

# RECLAMATION DISTRICT NO. 1000 – FINANCIAL PLAN TECHNICAL MEMORANDUM

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**TO:** Kevin King, General Manager

**FROM:** Kim Boehler, Director  
Alice Bou, Consultant

**SUBJECT:** Comprehensive Financial Plan

**DATE:** January 7, 2021

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## PURPOSE

Reclamation District No. 1000 (District) retained NBS to prepare a Comprehensive Financial Plan that includes all revenue sources, expenditures, reserves, capital improvement costs, repair and replacement costs, and net revenue requirements. This Memorandum addresses the following issues:

1. The development of net revenue requirements from FY 2021/22 to FY 2040/41.
2. The establishment and maintenance of reserve funds and targets.
3. The funding of the District's Capital Improvement Program (CIP).

NBS prepared long-term financial plans that incorporate the District's 2020 Capital Improvement Plan (CIP) developed by the engineering firm of Kjeldsen, Sinnock & Neudeck, Inc. (KSN)<sup>1</sup> together with preliminary modeling of the additional revenue requirements under each of the proposed financial plan alternatives.

**Funding Shortfall:** Based on the data provided by the District, a funding shortfall of approximately \$1.0 million is projected by Fiscal Year 2022/23 if no action is taken at this time. In other words, the District will not be able to fund both operating and maintenance costs as well as the planned capital improvements if it does not implement a new funding mechanism to generate the necessary revenue. The financial plans project revenues and expenses through FY 2040/41 and, based on the assumptions used in the analysis, they yield an annual shortfall of approximately \$7.2 million by the end of the 20-year projection period.

**Reserve Funds:** According to the District's Financial Reserve Policy,<sup>2</sup> the Operating Reserves (O&M) should maintain a target reserve balance equal to seventy percent of the annual fiscal year budget to adequately fund both operating and maintenance costs for a minimum of six (6) months. The District also

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<sup>1</sup> Source file: *Attachment 1 CIP\_Update\_Final\_09042020.pdf*.

<sup>2</sup> Source file: *2001 Reclamation District No 1000 Financial Reserve Policy.pdf*.

maintains a separate fund for Flood Fight with a target reserve balance of \$1.5 million. Currently, the District has decided not to maintain a target balance in a Capital Reserve Fund, but to spend those funds on the planned CIP. The District will need additional funding to cover all costs and maintain the two reserve funds at target levels.

In the absence of a formal Capital Reserve Fund, it is even more critical for the District to consider other revenue streams to help fund the planned capital improvements and the rehabilitation and replacement of capital assets, while minimizing the impact on its customers. The total capital improvement program costs are estimated at \$52 million over the next twenty years, or \$2.5 million annually, as shown in Table 1. The District should also consider other revenue sources, such as grants and outside financing such as loans or revenue bonds.

**Table 1. Total Project Costs**

|  |                      |
|--|----------------------|
| <b>Total Capital Project Costs 2021-2041<sup>1</sup></b> | <b>\$ 52,059,570</b> |
| Average Annual Expenditure                               | \$ 2,479,027         |

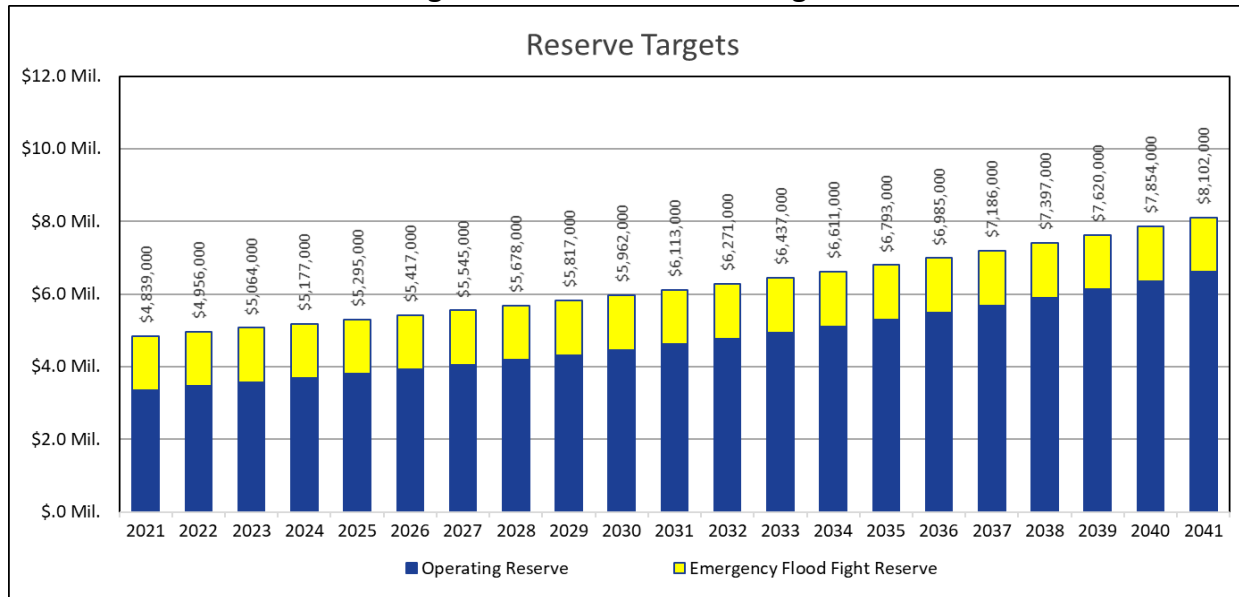
1. Per RD 1000, 2020 Capital Improvement Plan includes estimated cost inflation.

NBS has developed three (3) Financial Plan Alternatives for District staff and the Board of Directors (Board) to consider. The amount of additional revenue required from the new funding mechanism has been adjusted based on the following conditions: (1) whether the District decides to finance (e.g., revenue bonds, loans, or grants) a portion or all of the capital expenditures, and (2) whether the District decides to spend down the available capital reserves to fund the CIP. Table 2 and Figure 1 show the various alternatives and the proposed increases in revenue needed to meet all funding requirements, including the CIP program and reserve targets noted previously.

**Table 2. Financial Plan Alternatives**

| Fiscal Year<br>Ending<br>June 30 | Percentage Change in Revenue Needed to Meet<br>Funding Requirements |                |                |
|----------------------------------|---|----------------|----------------|
|                                  | Alternative #1  | Alternative #2 | Alternative #3 |
| 2022                             | 34%   | 85%            | 75%            |
| 2023                             | 3%  | 0%             | 3%             |
| 2024                             | 3%  | 0%             | 3%             |
| 2025                             | 3%  | 0%             | 0%             |
| 2026                             | 3%  | 0%             | 0%             |
| 2027                             | 3%  | 0%             | 0%             |
| 2028                             | 3%  | 0%             | 0%             |
| 2029                             | 3%  | 0%             | 0%             |
| 2030                             | 3%  | 0%             | 0%             |
| 2031                             | 3%  | 0%             | 0%             |
| 2032                             | 3%  | 0%             | 0%             |
| 2033                             | 3%  | 0%             | 0%             |
| 2034                             | 2%  | 0%             | 0%             |
| 2035                             | 2%  | 0%             | 0%             |
| 2036                             | 2%  | 0%             | 0%             |
| 2037                             | 2%  | -15%           | -15%           |
| 2038                             | 2%  | 0%             | 0%             |
| 2039                             | 2%  | 0%             | 0%             |
| 2040                             | 3%  | 0%             | 0%             |
| 2041                             | 3%  | 0%             | 0%             |

**Figure 1. 20-Year Reserve Targets**



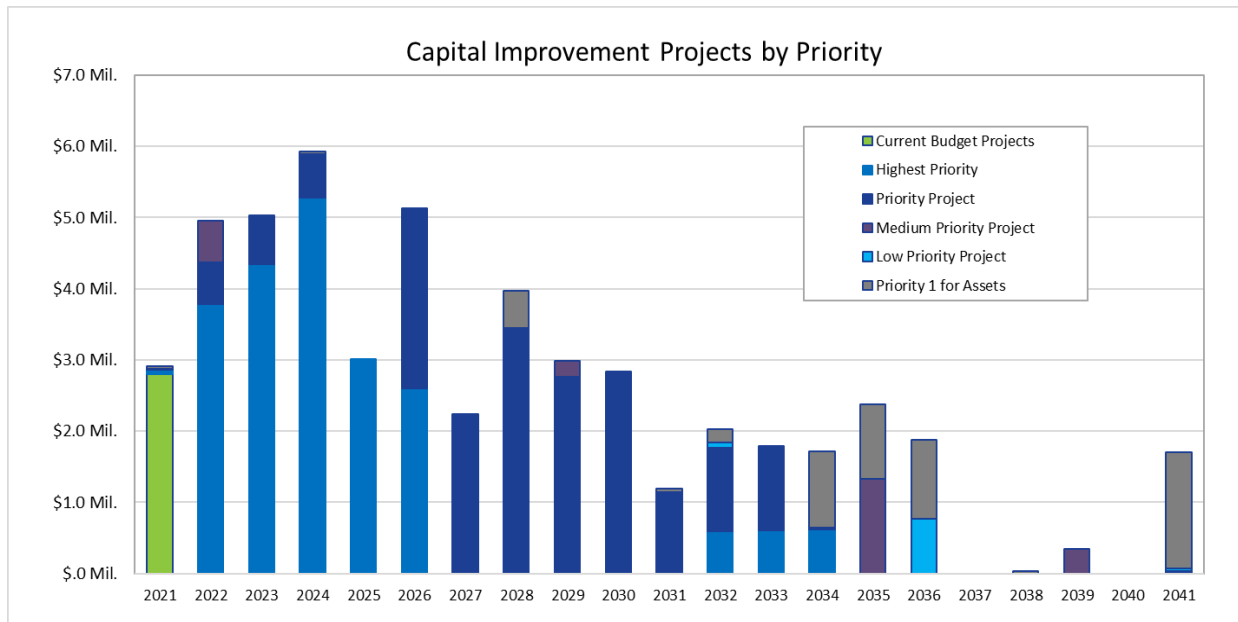
**CIP Program:** NBS has incorporated the District' 2020 Capital Improvement Plan, developed by KSN and approved by the Board, into the financial plans. Since almost 50% of the capital expenditures are for the next five (5) years, costs that are over a certain threshold were allocated over a 3-year or 5-year period according to the criteria shown in Table 3 below:

**Table 3. CIP Allocation Methodology**

| Value of Project   | Description of Methodology                |
|--|---|
| Projects valued at less than \$1 million                               | Assumed to be completed in that same year |
| Projects with costs greater than \$1 million but less than \$5 million | Allocated over a 3-year period            |
| Projects with costs greater than \$5 million                           | Allocated over a 5-year period            |

Figure 2 shows the total Capital Improvement Plan through Fiscal Year 2040/41 by priority and implementation date which will remain the same for all three (3) financial plan alternatives.

**Figure 2. 20-Year Capital Improvement Plan**



In summary, NBS modeled long-term financial plans for the proposed capital improvements that also address the O&M shortfall, funding reserves as stated above, and funding the CIP using a combination of debt financing and annual revenue collection through either increasing the existing assessment or implementing a new revenue source.

The following are available revenue tools for the District to consider:

1. General Obligation Property Tax
2. Uniform Parcel Tax
3. Special Tax
4. Property Related Fee
5. Special Assessment

These parcel charges provide critical data and will affect the District’s decision-making process on the affordability of the CIP Program. Each of the above revenue tools are authorized by different implementation statutes and have various approval thresholds, methods, and participants which will also help determine the District’s decisions. The District will need to authorize additional analysis for NBS to evaluate the specifics of each potential revenue tool and impacts to property owners.

## LONG-TERM FINANCIAL PLAN

The following 20-year long-term financial plans were built using the following criteria:

1. New Revenue Funding was set at an initial amount in the Fiscal Year 2021/22 and then to escalate each year based on the proposed annual rate increases. This allows for a constant, stable escalation that most property owners are familiar with and will track with all potential revenue tools.

2. The additional revenue needed to Meet Funding Requirements:

| Fiscal Year Ending<br>June 30 | Additional Revenue Needed to<br>Meet Funding Requirements |                     |                     |
|-------------------------------|---|---------------------|---------------------|
|                               | Alternative #1  | Alternative #2      | Alternative #3      |
| 2022                          | \$1,248,650   | \$3,121,625         | \$2,754,375         |
| 2023                          | 1,422,561   | 3,163,035           | 2,982,682           |
| 2024                          | 1,605,560   | 3,205,283           | 3,223,012           |
| 2025                          | 1,798,054   | 3,248,387           | 3,266,472           |
| 2026                          | 2,000,470   | 3,302,562           | 3,321,011           |
| 2027                          | 2,213,252   | 3,347,637           | 3,366,458           |
| 2028                          | 2,436,862   | 3,414,678           | 3,433,878           |
| 2029                          | 2,671,782   | 3,477,981           | 3,497,568           |
| 2030                          | 2,918,515   | 3,537,469           | 3,557,450           |
| 2031                          | 3,177,585   | 3,603,263           | 3,623,647           |
| 2032                          | 3,449,537   | 3,680,590           | 3,701,385           |
| 2033                          | 3,734,941   | 3,759,125           | 3,780,339           |
| 2034                          | 3,959,737   | 3,839,254           | 3,860,896           |
| 2035                          | 4,191,694   | 3,918,376           | 3,940,454           |
| 2036                          | 4,430,994   | 3,991,278           | 4,013,801           |
| 2037                          | 4,677,820   | 2,919,593           | 2,938,584           |
| 2038                          | 4,932,822   | 2,992,546           | 3,011,920           |
| 2039                          | 5,196,238   | 3,065,474           | 3,085,239           |
| 2040                          | 5,557,150   | 3,138,807           | 3,158,970           |
| 2041                          | 5,935,017   | 3,414,645           | 3,435,920           |
| <b>Total</b>                  | <b>\$67,559,239</b>                                       | <b>\$68,141,609</b> | <b>\$67,954,061</b> |

3. The total Reserve Fund Balances were designed to closely approximate the total Reserve Fund target balances at the conclusion of the study period (FY 2040/41).

4. Debt issuance assumptions for Alternative 1 are as follows:

- a. 30-Year Term
- b. 2.00% Cost of Issuance
- c. 4.00% Annual Interest Cost

5. Debt was issued in 5-year increments for Alternative 1 for the following amounts:

| Estimated Debt Financing<br>Alternative 1 | Issue Amount  | Annual Debt<br>Service<br>Payment <sup>1</sup> |
|---|---------------|--|
| Issue #1, FY 2021/22                      | \$ 14,000,000 | \$ 878,000                                     |
| Issue #2, FY 2026/27                      | \$ 9,000,000  | \$ 564,400                                     |
| Issue #3, FY 2031/32                      | \$ 9,000,000  | \$ 564,400                                     |
| Total Debt Service in FY 2031/32          | --            | \$ 2,007,000                                   |

1. Assumes 30-year repayment for each issue and 4% interest rate.

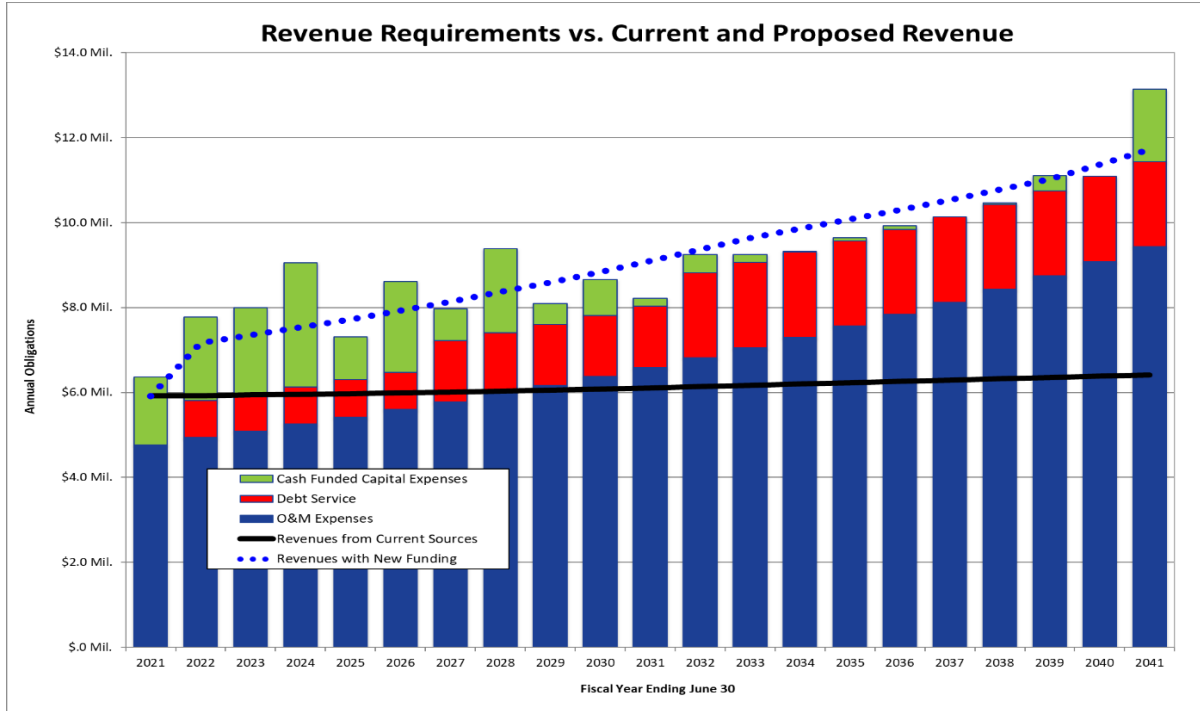
The following pages show the long-term financial plans and projected fund balances together with associated charts for each of the financial plan alternatives.



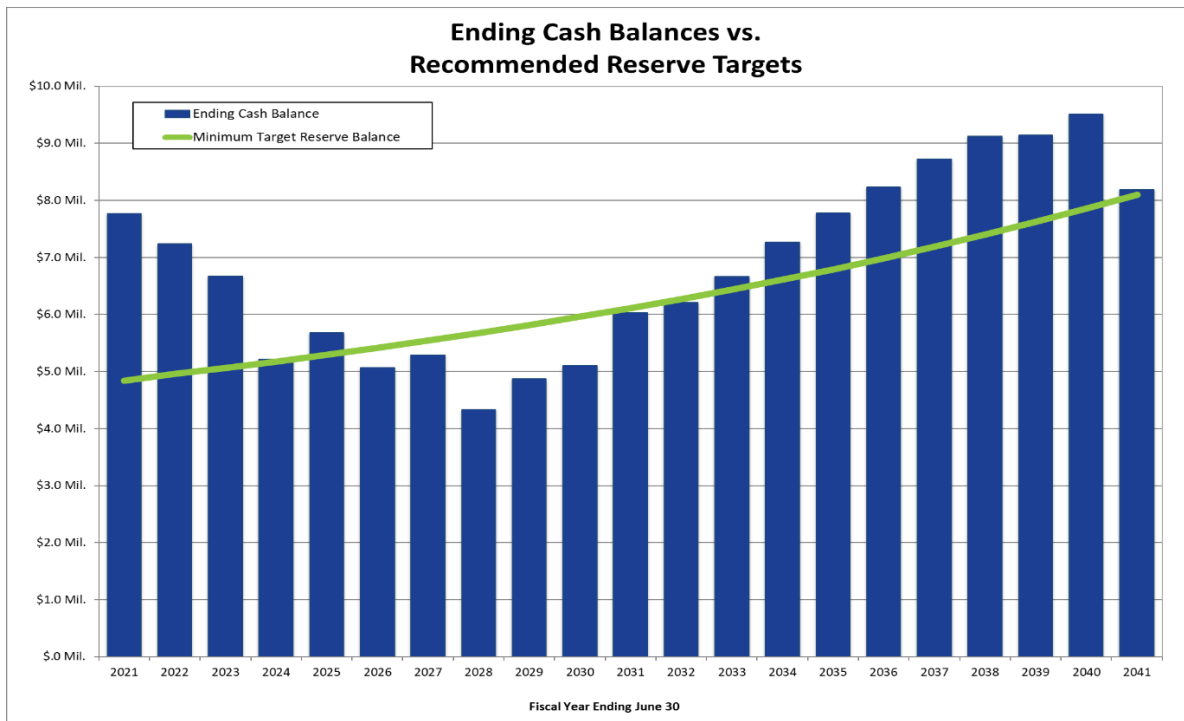


## Alternative 1 - Full CIP with Bond Financing, cont.:

**Figure 3. Alternative 1 – Revenue Requirements Under Existing & Increased Rates**



**Figure 4. Alternative 1 – Ending Cash Balance vs. Recommended Reserve Targets**





## Alternative 2 – Full CIP with no Bond Financing, cont.:

Figure 5. Alternative 2 – Revenue Requirements Under Existing & Increased Rates

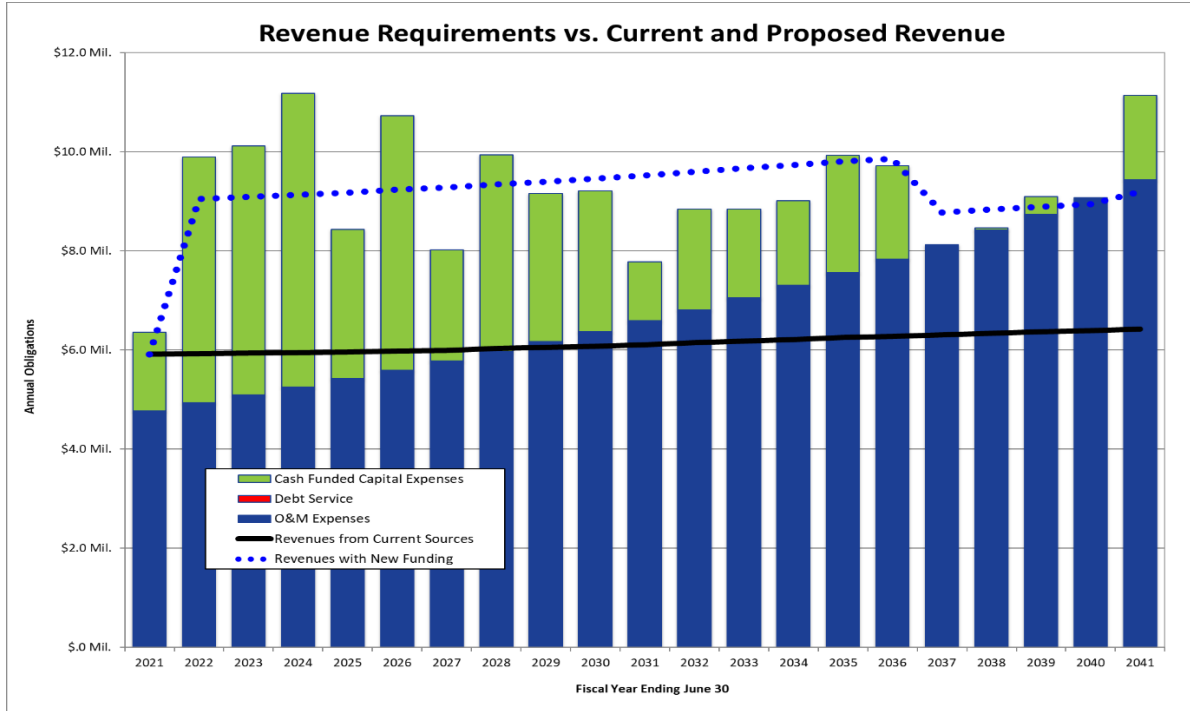
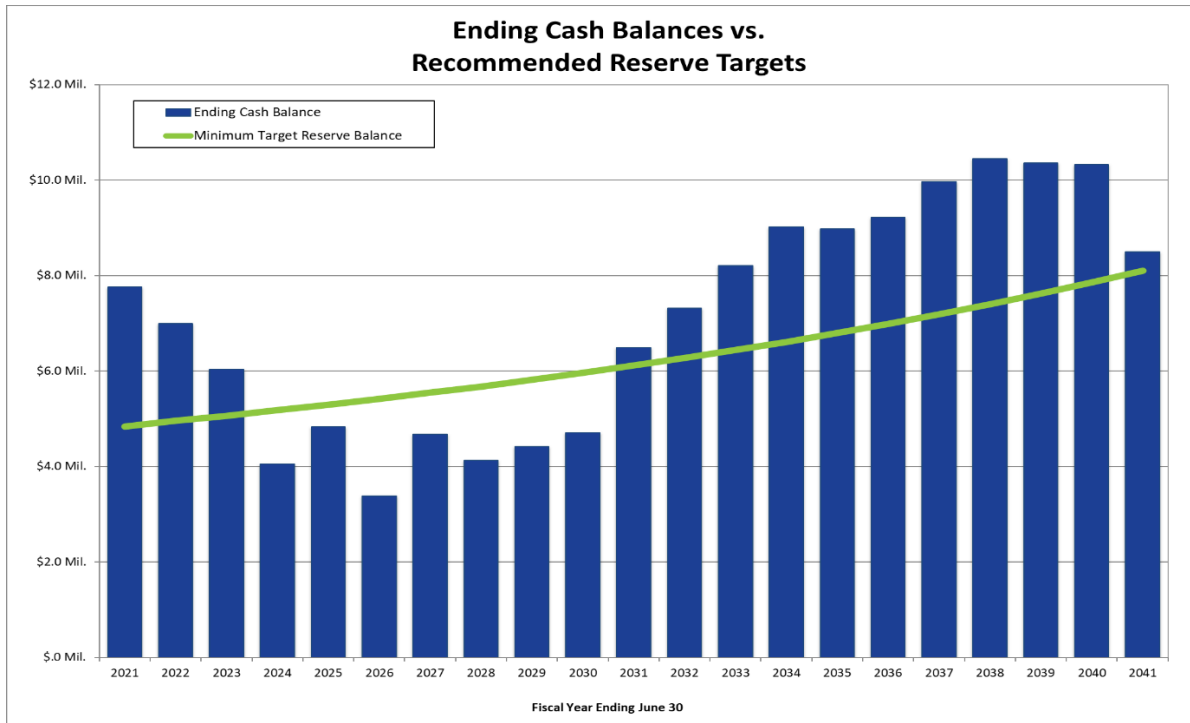


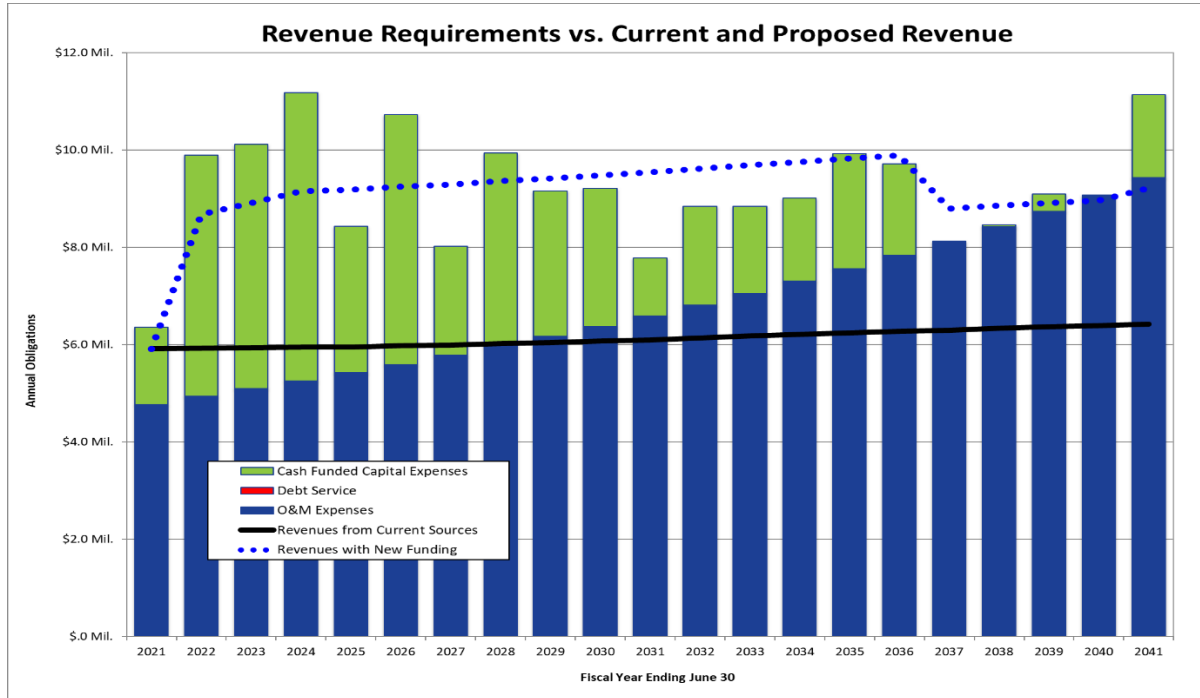
Figure 6. Alternative 2 – Ending Cash Balance vs. Recommended Reserve Targets



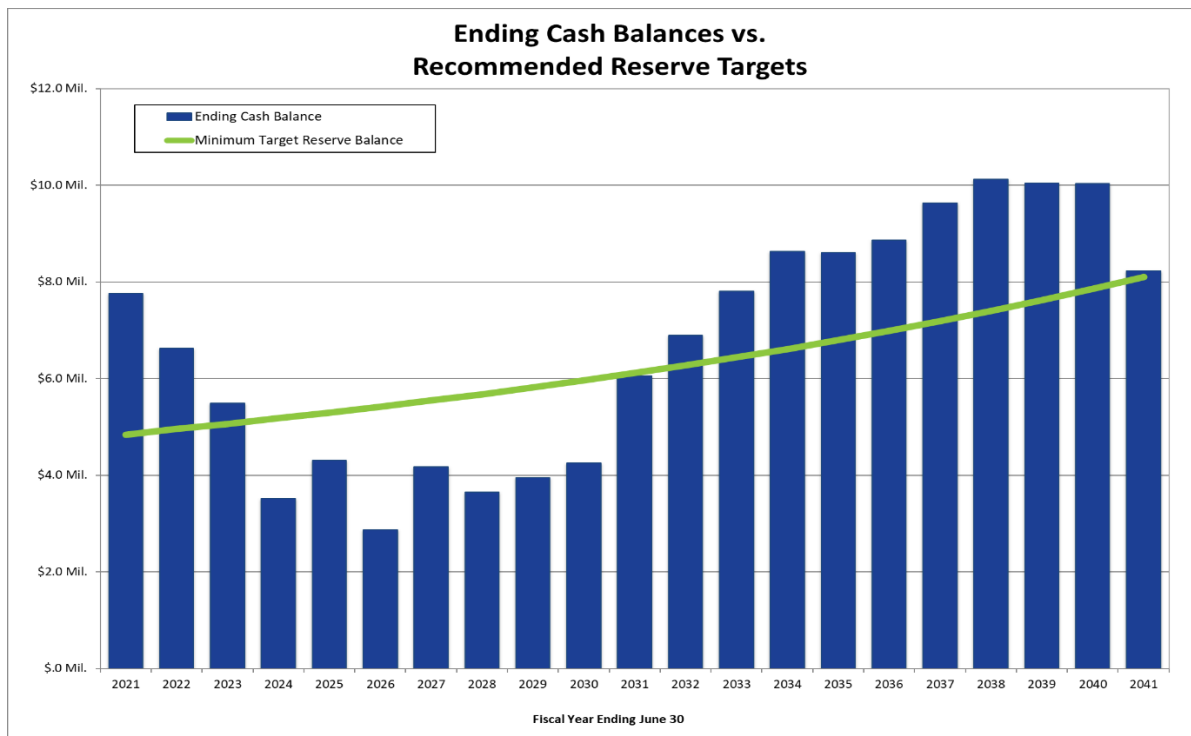


**Alternative 3 – Full CIP with no Bond Financing & Reserve Spend Down, cont.:**

**Figure 7. Alternative 3 – Revenue Requirements Under Existing & Increased Rates**



**Figure 8. Alternative 3 – Ending Cash Balance vs. Recommended Reserve Targets**



## LONG TERM FUNDING SOLUTIONS

The long-range financial plan contemplates three alternatives where the total amount of the required increases in revenue will correlate with the planned CIP, increased funding needed for operating and maintenance costs, and to ensure the District has sufficient reserve funds. There are three primary types of funding instruments which are appropriate to provide the needed revenue: (1) a tax; (2) an assessment; or (3) a fee. The structural basics of each of these funding instruments are shown in Table 4 below.

**Table 10. Funding Instrument Overview**

| Type                       | Approved by                      | Approval Threshold  | Required Findings   |
|----------------------------|----------------------------------|---|---|
| <b>Tax</b>                 | Registered Voters                | 2/3 Ballots Cast  | Method must be reasonable   |
| <b>Assessment</b>          | Property Owners                  | Majority Protest of Ballots Cast, Weighted according to Assessment Amount | <ol style="list-style-type: none"> <li>1. Identify all Benefits</li> <li>2. Separate Special from General Benefits</li> <li>3. Apportion costs to parcels based on Proportional Special Benefit per parcel</li> </ol> |
| <b>Fee<sup>1</sup></b>     |                                  |   | Proportional cost of providing service to each parcel   |
| <b>1<sup>st</sup> Step</b> | Property Owners                  | Majority Protest of <i>all</i> Property Owners                            |   |
| <b>2<sup>nd</sup> Step</b> | a) Property Owners,<br><i>or</i> | Majority Approval of Ballots Cast: 1 vote/parcel                          |   |
|                            | b) Registered Voters             | 2/3 of Ballots Cast   |   |

1. Property Related Fees require a two-step approval process unless exempt. Storm Water Drainage services are not yet considered exempt, pending outcome of SB 231 validation proceeding.

Each of the above-referenced funding instruments have certain strengths and weaknesses that may make them a more or less desirable option. These issues are outlined in Table 5 below.

**Table 11. Funding Instrument Strengths and Weaknesses**

| Type              | Strength  | Weakness   |
|-------------------|---|--|
| <b>Tax</b>        | No substantial required findings<br>Most legally defensible                               | 2/3 Voter Approval <sup>1</sup>  |
| <b>Assessment</b> | Property Owner Majority Protest   | <ol style="list-style-type: none"> <li>1. Extensive Finding Requirements related to defining the Benefits provided</li> <li>2. Separation of General &amp; Special Benefits</li> <li>3. Allocation of costs shall be according to the Proportional Special Benefits provided</li> <li>4. Additional Assessment Engineering Time/Expense to support required findings</li> <li>5. City must Fund all General Benefit costs, may be a substantial amount</li> <li>6. May not exempt any parcels based on ownership or use</li> <li>7. Most Legally Vulnerable</li> </ol> |
| <b>Fee</b>        | Option to select approval group,<br>Property Owner majority protest<br>Legally defensible | If Registered Voters selected as approval group,<br>2/3 Voter Approval   |

1. AB 195 (Chaptered 2017) modified the appearance and content of ballots which may make complicated tax formulas difficult to fit within the prescribed content limitations.

Assuming no additional considerations, the funding instruments are ranked below in order of preferability based on the ease of approval and legal defensibility:

1. Property Related Fee
  - a. If successful SB 231 defense, only a one-step public hearing is required
  - b. If no SB 231 outcome yet, 2<sup>nd</sup> step property owner election required
2. Special Tax
3. Assessment

Further analysis is required to determine the best instrument to fund the District's CIP . To perform the analysis, the District will need to identify exactly what improvements and related costs are being funded by the new funding instrument. NBS currently assumes the improvements included in the District's CIP will more or less service the entire District area in an equal manner.

## **NBS' ASSUMPTIONS AND CONSIDERATIONS**

In preparing this memorandum and the opinions and recommendations included herein, NBS has relied on a number of principal assumptions and considerations with regard to financial matters that may occur in the future. This information and assumptions, including the District's budgets, capital improvement costs, and information from District staff were provided by sources NBS believes to be reliable, although NBS has not independently verified this data.

NBS' use of such information and assumptions is reasonable for the purpose of this report and its recommendations, but some assumptions will invariably not materialize as stated herein and may vary significantly due to unanticipated events and circumstances. Therefore, the actual results are expected to vary from those projected to the extent that actual future conditions differ from those assumed by NBS or provided to NBS by others.