

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

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## **Budget Overview Report**

To: Budget and Finance Committee  
From: Budget and Legislative Analyst's Office  
Re: Overview of the Mayor's Proposed FY 2018-20 Budget  
Date: June 11, 2018

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### **Growth in the City's Budget**

#### **Budget Growth Outstrips Population Growth and Inflation**

The City's budget has grown by 29.1 percent over the past five years from \$8.6 billion in FY 2014-15 to \$11.1 billion in the Mayor's proposed FY 2018-19 budget, as shown in Table 1 below. The average annual growth rate in total budgeted expenditures during this period was 6.5 percent.

At the same time, as seen in Table 1 below, the City's population increased at a much slower rate of 3.6 percent from 853,258 as of July 1, 2014 to 884,363 as of July 1, 2017. Similarly, the consumer price index for the San Francisco area averaged 2.9 percent per year from 2014 to 2017.

#### **General Fund Growth also Faster than Population Growth and Inflation**

The City's General Fund budget has grown by 28.8 percent over the past five years from \$4.3 billion in FY 2014-15 to \$5.5 billion in the Mayor's proposed FY 2018-19 budget, as shown in Table 1 below. This average annual growth rate in General Fund budgeted expenditures during this period was 6.6 percent.

**Table 1: Comparison of Growth in City Budget to Population Growth and Inflation - FY 2014-15 to FY 2018-19**

	FY 2014-15 Budget	FY 2015-16 Budget	FY 2016-17 Budget	FY 2017-18 Budget	FY 2018-19 Proposed	% Increase FY 2014-15 to FY 2018-19
<i>General Fund</i>						
Expenditures	4,270,953,200	4,587,552,026	4,859,781,042	5,147,557,828	5,515,883,850	29.1%
Annual Growth Rate	n/a	7.4%	5.9%	5.9%	7.2%	
<i>Non General Fund</i>						
Expenditures	4,310,878,712	4,351,222,057	4,727,695,408	4,971,520,172	5,537,804,290	28.5%
Total Expenditures	<b>8,581,831,912</b>	<b>8,938,774,083</b>	<b>9,587,476,450</b>	<b>10,119,078,000</b>	<b>11,053,688,140</b>	<b>28.8%</b>
Annual Growth Rate		4.2%	7.3%	5.5%	9.2%	
City Population <sup>a</sup>	853,258	866,320	876,103	884,363	n/a	3.6%
Annual Growth Rate	n/a	1.5%	1.1%	0.9%	n/a	
Annual CPI Increase <sup>b</sup>	2.8%	2.6%	3.0%	3.2%	n/a	

Expenditures Source: Approved Annual Appropriation Ordinances (FY 2014-15 & 2015-16 through FY 2017-18 & 2018-19) and FY 2018-19 & 2019-20 Mayor's Budget Book.

<sup>a</sup> Source: U.S. Census Bureau <https://www.census.gov/data/tables/2017/demo/pepsect/counties-total.html> ; population as of July 1

<sup>b</sup> Consumer Price Index (CPI) Source: U.S. Department of Labor, Bureau of Labor Statistics Historical CPI report (San Francisco-Oakland-Hayward): [https://www.bls.gov/regions/west/data/consumerpriceindex\\_sanfrancisco\\_table.pdf](https://www.bls.gov/regions/west/data/consumerpriceindex_sanfrancisco_table.pdf)

## Position Growth

The City's budgeted full time equivalent (FTE) positions<sup>1</sup> have grown by 10.1 percent over the past five years from 28,435.37 in FY 2014-15 to 31,320.62 in the Mayor's proposed FY 2018-19 budget as shown in Table 2 below. The average annual rate of growth in positions over this period was 2.5 percent.

**Table 2: Growth in Citywide Positions - FY 2014-15 to FY 2018-19 <sup>a</sup>**

	FY 2014-15 Budget	FY 2015-16 Budget	FY 2016-17 Budget	FY 2017-18 Budget	FY 2018-19 Proposed	% Increase FY 2014-15 to FY 2018- 19
Position Count	28,435.37	29,552.57	30,626.47	30,834.61	31,320.62	10.1%
Annual Increase	n/a	1,117.20	1,073.90	208.14	486.01	
Annual Growth Rate	n/a	3.9%	3.6%	0.7%	1.6%	

Source: Approved Annual Appropriation Ordinances (FY 2014-15 & 2015-16 through FY 2017-18 & 2018-19) and FY 2018-19 & 2019-20 Mayor's Budget Book

<sup>a</sup> Positions include all authorized FTEs in the operating budget, less attrition due to turnover and vacancies. These positions do not include off-budget positions allocated to capital and other off-budget projects.

<sup>1</sup> This represents the total authorized operating positions, less attrition due to position turnover and vacancies. Off-budget positions that are funded as part of multi-year capital projects or outside agencies are not included.

### Total Salary and Fringe Benefit Growth

Budgeted salaries and mandatory fringe benefits have grown at a higher rate than the total positions. Total budgeted salary and mandatory fringe benefits have grown by 20.8 percent over the last five years from \$4.3 billion in FY 2014-15 to \$5.2 billion in the Mayor’s proposed FY 2018-19 budget, shown in Table 3 below, compared to 10.1 percent growth in positions. The average annual growth rate of citywide salary and fringe costs over this period was 4.9 percent.

**Table 3: Growth in Citywide Salary and Fringe Benefit Budgets - FY 2014-15 to FY 2018-19**

	<b>FY 2014-15 Budget</b>	<b>FY 2015-16 Budget</b>	<b>FY 2016-17 Budget</b>	<b>FY 2017-18 Budget</b>	<b>FY 2018-19 Proposed</b>	<b>% Increase FY 2014-15 to FY 2018-19</b>
Salaries	2,928,402,763	3,125,339,766	3,334,097,142	3,456,800,600	3,618,115,010	23.6%
Annual Growth Rate	n/a	6.7%	6.7%	3.7%	4.7%	n/a
Mandatory Fringe Benefits	1,381,094,290	1,330,216,698	1,408,839,584	1,506,639,742	1,589,661,330	15.1%
Annual Growth Rate	n/a	-3.7%	5.9%	6.9%	5.5%	n/a
<b>Total</b>	<b>4,309,497,053</b>	<b>4,455,556,464</b>	<b>4,742,936,726</b>	<b>4,963,440,342</b>	<b>5,207,776,340</b>	<b>20.8%</b>
Total Growth Rate	n/a	3.4%	6.4%	4.6%	4.9%	n/a

Source: Approved Annual Appropriation Ordinances (FY 2014-15 & 2015-16 through FY 2017-18 & 2018-19); FY 2018-19 & 2019-20 Mayor’s Budget Book; FY 2018-19 & 2019-20 Proposed Annual Appropriation Ordinance

### General Fund Salary and Fringe Benefit Growth

General Fund budgeted salary and mandatory fringe benefits have grown at a higher rate over five years than overall budgeted salary and mandatory fringe benefits: 24.1 percent compared to 20.8 percent. The average annual growth rate of citywide General Fund salary and fringe costs over this period was 5.6 percent. Table 4 below shows budgets and growth rates for General Fund salaries and mandatory fringe benefits.

**Table 4: Growth in Citywide General Fund Salary and Mandatory Fringe Benefit Budgets - FY 2014-15 to FY 2018-19**

	<b>FY 2014-15 Budget</b>	<b>FY 2015-16 Budget</b>	<b>FY 2016-17 Budget</b>	<b>FY 2017-18 Budget</b>	<b>FY 2018-19 Proposed</b>	<b>% Increase FY 2014- 15 to FY 2018-19</b>
Salaries	1,399,701,082	1,493,905,280	1,611,668,310	1,658,267,335	1,746,812,281	24.8%
Annual Growth Rate	N/A	6.7%	7.9%	2.9%	5.3%	N/A
Mandatory Fringe Benefits	596,536,295	586,289,616	634,090,122	679,078,064	729,844,299	22.3%
Annual Growth Rate	N/A	-1.7%	8.2%	7.1%	7.5%	N/A
<b>General Fund Total</b>	<b>1,996,237,377</b>	<b>2,080,194,896</b>	<b>2,245,758,432</b>	<b>2,337,345,399</b>	<b>2,476,656,580</b>	<b>24.1%</b>
Total Growth Rate	N/A	4.2%	8.0%	4.1%	6.0%	N/A

Source: Approved Annual Appropriation Ordinances (FY 2014-15 & 2015-16 through FY 2017-18 & 2018-19); FY 2018-19 & 2019-20 Mayor's Budget Book; FY 2018-19 & 2019-20 Proposed Annual Appropriation Ordinance

### General Fund Position Growth in FY 2018-19

The Mayor's proposed budget in FY 2018-19 increases the number of General Fund positions by 2 percent, from 19,462 FTE positions in FY 2017-18 to 19,816 FTE positions in FY 2018-19. Almost all of the City's General Fund departments increased the number of FTE positions in the FY 2018-19 budget, either through adding new positions or reducing the amount of budgeted attrition.<sup>2</sup> The City departments with the largest increase in positions in FY 2018-19 were Police (100 positions), and Public Health (97 positions).

### Salary Savings

City departments spend from 2 percent to 3 percent less in General Fund salaries and mandatory fringe benefits than budgeted each year. These salary savings ranged from \$60.5 million in FY 2014-15 to \$47.2 million in FY 2016-17. Projected salary savings in FY 2017-18 are \$48.2 million, shown in Table 5 below. Some salary savings are offset by reductions in federal, state, or other reimbursements.

<sup>2</sup> As noted above, the number of positions authorized in the City's Annual Salary Ordinance is greater than the number of budgeted positions; the City subtracts from the total amount of salaries in the budget to account for position vacancies and turnover (attrition). City departments reduce their budgeted attrition (i.e., include a smaller negative number, or subtract less) to allow for more hiring.

**Table 5: General Fund Salary and Fringe Benefit Savings – FY 2014-15 to FY 2017-18**

	FY 2014-15 Actual	FY 2015-16 Actual	FY 2016-17 Actual	FY 2017-18 Projected
Salary and Fringe Benefit Savings	\$60,461,626	\$54,986,426	\$47,244,894	\$48,247,475

Source: FY 2014-15 to FY 2016-17 Controller’s High Level Monthly Financial Report; FY 2017-18 Controller’s Labor Budget vs. Projection Report

## Discretionary General Fund

The Citywide General Fund budget increased by 7.2 percent from \$5.1 billion in FY 2017-18 to \$5.5 billion in FY 2018-19, as noted above. Not all General Fund revenues are discretionary. Some General Fund revenues have been set aside for specific uses by the voters.<sup>3</sup> After subtracting General Fund revenues set aside for specific General Fund purposes, the Mayor’s proposed budget includes \$2.2 billion in discretionary General Fund revenues in FY 2018-19.

## Budgetary Reserves

The City’s Administrative Code sets policies for budgetary reserves. These include:

- Rainy Day Reserve, in which General Fund revenues in the budget year exceeding 5 percent of prior year General Fund revenue are deposited; 75 percent of these excess revenues go to the City and 25 percent go to the San Francisco Unified School District.
- General Reserve, which equals 2.5 percent of General Fund revenues in FY 2018-19.
- Budget Stabilization Reserve, which augments the Rainy Day Reserve, and receives deposits of real property transfer taxes in excess of average annual receipts for the prior five fiscal years and unassigned General Fund balances in a given fiscal year.

According to the Controller’s FY 2017-18 Nine-Month Budget Status Report, these reserves are expected to total \$448.9 million at the end of the fiscal year, equal to 9.2 percent of General Fund revenues. The Mayor’s proposed FY 2018-19 continues this level of reserves.

## Impact of June 2018 Ballot Propositions

The Mayor’s proposed FY 2018-19 and FY 2019-20 budget includes programs in the Department of Homelessness and Supportive Housing to be funded by Proposition D, which would impose a 1.7 percent gross receipts tax on commercial leases to fund homeless services and housing for extremely low to middle income households. The proposed FY 2018-19 budget includes \$13.4 million for 100 new

<sup>3</sup> The City currently has 19 budget set-asides approved by the voters.

rapid rehousing slots, a navigation center for transitional age youth, and a flexible housing subsidy pool. As of the writing of this report, this ballot proposition did not receive the required 2/3 approval by voters in the June 2018 election.

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## Use of One-time Funds to Balance the Budget

The *Five Year Financial Plan Update for General Fund Supported Operations FY 2018-19 through FY 2021-22*<sup>4</sup> noted that projected revenue growth over the next five years is insufficient to match the projected growth in expenditures. In order to balance the budget in FY 2018-19, the Mayor has allocated \$190.9 million in prior year fund balance as a source of funds. While the use of one-time fund balance allows the City to avoid short-term budget deficits, over the long-term the City's structural deficit is increasing.

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## The Board's Budget Priority Areas and the Proposed Budget

In April and May 2018 the Board of Supervisors adopted three resolutions, which urged the Mayor to incorporate budget priority issues in the proposed budget. The citywide budget priorities adopted by the Board are:

- (1) Street cleaning (Resolution 125-18), including
  - expansion of the Pit Stop program, a one-time increase in City grant funding to non-profit organizations to provide localized manual cleaning in neighborhoods and commercial corridors; and investment in steam cleaners to assist in localized cleanup of potentially hazardous materials;
  - implementing the updated public trash can redesign program in the FY 2019-20 budget;
  - identifying opportunities for staff retention in street cleaning programs (Mayor's Office of Economic and Workforce Development, Human Services Agency, and Department of Public Works); and
  - considering geographic equity and citywide cleanliness demands a central tenant of any street cleaning program expansion.
- (2) Homelessness (Resolution 134-18), including
  - prioritizing prevention, problem solving, and speedy exits from homelessness;
  - resources for eviction defense legal services;
  - prioritizing the creation of a navigation center for transitional age youth and other resources/funding for transitional age youth;
  - increasing outreach and treatment beds for chronically homeless individuals with mental illness or substance use disorders; and
  - plans for reducing street encampments.

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<sup>4</sup> Joint Report by the Controller's Office, Mayor's Office, and Budget and Legislative Analyst's Office.

- (3) Other cross-departmental budget priorities (Resolution 150-18), including
- workforce development programs for transitional aged youth, and homeless and formerly homeless adults;
  - planning for use of existing workforce development infrastructure to develop a pipeline to City employment;
  - emphasizing programs for senior pedestrian safety and transportation;
  - hiring plan for school crossing guards;
  - out of school programs for youth, including summer and workforce development programs; and
  - support for cultural districts.

We will provide a separate report to the Board of Supervisors, identifying how these programs have been included in the Mayor's FY 2018-19 budget.