

THE CITY OF SAN DIEGO

MEMORANDUM

DATE:	February 21, 2024			
TO:	Honorable City Council Committee on Budget & Government Efficiency			
FROM:	Councilmember Kent Lee, Chair, & Government Efficiency			
SUBJECT:	2024 Budget and Government Efficiency Committee Workplan			

I am honored to serve as the Chair of the Budget and Government Efficiency Committee (B&GE) for 2024. This year, the Committee will be charged with making difficult fiscal decisions as the City Council and Mayor work collaboratively together to adopt a structurally balanced budget that works to address the significant operational needs of the City.

Under my leadership, the Committee will be focused on revamping the budget development process to provide City Council a more substantive role in modifying operational priorities; identifying real, and lasting, solutions to the City's need for additional revenues; and providing appropriate contractual and budgetary oversight as required to ensure the City is run effectively and efficiently.

I am grateful to my colleagues for providing their 2024 committee priorities. I look forward to working together to right the City's financial ship so that we can provide a better quality of life for all San Diegans.

Committee Scope

The B&GE Committee is charged with overseeing the budget development process and government efficiency efforts. Per the permanent rules of City Council as outlined in the municipal code, the Committee will review and provide oversight on policy items related to:

- Annual Budget
- Financial Reports
- Fees
- Performance Measures and Analytics
- Corporate Partnerships
- Fleet Services
- Risk Management
- Information Technology
- Enterprise Resource Management

- Equal Opportunity Contracting
- Living Wage
- Prevailing Wage
- Managed Competition
- Civil Service and Human Resources
- San Diego City Employees' Retirement System
- Consumer Protection
- Purchasing and Contracting

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About the 2024 Work Plan

The 2024 Work Plan as prepared is not exhaustive or binding, and I welcome ongoing public input from members of the committee and the public, as we work together to strengthen City operations and finances to better serve San Diegans.

Committee Goals

As compiled from each of my colleagues' 2024 committee priority memorandum, below are the goals the B&GE Committee will work towards this year:

- Advance policies that support equitable investments, transparency, and the prioritization of investments in communities that have historically been neglected.
- Facilitate and encourage authentic conversations around the status of the City's ongoing financial challenges and the solutions required to finally address the City's vast infrastructure needs and ongoing structural budget deficit.
- Advocate for and provide appropriate legislative and budgetary oversight to ensure City procurement, operations, human resources, and administrative functions work effectively and efficiently.
- Focus on continued improvements and effectiveness of the Equal Opportunity Contracting program; living wage program; prevailing wage program; and other compliance programs to monitor the efficacy of City contracting practices and to prevent local wage theft.

Strategic Priorities

The work of the committee will be guided four strategic priorities:

- 1. Budget Development and Monitoring
- 2. Government Efficiency
- 3. Citywide Revenue Needs
- 4. Human Resources and Personnel

Strategic Priority #1: Budget Development Monitoring

The bulk of the committee's workplan will focus on collaborating with the Office of the Mayor, Department of Finance, and the Chief Operating Officer to develop a balanced, responsible budget that works to meet significant and ongoing operational needs of the City. Below are areas of that the Committee has requested the workplan focus on:

Storm Recovery, Disaster Relief, and Procurement of Federal and State Resources

The historic storm event that occurred on January 2024 caused widespread destruction of homes and businesses. There are years of work ahead of us to help the community recover. Beyond immediate relief and recovery, the City must continue to make equitable investments in older, urban communities that are vulnerable to flooding. Additionally, the State of

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Emergency declared by the City, County, State and Federal governments due to this historic storm event should allow the city to access emergency funding to assist with the city's response to the emergency and ongoing efforts to mitigate the impacts of the flooding on the residents whose lives have been completely upended. This committee intends to receive regular updates on the status of emergency funding received by the city to address this disaster.

Recommended Use of City Council Discretionary TOT Funds

Council Policy 100-03 outlines the use of Transient Occupancy Tax (TOT) funds. In 2023, the Council revised this policy to require that the City Council make a recommendation directly related to the 1% of the 10.5% TOT revenue described in SDMC Section 35.0128(b), commonly referred to as the "Council's discretionary 1%." The Economic Development and Intergovernmental Relations Committee made a formal recommendation on the use of these funds for Fiscal Year 2025 budget. This committee will consider adopting the recommendation when it discusses the FY25 City Council Amended Budget Resolution and forwarding to the Office of the Mayor for full consideration at the FY25 budget is developed.

Increase Oversight of Outside Agencies

As recommended by Councilmember Joe La Cava, the committee may explore clarifications for the role of the City Council in outside agency budget setting and oversight. Significant resources are expended by outside governmental agencies; full evaluation and consideration by the City Council consideration, may allow for more representative budgetary decisions for these significant resources.

Strategic Priority #2: Government Efficiency

The BG&E Committee takes its legislative oversight responsibilities as it relates to public contracting, operational operations, and administrative functions seriously. The Committee will review and monitor large contracts relating to City operations and provide significant oversight as it relates to EOC, prevailing wage, and living wage requirements.

Update from Performance and Analytics on Key Performance Indicators (KPIs)

The Committee will receive a briefing by the Performance and Analytics Department to evaluate how KPIs have been re-imagined for the FY25 Budget to monitor the ongoing effectiveness as it relates to each operational department.

Monitor the Living Wage Ordinance and Adopt an Update to Reflect Rising Costs

The Committee will continue to monitor the effectiveness and impact of the Living Wage Ordinance and program through regular updates from the Chief Compliance Officer. Additionally, the Committee will investigate the feasibility of updating the Living Wage Ordinance to ensure that San Diegans are able to earn enough to survive as living costs continue to increase.

Revamp Special Event Fees for Nonprofits

The Committee will consider a reduction in special event fees, particularly Police Department fees, to ensure the City does not price out community events that help local business districts thrive and provide opportunities for celebrations that strengthen community and bring people together.

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Oversight of the Equal Opportunity Contracting Program

The Committee will continue to review the legal and legislative limits to Equal Opportunity Contracting, monitor updates on recommendations from the Disparity Study, and review the status of Employee Pay Equity to assess how San Diego is achieving its goal as an inclusive contractor and employer.

Increased Legislative Oversight of City Contracts

To provide greater legislative oversight of City contracts, the Committee will explore strategies for improved contract oversight and management that may include development of an accessible matrix of current contracts, when they expire, required approvals for extension or requests for proposals for new agreements, and continuity of service to prevent expired and sole source contracts from being considered. Further, B&GE may consider stricter policies on contracts and contractors that exceed not-to-exceed limits.

Citywide Contract Oversight and Purchasing and Contracting Audit Recommendations

Effective contract administration and oversight is critical to ensuring the city is managing taxpayer dollars efficiently when it obtains outside contractual services. In the last decade, the City Auditor has released several audits concerning how the city manages external contracts, including:

- Performance Audit of Citywide Contract Oversight (15-016)
- Audit concerning the need to "Address the Lack of Contract Administration and Monitoring on Citywide Goods and Services Contracts" (15-012)
- Performance Audit of Selected Contracts (16–016)
- Performance Audit of the Purchasing and Contracting Department's Small Local Business Enterprise Program (21-005)

The Committee, in collaboration with the Audit Committee will continue to monitor updates and operational improvements addressed to meet the recommendations of recent performance audits and will request an update from the Purchasing and Contracting Department regarding implementation of these contract oversight safeguards and contract administration improvements including actionable items the committee can recommend to the City Council for adoption.

Strategic Priority #3: Citywide Revenue Needs

The City continues to face a structural budget deficit and has many unfunded infrastructure and operational needs. The City must identify new revenue sources to adequately provide core City services.

Potential Revenue Measures for 2024

The Committee will review and provide an update on the potential for revenue measures in 2024 to meet the City's vast ongoing revenue needs. A new measure could provide a funding source for critical infrastructure such as streets and storm water; increase operational resources for parks and libraries; fully fund Penny for the Arts; and provide critical support for San Diegans facing housing insecurity.

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Increased State and Federal Grant Funding Efforts

In 2022, Congress passed two major pieces of legislation that will provide funding for a variety of infrastructure projects and city services, the IRA and the IIJA. This committee will continue to monitor the city's ongoing strategy to compete for this funding and a projection for how anticipated funding from these two pieces of legislation could impact the FY25 budget and beyond. Additionally, the Committee will review additional opportunities to increase funding from state and federal funding sources and consider operational strategies such as hiring additional grant writers to ensure the city is receiving the maximum amount of grant funding for projects and services each year.

Strategic Priority #4: Human Resources and Personnel

For the last several years, the City has dealt with significant turnover, increased vacancies, and significant workforce challenges. While the City has made significant progress towards improving pay and other workplace conditions to improve employee retention and satisfaction, additional monitoring is required to ensure the City is making progress on its ambitious workforce goals.

Continued Monitoring of Overtime Costs and Vacancy Factor

The Committee may request a report from the Independent Budget Analyst (IBA) of the cost of overtime versus the cost of full staffing, both short and long-term, as part of the FY25 budget process. This will require and analysis of recruitment and hiring time, benefit and fringe costs, and the ongoing vacancy factor. As part of this review, the Committee will request a presentation from the Department of Finance (DOF) on the vacancy factor, how it will be used for ongoing cost savings in the FY25 budget, and what impacts will result in staffing levels and service delivery.

Personnel Department Improvements

The Committee will receive updates from the Personnel Department on hiring strategies, timelines, and the status regarding the 800 new positions created in the last budget cycle and the 2,000+ existing vacancies. Representatives from the Human Resources Department should update B&GE on how Employee Surveys affect budgeting and staffing decisions. At appropriate intervals, the full City Council should review and evaluate service levels and efficiencies for any needed adjustments. Additionally, the Committee will work collaboratively with the Audit Committee to monitor implementation of two relevant audits: *Strategic Human Capital Management (20–011)* and *Strategic Human Capital Management II: Employee Performance Management (21–006)* to ensure the recommendations are being implemented to ensure improvements to the City's personnel processes.

Thank you again for the opportunity to Chair the Budget and Government Efficiency Committee for 2024. This work is important to the overall success of the City and the ability to adequately serve our constituents.

I look forward to working together throughout the year to develop a structurally balanced and fiscally responsible budget that the works to address the many issues impacting San Diego.

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We must make progress on these issues if we are to build an effective City government that can meet the needs of the communities we serve.

Councilmember Kent Lee

Chair, Budget and Government Efficiency Committee

KL/kmj

Attachments: 1. Council President Pro Tem Joe LaCava

- 2. Councilmember Vivian Moreno 2024 Committee Priorities
- 3. Council President Sean Elo Rivera 2024 Committee Priorities
- cc: Mara Elliott, City Attorney Charles Modica, Independent Budget Analyst Eric Dargan, Chief Operating Officer Matthew Vespi, Chief Financial Officer Rolando Charvel, Director, Department of Finance Matt Yagyagan, Interim Director of Policy, Office of Mayor Todd Gloria Ty Burch, Committees Manager



COUNCIL PRESIDENT PRO TEM JOE LACAVA FIRST COUNCIL DISTRICT

MEMORANDUM

DATE: February 5, 2024

TO: Councilmember Kent Lee Chair, Budget and Government Efficiency Committee

FROM:	Council President Pro Tem Joe LaCava	4	ML	"Com
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SUBJECT: 2024 Budget and Government Efficiency Committee Priorities

Thank you, Chair Lee, for your request to share my priorities for the Budget and Government Efficiency Committee (B&GE) 2024 Work Plan. B&GE provides the forum to achieve a balanced annual budget, realistically approach projected shortfalls, and shed light on a complex process, all of which are necessary in funding essential services to San Diegans.

I look forward to working with you, our B&GE colleagues, Mayor Gloria, the Independent Budget Analyst, staff, and the public. As we would in all years, this is the time to ask the difficult questions, utilize data, and make hard decisions in order to right our structural deficit.

My B&GE priorities are as follows:

Budget Process

- Work with Chair Lee, Council President, Independent Budget Analyst (IBA), Mayor Gloria, and Chief Operating Officer (COO) to discuss, create, and implement changes to the budget process to strengthen the role of City Council, utilizing the IBA's recommendations in the *Comparative Analysis of Budget Processes of California Strong-Mayor Cities* report.
- Explore clarifications for the role of the City Council in outside agency budget setting and oversight. Significant money is being spent by outside

governmental agencies and full Council consideration, with each district's unique constituencies, may allow for more representative budgetary decisions for these significant resources.

Staffing

- Hear a report from the Independent Budget Analyst (IBA) of the cost of overtime versus the cost of full staffing, both short and long-term, as part of the FY25 budget process. This will require assumptions including recruitment and hiring time, benefit costs, and vacancy factor. We need a starting place for an informed discussion.
- Receive a presentation from the Department of Finance (DOF) on the vacancy factor, how it will be used for ongoing cost savings in the FY25 budget, and what impacts will result in staffing levels and service delivery.
- Receive updates from the Personnel Department and the collaborative working group on hiring strategy, timelines, and status regarding the 800 new positions created in the last budget cycle and the 2,000+ existing vacancies. Human Resources should update B&GE on how Employee Surveys affect budgeting and staffing decisions. At appropriate intervals, the full City Council should review and evaluate service levels and efficiencies for any needed adjustments.

Climate Action

• Review, in conjunction with the Environment Committee, a multi-year budget outlook for the implementation of the Climate Action Plan and any unfunded CAP-related needs requested by City departments.

Proposition B

• Hear updates on how Proposition B will affect the FY24 Budget and ongoing budgets and the progress of the unwinding.

Revenue Sources

- Receive regular updates on strategies and efforts to obtain non-general fund monies, including the Infrastructure Investment and Jobs Act (IIJA) and Inflation Reduction Act (IRA).
- Hear report on impacts of potential revenue measures before the voters prior to the November 2024 election.

Government Efficiencies

• Explore strategies for contract oversight and management improvements that include an accessible matrix of current contracts, when they expire, required approvals for extension or requests for proposals for new agreements, and

continuity of service. Further, B&GE could consider stricter policies on contracts and contractors that exceed not-to-exceed limits.

• Receive briefing in advance by Performance and Analytics Department on how Key Performance Indicators (KPIs) have been re-imagined for the FY25 Budget. B&GE should receive updates on KPIs highlighted in the annual budget to include when and how they will be monitored to ensure usefulness.

Living Wage

• Update the living wage ordinance to a livable wage for San Diegans.

Special Event Fees

• Consider a reduction in special event fees, particularly Police Department fees, to ensure the city does not price out community events that help our business districts thrive and our communities celebrate.

Inclusive Contracting and Employment

• Review the legal and legislative limits to Equal Opportunity Contracting, updates on recommendations from the Disparity Study, and the status of Employee Pay Equity to assess how San Diego is achieving its goal as an inclusive contractor and employer.

Thank you for your consideration to incorporate these priorities into the committee's work plan. Please contact Brian Elliott, <u>BElliott@sandiego.gov</u>, of my staff should you have any questions or comments.

cc: Mara Elliott, City Attorney Charles Modica, Independent Budget Analyst Eric Dargan, Chief Operating Officer Matthew Vespi, Chief Financial Officer Rolando Charvel, Director, Department of Finance Matt Yagyagan, Interim Director of Policy, Office of Mayor Todd Gloria Ty Burch, Committees Manager



COUNCILMEMBER VIVIAN MORENO City of San Diego Council District Eight

MEMORANDUM

DATE:February 5, 2024TO:Councilmember Kent Lee, Chair, Budget and Government Efficiency
CommitteeFROM:Councilmember Vivian MorenoSUBJECT:2024 Budget and Government Efficiency Committee Priorities

In response to your memorandum soliciting priorities for the Budget and Government Efficiency Committee, I urge your careful consideration of the following:

Monitoring State and Federal Emergency Funding due to Flooding Events

The flooding that occurred in Chollas Creek on January 22, 2024, devasted communities like Southcrest. The State of Emergency declared by the City, County, State and Federal governments due to these conditions will allow the city to access emergency funding to assist with the city's response to the emergency and ongoing efforts to mitigate the impacts of the flooding on the residents whose lives have been completely upended. This committee should receive regular updates on the status of emergency funding received by the city to address this disaster.

Expanded Funding Strategy for Underserved Communities

In the past few fiscal years, the Storm Water Department has made progress in identifying funding to build or improve city storm water projects. In FY23 and FY24, the department received budgetary resources to begin preparing to ramp-up storm water CIPs in anticipation of \$733M in financing for projects (\$359M in a low-interest WIFIA federal loan and \$374M in city

funds). The storm on January 22, 2024, exposed significant deficiencies in the city's storm channel maintenance and infrastructure program. The city must immediately fund projects and maintenance efforts in Chollas Creek that will prevent the type of flooding we have witnessed in the community of Southcrest. This committee should request city staff provide a report and strategy to procure additional funding from state and federal agencies that would allow the city to build the needed infrastructure and improvements as soon as possible. Such a funding strategy should include a focus on investing in long ignored storm channels and storm drains in underserved communities.

Recommended Use of Council Discretionary TOT Funds

Council Policy 100-03 outlines the use of Transient Occupancy Tax (TOT) funds. In 2023, the Council revised this policy to require that the City Council make a recommendation directly related to the 1% of the 10.5% TOT revenue described in SDMC Section 35.0128(b), commonly referred to as the "Council's discretionary 1%." The Economic Development and Intergovernmental Relations Committee will make a recommendation on the use of these funds for both the FY25 and FY26 budgets. This committee should discuss the recommendations made by the ED&IR Committee when it discusses the FY25 City Council Amended Budget Resolution and again when it discusses the FY26 City Council Budget Resolution.

Analyze Potential Cost Savings of Insourcing Street Slurry Sealing

The city slurry seals streets in almost every community each year, however, slurry seal work is largely contracted out. Since slurry sealing is ongoing work that must be done each year, the city could potentially realize long term savings by performing this work with city employees. Staff should provide the Committee with an analysis of whether city employees could perform this work more efficiently and at a reduced overall cost over the long term.

<u>Citywide Contract Oversight and Purchasing and Contracting Audit Recommendations</u></u>

Good contract administration and oversight is critical to ensure the city is managing taxpayer dollars efficiently when it obtains outside services. In the last decade, the City Auditor has released several audits concerning how the city manages external contracts, including:

- Performance Audit of Citywide Contract Oversight (15-016)
- Audit concerning the need to "Address the Lack of Contract Administration and Monitoring on Citywide Goods and Services Contracts" (15-012)
- Performance Audit of Selected Contracts (16-016)
- Performance Audit of the Purchasing and Contracting Department's Small Local Business Enterprise Program (21-005)

Many of the recommendations fall under the Purchasing and Contracting Department for implementation. Some recommendations have been successfully implemented, however, per the City Auditor's June 30, 2023 Audit Recommendation Follow-Up Report, multiple

recommendations remain unfinished with varying target implementation dates, including some that are more than 9 years overdue. The Committee should receive an update from the Purchasing and Contracting Department regarding implementation of these contract oversight safeguards and contract administration improvements including actionable items the committee can recommend to the City Council for adoption.

Contracts and Outside Consultants

Each year the city utilizes contracts for various reasons, ranging from legal consultants to engineering services. In recent budgets the City Council has approved a reduction in some outside contracts. The current 5-year outlook projects annual spending on outside contracts and services to grow from \$375.5M in FY24 to \$455.1M by FY29. In many cases, city departments must resort to using outside contracts due to having a large number of vacant positions, making it easier to hire outside contractors rather than hire new city employees. The Committee should receive a report regarding the status of spending on outside contracts, including categorization of the types of existing contracts, and review strategies to reduce reliance on outside contracts in areas where services can be provided by hiring additional city employees.

COVID-19 Relief Funding

The remaining funding from the CARES Act are budgeted to be used in FY24. By the end of FY24, the Committee should receive a comprehensive update regarding the use of all COVID-19 related relief funding received from Federal and State sources. This update should include specific uses of the funding, any documented misuse of the funding and steps taken to address any such instances.

Increased State and Federal Grant Funding Efforts

The Committee should discuss increasing the number of grant writers directly working in city departments familiar with the subject areas of specific grants to ensure the city is receiving the maximum amount of grant funding for projects and services each year.

Inflation Reduction Act (IRA) and Infrastructure Investment and Jobs Act (IIJA)Funding

In 2022, Congress passed two major pieces of legislation that will provide funding for a variety of infrastructure projects and city services, the IRA and the IIJA. This committee should receive an informational update regarding the city's ongoing strategy to compete for this funding and a projection for how anticipated funding from these two pieces of legislation could impact the FY25 budget and beyond.

Strategic Human Capital Audit Implementation

In 2020 and 2021, the City Auditor released the following performance audits:

- Strategic Human Capital Management (20-011)
- Strategic Human Capital Management II: Employee Performance Management (21-006)

These audits evaluated how the city is monitoring and responding to important metrics related to its workforce and made recommendations regarding how the city could better manage its workforce. Some recommendations have been successfully implemented, however, per the City Auditor's June 30, 2023 Audit Recommendation Follow-Up Report, multiple recommendations were listed as unfinished with target implementation dates set for 2023 and 2024. City staff should provide an update on progress made in implementing these audit recommendations and request that actionable items be brought forward to the Committee in 2024 for discussion.

Vacant Positions

Each year the city's budget anticipates a certain amount of budgeted positions to remain vacant. As each fiscal year progresses, additional positions often remain unfilled. As the vacancy factor fluctuates throughout the year, the Committee should remain updated and begin discussing how best to utilize vacancy savings in advance of the FY24 mid-year and end of year budget updates. Additionally, over the last few years the city has experienced an alarming number of persistently vacant positions in critical departments. This has resulted in the city having to rely on expensive outside contractors to perform the jobs that would otherwise be performed by city employees, overtime for public safety departments and in delays to important projects. The Committee should request an updated overview of vacant positions from staff that identifies vacant positions of most urgent need and strategies to fill those vacancies.

Thank you for the opportunity to submit priorities for the 2024 Budget and Government Efficiency Committee. For additional details concerning my FY25 budget priorities, please reference my FY25 Budget Priority memoranda.



COUNCIL PRESIDENT SEAN ELO-RIVERA NINTH COUNCIL DISTRICT

MEMORANDUM

DATE: February 2, 2024

TO: Councilmember Kent Lee, Chair, Budget and Government Efficiency Committee

FROM: Council President Sean Elo-Rivera



SUBJECT: 2024 Committee Priorities

Thank you for the opportunity to share our priorities for the 2024 Budget and Government Efficiency Committee. I look forward to working with my colleagues to create opportunity for all San Diegans. My priorities for this committee are as follows:

Flood Disaster Response

The January 2024 flood disaster upended multiple communities and a yet-to-be determined people with the destruction of homes and businesses. There are years of work ahead of us to help the community recover and the needs in these neighborhoods have long been ignored by the City, and disasters both expose and deepen longstanding economic and social injustices. Beyond immediate relief and recovery, the City must continue to make its equitable investments in older, urban communities.

Responsible Governance

Continue investing in the City's workforce

The City should expand and invest in the strategies and tactics that improve staff retention and recruitment. The City should also continue implementing its Compensation Philosophy to be competitive with other municipalities. Beyond the ability to provide the services residents deserve, our public employees should be able to afford to live in the City they serve.

Equal Employment Opportunity & Pay Equity

The City should continue to receive updates on the state of pay equity and Equal Employment Opportunity to ensure the City is abiding by its commitment to providing a workplace free from discrimination. In addition, the City should receive reports on its Living Wage and Prevailing Wage Ordinances so that the City Council can support workers in the private sector.

Fiscal Responsibility

New revenues

For too long, the City has been focused on costs, regardless of how that has constrained public services. Now more than ever, residents are looking to the City to provide more and better services and solve our most pressing civic issues, but the City is woefully underfunded. We must take steps to garner new revenues, including but not limited to fees for services provided to non-residents, SDCERS payment restructuring, and revenue measures.

Oversight of Public Safety Overtime

Public safety overtime continues to weigh on the City budget and impact public services. This Committee should receive reports on overtime spending in relation to vacancy levels and oversee solutions to shift focus toward investment in filling vacancies and shifting certain responsibilities to other City staff.

Economic Opportunity

Equal Opportunity Contracting

Moving forward from the City's 2020 Disparity Study, the committee should continue to receive semi-regular updates on the status of the City's Equal Opportunity Contracting as well as the status of implementation of the recommendations brought forth from the disparity study.

Review capital project delivery methods

Many of the City's capital projects are delayed by the cumbersome design-bid-build delivery method, which can also lead to cost overruns. The City should explore piloting other delivery methods, such as design-build, to deliver capital projects more efficiently.