



Moraga-Orinda Fire District

TO: Board of Directors

FROM: Gloriann Sasser, Administrative Services Director

DATE: November 16, 2022

SUBJECT: **Item 6.1 Long Range Financial Forecast November 2022**

BACKGROUND

At the October 2022 Board meeting, the Board directed staff to update the Long Range Financial Forecast (Forecast) based on what could happen with the economy. The last update to the Forecast was in April 2022. Due to 2022 economic conditions including inflation, rising interest rates and stock market declines, three scenarios have been prepared (see attachments):

- o A - Same assumptions as April 2022 forecast
- o B - One year decline
 - o CCCERA investment return -22% in 2022
 - o PARS District portfolio investment return -20% in FY22/23
 - o Property tax revenue growth +2% in FY23/24
 - o Operating expenses increase 5% throughout
 - o Construction cost estimates increase 20%
- o C - Two year decline
 - o CCCERA investment return -22% in 2022 and 2023
 - o PARS District portfolio investment return -20% in FY22/23 and FY23/24
 - o Property tax revenue growth +2% in FY23/24 and FY24/25
 - o Operating expenses increase 5% throughout
 - o Construction cost estimates increase 20%

The Forecast covers a forward-looking 10-year period. The Forecast uses several significant assumptions, which are explained below.

Property Tax Revenue

Property tax revenue for FY22/23 is based on actual results and the quarter one financial update. Property tax revenue for FY22/23 is projected to increase 4.94% or \$1.4M. The Property Tax Revenue California Consumer Price Index granted for all taxing entities in the State per Proposition 13 for 22/23 is 2.0%. This is an increase from the prior year index of 1.036%. The history of the Property Tax Revenue California Consumer Price Index is as follows:

Fiscal Year	Property Tax Revenue California Consumer Price Index
22/23	2.0%
21/22	1.036%
20/21	2.0%
19/20	2.0%
18/19	2.0%
17/18	2.0%

16/17	1.525%
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Median sale prices of single-family homes in the District (both cities) increased 9.64% in 2020 over the previous calendar year, and those median prices increased an additional 13.03% in 2021. In the cities that make up the District there was an increase in the number of homes sold in 2021 by 162 transactions. This means that there was a 25.8% increase in the number of homes that sold in calendar year 2021 and these sales will impact 22/23 revenue. The properties that sold in 2021 added an increase of 80.0% to the market value when compared to the value of the property on the tax roll before the sale transaction. This increase in the tax roll values will result in increased property tax revenue to the District.

HdL property tax revenue projections for the District are as follows:

23/24	5.22%
24/25	5.10%
25/26	5.13%
26/27	5.12%

The Forecast uses the following property tax revenue projections:

- A and B: 2% in FY23/24, then 3.5% throughout the remaining years
- C: 2% in FY23/24 and 24/25, then 3.5% throughout

Other General Fund Revenues - Same assumptions in all scenarios

Ambulance fees – Projected to increase 1.5%

Strike team revenue (net of overtime costs) – FY23/24 is projected at \$300,000, then increase 3% throughout

Other revenue (fuel break administrative fee) – The administrative fee for the Tunnel East Bay Hills Fuel Break is projected to be received in the General Fund in FY24/25 (\$683,632.)

General Fund Expenditures

Regular salaries – +5% effective July 1, 2023 per the MOUs, then +3% throughout in all scenarios

Overtime – +5% effective July 1, 2023 per the MOUs, then +3% throughout in all scenarios

Benefits – +3% throughout in all scenarios

Retiree health insurance – Capped per the MOUs, no increases in all scenarios

Operating expenses – Budget for FY22/23, then increase +5% throughout in all scenarios

Pension Costs

There are several significant items to note related to administration of the District's pension benefits at the Contra Costa County Employees' Retirement Association (CCCERA):

- The CCCERA Board decreased the discount rate/assumed rate of return from 7.00% to 6.75% effective with the December 31, 2021 valuation. This resulted in an increase to the District's pension rates beginning in FY23/24.
- The most recent CCCERA actuarial valuation as of 12/31/2021 was calculated using a 6.75% investment earnings assumption in all future years including 2022.
- Actual year-to-date CCCERA investment returns for the period January 1, 2022 through June 30, 2022 is -10.8%.
- Based on the 12/31/2021 actuarial valuation, Segal projected the District's Safety cost group will reach full funding as of the 12/31/2026 actuarial valuation (FY28/29 rates.) However, Segal noted that this projection was based on plan assets as of 12/31/2021 and that market conditions have changed significantly since 12/31/2021.
- The 12/31/2021 actuarial valuation included the impact of a recent change in benefit amount for one District retiree due to resolved litigation between the retiree and CCCERA.
- CCCERA set the District's pension rates for FY23/24 based on the 12/31/2021 actuarial valuation. The District's Safety pension rates increased 10% primarily due to the discount rate decrease from 7.00% to 6.75%. The actual rates set by CCCERA for FY23/24 have been used in all scenarios.

- For Scenario A: Five-year projections were provided by Segal, CCCERA's actuary, in October 2022 based on CCCERA investment returns through December 31, 2021 (+13.9%) as follows:

FY2023	Actual rates set by the CCCERA board of directors (70.35% for Safety Classic and 59.63% for Safety PEPRA)
FY2024	Actual rates set by the CCCERA board of directors (80.80% for Safety Classic and 69.94% for Safety PEPRA)
FY2025	+1.19%
FY2026	-4.18%
FY2027	-3.74%
FY2028	-4.08%
FY2029	-40.27%
FY2029 forward	No projections are provided by CCCERA. The remaining years use calculations provided by GovInvest software.

- Scenario B: Projections provided using GovInvest software with -22% assumed investment return in 2022
- Scenario C: Projections provided using GovInvest software with -22% assumed investment return in 2022 and 2023

OPEB Funding

Actual quarter-to-date investment return for the District's OPEB trust fund with PARS for the period July 1, 2022 through September 30, 2022 is -4.95%.

- Scenario A: OPEB contributions are based on actuarial calculations used in the GASB 75 OPEB Valuation Report as of June 30, 2022 which was calculated using a discount rate of 6.25% and 15-year closed amortization period.
- Scenario B: OPEB contributions calculated using GovInvest software with a forecast of -20% PARS investment return in FY2023.
- Scenario C: OPEB contributions calculated using GovInvest software with a forecast of -20% PARS investment return in FY2023 and 2024.

Pension Rate Stabilization Trust Fund Contributions

The most recent investment returns released by CCCERA are -10.8% net of fees for the six month period January 1, 2022 through June 30, 2022.

- Scenario A: Pension trust contributions are based on GovInvest software calculations using a discount rate of 6.25%, salary increases of 4% effective July 1, 2022 and 5% effective July 1, 2023, 2021 investment earnings of +13.9% and investment earnings of 6.25% throughout the remaining years.
- Scenario B: Pension trust contributions are based on GovInvest software calculations using a discount rate of 6.25%, salary increases of 4% effective July 1, 2022 and 5% effective July 1, 2023, 2021 investment earnings of +13.9%, 2022 CCCERA investment loss -22%, and 6.25% throughout the remaining years.
- Scenario C: Pension trust contributions are based on GovInvest software calculations using a discount rate of 6.25%, salary increases of 4% effective July 1, 2022 and 5% effective July 1, 2023, 2021 investment earnings of 13.9%, 2022 and 2023 CCCERA investment loss of -22%, and 6.25% throughout the remaining years.

Capital Projects Fund

The Long Range Financial Forecast - Capital Expenditures (Attachments B and C), have been updated to reflect a projected construction cost increase of 20%. Major expenses include:

Rebuild Fire Station 41/Administration as follows:

FY2023 \$1,000,000 included
in Budget
FY2024 \$4,800,000 (+20%)
FY2025 \$4,800,000 (+20%)

Remodel of Fire Station 45 as follows:

FY2026 \$618,000 (+20%)
FY2027 \$2,472,000 (+20%)

The pension obligation bonds were paid-in-full effective July 1, 2022. The District has one outstanding debt issue that paid for the construction of Fire Station 43 with an annual debt service payment of \$322K. The Forecast includes a transfer of money that was previously used to pay for the pension obligation bonds from the General Fund to the Capital Projects Fund to pay for the construction of Fire Station 41/Administration and to pay for the remodel of Fire Station 45. This would allow the District to pay cash for the two projects.

Transfers from the General Fund to the Capital Projects Fund in all scenarios are as follow:

FY2023 \$3,100,000
FY2024 and 2025 \$3,000,000
FY2026 and 2027 \$2,000,000
FY2028 ongoing \$1,100,000

Fund Balance Policy and Fund Balance Goal

The District’s Fund Balance Policy states the District will maintain a minimum unrestricted fund balance in the General Fund of at least 17% of budgeted General Fund revenue at fiscal year-end with a goal of achieving a 50% year-end General Fund balance in the long term. Results are as follows:

Scenario A: 46% to 131%
Scenario B: 32% to 50%
Scenario C: -17% (less than minimum) to 47%

Growth of Reserves

	Unrestricted Reserves	General Fund Unrestricted Reserves as a Percentage of Budgeted Revenue	OPEB Trust Fund	Pension Stabilization Trust Fund
2016	\$9,753,441	19%	\$176,437	\$0
2017	\$11,485,547	23%	\$472,933	\$304,836
2018	\$12,319,249	28%	\$882,129	\$700,449
2019	\$12,846,486	31%	\$1,358,338	\$1,879,809
2020	\$13,960,991	38%	\$1,999,673	\$3,022,693
2021	\$16,887,812	43%	\$2,948,603	\$5,582,483
2022	\$19,618,860	49.68%	\$2,798,054	\$6,845,315

Long Range Financial Forecast Results

Scenario A: The Forecast shows a deficit in the General Fund in FY2024, then a surplus in the General Fund with revenue exceeding expenditures (including OPEB and pension trust contributions) in all years. The Forecast shows a Capital Projects Fund deficit in four years with sufficient fund balance to fund the Capital Projects Fund deficits.

Scenario B: The Forecast shows a deficit in the General Fund in six of the years and a surplus in four of the years. The Forecast shows a Capital Projects Fund deficit in four years with sufficient fund balance to fund the Capital Projects Fund deficits.

Scenario C: The Forecast shows a deficit in the General Fund in every year, with insufficient reserves to maintain the expenditures in the last four years. Spending reductions would be required.

Summary of Unfunded Liabilities

The section titled Summary of Unfunded Liabilities includes projections of the District's unfunded pension liabilities calculated using the GovInvest software presenting both CCCERA's actuarial assumptions and the District's actuarial assumptions. It also includes projections of the District's OPEB unfunded liabilities based on the District's OPEB actuarial assumptions and planned trust contributions.

Conclusion

Significant uncertainty exists within the United States and global economies. District costs will be effected by stock market performance and inflation. Rising mortgage interest rates could negatively effect the sale prices of residential real estate and property taxes within the District. Staff will continue to carefully monitor the District's finances. Staff requests Board direction regarding the Long Range Financial Forecast.

RECOMMENDATION

Staff Recommendation: 1) Discuss; 2) Deliberate; 3) Provide direction to Staff.

ATTACHMENT

[Scenario A.pdf](#)

[Scenario B.pdf](#)

[Scenario C.pdf](#)

[Capital and Apparatus.pdf](#)

Moraga-Orinda Fire Protection District
 Long Range Financial Forecast - Capital Expenditures
 Draft Update
 November 2022

	DESCRIPTION	AGE	REPLACEMENT DATE	BOOK VALUE	2018 REPLACEMENT COST	PROJ 22/23	PROJ 23/24	PROJ 24/25	PROJ 25/26	PROJ 26/27	PROJ 27/28	PROJ 28/29	PROJ 29/30	PROJ 30/31	PROJ 31/32
	BUILDINGS & GROUNDS														
	STATION-41/TRAINING	62	2022	579,367	8,500,000	1,000,000	4,800,000	3,600,000							
	ADMINISTRATION	50	2022	340,435	1,500,000			1,200,000							
	STATION-42	17	2041	1,992,000	2,721,437	35,000									
	STATION-43	2	2058		4,093,000										
	STATION-44	12	2046	2,648,802	2,478,819	35,000									
	STATION-45	48	2022	475,488	2,500,000				618,000	2,472,000					
	CAPITAL IMPROVEMENTS - OTHER						72,000	74,160	76,385	78,676	81,037	83,468	85,972	88,551	91,207
	TOTAL FACILITIES EXPENDITURES					1,070,000	4,872,000	4,874,160	694,385	2,550,676	81,037	83,468	85,972	88,551	91,207
	TOTAL APPARATUS EXPENDITURES/VEHICLE					1,258,123	727,577	600,000	38,312	210,000	0	1,894,952	315,000	0	0
	FIREFIGHTING CAPITAL EQUIPMENT						50,000	51,500	1,153,045	54,636	56,275	57,964	59,703	61,494	63,339
	IT CAPITAL EXPENDITURES					164,250	20,000	20,600	21,218	21,855	22,510	23,185	23,881	24,597	25,335
	OTHER CAPITAL EXPENDITURES					14,200	20,000	20,600	21,218	21,855	22,510	23,185	23,881	24,597	25,335
	TOTAL CAPITAL					\$ 2,506,573	\$ 5,689,577	\$ 5,566,860	\$ 1,928,178	\$ 2,859,022	\$ 182,332	\$ 2,082,754	\$ 508,436	\$ 110,689	\$ 205,217

