


CITY AND COUNTY OF SAN FRANCISCO
BOARD OF SUPERVISORS
BUDGET AND LEGISLATIVE ANALYST

1390 Market Street, Suite 1150, San Francisco, CA 94102
(415) 552-9292 FAX (415) 252-0461

To: Budget and Finance Committee 
From: Budget and Legislative Analyst
Date: June 14, 2016
Re: Issues Identified in the Mayor's Proposed FY 2016-17 Budget

The Mayor's proposed FY 2016-17 budget has increased by \$664 million or 7.4 percent, from \$8.9 billion in FY 2015-16 to \$9.6 billion in FY 2016-17. Of the \$9.6 billion budget, \$4.9 billion is General Fund. The City Charter establishes Property Tax set-asides, baseline transfers and General Fund reserves based on these General Fund revenues, such as the Children's Baseline, the Housing Trust Fund, required reserve deposits, and others. The balance of General Fund revenues, after Property Tax set-asides, baseline transfers and General Fund reserves are available for appropriation to City departments and programs.

Sources of funds for the City's General Fund departments consist of department revenues and direct General Fund Support. Direct General Fund support to City departments of \$3.5 billion in the Mayor's FY 2016-17 budget, which are discretionary revenues, is an increase of \$97 million or approximately 2.9 percent from direct General Fund support of \$3.4 billion in the FY 2015-16 budget adopted by the Board of Supervisors.

This report highlights some of the major changes, trends, and issues identified during our review of the proposed budget that the Board of Supervisors should be aware of as it reviews and approves a final budget.

Salary Surpluses

The City's salary and fringe benefits budget provides funding that exceeds the City departments' actual staffing based on prior expenditure history. In the current year (FY 2015-16), according to the Controller's High Level Monthly Spending Rate report, City General Fund departments will have a projected year-end salary surplus of \$59.1 million¹, or 3.2 percent of FY 2015-16 budgeted salaries of \$1.9 million.

¹ This amount does not include fringe benefits since fringe benefits are a function of salaries. Also, although salaries may be budgeted in the General Fund, the actual source may be state, federal or other funds specific to the department.

New Positions

The Mayor's proposed FY 2016-17 budget increases the number of funded full time equivalent (FTE) positions by 1,199.18², from 29,552.57 FTEs in FY 2015-16 to 30,751.75 FTEs in FY 2016-17, an increase of 4.1 percent.

Many of the new positions in the FY 2016-17 budget are permanent positions, committing the City to new long term salary and fringe benefit costs. However, as noted in the budget projections jointly prepared by the Mayor's Office, the Controller's Office and the Budget and Legislative Analyst's Office for FY 2016-17 through FY 2019-20, "the current economic expansion began more than six years ago" and that "it would be a historic anomaly to not experience a recession [before 2020]." Therefore, the level of revenues that support the growth in salaries and fringe benefits in FY 2016-17 may not continue over the next four years.

Limited Duration Positions Becoming Permanent

29.00 full time equivalent General funded positions in the two year proposed budget are proposed to become permanent full-time positions from limited tenure (limited to three years) by the second budget year. Limited tenure positions are set up in the budget to address needs that are limited in nature or are funded through time-restricted funding sources. If approved, these 29 positions will add \$4,428,169 in ongoing costs to the General Fund by FY 2017-18. These positions are included in the budgets of Administrative Services, City Planning, Public Works, Human Services Agency, Economic and Workforce Development, Ethics Commission, and Health Service System.

Creation of a Dignity Fund

The proposed budget assumes the passage of a November ballot measure, which would dedicate an additional \$6 million of General Fund revenues in FY 2017-18 for community based services for seniors and people with disabilities. The proposed Dignity Fund would ensure the continuation of existing General Fund expenditures for such purposes by establishing a baseline of investment based on FY 2016-17 spending levels.

The Human Services Agency's proposed budget includes \$423,562 in FY 2016-17 and \$6,173,562 in FY 2017-18 for services to seniors and people with disabilities funded by the Dignity Fund, which the Budget and Legislative Analyst has recommended placing on Budget and Finance Committee Reserve pending approval by the voters of the proposed Dignity Fund in the November 2016 ballot and submission of budget details to the Budget and Finance Committee. FY 2016-17 funding of \$423,562 would be allocated to a needs assessment and planning for the Dignity Fund. FY 2017-18 funding of \$6,173,562 would be allocated to programs and contractual services to seniors and people with disabilities.

² Of this amount, 315.19 or 26.3 percent are new positions in enterprise departments (Airport, Port, Municipal Transportation Agency, and Public Utilities Commission).

The New Department of Homelessness and Supportive Housing

The Mayor's Office has submitted an ordinance (File 16-0638) to the Board of Supervisors, amending the Administrative Code to establish a new Department of Homelessness and Supportive Housing. The proposed ordinance (1) transfers all homeless-related functions previously performed by the Human Services Agency (HSA) to the new department, and (2) establishes the Local Homeless Coordinating Board³ ("Board") as the advisory body to the new department. Under the proposed ordinance, the new Department of Homelessness and Supportive Housing:

- Manages all housing programs and services for homeless individuals in the City; and
- Provides administrative and clerical support to the Local Homeless Coordinating Board.

Local Homeless Coordinating Board

Under the proposed ordinance, the Mayor appoints four members to the Local Homeless Coordinating Board, of whom one is a homeless or formerly homeless person and three represent organizations or projects serving the homeless population, including single adults, families, chronically homeless, persons with substance use or mental health disorders, and other homeless subpopulations. The Board of Supervisors appoints four members to the Local Homeless Coordinating Board and the Controller appoints one member to the Local Homeless Coordinating Board, who represent organizations or projects serving the homeless subpopulations noted above. The Local Homeless Coordinating Board serves as the Continuum of Care governing body and advises the Department of Homelessness and Supportive Housing on Homeless policy and budget allocations.

Proposed FY 2016-17 and FY 2017-18 Department of Homelessness and Supportive Housing Budget

The Mayor's proposed budget for the new Department of Homelessness and Supportive Housing transfers homeless services from the Human Services Agency (HSA) and Department of Public Health (DPH) into the new Department. The proposed FY 2016-17 budget for the new Department of Homelessness and Supportive Housing is \$213,742,490, of which \$159,066,639 or 74 percent is General Fund. The proposed FY 2017-18 budget is \$229,278,357, of which \$174,709,361 or 76 percent is General Fund.

³ The Local Homeless Coordinating Board ("Board") is the lead entity for the Continuum of Care program, which is funded by the U.S. Department of Housing and Urban Development (HUD). The Board was formed in 1996 to oversee the integrated health, housing, employment and social service system in the Continuum of Care plan. The Board is currently made up of nine members, of which four are appointed by the Board of Supervisors, four are appointed by the Mayor, and one is appointed by the Controller.

The Mayor has proposed 110 positions for the new Department, of which 96 are existing positions in HSA and DPH and 14 are new positions. Key issues in the proposed budget include:

- Resources for strategic planning;
- Purchase of a new building at 440 Turk Street for administrative offices; and
- Use of sales tax revenues generated by the proposed 0.75 cent sales tax increase proposed for the November 2016 ballot.

The Budget and Legislative Analyst has reviewed the proposed FY 2016-17 and FY 2017-18 budgets for the new Department of Homelessness and Supportive Services, including the purchase of 440 Turk Street, and has made recommendations in the budget recommendation report to the June 17, 2016 Budget and Finance Committee.