

# Budget Outlook & Department Instructions

December 2023



#### Overview

Rate of expenditure growth far outpaces City's General Fund revenues – creating \$245 million deficit in FY 2023-24, \$554 million in FY 2025-26 and worsening deficits in coming years.

• Mid-year budget reductions incorporated into the forecast – departments must include in February budget submissions.

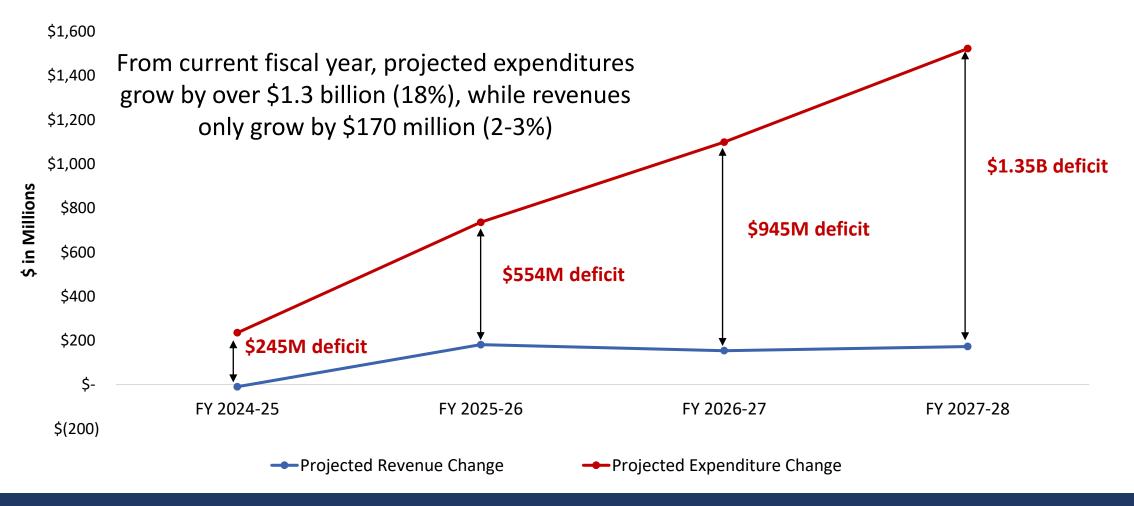
Additional reductions of 10% in each year required to balance FY 24-25
 & FY 25-26, plus 5% contingency proposals.



# Fiscal Outlook & Five Year Financial Plan Update



#### Fiscal Outlook – Deficit Grows to \$1.3 billion





#### What Changed Since July?

- Further reduced revenue expectations, particularly in transfer, hotel & sales taxes.
- Increased **health care costs**: 9% projected health rate growth in FY 24-25.
- Multi-year inflationary growth on CBO grants (new ordinance).
- Use of fund balance spread over three-year period.



#### Fiscal Outlook – Major Assumptions in Forecast

• Decline or nominal growth in major tax revenues: ongoing reductions to property tax as office market resets, slower hospitality sector rebound, transfer taxes at 2011 levels, tepid business tax growth.

• Salary & Benefits: CPI growth on open contracts on same schedule as Police & Fire in next two years; 7.2% rate of return on pension investments.

• Citywide & Departmental Costs: CPI growth on non-personnel costs, IHSS wage agreements, full funding of Ten Year Capital & ICT Plans by FY 25-26, and other updates.



#### Five Year Report Update – Summary

	Projection	Projection	Projection	Projection
	2024-25	2025-26	2026-27	2027-28
SOURCES Increase / (Decrease)	(9.6)	181.0	153.9	172.8
Uses				
Baselines & Reserves	(13.3)	(78.3)	(150.4)	(264.1)
Salaries & Benefits	(163.3)	(336.2)	(447.4)	(593.0)
Citywide Operating Budget Costs	(95.2)	(301.7)	(396.0)	(496.3)
Departmental Costs	36.8	(19.3)	(105.3)	(169.0)
USES Decrease / (Increase)	(235.1)	(735.5)	(1,099.1)	(1,522.5)
Projected Cumulative Projected Surplus / (Shortfall)	(244.7)	(554.5)	(945.1)	(1,349.7)
Two-Year Deficit	(799.2)	-	-	

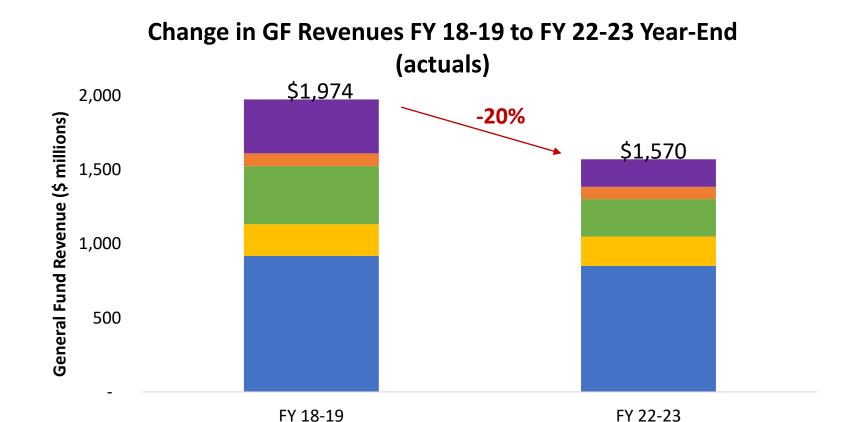


#### Revenue Assumptions & Trends

- **High office vacancies** negatively impact property, business, and transfer taxes.
- Business taxes seeing significant rates of dispute & litigation, requiring City to reserve collections for litigation risks.
- Hospitality industry expected to recover after plan period, slower than previously forecasted. The City experienced rapid "bounce back" after the pandemic, but now plateauing.
- Local & state sales tax growth slower than previously forecasted.
- One-time sources including FEMA & fund balance budgeted through FY 26-27.



#### Key Revenue Sources Down by 20%

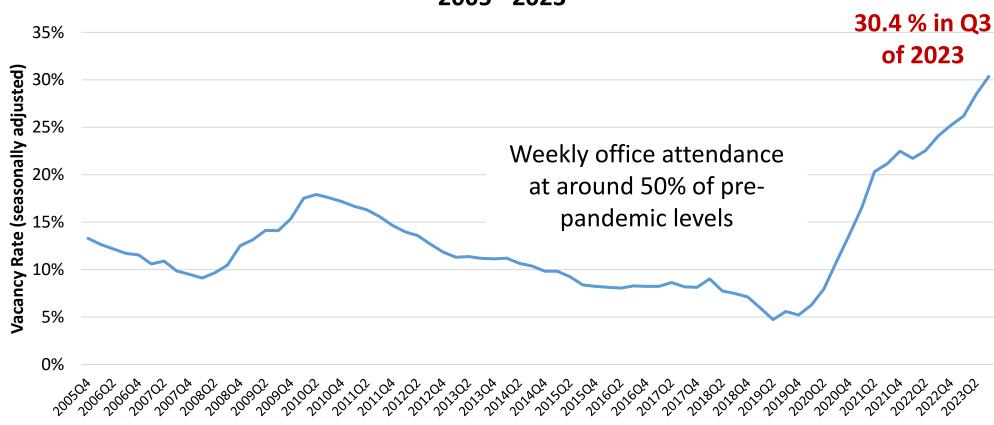


■ Business Tax ■ Sales Tax ■ Hotel Tax ■ Parking Tax ■ Real Property Transfer Tax



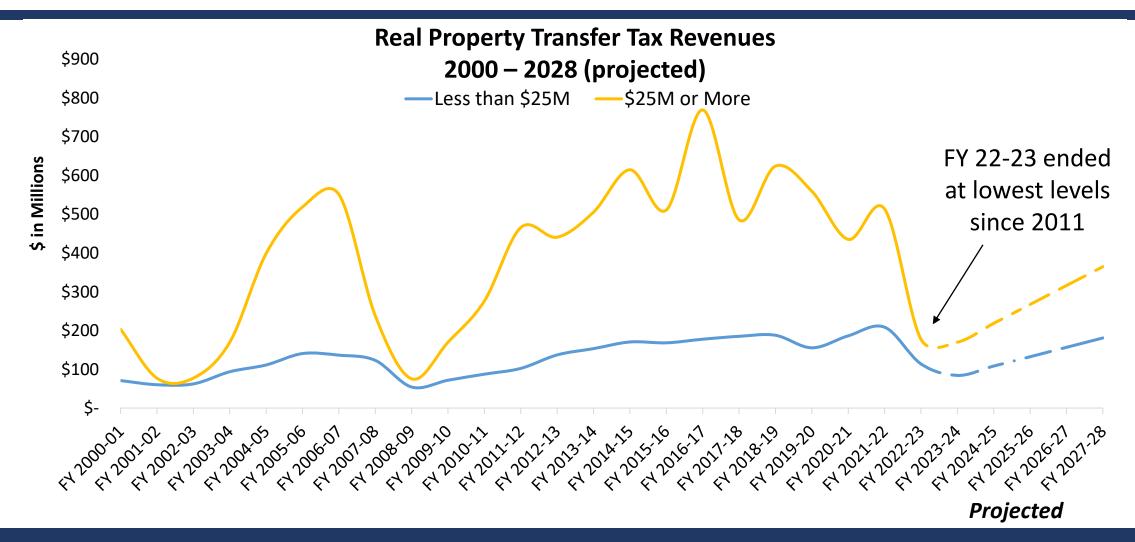
#### Office Vacancy Rates Still Climbing

#### Seasonally Adjusted Office Vacancy Rates 2005 - 2023





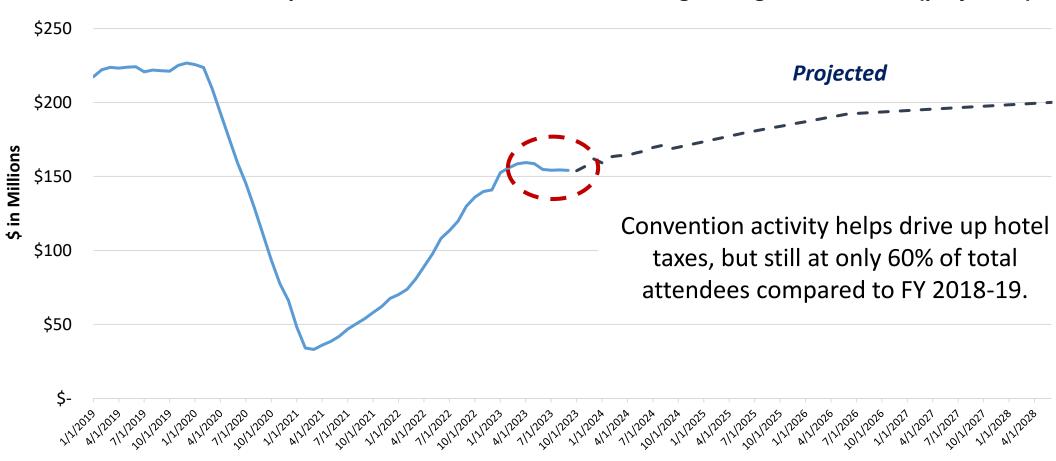
#### Transfer Tax Revenue at Great Recession-Era Low





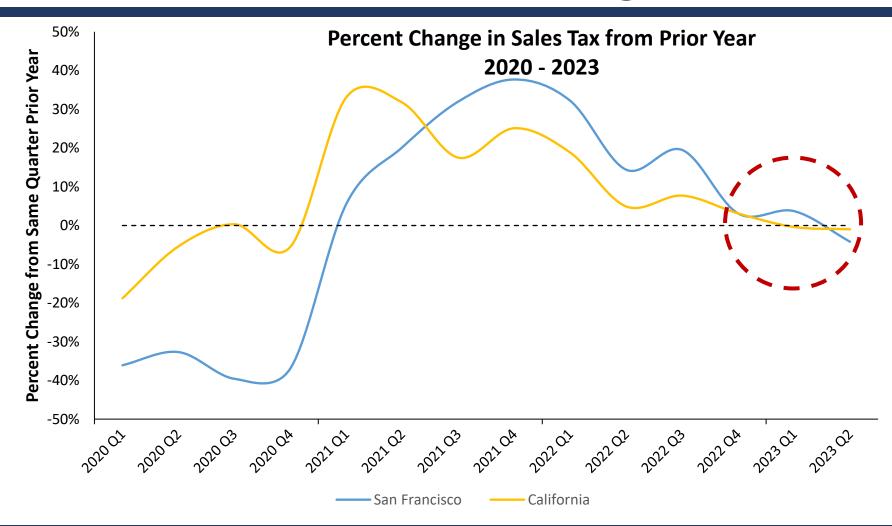
#### Hospitality Rebound Stalling

#### Revenue per Available Room – 12 month rolling average 2019 – 2028 (projected)



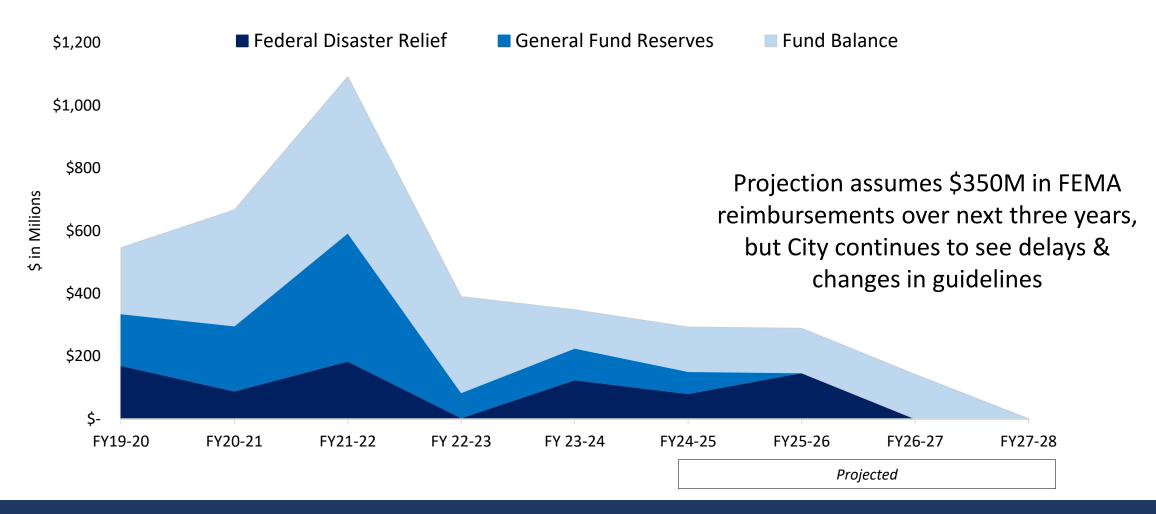


#### Local & State Sales Tax Slowing





#### Depletion of One-Time Sources





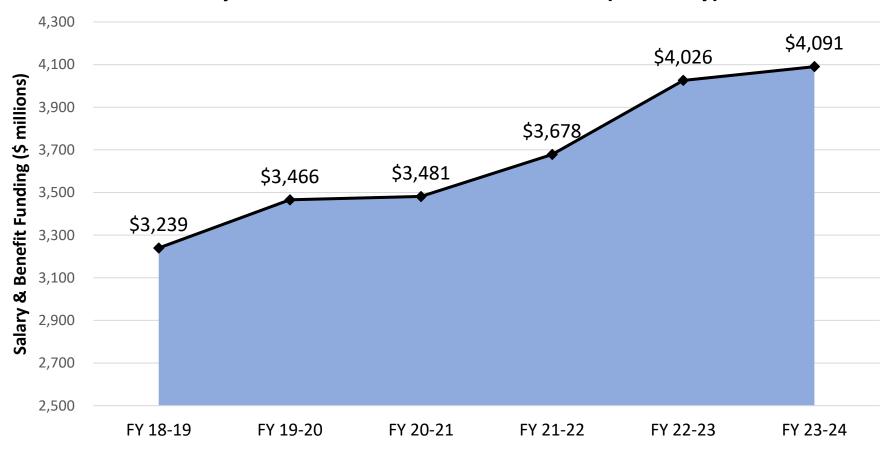
#### Key Expenditures

- Salaries and benefits: Increase by nearly \$500 million over plan period.
- Required baselines: Grow by around \$200 million & include newest Student Success Fund, which grows to \$35 million in FY 2024-25 and \$60 million by FY 2027-28.
- Citywide operating costs: Real estate, capital, debt payments, PUC rates, and implementation of multiyear inflation on all GF nonprofit grants.
- Other major costs: shelter costs due to expiring state grants, commitments to subsidizing housing for formerly homeless (LOSP), IHSS program growth.



#### Salary & Benefits – 30% Growth in 5 Years

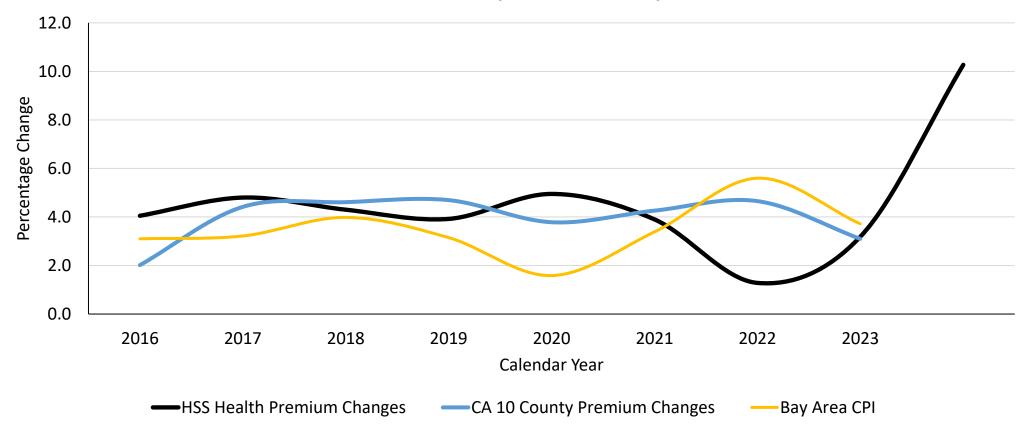
#### Salary & Benefit Growth Since FY 18-19 (GFS Only)





#### Health Care Cost Growth at 9-10%

#### **Change in SFHSS Health Rates vs Benchmarks 2016 - 2023 (Calendar Year)**





#### Fiscal Outlook – Risks & Uncertainties

- Elevated interest rates dampening business investments, real estate transactions, and borrowing costs.
- Level of assessment appeals and other tax refunds current appeals volume has tripled from prior year.
- Significant state budget shortfall (\$68 billion) and threat to ERAF, grants & funding for other programs.
- Retirement contribution rates year-to-date returns trending negative, could trigger higher employer contributions.



# Mayor's Priorities & Department Budget Instructions



#### Mayor's Priorities

Improving public safety and street conditions

Citywide economic vitality

 Reducing homelessness and transforming mental health service delivery

Accountability & equity in services and spending



#### Budget Instructions to Departments

- Reduce General Fund support: 10% in FY 24-25 and 10% in FY 25-26.
- Submit contingency proposals of ongoing 5% in each year.
- Departmental budget reductions will help address only portions of total shortfall – the Mayor's Office will convene departments to propose further citywide solutions and strategies.



#### Budget Instructions to Departments

- Implement mid-year cuts that are ongoing in FY 24-25 & FY 25-26.
- Do not add new FTE. Prioritize staffing key areas related to public safety and essential operations. Eliminate remaining vacancies for savings.

Departments should only fill essential FTE in the current year and plan towards using additional vacancies for budget savings.

 Focus on core department operations & services. Eliminate costs supporting non-essential, discretionary or redundant service areas.



#### Budget Instructions – Reminders

- Non-General Fund departments must balance their own budgets.
- MTA, PUC, Port & Airport will introduce fixed two-year budgets on May 1.
- Additional May 1 departments: Board of Appeals, Building Inspection, Child Support Services, Environment, Law Library, Library, Rent Board, Employee Retirement System.
- Budget transparency legislation requires 1-2 public meetings before February 14.



#### Calendar

December 13 Mayor's Budget Outlook

Late December Five Year Financial Plan Update (Joint Report)

January 19 Capital and COIT budget requests due

Early February Controller's 6-Month Report

February 21 Budget submissions due

March Update to the Joint Report

May Controller's 9-Month Report

**Governors May Revise** 

May 1 Department budgets introduced

June 1 Mayor proposes a balanced budget to the Board of Supervisors

June Budget and Appropriations Committee hearings



### Thank you

# FY 2024-25 & FY 2025-26 Budget Kick-off

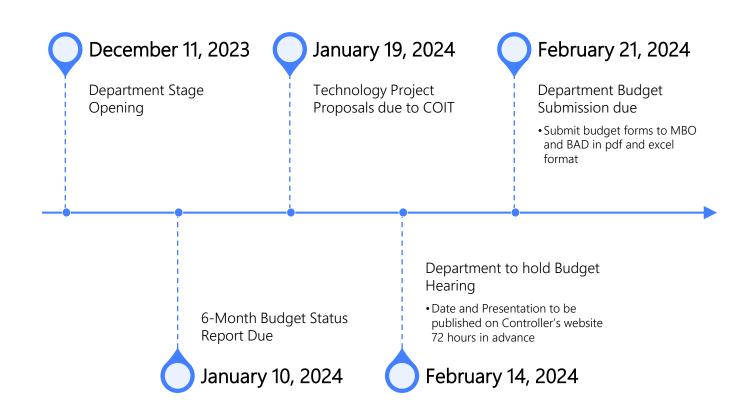


#### **CITY & COUNTY OF SAN FRANCISCO**

Office of the Controller

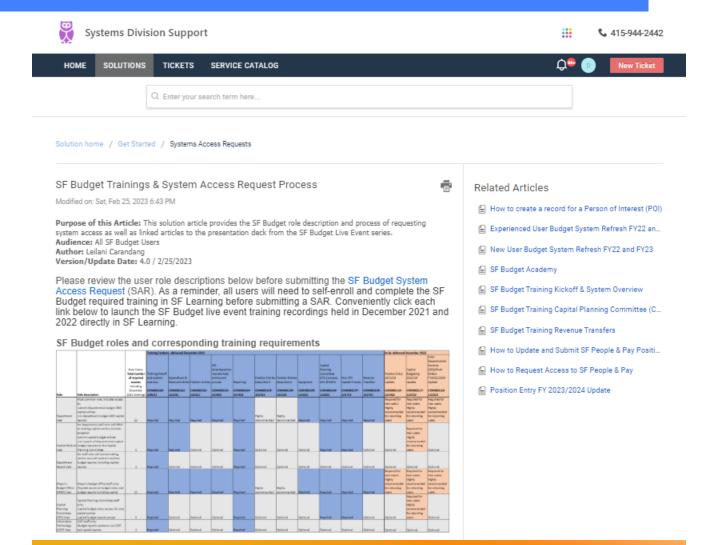
# Welcome Budget Updates & Key Reminders

Devin Macaulay Citywide Budget Manager Key Dates for Department Budget Stage Submission Timeline:



#### **SF Budget Access:**

- Request System Access Through Ticket to SF Employee Portal Support
- <a href="https://sfemployeeportalsupport.sfgov.org/support/solutions/articles/11000084487">https://sfemployeeportalsupport.sfgov.org/support/solutions/articles/11000084487</a>



## SF Budget Training Resources:

 Video demonstrations and step-by-step training resources available for viewing and download

Presentation & FAQ link	SF Learning Link
Training Kickoff & System Overview	CON0BG100-120221
Expenditure and Revenue Entries	CON0BG101-121321
Position Entries	CON0BG102-121321
Inter-Departmental Services (IDS) Entries and Process	CON0BG103-121421
Reporting	CON0BG104-121421
Position Entries Deep Dive 1	CON0BG109-12152021
Position Entries Deep Dive 2	CON0BG110-121521
Equipment	CON0BG105-121621
Capital Planning Committee (CPC) Process, GFS and NGFS	CON0BG106-121621
Non CPC Capital Process	CON0BG107-121721
Revenue Transfers	CON0BG108-121721
SF Budget Training: Position Entry FY2023/24 Update	CON0BG116-121422
SF Budget Training: Capital Budgeting FY2023/24 Update	CON0BG117-121522
SF Budget Training: Inter-Departmental Services(IDS)/Work Order FY2023/24	CON0BG118-121522

- Job Class Hourly Salary Rates
- COLA Estimates
- Retirement, Health, Dental Rates
- Cost of Doing Business (CODB)

- Budgeted at Top "Regular" Step, consistent with long standing practice and published DHR rates
- Not budgeted at Top Discretionary Range "Extended" Step
- Applicable job classes and Department budgets have been adjusted
- Due to adjustment, applicable Department budgets include placeholder salary and fringe benefit values. These values must be reallocated by Departments before 2/21/24 Budget Submission
  - 501000-Perm Salaries-Misc-Budget
  - 519010-Fringe Adjustments-Budget

- Job Class Hourly Salary Rates
- COLA Estimates
- Retirement, Health, Dental Rates
- Cost of Doing Business (CODB)

#### Pending Labor Agreement Negotiations and approval of updated Employee Organization MOU's.

- As <u>estimate purposes only</u> the following COLA estimates are included in the Base Budget for "open" contracts.
  - FY 2024-25: 2.65% Starting Pay Period 15
  - FY 2025-26: 2.57% Starting Pay Period 1

- Job Class Hourly Salary Rates
- COLA Estimates
- Retirement, Health, Dental Rates
- Cost of Doing Business (CODB)

Subject to update in March '24 pending Labor Agreement Negotiations, approval of updated Employee Organization MOU's, and updated Enrollment Statistics.

- Retirement Employer Rates
- Health increases
- Dental decrease

- Job Class Hourly Salary Rates
- COLA Estimates
- Retirement, Health, Dental Rates
- Cost of Doing Business(CODB)

- Per Ordinance #216-23 the Controller will adjust Base Budget for anticipated cost increases in agreements for nonprofit organizations (CBO)
- Using index CPI forecast rate

Low	High	Index Rate
-0.50%	0.49%	0.00%
0.50%	1.49%	1.00%
1.50%	2.49%	2.00%
2.50%	3.49%	3.00%
3.50%	4.49%	4.00%
4.50%	5.49%	5.00%
5.50%	6.49%	6.00%

- Any further adjustment to CBO budget in this budget cycle must include inflation factor with adjustment.
- In FY 2025-26 and FY 2026-27 Base Budget Cycle, only FY 2026-27 will be adjusted in Base Budget

#### **Department Budget:**

#### Ongoing FY24 Mid-Year Savings

- The Mayor's Budget Office has confirmed ongoing budget reduction amounts to be included in the Department Stage.
- The Controller's Office will enter this value into the Department Budget using the placeholder account:
  - 540010 Materials & Suppl-1 TimeItemsBud
- These values must be reallocated by Departments before 2/21/24 Budget Submission

# Thank you!



## Department Forms

December 2023



### Agenda

#### 1. Budget Forms

- Form 1A Summary of Major Changes
- Form 1B Department Budget Summary
- Form 1C Contingency
- Form 2A Revenue Report
- Form 2B Fees & Fines

- Form 2C Cost Recovery
- Form 3A Expenditure Changes
- Form 3B Position Changes
- Form 4A Equipment Requests
- Form 4B Fleet Requests

### 2. Summary of Budget Forms

Appendix – Budget Submission Report & Budget Submission Forms



#### What is this Form

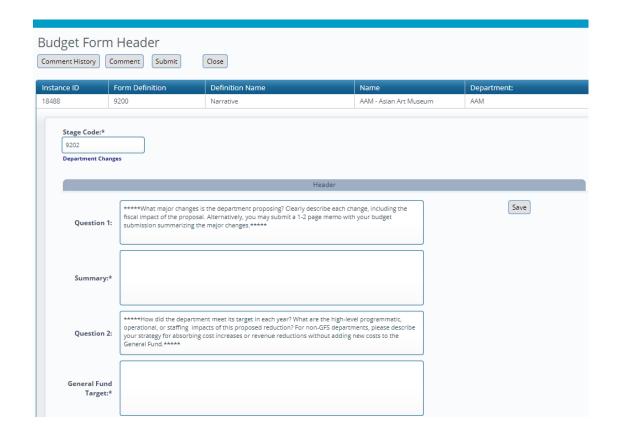
- High level summary of major budget topics
- Summary of meeting target, positions, expenditures, revenues, legislation, Prop J, Transfer of Function, Interim Exceptions, Budget Equity



#### **BFM Entry**

- Go to BFM
- Under "Budget Forms", click "Narrative (9200)"
- Make entry

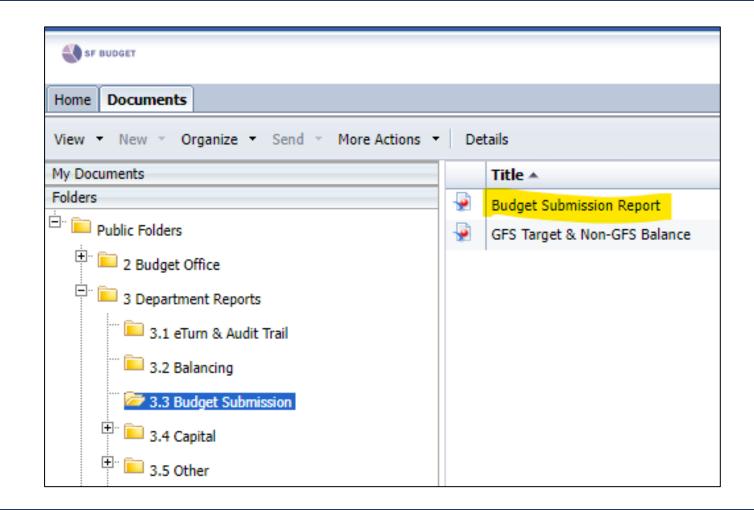






#### **BFM Report**

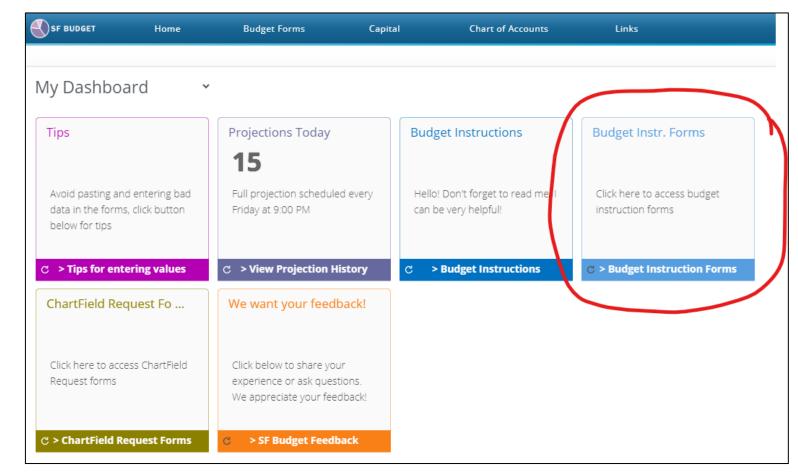
- Go to BFM Reports
- Click 3.3 Budget
   Submission
- Run "Budget Submission Report"





- Download "Budget Instruction Forms" from BFM home page
- Copy and paste

   Form 1A from
   "Budget
   Submission
   Report" into
   "Budget
   Submission Forms"





#### What is this Form

- BY & BY+1, Base Stage vs Dept Stage comparison
- Shows whether departments met GF target
- Replaces the Budget Historical Comparison Report



#### **BUDGET FORM 1B: Department Budget Summary**

DEPARTMENT: CSC Civil Service Commission

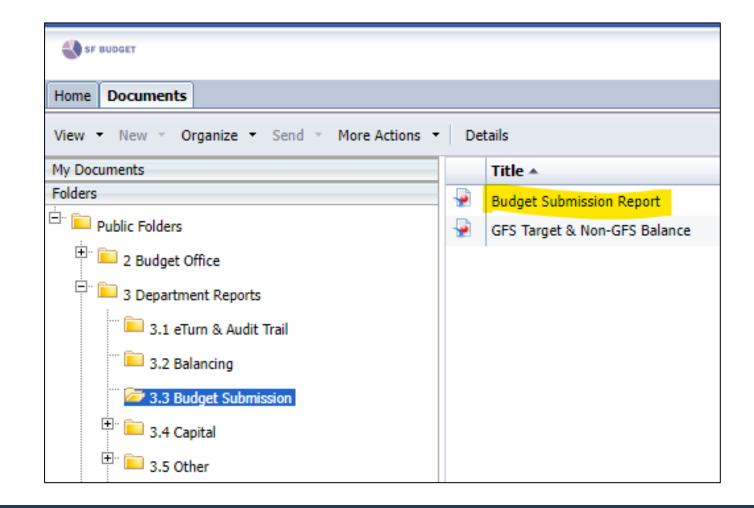
GFS Details							
Account Lvl 2	Account Lvl 3	FY 2024-25 Base	FY 2024-25 Department	FY 2024-25 Dept - Base	FY 2025-26 Base	FY 2025-26 Departmen t	FY 2025-26 Dept - Base
EXPENDITURE	SALARIES	929658	929658	0	942440	942440	0
	MAND_FRING_BEN	336701	336701	0	339486	339486	0
	NON_PERS_SVCS	28795	28795	0	28795	28795	0
	MTL_SUPP	3055	3055	0	3055	3055	0
	SVCS_OTHER_DEPTS	239415	239415	0	239415	239415	0
EXPENDITURE		1537624	1537624	0	1553191	1553191	0
GFS	General Fund Support	1106785	1106785	0	1122352	1122352	0
Account Lvl 2	Account Lvl 3	FY 2024-25 Base	FY 2024-25 Department	FY 2024-25 Dept - Base	FY ZUZ5-Zb Base	FY 2025-26 Departmen t	FY 2025-26 Dept - Base
REVENUE	EXP_RECOVERY	430839	430839	0	430839	430839	0
REVENUE		430839	430839	0	430839	430839	0
GFS	General Fund Support	1106785	1106785	0	1122352	1122352	0

GFS Target Status							
FY 2024-25 Reduction Targets	FY 2024-25 Baseline Target	FY 2024-25 Dept Submission	FY 2024-25 Amt Over (Under) Target	FY 2025-26 Reduction Targets B	FY 2025-26 aseline Target	FY 2025-26 Dept Submission	FY 2025-26 Amt Over (Under) Target
0	1,106,785	1,106,785	0	0	1,122,352	1,122,352	0
			Target Met				Target Met

NGFS - Self Supporting



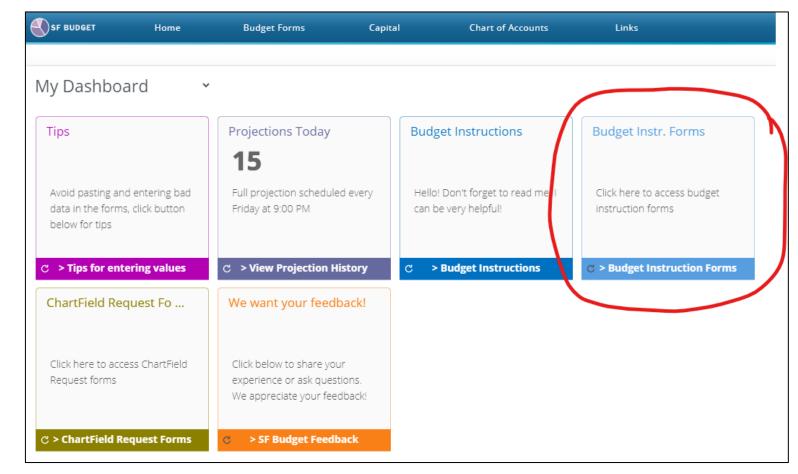
- Go to BFM Reports
- Click 3.3 Budget
   Submission
- Run "Budget Submission Report"





- Download "Budget Instruction Forms" from BFM home page
- Copy and paste

   Form 1B from
   "Budget
   Submission
   Report" into
   "Budget
   Submission Forms"





### Form 1C – Contingency

#### What is this Form

• GF 5% Contingency proposals

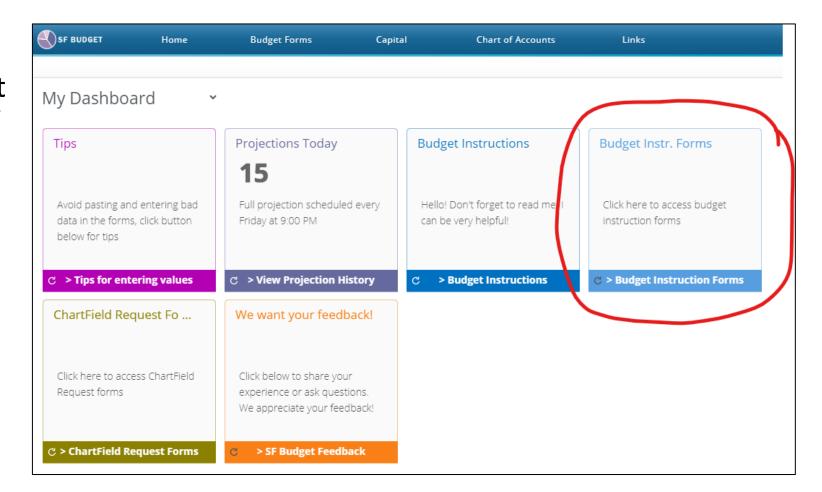
FY 2024-25 and FY 2025-26	
DEPT NAME	
FY 2024-25 \$ Savings	FY 2025-26 \$Savings
-	-
	DEPT NAME

### **No BFM Entry**



### Form 1C – Contingency

- Download "Budget Instruction Forms" from BFM home page
- Fill out Form 1C



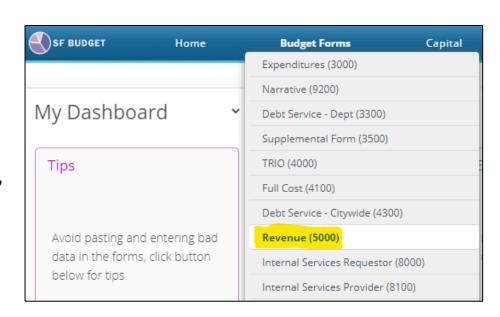


#### **Purpose**

- List all revenue changes
- Departments explain all revenue changes

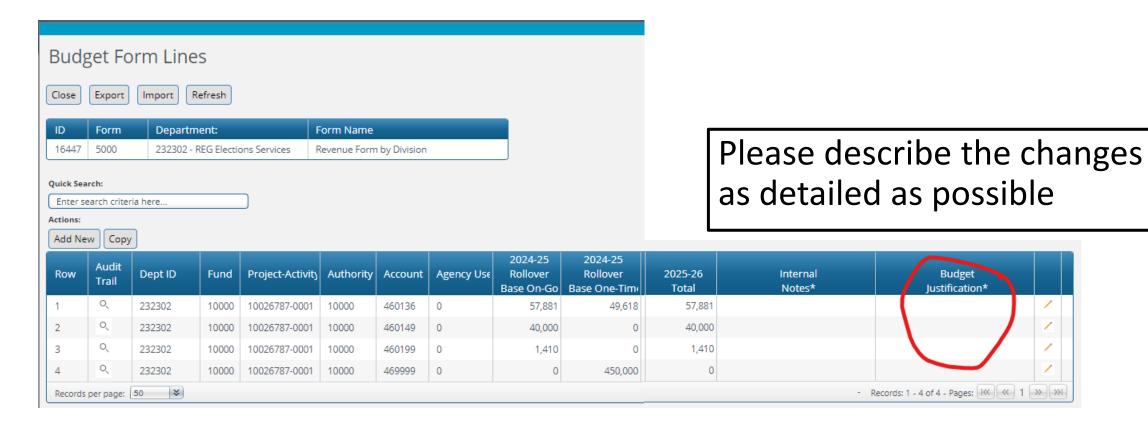
#### **BFM Entry**

- Go to BFM
- Under "Budget Forms", click "Narrative (9200)"
- Make entry



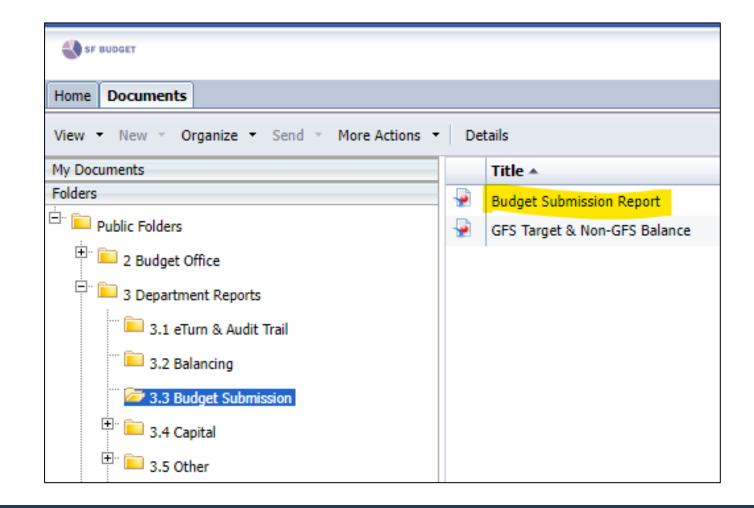


#### **Key Reminder**





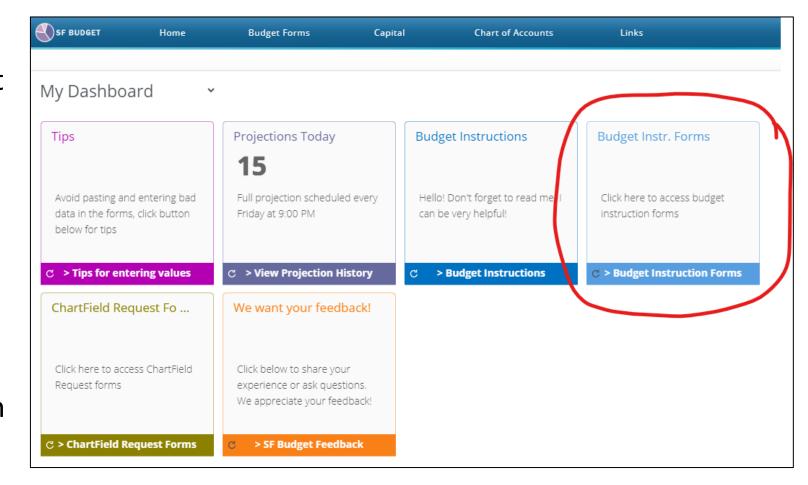
- Go to BFM Reports
- Click 3.3 Budget
   Submission
- Run "Budget Submission Report"





- Download "Budget Instruction Forms" from BFM home page
- Copy and paste

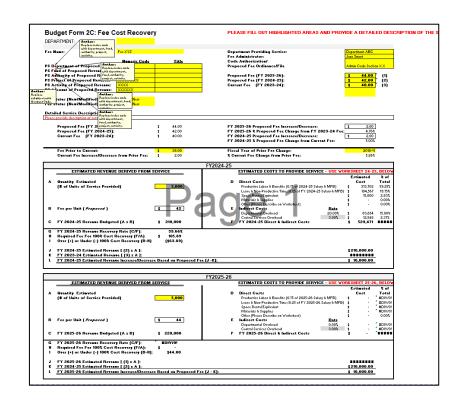
   Form 2A from
   "Budget
   Submission
   Report" into
   Budget Submission
   Forms



### Form 2B – Fees & Fines Form 2C – Cost Recovery



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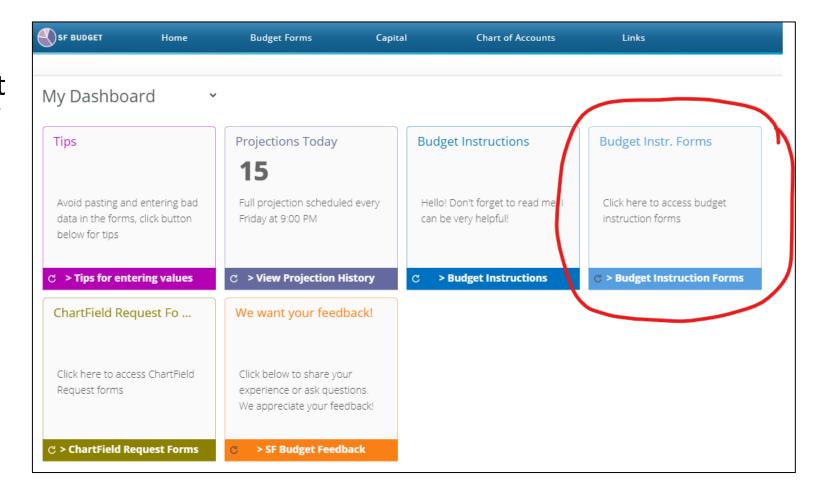
Form 2B

Form 2C

### Form 2B – Fees & Fines Form 2C – Cost Recovery



- Download "Budget Instruction Forms" from BFM home page
- Fill out Form 2B and Form 2C



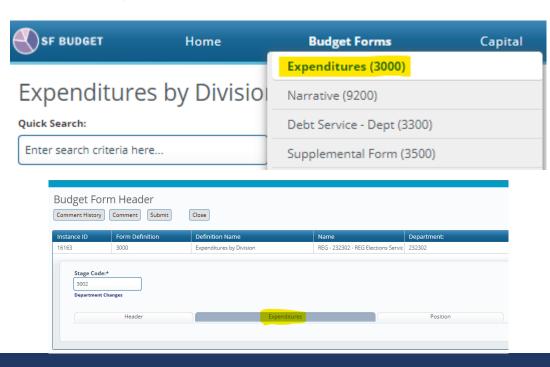


#### **Purpose**

- List all expenditure changes
- Departments explain all expenditure changes

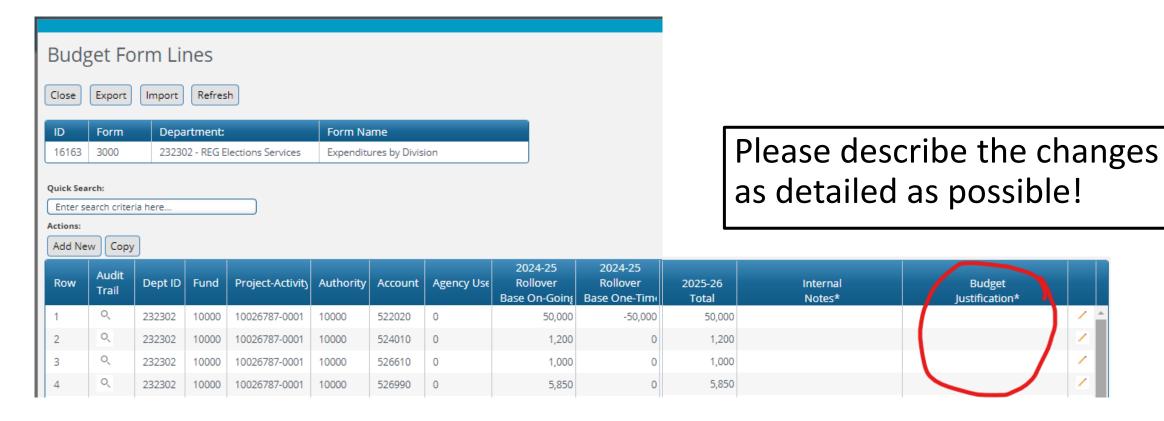
### **BFM Entry**

- Go to BFM
- Under "Budget Forms", click "Expenditure (3000)"
- Click "Expenditures"
- Make entry



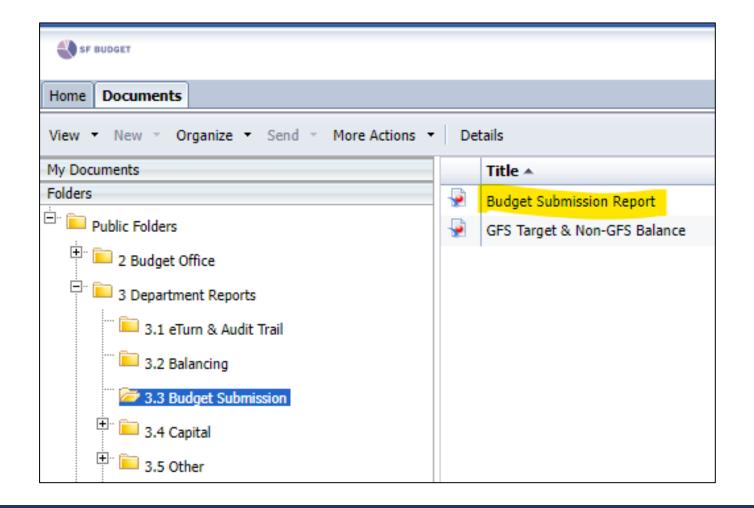


#### **Key Reminder**





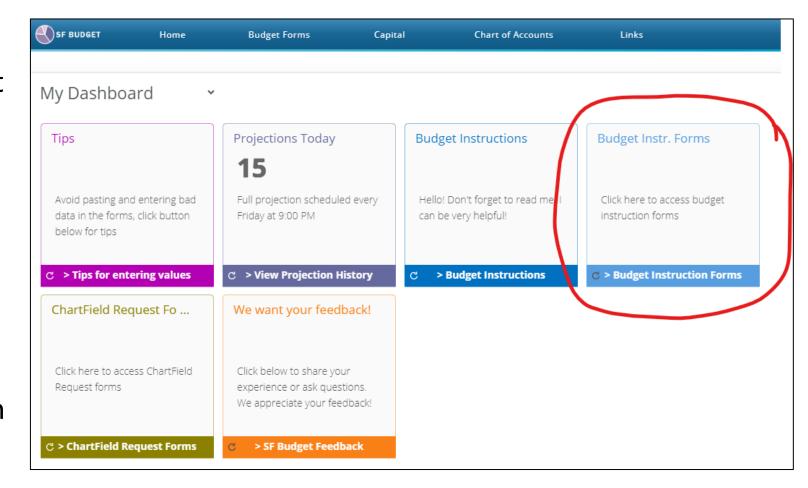
- Go to BFM Reports
- Click 3.3 Budget
   Submission
- Run "Budget Submission Report"





- Download "Budget Instruction Forms" from BFM home page
- Copy and paste

   Form 3A from
   "Budget
   Submission
   Report" into
   Budget Submission
   Forms



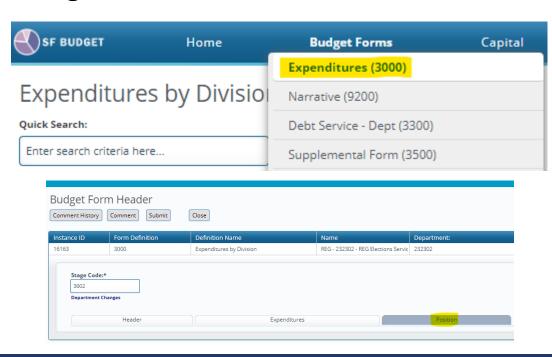


#### **Purpose**

- List all position changes
- Departments explain all position changes

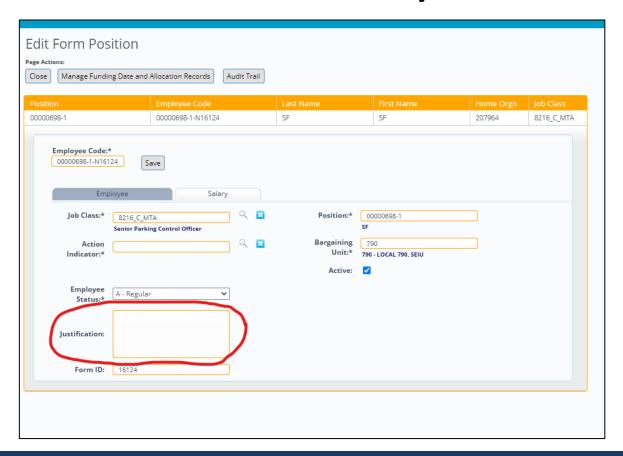
#### **BFM Entry**

- Go to BFM
- Under "Budget Forms", click "Expenditure (3000)"
- Click "Position"
- Make entry





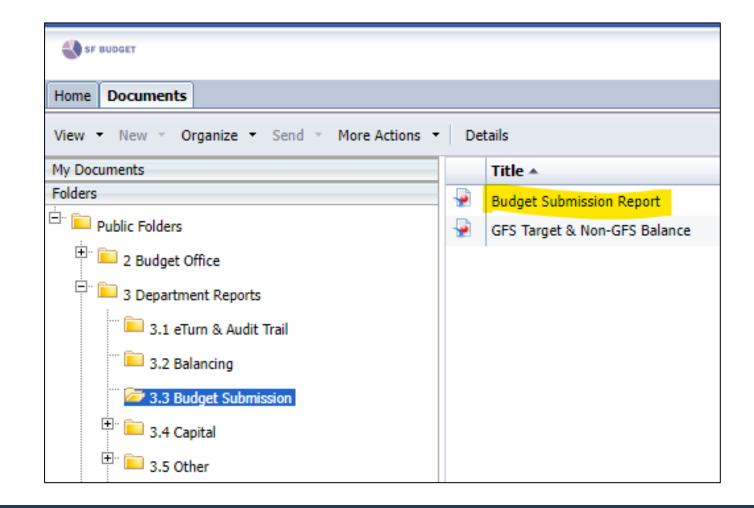
#### **Key Reminder**



Please describe the changes as detailed as possible!



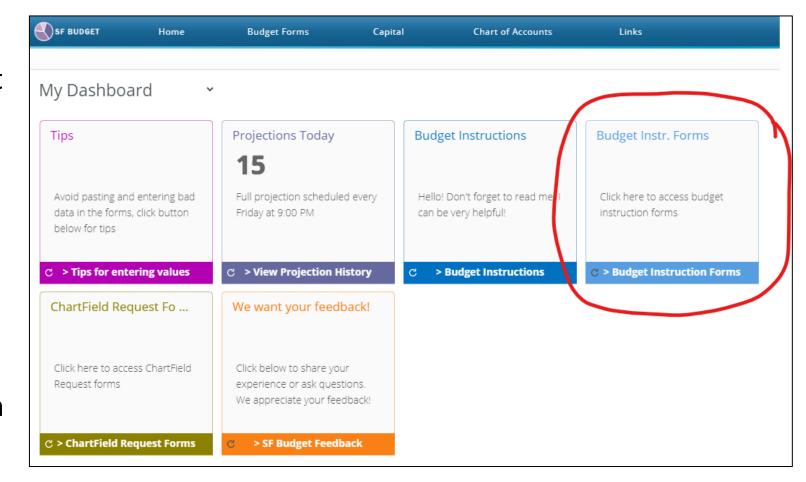
- Go to BFM Reports
- Click 3.3 Budget
   Submission
- Run "Budget Submission Report"





- Download "Budget Instruction Forms" from BFM home page
- Copy and paste

   Form 3B from
   "Budget
   Submission
   Report" into
   Budget Submission
   Forms



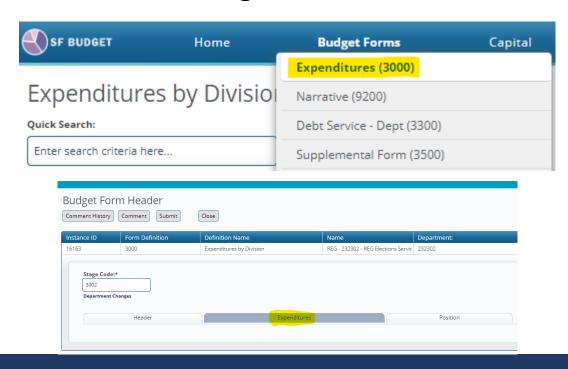


#### **Purpose**

- List all Equipment and Fleet requests
- Departments explain all Equipment and Fleet changes

### **BFM Entry**

- Go to BFM
- Under "Chart of Accounts", click "Equipment Number"
- Review/create Equipment Number

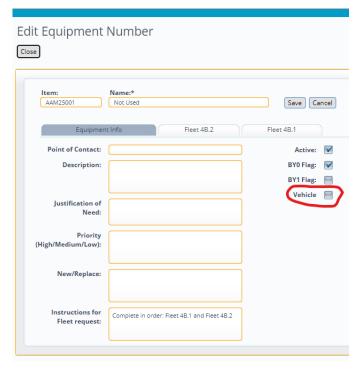




#### **BFM Entry**

#### **Configure Equipment Number**

- Go to BFM
- Under "Chart of Accounts", click "Equipment Number"
- Review/create Equipment Number

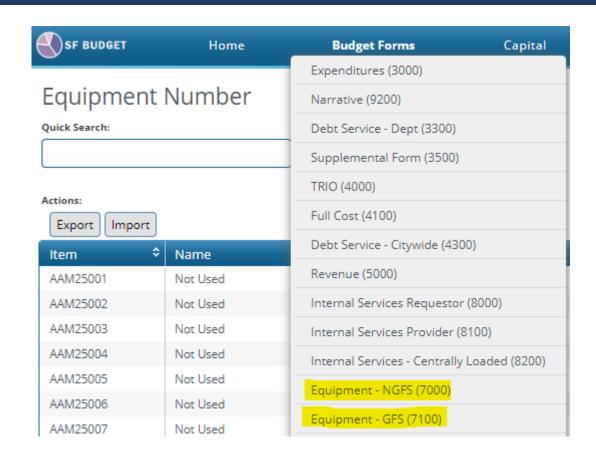






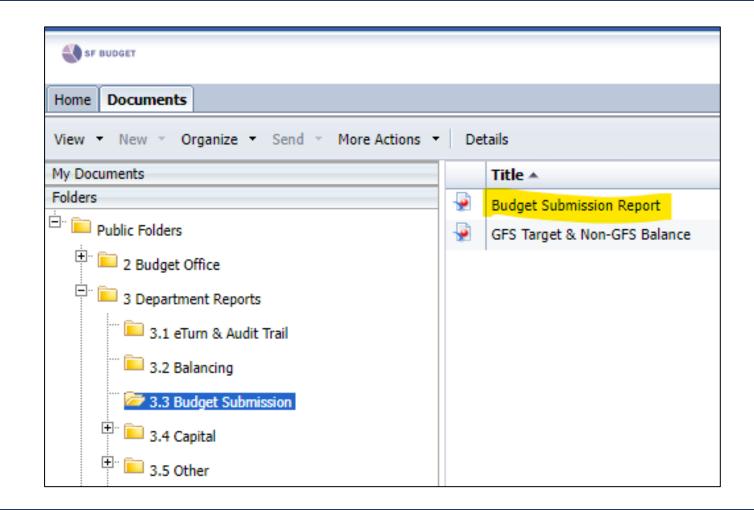
#### **BFM Entry**

- Go to BFM
- Under "Budget Forms", click "Equipment – NGFS (7000)" or "Equipment – GFS (7100)"
- Make entry





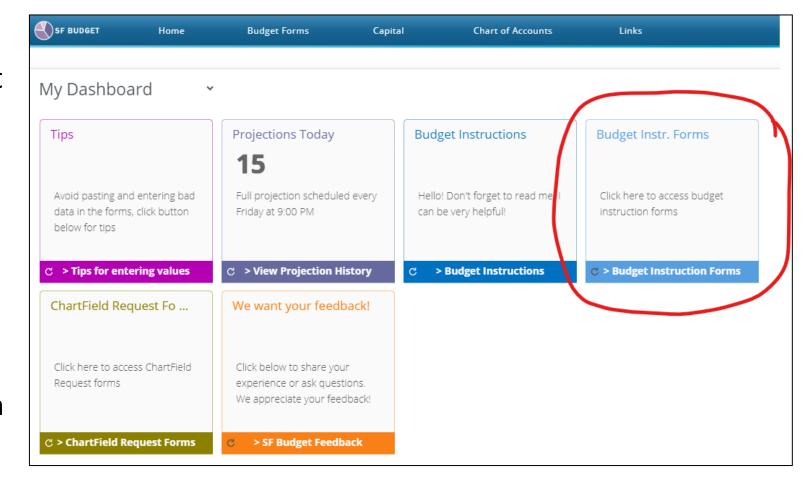
- Go to BFM Reports
- Click 3.3 Budget
   Submission
- Run "Budget Submission Report"





- Download "Budget Instruction Forms" from BFM home page
- Copy and paste

   Form 4A and 4B
   from "Budget
   Submission
   Report" into
   Budget Submission
   Forms





### **COIT** and Capital

- Not part of 02/21/2024 Budget Submission Forms
- Deadline is 01/19/2024

Review Budget Instructions for details on submission



### Summary of Budget Forms

	Budget Entry	Budget Submission			
Form 1A	BFM – Narrative (9200)	Run Budget Submission Report, copy into Budget Submission Forms			
Form 1B	N/A	Run Budget Submission Report, copy into Budget Submission Forms			
Form 1C	Directly in Budget Submission Forms				
Form 2A	BFM – Revenue (5000)	Run Budget Submission Report, copy into Budget Submission Forms			
Form 2B	Directly in Budget Submission Forms				
Form 2C	Directly in Budget Submission Forms				
Form 3A	BFM – Expenditure (3000)	Run Budget Submission Report, copy into Budget Submission Forms			
Form 3B	BFM – Expenditure (3000)	Run Budget Submission Report, copy into Budget Submission Forms			
Form 4A	BFM – Equipment forms	Run Budget Submission Report, copy into Budget Submission Forms			
Form 4B	BFM – Equipment forms	Run Budget Submission Report, copy into Budget Submission Forms			

By 02/21/2024, submit PDF and Excel versions of Budget Submission Forms to MBO and CON-BAD



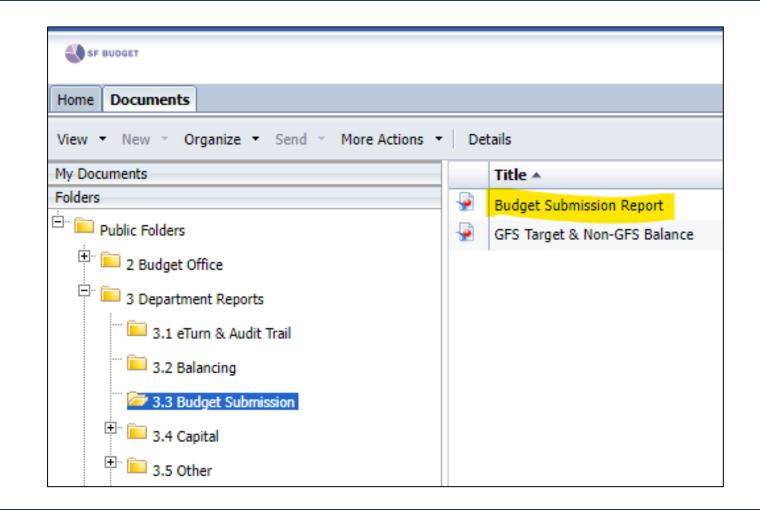
# Thank you

# Appendix - Budget Submission Report & Budget Submission Forms



# **BFM Submission Report**

- Go to BFM Reports
- Click 3.3 Budget
   Submission
- Run "Budget Submission Report"



## Appendix - Budget Submission Report & Budget Submission Forms



### BFM Submission Forms

- Download "Budget Instruction Forms" from BFM home page
- Fill out Forms 1C,
   2A, and 2B directly
- Copy and paste Forms 1A, 1B, 2A, 3A, 3B, 4A, and 4B from "Budget Submission Report" into "Budget Instruction Forms"

