Council Study Session

March 19, 2018

Title: Financial Forecast Update & Clarification

Item Type: Presentation

Requested by Council? Yes

From: Mark Welch Administrative Services

Director

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Discussion Questions:

Staff will present a review and update of the future financial forecasts that are included as part of the biennial budget document, with a focus on the General Fund (includes Parks and Recreation) and the Central Services Fund. Areas to be covered include:

- Methodology and model used for the adjusted forecasts
- How the forecast differs from the current forecast

Resource Requirements:

N/A

Suggested Next Steps:

Continue discussion on the financial forecast leading up to and during the next biennial budget development process.

Policies, Plans and Goals Supported:

Provide high quality and effective delivery of the full spectrum of city service and governance in a transparent, accessible and fiscally responsible manner.

Background and Additional Information:

The BN 2017/19 Budget and corresponding appropriation limits are not at question. The current biennium budget does not have any errors.

The long range financial plan in the Budget Document was presented with methodology estimation errors as it relates to the General Fund, Central Services and Parks. The other funds were not presented with the same error.

As you may recall, several members of the Budget Committee, and myself, commented during the Budget process that the projections appeared not be accurate. Being new to the position, I commented that it would not be possible to update before the budget was adopted. Since the Budget Committee would not review any revised projections, the decision was made to not change the existing projections in the budget book.



The Budget Process Ad-Hoc Committee scheduled an update to the long range financial plan for the Fall of this year. The Parks and Recreations Commission stated recently that the current forecast has major errors and that they did not agree with the \$6 million looming deficit. Through communications with the Ashland Tidings, I confirmed that the statement was accurate in that the financial forecast was presented with a calculation error.

A financial model is important for the Finance Department to maintain to ensure potential financial issues are addressed in a timely manner. The financial model has been in place since July and updated as new information becomes available.

In reviewing the materials used to develop the long range estimates, it was determined that there was a misunderstanding with previous staff. The direction was to increase health care ten percent and PERS two percent. Instead of increasing those line items, the full 12 percent was increased on the overall Personal Services category. For example, Police Department Personal Services were projected to increase from \$5 million in BN 2017/19 to \$7.5 million in BN21/23. This was an error that was missed due to the turnover of staff at the time.

The error should not happen in the future. The Finance Department does not anticipate any turnover before the next budget process. With the assistance of the City Administrator, and Human Resources, Finance was able to reorganize the Department and create a new higher level budget position. The reorganization was completed with no increase costs to the City. With a dedicated, higher level, position the Finance Department will have more expertise and a greater skill set to ensure an improved budget document along with improved analysis of operations and financial forecasts.

While clearly an unfortunate error, in reviewing the projections on a line item basis, the Personal Services should actually increase about three percent annually in the future. With an estimated ten percent health care increase, along with a seven percent PERS and COLA increase, the Personal Services budget is projected to grow 3.16% annually. It is staff's intention for the health care line item to be less than ten percent and with the recent positive PERS investment returns, we are also optimistic that the PERS increase will be less than seven percent.

For the General Fund Salary and Wages, at this time, appears to have a 7.56% increase in FY 20 and 6.57% in FY 21. It is then anticipated the annual increase will decreases to 2%, largely due to the police staffing increase in the first 2 years. The average increase for the forecasted six years is 3.66%. This working model can be changed as new information become available and will be used to develop the upcoming biennial budget. I anticipate major changes once we have more information relating to the future of our health benefits and any potential changes to PERS.

The forecast also includes a ten percent increase in Central Service Fees for the General Fund with the other internal charges remaining flat. The City recently advertised for consultant service contract to assist staff in updating our Cost Allocation Plan (CAP). The CAP will insure that we are accurately reflecting the cost of Central Services provided to each Department and Fund. Once the report is complete, the forecast will be updated with these more accurate and refined figures.



The revenue projections were extremely conservative as well. We have experienced greater than 3.5% growth in our assessed valuation, yet only forecasted a three percent property tax collections. Adjusting anticipated revenues at a still conservative 3.5% assessed valuation growth, property tax collections should increase over four percent, which has been used in the most recent model. For reference, the assessed valuation growth for the last 3 years has been:

FY2016 – 104.15% FY2017 – 103.74% FY2018 – 103.78%

The updates show a potential for a General Fund deficit of approximately \$2.3 million in BN 2021/23, and \$585,752 for Parks. These projections forecast conservative revenue growth, and potentially larger expenditures increases. The Finance Department will continue to monitor actual performance and update our projections as new data points are received.

It is clear that challenging budget decisions lie ahead. Staff intends to use these modeling tools to assist Council and the Budget Committee in finding a way to continue providing the high level of service the community has come to expect from the City of Ashland. The earlier impacts of updated financial information can be anticipated, the earlier decisions for an appropriate response can occur.

It appears that there is interest in the financial forecasting model staff has developed and is utilizing. The Finance Department has created an interactive spreadsheet that allows the user to input their own assumptions and calculates the impacts. This tool, along with OpenGov (<u>AshlandOR.OpenGov.com</u>), provides a wealth of tools for financial understanding. The interactive spreadsheet has been emailed to members of the Budget Committee and provided on the Administrative Services Section of the City's Website.

Attachments

General Fund Current Financial Model
Parks and Recreation Commission Current Financial Model
PERS Estimates
Assessed Valuation Growth



City of Ashland General Fund Projections

Revenues

Fiscal Year	FY 20:	FY 2019/20		FY 2020/21		FY 2021/22		FY 2022/23		FY 2023/24		FY 2024/25	
	Growth(%)	Projection											
Property Taxes	4.00%	11,368,448	4.00%	11,823,186	4.00%	12,296,113	4.00%	12,787,958	4.00%	13,299,476	4.00%	13,831,455	
All Other Taxes	10.00%	7,866,639	3.00%	8,102,638	3.00%	8,345,717	3.00%	8,596,089	3.00%	8,853,971	3.00%	9,119,591	
Franchise Fees	1.74%	3,622,809	2.54%	3,714,828	2.55%	3,809,556	2.56%	3,907,081	2.56%	4,007,102	2.57%	4,110,085	
Charges for Services	6.35%	1,824,434	5.67%	1,927,880	5.75%	2,038,733	5.83%	2,157,591	5.90%	2,284,889	5.98%	2,421,525	
Licenses and Permits	14.07%	1,232,697	0.00%	1,232,697	0.00%	1,232,697	0.00%	1,232,697	0.00%	1,232,697	0.00%	1,232,697	
Intergovernmental Revenue	6.60%	694,501	0.00%	694,501	0.00%	694,501	0.00%	694,501	0.00%	694,501	0.00%	694,501	
Fines and Forfeitures	0.90%	445,877	0.65%	448,775	0.66%	451,737	0.66%	454,719	0.66%	457,720	0.66%	460,741	
Miscellaneous Revenues	0.00%	188,000	0.00%	188,000	0.00%	188,000	0.00%	188,000	0.00%	188,000	0.00%	188,000	
Operating Transfers In	0.00%	256,500	0.00%	256,500	0.00%	256,500	0.00%	256,500	0.00%	256,500	0.00%	256,500	
Interest on Pooled Investments	50.00%	60,000	0.00%	60,000	0.00%	60,000	0.00%	60,000	0.00%	60,000	0.00%	60,000	
Total Revenues		27,559,905		28,449,005		29,373,555		30,335,135		31,334,857		32,375,095	

Expenses

Salaries & Wages	7.56%	9,528,168	6.57%	10,154,169	1.95%	10,352,175	1.95%	10,554,043	1.95%	10,759,846	1.95%	10,969,663
Contractual Services	2.00%	7,362,784	2.00%	7,510,040	2.00%	7,660,241	2.00%	7,813,446	2.00%	7,969,715	2.00%	8,129,109
						• •						
Group Health Insurance	5.00%	2,194,668	5.00%	2,304,401	5.00%	2,419,621	5.00%	2,540,603	5.00%	2,667,633	5.00%	2,801,014
PERS	10.66%	2,737,995	10.85%	3,035,068	7.00%	3,247,522	7.00%	3,474,849	7.00%	3,718,088	7.00%	3,978,354
All Other Benefits	2.00%	1,106,213	2.00%	1,128,338	2.00%	1,150,904	2.00%	1,173,923	2.00%	1,197,401	2.00%	1,221,349
Internal Charges & Fees	4.22%	2,740,433	6.14%	2,908,695	1.56%	2,954,071	1.59%	3,001,041	1.59%	3,048,757	1.57%	3,096,623
Grants	13.25%	1,060,943	2.34%	1,085,769	2.35%	1,111,285	2.37%	1,137,622	2.38%	1,164,697	2.40%	1,192,650
Rental, Repair, Maintenance	-9.60%	300,666	1.08%	303,907	1.11%	307,280	1.15%	310,802	1.18%	314,469	1.22%	318,293
Supplies	2.00%	313,092	2.00%	319,354	2.00%	325,741	2.00%	332,256	2.00%	338,901	2.00%	345,679
Other Purchased Svcs	2.53%	265,614	0.54%	267,049	0.55%	268,517	0.57%	270,048	0.58%	271,614	0.60%	273,244
Communications	4.43%	176,910	0.00%	176,910	0.00%	176,910	0.00%	176,910	0.00%	176,910	0.00%	176,910
Operation Transfers Out	0.00%	105,500	0.00%	105,500	0.00%	105,500	0.00%	105,500	0.00%	105,500	0.00%	105,500
Programs	13.85%	109,450	0.00%	109,450	0.00%	109,450	0.00%	109,450	0.00%	109,450	0.00%	109,450
Commission	0.00%	2,371	0.00%	2,371	0.00%	2,371	0.00%	2,371	0.00%	2,371	0.00%	2,371
Total Expenses		28,419,807		29,826,020		30,606,589		31,417,861		32,260,352		33,135,209

	BN 2019/21	BN 2021/23	BN 2023/25
Revenue	56,008,911	59,708,691	63,709,951
Expenditures	58,245,827	62,024,449	65,395,561
Difference	-2,236,916	-2,315,759	-1,685,610

Ashland Park Commission Parks General Fund Projections

Revenues

Fiscal Year	FY 2019/20		FY 20	20/21	FY 20	21/22	FY 20	22/23	FY 20	023/24	FY 2024/25		
	Growth(%)	Projection	Growth(%)	Projection	Growth(%)	Projection	Growth(%)	Projection	Growth(%)	Projection	Growth(%)	Projection	
Charges for Services	3.00%	6,710,862	3.00%	6,912,188	3.00%	7,119,553	3.00%	7,333,140	3.00%	7,553,134	3.00%	7,779,728	
Miscellaneous Revenues	3.00%	30,900	3.00%	31,827	3.00%	32,782	3.00%	33,765	3.00%	34,778	3.00%	35,822	
Interest on Pooled Investments	5.00%	7,350	5.00%	7,718	5.00%	8,103	5.00%	8,509	5.00%	8,934	5.00%	9,381	
Operating Transfers In	0.00%	85,000	0.00%	85,000	0.00%	85,000	0.00%	85,000	0.00%	85,000	0.00%	85,000	
Intergovernmental Revenue	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	
Total Revenues		6,834,112		7,036,732		7,245,439		7,460,414		7,681,846		7,909,931	
Expenses													
Salaries & Wages	2.50%	2,565,421	2.50%	2,629,557	2.50%	2,695,296	2.50%	2,762,678	2.50%	2,831,745	2.50%	2,902,539	
Group Health Insurance	5.00%	874,566	5.00%	918,294	5.00%	964,209	5.00%	1,012,419	5.00%	1,063,040	5.00%	1,116,192	
PERS	7.00%	638,955	7.00%	683,682	7.00%	731,539	7.00%	782,747	7.00%	837,539	7.00%	896,167	
All Other Benefits	3.00%	340,548	3.00%	350,764	3.00%	361,287	3.00%	372,126	3.00%	383,290	3.00%	394,788	
Rental, Repair, Maintenance	2.50%	928,409	2.50%	951,619	2.50%	975,410	2.50%	999,795	2.50%	1,024,790	2.50%	1,050,410	
Internal Charges & Fees	0.00%	739,046	0.00%	739,046	0.00%	739,046	0.00%	739,046	0.00%	739,046	0.00%	739,046	
Contractual Services	2.00%	356,045	2.00%	363,166	2.00%	370,430	2.00%	377,838	2.00%	385,395	2.00%	393,103	
Equipment	2.00%	229,500	2.00%	234,090	2.00%	238,772	2.00%	243,547	2.00%	248,418	2.00%	253,387	
Supplies	2.00%	127,358	2.00%	129,905	2.00%	132,503	2.00%	135,154	2.00%	137,857	2.00%	140,614	
Other Purchased Svcs	2.50%	87,720	2.50%	89,912	2.50%	92,160	2.50%	94,464	2.50%	96,826	2.50%	99,247	
Communications	1.00%	39,769	1.00%	40,166	1.00%	40,568	1.00%	40,974	1.00%	41,384	1.00%	41,797	
Improvements Other than Bldgs	3.00%	10,300	3.00%	10,609	3.00%	10,927	3.00%	11,255	3.00%	11,593	3.00%	11,941	
Programs	2.50%	68,983	2.50%	70,707	2.50%	72,475	2.50%	74,287	2.50%	76,144	2.50%	78,047	
Contingency	0.00%	98,000	0.00%	98,000	0.00%	98,000	0.00%	98,000	0.00%	98,000	0.00%	98,000	
Insurance	2.00%	11,730	2.00%	11,965	2.00%	12,204	2.00%	12,448	2.00%	12,697	2.00%	12,951	
Total Expenses		7,116,349		7,321,484		7,534,826		7,756,778		7,987,763		8,228,228	

	BN 2019/21	BN 2021/23	BN 2023/25
Revenue	13,870,844	14,705,853	15,591,777
Expenditures	14,437,833	15,291,604	16,215,991
Difference	-566,988	-585,752	-624,214

City of Ashland and Ashland Park Commission PERS and OPSRP Rate Change

GENERAL FUND Administration Department- Municipal Court & Adam	Salaries	Tier 1/2 23.08%	Tier 1/2 PF	OPSRP	ODSDD DE		Tior 1/2	Tior 1/2 DE	ODCDD	ODCDD DE						
	Salaries	23 08%							Tier 1/2 Tier 1/2 PF OPSRP OPSRP PF							
		20.0070	26.39%	14.49%	19.26%	Total	26.31%	32.07%	19.93%	24.66%	Total	Impact				
Administration Department- Municipal Court & Adam																
						44,981					54,040	9,059				
PERS	144,038	33,244					37,896									
OPSRP	81,000			11,737					16,143							
Police Department						667,198					829,886	162,688				
PERS	220,728	50,944					58,073									
PERS PF	1,161,936		306,635					372,633								
OPSRP	199,729			28,941					39,806							
OPSRP PF	1,457,313				280,679					359,373						
Fire and Rescue Department						786,307					976,883	190,576				
PERS	106,446	24,568					28,006									
PERS PF	1,678,226		442,884					538,207								
OPSRP	175,384			25,413					34,954							
OPSRP PF	1,523,584			,	293,442				,	375,716						
Public Works - Cemetery Division	,,					22,886					28,824	5,937				
PERS	48,847	11,274				,	12,852				•	,				
OPSRP	80,140	,		11,612			,,,,		15,972							
Community Development -Planning	55,115			,		157,961			,		187,228	29,267				
PERS	552,649	127,551				. ,	145,402				, ,	-, -				
OPSRP	209,864	,		30,409			., .		41,826							
Community Development -Building				,		48,199			,		62,042	13,843				
PERS	78,237	18,057				,	20,584				,	,				
OPSRP	208,018	,		30,142					41,458							
TOTAL GENERAL FUND	7,926,138	265,638	749,519	138,254	574,121	1,727,532	302,813	910,840	190,159	735,089	2,138,902	411,370				
	1,020,100	200,000	1 10,010	.00,20.	0,.2.	1,121,002	302,010	0.0,0.0	,	. 55,555	2,100,002	,				
COMMUNITY DEVELOPMENT BLOCK GRANT FUND																
Community Development						2,791					3,839	1,048				
PERS		-					-									
OPSRP	19,260			2,791					3,839							
TOTAL CDBG FUND	19,260	-	-	2,791	-	2,791	-	-	3,839	-	3,839	1,048				
STREET ELIND																
STREET FUND						05 545					100 200	16 765				
Public Works - Street Operations	000.464	CE 100				85,545	74.245				102,309	16,765				
PERS	282,461	65,192		00.050			74,315		07.004							
OPSRP	140,461	05.400		20,353		05.545	74.045		27,994		400.000	40.705				
TOTAL STREET FUND	422,922	65,192	-	20,353	-	85,545	74,315	-	27,994	-	102,309	16,765				

	FY 2019			Current Rates		Proposed Rates for FY 20 and FY 21								
		Tier 1/2	Tier 1/2 PF	OPSRP	OPSRP PF		Tier 1/2	Tier 1/2 PF	OPSRP	OPSRP PF				
	Salaries	23.08%	26.39%	14.49%	19.26%	Total	26.31%	32.07%	19.93%	24.66%	Total	Impact		
CAPITAL IMPROVEMENTS FUND														
Public Works						27,303					37,553	10,250		
PERS		-					-							
OPSRP	188,425			27,303					37,553					
TOTAL CAPITAL IMPROVEMENTS	188,425	-	-	27,303	-	27,303		-	37,553	-	37,553	10,250		
WATER FUND														
Public Works - Supply						4,933					6,785	1,852		
PERS		-					-							
OPSRP	34,044			4,933					6,785					
Public Works - Water Treatment						56,447					72,902	16,455		
PERS	87,165	20,118					22,933							
OPSRP	250,722			36,330					49,969					
Public Works - Water Distribution	, -			-,		104,494			- ,		130,223	25,729		
PERS	248,414	57,334					65,358				,	,		
OPSRP	325,467	. ,		47,160					64,866					
Water- Conservation Division	,			.,		16,045			,		22,068	6,024		
PERS		_				. 5,0 . 5					,,	3,02.		
OPSRP	110,730			16,045					22,068					
TOTAL WATER FUND	1,056,542	77,452	_	104,468	_	181,919	88,291	_	143,688	_	231,979	50,060		
	.,000,012	,.02		,		,			1.0,000		201,010	00,000		
WASTEWATER FUND														
Public Works - Wastewater Collection						61,479					75,390	13,910		
PERS	168,740	38,945				01,473	44,395				13,330	13,310		
OPSRP	155,516	30,343		22,534			44,393		30,994					
Public Works - Wastewater Treatment	155,510			22,004		65,172			30,334		86,046	20,874		
PERS	66,116	15,260				03,172	17,395				00,040	20,074		
OPSRP		15,200		40.012			17,393		CO CE1					
	344,461 734,833	54,205		49,912 72,447		126,651	61,791		68,651 99,645		161,436	24 795		
TOTAL WASTEWATER FUND	734,033	54,205	-	12,441	-	120,001	61,791	-	99,045	-	101,430	34,785		
STORMWATER FUND														
Public Works - Storm Water Operations						39,210					46,962	7,752		
PERS	128,222	29,594					33,735							
OPSRP	66,367			9,617					13,227					
TOTAL STORMWATER FUND	194,589	29,594	-	9,617	-	39,210	33,735	-	13,227	-	46,962	7,752		
ELECTRIC FUND		_												
Administration - Conservation Division						31,659					38,437	6,778		
PERS	93,987	21,692					24,728							
OPSRP	68,787			9,967			,		13,709					
Electric - Distribution				-,		268,096			-,		337,732	69,635		
PERS	570,687	131,715					150,148							
OPSRP	941,214			136,382					187,584					
TOTAL ELECTRIC FUND	1,674,675	153,407	-	146,349	-	299,756	174,876	-	201,293	-	376,169	76,413		
TELECOMMUNICATIONS FUND														
IT - High Speed						70,827					92,223	21,396		
PERS	95,581	22,060				10,021	25,147				JL,LLJ	21,000		
OPSRP	336,555	22,000		48,767			25, 147		67,075					
UFUNF	JJU,JJJ			40,707					01,010					

	FY 2019		Current Rates				Proposed Rates for FY 20 and FY 21								
-		Tier 1/2	Tier 1/2 PF	OPSRP	OPSRP PF		Tier 1/2	Tier 1/2 PF	OPSRP	OPSRP PF					
	Salaries	23.08%	26.39%	14.49%	19.26%	Total	26.31%	32.07%	19.93%	24.66%	Total	Impact			
TOTAL TELECOMMUNICATIONS FUND	432,136	22,060	-	48,767	-	70,827	25,147	-	67,075	-	92,223	21,396			
_															
CENTRAL SERVICES FUND															
Administration Department						143,832					175,947	32,115			
PERS	402,652	92,932					105,938								
OPSRP	351,274			50,900					70,009						
Administrative Services Department	222 244	00 == 4				174,713	70.500				223,875	49,162			
PERS	302,314	69,774		404.000			79,539		444.000						
OPSRP	724,214			104,939		444.007			144,336		442.000	00.000			
IT - Computer Services Division	040.000	EE 000				114,207	62,000				143,899	29,692			
PERS	242,603	55,993		50.044			63,829		00.070						
OPSRP	401,755			58,214		40.047			80,070		40.044	4.004			
City Recorder Division						12,317					16,941	4,624			
PERS	95 000	-		10 217			-		16.041						
OPSRP	85,000			12,317		193,956			16,941		233,438	20.402			
Public Works - Administration and Engineering	642 220	141 550				193,950	161 267				233,430	39,483			
PERS OPSRP	613,328 361,625	141,556		E2 200			161,367		72.072						
-	3,484,765	360,255		52,399 278,768		639,024	410,672		72,072 383,427		794,099	155,075			
TOTAL CENTRAL SERVICES FUND	3,404,700	300,233	-	210,100	-	039,024	410,072	-	303,421	-	794,099	100,070			
INSURANCE SERVICES FUND															
Administrative Services						15,954					18,187	2,233			
PERS	69,126	15,954				10,304	18,187				10,107	2,233			
OPSRP	03,120	10,004		_			10,107		_						
TOTAL INSURANCE SERVICES FUND	69,126	15,954	_	_	_	15,954	18,187	_	-	_	18,187	2,233			
=		,									,				
EQUIPMENT FUND															
Public Works						60,183					75,322	15,139			
PERS	137,171	31,659					36,090								
OPSRP	196,850			28,524					39,232						
TOTAL EQUIPMENT FUND	334,021	31,659	-	28,524	-	60,183	36,090	-	39,232	-	75,322	15,139			
-															
PARKS AND RECREATION FUND															
Parks Division						229,168					299,449	70,281			
PERS	289,903	66,910					76,273								
OPSRP	1,119,799			162,259					223,176						
Recreation Division						96,755					121,291	24,536			
PERS	216,902	50,061					57,067								
OPSRP	322,250			46,694					64,224						
Golf Division						31,468					40,653	9,186			
PERS	48,360	11,161					12,724								
OPSRP	140,139			20,306					27,930						
CIP Fund															
PERS		-				-					-	-			
OPSRP															
TOTAL PARKS AND RECREATION FUND	2,137,353	128,132		229,259		357,391	146,064	_	315,330		461,394	104,003			
	2,101,000	120,102		220,200		007,001	1 10,004		010,000		101,007	101,000			

		FY 2019	Current Rates						Proposed Rates for FY 20 and FY 21									
				r 1/2		r 1/2 PF	OPSRP		PSRP PF		Tier 1/2	Tier 1/2 PF	OPSRP	C	PSRP PF			
		Salaries	23.	08%	26	5.39%	14.49%		19.26%	Total	26.31%	32.07%	19.93%		24.66%	Total		Impact
TOTAL CITY AND PARKS	\$	18,480,196	\$ 1,17	73,954	\$	749,519	\$ 1,097,282	\$	574,121	\$ 3,594,875	\$ 1,338,246	\$ 910,840	\$ 1,509,236	\$	735,089	\$ 4,493,411	\$	898,536
	_					-									-			
Note: Police and Fire excludes PERS budgeted for over	ertim	e.																

Fiscal Year Ended June 30,	Assessed Value	Increase over prior year
2017	2,537,384,808	103.74%
2016	2,445,873,117	104.15%
2015	2,348,446,788	103.80%
2014	2,262,503,440	103.48%
2013	2,186,388,026	102.71%
2012	2,128,659,147	102.73%
2011	2,072,000,226	103.18%
2010	2,008,178,855	103.35%
2009	1,943,167,724	103.62%
2008	1,875,310,040	106.16%
2007	1,766,496,299	105.49%
2006	1,674,614,942	104.97%
2005	1,595,270,690	105.52%
2004	1,511,835,569	106.18%
2003	1,423,894,752	