fund			
Taxes, Licenses & Subventions			
Property Transfer Tax	\$ 23,077	\$ 48,667	\$ 30,000
Cigarette Tax	48,386	44,474	40,000
Vehicle In-Lieu Tax	790,500	739,451	892,887
Property Tax	1,263,609	1,347,661	1,412,257
Sales Tax	177,337	196,934	191,995
Business License	45,278	18,389	25,000
Misc. Tax & Subventions	9,789	12,002	36,637
Total	2,357,976	2,407,578	2,628,776
rees			
PG&E Franchise	65,737	59,348	59,500
Garbage Franchise	16,691	16,824	16,800
Building Permits	57,776	62,822	52,000
Planning Applications	19,386	11,099	15,000
Parks & Recreation	13,645	8,226	10,700
Environmental Documents	48	4,766	-0-
Misc. Fees	20,382	62,258	31,000
Total	193,665	225,343	185,000
liscellaneous			
Interest Earned	87,017	37,498	10,000
Fiduciary Fund	3,973	-0-	-0-
Publications-Sales	45	-0-	-0-
Photocopies-Sales	6,435	-0-	495
Reimb., Rebate, Refund, etc.	66,368	-0-	-0-
Police Fund	14,064	7,737	-0-
Other Miscellaneous	25,611	208,118	1,800
Total	203,513	253,353	12,295

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Distribution of Revenue 1987-88 (Cont'd)

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REVENUE SOURCE	<b>Actual</b> FY 85-86	<b>Actual</b> FY 86-87	Proposed FY 87-88
Special Revenue			
Grants			
SM County Senior Needs		1	
Assessment Study	-0-	-0-	2,500
CDBG Carryover	225,143	200,000	200,000
CDBG Current	35,100	-0-	-0-
AB-90	35,085	60,310 -0-	-0-
EDA (Intra-structure) State Park & Rec. Grant	25,000 -0-	-0-	-0-
Youth Development Center	-0-	-0-	149,000 110,000
Miscellaneous	105,125	46,747	- 0-
MISCEITANEOUS	105,125	40,747	
Total	\$425,125	46,747	461,500
Revenue Sharing	\$ 73,951	\$ 28,996	\$ -0-
Other Special Revenues			
Fines and Forfeitures	30	104,393	90,000
Off-Highway	520	525	500
Gas Tax	702,490	485,296	381,380
Transportation Safety	37,241	4,650	6,000
Redevelopment	-0-	20,000	266,000
Garbage Collection	323,066	343,173	335,000
Affordable Housing	111,000	-0-	-0-
Rent Stabilization	73,113	103,187	159,000
Total (Other Revenue)	1,247,430	956,831	1,237,880
TOTAL SPECIAL REVENUE	1,746,834	1,292,884	1,699,380
Total All Revenue			
(General & Special) Funds	4,502,018	4,283,557	4,525,451
Budgeted Use of Fund Balance	493,370	663,479	191,113
Total Funds Available	\$4,995,388	\$ 4,947,030	\$ 4,716,564

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## EXPENDITURES BY CATEGORY - BUDGET FY 1987-88

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	Actual FY 85-86	Actual FY 86-87	Proposed FY 87-88
City Council			
Personnel	\$ 36,106	\$ 33,644 \$	53,847
Operating	91,057	102,905	30,023
Capital	4,180		
Total	131,343	136,549	83,870
Management Services			
Personnel	180,508	180,545	216,015
Operating	186,516	113,857	85,654
Capital	1,991		3,745
Total	369,015	294,402	305,414
Clerical Support			
Personnel	102,056	106,296	112,525
Operating	62,154	81,364	74,684
Capital	13,515	6,644	_0-
Total	177,725	194,304	187,209
Legal Service			
Personnel	-0-	-0-	-0-
Operating	98,904	109,373	84,019
Capital	_0_		
Total	98,904	109,373	84,019
Community Development			
Personnel	95,720	94,741	97,179
Operating	88,817	67,950	62,855
Capital			
Total	184,537	162,691	160,034
Public Works			
Personnel	242,627	348,004	250,369
Operating	979,502	742,118	668,983
Capital	88,418	34,154	23,768
Total	\$1,310,547	\$1,124,276	\$ 943,120

Expenditure by Category - Budget FY 1987-88 (Cont'd)

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	Actual FY 85-86	Actual FY 86-87	Proposed FY 87-88
Police			
Personnel	\$1,147,176	\$1,276,049	\$1,227,221
Operating Capital	607,443 29,423	678,725 17,337	765,130 -0-
Capital			
Total	1,784,042	1,927,111	1,992,351
Community Services			
Personnel	184,044	157,935	170,225
Operating	151,712	171,506	98,665
Capital	1,314	503	
Total	337,070	329,944	268,890
Rent Stabilization			
Personnel	7,408	38,109	52,623
Operating	38,843	61,110	38,525
Capital	866	333	_0_
Total	47,117	99,552	91,148
Total Department			
Personnel	1,995,645	2,235,323	2,160,004
Operating	2,304,948	2,128,908	1,928,538
Capital	139,707	58,971	27,513
Total	4,440,300	4,423,202	4,116,055
Redevelopment Agency			
Personnel	-0-	2,597	44,739
Operating	-0-	5,337	212,793
Capital	_0_	_0_	_0_
Total		7,935	257,532
Capital Improvements Program	516,675	461,835	342,977
Reserves			
Legal	29,263	4,376	-0-
Contingency	9,150	49,683	
Total	38,413	54,059	
GRAND TOTAL	\$4,995,388	\$4,947,030	\$4,716,564

# EXPENDITURE BY PROGRAM - BUDGET FY 1987-88

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Department & Program	Actual FY 85-86	Actual FY 86-87	Proposed FY 87-88
City Council			
Legislative Operations Intergovernmental Relations	\$ 32,130 15,807	\$ 28,581 12,155	\$ 13,460 10,000
Community & Inter Agency Relations Total	83,406 131,343	95,813 136,549	60,410 83,870
Management Services			
City Administration Finance Personnel Services Total	100,293 194,445 74,277 369,015	114,601 133,254 46,547 294,402	134,070 118,635 52,709 305,414
Clerical Support			
General Support Records Management	161,872 15,853	185,928 8,376	167,189 20,020
Total	177,725	194,304	187,209
Legal Services			
Legal Counsel Litigation	98,904 	99,207 10,166	78,530 5,489
Total	98,904	109,373	84,019
Community Development			
Economic Development Planning Building Inspection Code Enforcement	72,198 86,327 26,012 	46,955 67,923 47,813 	1,747 50,822 47,349 60,116
Total	\$ 184,537	\$ 162,691	\$ 160,034

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