File	No.	11	01	56
------	-----	----	----	----

Committee	ltem	No.	9
Board Item	No.		

COMMITTEE/BOARD OF SUPERVISORS

AGENDA PACKET CONTENTS LIST

Committee:	Budget and Finance Committee	Date: <u>February 16, 2011</u>
Board of Su	pervisors Meeting	Date
Cmte Boa	rd	
	Motion Resolution Ordinance Legislative Digest Budget Analyst Report Legislative Analyst Report Ethics Form 126 Introduction Form (for hearings Department/Agency Cover Lett MOU Grant Information Form Grant Budget Subcontract Budget Contract/Agreement Award Letter Application Public Correspondence	s) er and/or Report
OTHER	(Use back side if additional spa	
•	by: Victor Young by: Victor Young	Date: February 11, 2011 Date:

An asterisked item represents the cover sheet to a document that exceeds 25 pages. The complete document is in the file.

INTRODUCTION FORM

By a member of the Board of Supervisors or the Mayor

AC 5:00pm

Time Stamp or Meeting Date

I hereby submit the following item for	introduction:	
x 1. For reference to Committee:		
· · · · · · · · · · · · · · · · · · ·	, motion, or charter amendment.	
2. Request for next printed age	enda without reference to Commi	ttee
3. Request for Committee hear	ring on a subject matter.	
4. Request for letter beginning	"Supervisor inquires".	
5. City Attorney request.		
6. Call file from Committee.	.1	
7. Budget Analyst request (atta 8. Substitute Legislation File		•
8. Substitute Legislation The	1105.	
Please check the appropriate boxes. The following:	he proposed legislation should be	forwarded to the
☐ Small Business Commission	□Youth Commission	•
☐ Ethics Commission	☐ Planning Commission	
☐ Building Inspection Commission	1 minning Commission	
Bunding inspection Commission		
Sponsor(s): CLERK OF THE BOA	RD	• •
SUBJECT:		
Requesting a Hearing to Consider th Board of Supervisors/Clerk of the B		n of the Proposed
	·	
•	1 2000	
Signature of Sponsoring Supervisor:	of Car Ho	
	<u> </u>	
For Clerk's Use Only:		•

Board of Supervisors



City Hall 1 Dr. Carlton B. Goodlett Place, Room 244 Tel. No. 554-5184 Fax No. 554-5163 TDD/TTY No. 544-5227

MEMORANDUM

Date:

January 26, 2011

To:

Honorable Members, Board of Supervisors

From:

Angela Calvillo, Clerk of the Board Achi

Subject:

Board of Supervisors/Clerk of the Board

Annual Budget Guidelines FY 2011-2012

The process for review and approval of the Board of Supervisors/Clerk of the Board's annual budget is prescribed in Sections 6.23 and 6.24 of the San Francisco Board of Supervisors Rules of Order. These rules state that in preparation of the budget, the Board of Supervisors shall refer to the Budget and Finance Committee two public hearings for the discussion of balancing guidelines to be implemented by the Clerk of the Board, no later than 60 days, and again 15 days prior to submission of the proposed fiscal year budget to the Mayor. On January 25, the Board of Supervisors waived this rule because of changes to the membership of the Board's Committees, which made this timing impractical. The review this year will include two committee hearings with only a modification of timeframes: the first on January 26 to solicit the Committee's policy guidance and recommendations for a draft budget proposal, and the second on February 16 for the Committee to recommend any final changes prior to submission to the Mayor's Office on February 22, 2011. This memo is to facilitate discussion.

Overview

As the Department develops its FY2011-2012 budget proposal, my principal objective is to prepare a budget that provides for the functions and duties entrusted to the Legislative Branch of government by the Charter. This includes maintaining the current historical legislative record of the Board of Supervisors, providing public access to and complying with open meeting laws, ensuring resources for the offices of the 11 members of the Board, including effective Budget and Legislative Analyst services, and providing for administrative and operations support for the Board in its official duties. Additionally, the Board has prescribed other duties and responsibilities to the Department which require budgetary resources, namely, the Assessment Appeals Board (AAB), Sunshine Ordinance Task Force (SOTF), Youth Commission (YC), and the Local Agency Formation Commission (LAFCO).

The Department will meet new challenges in FY2011-2012, primarily because the Department has taken aggressive cost savings measures over the last several years that require our staff and the Budget and Legislative Analyst consultant to provide the same level or more of services with fewer resources. The Board of Supervisors will need to monitor whether the impacts of cost savings

measures have impacted service levels beyond what is tolerable given the importance of the Board's mandates. Consistent with the direction of the Board of Supervisors in past years, our budget development will recognize the City's financial constraints and seek cost savings wherever savings will not impact our ability to serve the public and meet our obligations.

In FY2009-10, the Budget Analyst at my request sampled ten other City departments and found the median rate of growth was 6.65 percent, which was three times more than the growth rate of the Board of Supervisors/Clerk of the Board budget. With regard to position growth, over the last 13 years, the number of full-time positions in the Department has decreased 11.02 FTEs or by 14.82 percent.

Board of Supervisors/Clerk of the Board Budget Overview

The current year budget is \$10,483,061 and is allocated among seven divisions as follows:

	*			
Division	FY2010-11	Percent of Total		
Board of Supervisors	4,857,672	46.3%		
Clerk of the Board	2,724,116	26.0%		
Budget and Legislative Analyst	. 2,050,000	19.6%		
Assessment Appeals Board	529,268	5.0%		
Sunshine Ordinance	161,492	1.5%		
Youth Commission	159,683	1.5%		
LAFCO	830	0.0%		
Total	10,483,061	100.0%		

The overall allocation by expense type is as follows:

Item	FY2010-2011 Budget	Percent of Total
Labor	7,309,678	69.73%
Travel	1,550	0.01%
Training	8,845	0.08%
Memberships	172,075	1.64%
Professional Services	2,378,608	22.69%
Office Equipment	500	. 0.00%
Other Current Expenses	178,365	1.70%
Advertising	. 181,583	1.73%
Materials and Supplies	31,306	0.30%
Services of Other Departments	<u>220,551</u>	<u>2.10%</u>
TOTAL	10,483,061	100%

Notably, labor and professional services (Comprehensive Annual Financial Report or CAFR which is the annual Audit of the City's General Fund Departments and the Budget and Legislative Analyst contract) make up 92.4 percent of the budget. All other expenses total less than \$800,000. Reducing this budget without staff reductions is very difficult as other expenses have been reduced over the last several years to bare essentials and are relatively small. The CAFR is set by the Controller, and the Budget and Legislative Analyst contract is set through December 31, 2011, and has been reduced from \$2.5 million from prior years. Staff reductions would generally require that the Board and, in some cases, the voters revisit our mandates as is discussed in more detail below.

Item	Amount	Percent of Total	
Labor and Contracts	9,688,286	92.42%	
All Other	794,775	7.58%	

Recent Budget Reductions and Workload Changes

Since the sharp economic decline that began in FY2008-09, the Board has directed me to find ways to reduce our General Fund allocation without impacting our ability to fulfill our requirements.

			Change FY200		
Year	FY2008-09	FY2009-10	FY2010-11	Amount	Percent
Total Budget	11,050,015	10,701,998	10,483,061	(566,954)	-5.1%
Total General Fund	10,785,182	10,446,998	9,977,811	(807,371)	-7.5%

The table above shows the results of these efforts which, over a three-year period is a 5.1 percent reduction in the budget overall and 7.5% reduction in reliance on the General Fund. This reduction is significant especially when considering that during this same period, Department fringe benefit costs rose 24.9 percent, or by \$400,000, from \$1.6 million to \$2 million. This was accomplished as follows:

- Eliminated the only discretionary program operated by the Board, the Office of the Legislative Analyst;
- Combined Budget and Legislative Analyst services in one contract for a reduced amount;
- Raised AAB fees;
- Increased recoveries from enterprise departments for contributions to citywide memberships, and from the PUC for clerk support for the LAFCO and RBOC;
- Downgraded and reassigned positions in the Clerk's Office to provide more entry level
 career ladder positions and reduce costs;
- Maintained vacancies in the Clerk's Office and the Youth Commission;
- Shifted resources from the Clerk's Office to the AAB and Sunshine Ordinance Task Force to address workload increases without adding costs;

- Developed a voluntary give-back program which was replaced in the current and budget year with a citywide labor concessions package that equals 4.6 percent;
- Provided electronic documents via email, paperless agendas and packets whenever possible to avoid increases in these costs; and
- Reduced all other non-salary costs to the bare minimum.

Finding similar reductions in the upcoming year will be difficult because the "low hanging fruit" has been taken, and several more difficult strategies have also been deployed.

Workload Changes

While the Department's resources have decreased, the workload in the Board of Supervisors and its Divisions has stayed constant or has increased. For example, Information Technology (IT) staff members continue to refine and expand the Board's website. Interactive and comprehensive web pages are frequently updated to provide the public with access to agendas, packet files and meeting minutes for legislative items¹. IT staff also administer social media programs that allow greater timely access to Board information and activities². Recently, IT staff also began training departmental personnel to use our new Legislative Research Center.

The workload in the AAB has steadily increased. The most notable increase in our workload continues to be the number of appeals filed, which rose to 6,662 last year. In the current fiscal year, it was necessary for AAB to hire temporary seasonal workers to timely meet the City's reporting needs which has been funded out of overall salary savings.

Likewise, the workload of the Operations Division staff has continued to increase. In spite of the electronic availability of public records the Clerk's Operations staff processes approximately 1,500 public records requests annually.

Recent legislation requires the Board to post all public notices on the City's main website in addition to its own website, which will be a wholly new service, in addition to publishing in the newspaper. Also, all appointment vacancies will have to be posted on the City's main website. Both duties will require a lot of detail and will be very time consuming for Legislative Division staff.

Mayor's FY2011-12 Budget Instructions

The Mayor's Office projects a \$379.8 million General Fund deficit for FY2011-2012 and, as a result, has requested a 10 percent reduction for the budget year of which 2.5 percent should be in current savings and an additional 7.5 percent reduction in the FY2011-12 budget. The Mayor's instructions also include a 10 percent contingency reduction. The budget instructions are not mandates but instead serve as a starting point for the Mayor's Budget Office to work with City departments to balance the overall budget as some departments are better able to reduce than others, and some

¹ Over 1.7 million page views of the Department's 10 most popular pages occurred for the period of January 2010 to November 30, 2010. The IT division is constantly uploading new information to the website created by the various divisions, such as posting over 446 agendas and minutes and over 3,091 agenda packet files for legislative items.

² Additionally, Wi-Fi for public access is operational in the Chamber, Committee Room and Board of Supervisors' hallway, with approximately 436 distinct users per month. IT also administers the Twitter functionality with over 800 followers.

reductions are a result of policy or business decisions that impact multiple agencies. It has been the Board's practice to treat these instructions as advisory to our proposal so that the Board is part of the solution to the overall Citywide budget deficit.

The implications to the Board of Supervisors' budget based on our current year General Fund allocation of \$9,977,811³ is as follows:

Current year reduction 2.5%	\$249,445
Budget year reduction at 7.5%	\$748,336
Budget year contingency at 10%	\$997,781

Reductions of this level would require substantial changes in service levels and Board decisions and potentially voter approval to reduce mandated services. In past years, staff outlined for the Budget and Finance Committee the areas of discretionary and nondiscretionary spending in the Board's budget. The Committee then directed staff to adjust the targets based on the Department's discretionary spending. In the current year, the Board's budget is comprised 84% or \$8,838,500 of nondiscretionary spending areas as follows:

Mandated Positions and Services	Total Cost
Board Members	1,504,100
Clerk of the Board	200,000
Assessment Appeals Board	511,700
Sunshine Ordinance Task Force	159,200
Youth Commission	150,000
CAFR	314,800
Official Advertising	181,600
Budget and Legislative Analyst	2,050,000
Board Aides	2,693,000
Committee and Legislative Clerks	<u>1,074,100</u>
Total Nondiscretionary Budget	8,838,500
Discretionary Budget	<u>1,644,561</u>
Total Department Budget	10,483,061

The nondiscretionary spending includes resources that cannot be reduced without first changing the Charter or the Administrative Code. While the Charter and Administrative Code require the above listed positions and services, they do not specify at what cost these positions and services should be set. However, the Department of Human Resources does set the position rates through classification studies.

The Department's discretionary General Fund allocation is \$1,644,561 which is primarily made up of administrative support services such as IT, payroll personnel, and accounting, office management,

³ The adopted Annual Appropriation Ordinance allocates a total budget of \$10,483,061. Please note that \$9,977,811 is provided through General Fund Support while remaining \$505,250 is provided through other sources including Planning Appeals surcharges, Assessment Appeals fees and other non-general support funds.

as well as materials and supplies and equipment. The impact of the Mayor's 2011-12 Budget instructions on the Board of Supervisors' discretionary budget for the current year is as follows:

Current year reduction at 2.5%	\$ 41,114
Budget year reduction at 7.5%	\$123,342
Budget year contingency at 10%	\$164,456

Proposed FY2011-2012 Budget

Revenues

Over the past several years, the Board has sought to increase non-General fund sources and, as a result, increased AAB fees, worked with the Planning Department to change practices such that all appeal surcharges are assessed on all environmental applications including Categorical Exemptions, and increased recoveries from the PUC for clerk support and enterprise departments for a share of the cost of Citywide memberships. These efforts have more than doubled non-General fund sources (in FY2008-09 the total was \$255,000). For the budget year, I propose a \$71,000 increase in the revenue budget. Increases are from the AAB fees based on current year actuals, Planning appeal fees because the volume of applications are predicted to increase next year, and the PUC Clerk support based on the actual cost of one 1492 Clerk position which reflects our agreement with PUC. This is offset slightly by a reduction in recovery for the cost of Citywide membership based on PUC and Port contributions.

Item	FY2010-2011 Budget	FY2011-2012 Proposed Budget	Difference	Percent Change
Planning Appeals	\$40,000	\$55,000	\$15,000	38%
AAB Fees	270,250	315,800	45,550	17%
PUC Clerk Support	110,000	147,330	37,330	34%
Citywide Memberships	85,000	58,000	(27,000)	-32%
Total	\$505,250	\$576,130	\$70,880	57%

Expenditures

Salary Costs. The proposed budget does not include any new positions, position upgrades or other increases in staff resources. The proposed salary budget is \$7,659,153 or 4.8 percent higher than the current year. Fringe benefit increases drive 85 percent of this change. According to the Mayor's Budget Instructions, departments are to assume that City retirement increases from 13.56 percent to 16.5 percent of total salary, and that health service, dependent coverage and dental benefits all increase 10 percent. The fringe benefit estimates also include \$40,000 to support four job sharing arrangements which cost approximately \$10,000 per position.

The factors resulting in the remaining increase are:

- Increase in temporary salaries in the AAB to meet workload
- Natural increases in salary steps based on time on the job Offset by:
- Reduction in temporary salaries in the Clerk's Office
- Slight reduction in longevity premium pay due to staff turnover

A detailed explanation by Division is found in Attachment A to this report and a high level overview is shown in the table below.

Item	FY2010-2011 Budget	FY2011-2012 Proposed Budget	Difference	Percent Change
Salaries	\$5,179,684	\$5,247,025	\$67,341	1.3%
Temporary	95,784	84,000	(11,784)	-12.3%
Premium	25,521	22,346	(3,175)	-12.4%
Overtime	10,300	10,300	\$0	0.0%
Benefits	1,998,389	2,295,482	297,093	14.9%
Total Labor Costs	\$7,309,678	\$7,659,153	\$349,475	4.8%

Non-Salary Costs. The budget proposal increases the non-salary budget by \$82,378 or 2.6 percent. The primary reason for this is deferred IT license and equipment purchases, including needing to replace 20 computer monitors that are over 7 years old and upgrading software that is over 10 years old as reflected in "other current expenses" and "equipment." Other increases are a result of marginal escalations for the same supplies. The only new item in this budget is software for newsletters for the Board. A detailed explanation by Division is found in Attachment A to this report and a high level overview is shown below:

Item	FY2010-2011 Budget	FY2011-2012 Proposal	Change	Percent Change	
Travel	1,550	1,700	150	9.7%	
Training	8,845	10,170	1,325	15.0%	
Memberships	172,075	171,640	(435)	-0.3%	
Interpreters	0	5,000	5,000	100.0%	
Professional Services	2,378,608	2,375,808	(2,800)	-0.1%	
Office Equipment	500	500	0	0.0%	
Other Current Expenses	178,365	224,474	46,109	25.9%	
Advertising	181,583	181,583	0	0.0%	
Materials and Supplies	31,306	32,598	1,292	4.1%	
Equipment	0	29,855	29,855	100.0%	
Services of Other Depts.	220,551	222,433	1,882	0.9%	
TOTAL	3,173,383	3,255,761	82,378	2.6%	

The proposed budget assumes that LAFCO will have adequate carry-forward funds to support operations in the budget year. The budget will be adjusted as needed if LAFCO requests funding in March. Further, the proposed budget does not include a cost of living adjustment for the Budget and Legislative Analyst contract. The Board will need to determine the appropriate cost of living adjustment prior to exercising its first option on the contract. The current contract expires on December 31, 2011, but may be extended through December 31, 2013. The budget will be adjusted accordingly following the Board's determination of the COLA, which I will bring to you in March. This budget proposal does not include additional funding to support offsite meetings.

The chart below provides an overview of the preliminary budget proposal by Department division and shows the result on Department growth overtime. As shown below, the proposed budget does increase the General Fund allocation by \$361,000, or by 3.6%. More than 80 percent of the increase is due to fringe benefits. While an increase in General Fund support, the proposed budget is still 3.9 percent lower than the Board's General Fund budget of \$10,785,185 in FY2008-09.

Division	FY2010-11	Proposed FY2011-12	Amount	Percent
Clerk of the Board	2,724,116	2,907,608	183,492	6.7%
Board of Supervisors	4,857,672	5,040,819	183,147	3.8%
AAB	529,268	566,201	36,933	7.0%
Youth Commission	159,683	167,971	8,288	5.2%
Sunshine Ordinance	161,492	182,315	20,823	12.9%
Budget & Leg Analyst	2,050,000	2,050,000	0	0.0%
LAFCO	<u>830</u>	<u>0</u>	(830)	-100.0%
Total	10,483,061	10,914,914	431,853	4.1%
Total General Fund	9,977,811	10,338,784	360,973	3.6%

Budget Reduction Proposals

To reduce the Department's preliminary budget proposal to meet the Mayor's Budget instructions applied to the discretionary dollars in the budget requires the following:

Current year reduction at 2.5%	\$ 41,114
Budget year reduction at 7.5%	\$123,342
Value of reduction at 10%	\$164,456

The Clerk's Division very recently has two new vacancies: a 0952 Administrative Deputy responsible for personnel, finance, contracts and IT and a 1492 Committee Clerk. As a result of the timing for a recruitment process, the division will have salary savings of \$41,000 or more to meet the current year target of 2.5 percent. However, this is one-time in nature as there are plans to fill both of these positions.

To reduce the budget of on-going savings of \$164,456, the Department has few options left not related to salary. As previously described, finding reductions for the upcoming year is difficult because the "low hanging fruit" has been taken, non-salary costs are at a bare minimum, and more difficult strategies have also been deployed. Should the Budget and Finance Committee wish to provide \$164,456 of on-going reductions, I suggest you evaluate the current vacant positions and consider deleting the lowest priority position from the budget.

The current vacancies are:

- 0922 Records Manager: \$105,000, \$147,000 with 40 percent fringe. This position was added in 2001 to develop protocol for records retention, provide the public with increased access to records, and improve the quality of the archive. I have delayed filling the position which has been vacant since August 2009 but believe it serves a critical need to maintain the Board's legislative record, especially in the short term since we need to convert paper files and cassettes (over 2000 boxes of records in storage) to modern archives.
- 0952 Administrative Deputy position: \$122,000, \$170,000 with 40 percent fringe. The position was vacated in mid January and is responsible for payroll and personnel, finance, contracts and IT.
- 1492 Committee Clerk: \$91,000, \$126,000 with 40 percent fringe. This position was vacated in mid January and recruitment is underway. Without this position, the Department may need to increase overtime of other Committee Clerks and the Committees would not get the same level of service.
- 1362 Special Assistant III: \$51,000, \$71,000 with 40 percent fringe. This position is not funded in the budget proposal and has been vacant and unfunded for two years as a result of Citywide deficits. Deleting this position would not result in budget savings, but instead would make this funding decision permanent. The intention has been to fund this position once the economy improves.

Budget Assumptions and Policy Guidelines

The Department's draft budget is based upon directed configuration and authorization from the Board in previous years. I have the confidence that this Department has done its very best to cut costs and still deliver services required in the Charter and Administrative Code. I ask the Budget and Finance Committee to consider and evaluate previous funding decisions and determine whether the Department should continue its activities as historically authorized. Please review the assumptions below and determine if they currently serve the Department's direction that is most important to the Board.

Mission and Assumption Guidelines

- 1. Maintain the Board's Legislative Record (current and historical) and comply with open meeting requirements (partial list):
 - The draft budget contemplates the current committee structure and meeting times and maintains staff alignments.
 - The 0922 Records Manager will be filled (salary/fringe in the current Budget) in order to preserve the Board's historical record.
 - The Board will determine if the 1492 Committee Clerk position will remain vacant.
 - Prop F funding (\$20,000) for historic institutional knowledge transfer and special projects.
- 2. Provide Public Access to the Legislative Record and the Members:
 - The draft budget will contemplate the current programs, in their present form, such as the Communications page and Clerk to Act, to meet the goals and objectives of this Board.
 - Front office management in room 244 will continue to provide the services to the Public.
- 3. Provide Administration and Operations necessary to support the 11 Members of the Board and their offices:
 - The Mayor's instructed 2.5% and 7.5% reductions will be applied to our discretionary spending.
 - Administration Deputy 0952 will be filled (salary/fringe in the current Budget) to assist the Clerk.
 - The 1362 Special Assistant (Youth Commission) will remain vacant (salary/fringe already removed in the current Budget).
 - Provide extra funding for the anticipated increase in mandatory benefit expenses to allow for position splitting in the Legislative Aide position.
 - The budget proposal does not include funding for additional full-time Legislative Aide positions.
 - Fund Legislative Aide vacancies for FMLA and vacation payouts, at approximately \$50,000.
 - Administrative and Operations support services such as payroll, and accounting, materials and supplies and requested equipment will be included in the draft budget.
 - The Board will continue its memberships in the various professional organizations (CSAC, NLC, NACO).
 - Hospitality and material and supply expenses will be funded (In Memoriam and Certificate
 of Honor presentations).
 - The Board will continue to fund the legislative expense accounts at the current amount.
 - The LAFCO will determine its funding source and amount. The Clerk will provide the Budget revise in June if necessary.
 - The Board will determine if funding will be provided for off-site meetings which require additional expenses for meeting space rental, SFGTV services and other miscellaneous expenses. The Clerk will provide the Budget revise in June if necessary.
 - Should the Chamber be modified, the Board will determine the amount of funding necessary to provide for an alternate meeting site (North or South Light Court). The Clerk will provide the Budget revise in June if necessary.

January 26, 2011 Annual Budget Guidelines FY2011-2012 Page 11

- The Board will purchase the newsletter software subscription service at a cost of approx. \$22,000.
- Purchase software licenses for approximately \$59,000.
- Interpreter costs will be funded at \$5,000.
- Fund the AAB stipend costs (TBD: cost in the proposed budget is too low).
- 4. Provide Budget and Legislative Analyst services:
 - Continue to fund the Board's renegotiated personal services contract at \$2 million.
 - The option for renewal must be determined by July, as the current contract ends December 31, 2011. The Board will determine if it wishes to renew the contract and set the cost of living adjustment should it exercise the option.
 - Continue to fund the contingency at \$50,000.
- 5. Continue to administer and provide resources to Board prescribed duties and responsibilities to the Department such as the Assessment Appeals Board, Sunshine Ordinance Task Force, Youth Commission, Local Agency Formation Commission, and the PUC Revenue Bond Oversight Committee.

						•	
				,			
;							
			·				
					•		
		·					
						e.	