

FINANCIAL CONDITION

Financial condition is the measure of how healthy a city's finances are at a particular point in time

In February 2016, this Office published our first report on financial condition. This chapter builds on those efforts. For more information and plain English explanations of how to understand financial condition and how to interpret the measures provided, see [Measuring San José's Financial Condition](#).

FINANCIAL CONDITION

WHAT IS FINANCIAL CONDITION?

Financial condition is the measure of how healthy a city's finances are at a particular point in time. A city is considered financially healthy if it can deliver the services its residents expect with the resources its residents provide, both now and in the future. A city that is financially healthy is prepared to respond to residents' needs as they change over time, while laying the groundwork for long-term projects that will impact services many years down the line. Additionally, a financially healthy city is prepared for unforeseen events that will impact its ability to deliver services to its residents.

Cities in poor financial condition are not able to provide the services that residents want, either now or in the future. They're more susceptible to economic downturns—requiring cutbacks in services and maintenance—and they may have difficulty recovering from financial setbacks and economic downturns.

Information from this chapter is from the City's audited Comprehensive Annual Financial Report (CAFR). Other chapters use adopted budget information. The CAFR differs from the City's annual adopted operating budget in the timing and treatment of some revenues and expenditures. This chapter provides both background information about the City's finances and measures of financial condition. See this chapter's endnotes for definitions and links to the City's numerous financial and budgetary documents.

Three key questions to ask about the City's financial condition:

- 1) *Can the City pay its bills now?* It's important that the City has enough cash and investments that can be quickly turned into cash to pay bills and respond to unexpected circumstances. If the City can't pay the bills, it has to cut services or cover costs with safety net reserves.
- 2) *Can the City's revenues cover its expenses?* The City doesn't just need to pay bills now—it needs to make sure that the money it brings in regularly is enough to cover its annual expenses. If this doesn't happen, service levels won't be sustainable in the long term.
- 3) *Can the City pay its bills in the future?* The City will have bills in the future, and its current financial condition will influence its ability to pay them. For the long-term future, the City needs to make sure that its revenue sources are enough to cover long-term spending needs and provide services to a growing, changing population.

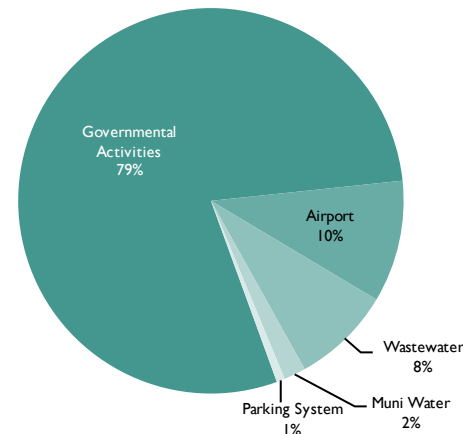
WHAT MAKES UP THE CITY GOVERNMENT?

Most of what the City government does is considered to be a *governmental activity*, meaning that the programs and departments are funded by the public at large and can be used by everyone who lives in, works in, or travels to San José. This includes police, fire, libraries, roads, parks, and code enforcement. Some of these activities are funded by fees. These governmental activities are primarily funded through the City's *General Fund* (the City's primary, unrestricted operating fund).

However, many cities operate programs that don't receive general tax revenue to support their operations. These are called *business-type activities*. For example, the Mineta San José International Airport is supported through fees from airlines and passengers and rent from concessionaires. These programs are paid for out of different funds (often called *enterprise funds* or *proprietary funds*) than what are used for governmental activities. That way, the City pays for business-type activity expenses with the revenue those activities generate.

Most of the City's expenses are considered within *governmental activities* (about \$1.55 billion out of the \$1.96 billion total in FY 2015-16).

City of San José Expenses (FY 2015-16)
Governmental vs. Business-Type Activities



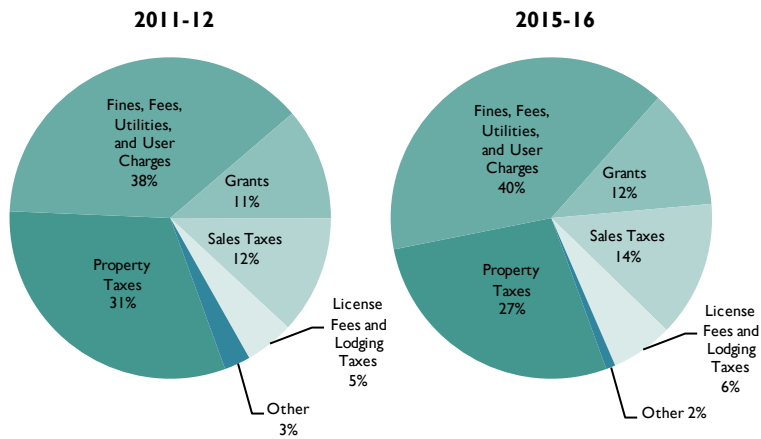
Source: 2015-16 Comprehensive Annual Financial Report

CITY REVENUES

The City relies on a number of funding sources to support its operations, including taxes, grants, fees, fines, and utility and user charges. Most California cities generate the majority of their revenue from taxes and fees for services. Some revenue sources have restrictions on how they can be spent.

The composition of governmental activity revenues (i.e., excluding business-type activities such as the Airport) has changed over the past five years. For example, whereas property taxes accounted for 31 percent of governmental activity revenues in 2011-12, they accounted for just 27 percent of the total in 2015-16. On the other hand, the portion of general government revenues coming from sales taxes grew from 12 percent to 14 percent over that time.

Governmental Activity General and Program Revenues by Type

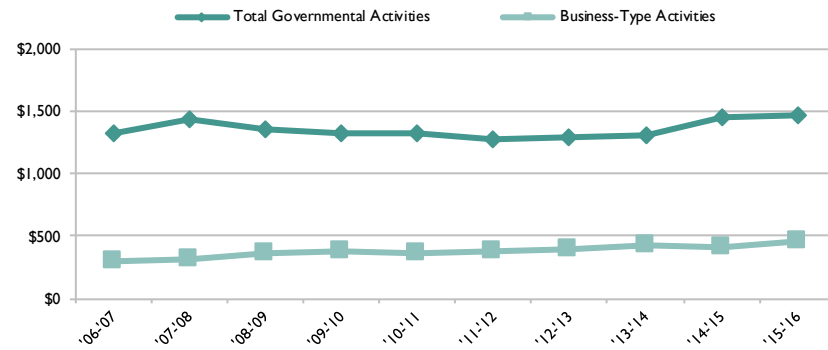


Source: 2011-12 and 2015-16 Comprehensive Annual Financial Reports

The City received \$1.9 billion in revenues in FY 2015-16. Governmental activity revenue totaled \$1.48 billion, a 1 percent increase from the previous year. Business-type activities generated \$467 million in FY 2015-16. All business-type activities generated more revenue than ten years ago.

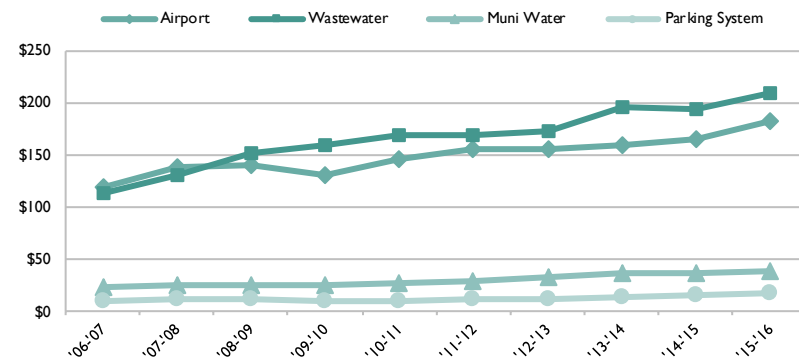
- Airport operating and non-operating revenues were up 53 percent.
- Wastewater Treatment revenues were up 84 percent.
- Muni Water revenues were up 67 percent.
- Parking System revenues were up 69 percent.

Total City Revenues (\$millions)



Source: 2006-07 through 2015-16 Comprehensive Annual Financial Reports

Business-Type Revenues by Source (\$millions)



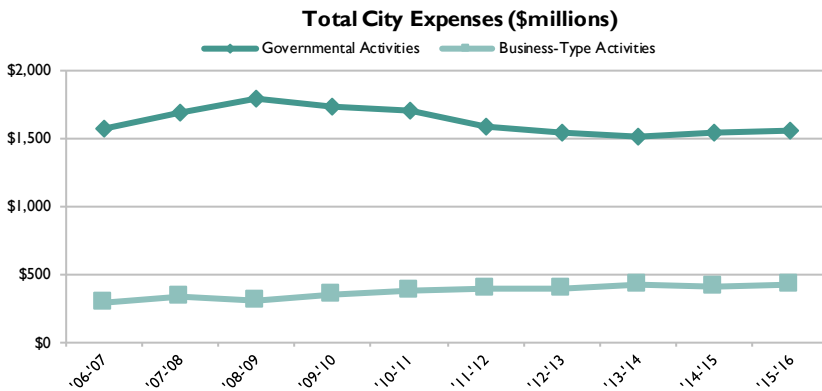
Source: 2006-07 through 2015-16 Comprehensive Annual Financial Reports

FINANCIAL CONDITION

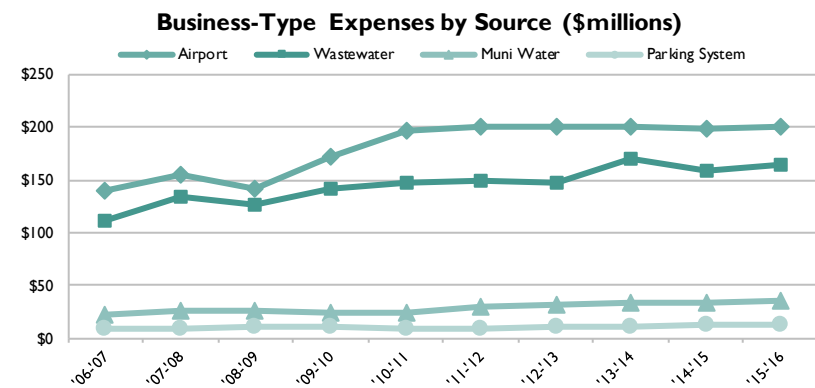
CITY EXPENSES

The City's total expenses peaked in 2008-09 at \$2.1 billion and have since fallen to \$1.96 billion in 2015-16. Governmental activity expenditures, almost 80 percent of the total, are about the same as ten years ago. Expenses from business-type activities have increased over this same time period. These expenses include non-cash expenses such as depreciation (see "City Capital Assets and Spending" later in this chapter).

As previously noted, revenue sources are often restricted in how they can be spent. As a result, reducing expenses for one service does not necessarily mean that expenses can be increased for another service, because the revenue may not be transferable.



Source: 2006-07 through 2015-16 Comprehensive Annual Financial Reports



Source: 2006-07 through 2015-16 Comprehensive Annual Financial Reports

OPERATING SURPLUS/DEFICIT

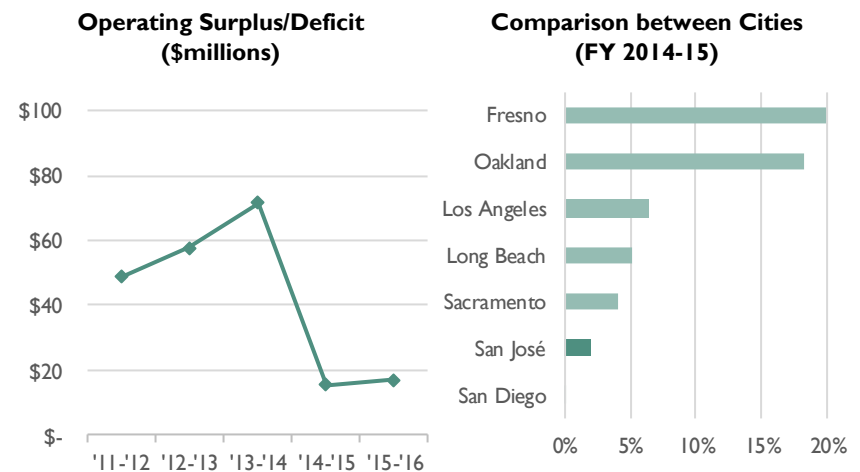
The City's General Fund operating surplus grew over the last year.

Ideally, a city's revenues will equal its expenditures; it will break even, rather than spending too little on services or too much. If the City spends too much on services, it has an operating deficit—it spent more than the revenues it brought in. Operating deficits that continue for years are unsustainable for a city's financial health.

In 2014-15, General Fund expenditures increased by \$77.9 million (10.9 percent from 2013-14). This included increased personnel costs, expanded service delivery, and increased capital outlay and capital maintenance expenditures. That year, General Fund revenues only increased by 2.8 percent.

The graph to the below left shows the difference between the City's General Fund total revenues and expenditures. The graph to the below right expresses this as a comparison ratio (surplus or deficit divided by revenues).

For this measure, a **higher** number indicates a better financial condition.



REVENUE PER CAPITA

The City's revenue per capita has increased over the last four years.

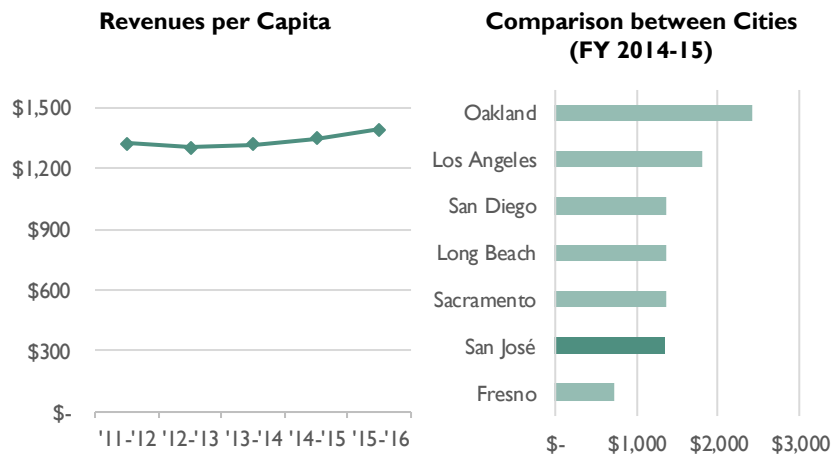
As a city's population increases, it is beneficial if the city's revenues also increase to maintain or grow service delivery for the expanding number of residents. Otherwise, the city may have to cut services or find new revenue sources.

The City's revenues per capita have grown consistently over the last four years. San José had a relatively lower revenue per capita compared to other jurisdictions, though it was comparable to Sacramento, Long Beach, and San Diego.

For more information, including a breakdown of sales tax revenue, see the Economic Development chapter.

The graphs below compare governmental funds revenue to population. A higher ratio means that there was more revenue generated per capita.

*For this measure, a **higher** ratio indicates better financial condition.*



EXPENDITURES PER CAPITA

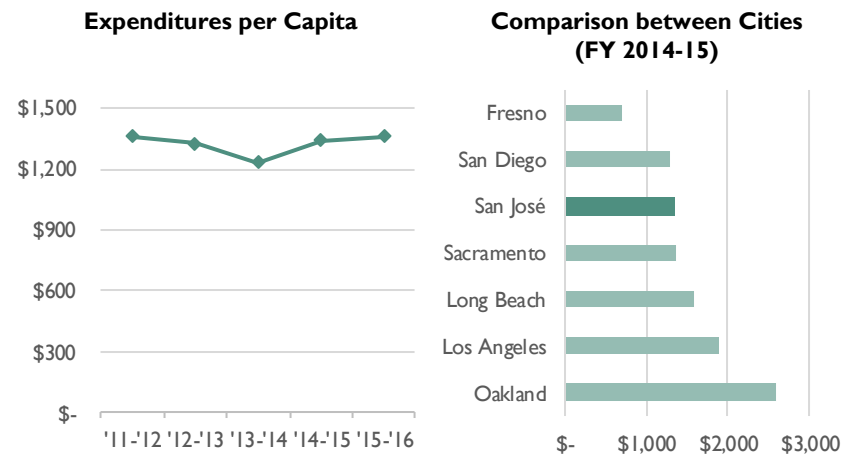
The City's expenditures per capita have increased over the last year.

As a city adapts its service delivery over time and as its population changes, the amount of money expended per capita can shift. If the expenditures increase compared to population, it may indicate that new services were added, or that service delivery has become more expensive or less efficient.

The City's governmental funds expenditures per capita have grown over the past two years, following a low point in 2013-14. San José had relatively low expenditures per capita compared to other surveyed jurisdictions. The level and types of service offered may vary between cities.

The graphs below compare governmental funds expenditures to population. A lower ratio means that there were fewer expenditures per capita.

*For this measure, a **lower** ratio indicates better financial condition (but a potentially lower level of service).*



FINANCIAL CONDITION

NET ASSETS PER CAPITA

The City's net position has declined.

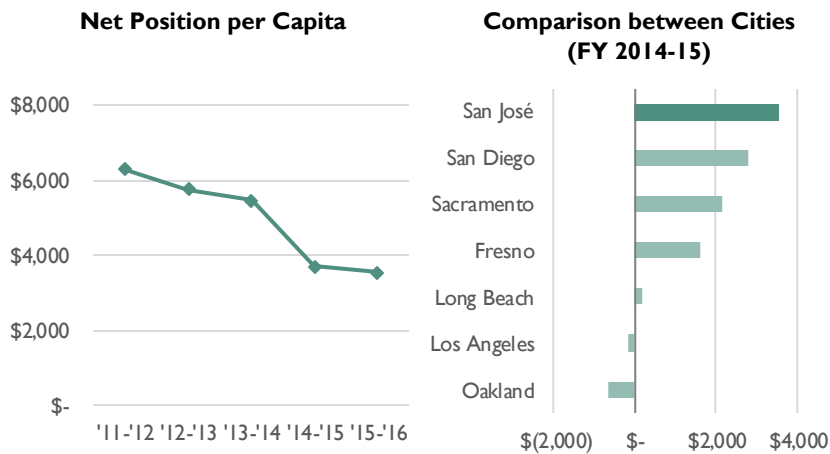
Revenues from the City's programs ideally should cover the expenses that the City incurs for those programs—otherwise, the City will have to make ends meet by dipping into other savings, and it won't be able to save money for projects and safety net reserves.

The City's expenditures for governmental activities (including depreciation on its capital assets) exceeded its revenues in 2015-16 by over \$70 million. As a result, the City's net position declined.

Nonetheless, San José had a higher net position per capita than other surveyed cities in 2014-15. As noted previously, cities may provide a varying range of services to residents. A change in accounting practices due to the addition of net pension liability contributed to the decline between 2013-14 and 2014-15.

The graphs below show the City's net position per capita. A higher ratio means the City had more resources to provide services per resident.

For this measure, a **higher** ratio indicates better financial condition.



ABILITY TO PAY EXPENSES

The City had more cash available in its General Fund than it did in prior years.

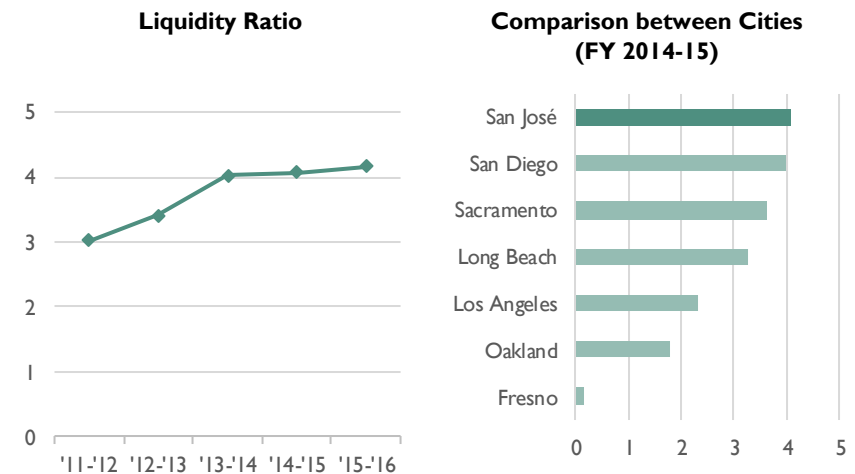
Cash and investments that can be quickly turned into cash enable the City to pay bills that will come due in the short term (within one year or sooner).

The amount the City had in its treasury in cash and investments has been increasing over the last five years. This is a positive trend indicating the City is in a better position to pay obligations in the short term. As of June 30, 2016, the City's cash and investments were four times the amount that it owed within the next year.

San José had the highest ratio of cash to liabilities compared to other cities surveyed. This means that San José was in a comparatively good position to pay short-term obligations with cash and investments compared to other cities.

The graphs below show the amount of money that the City has in cash and investments compared to the amount of short-term obligations the City owes, all within the General Fund. A higher ratio shows a better ability to pay short-term obligations.

For this measure, a **higher** ratio indicates better financial condition.



BUILDING UP RESERVES

The City’s General Fund unassigned fund balance reserves decreased slightly compared to revenue

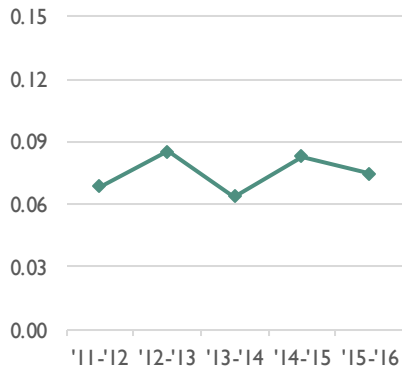
The City has several different reserves set aside. Of these reserves, the unassigned fund balance has the fewest restrictions on how it can be used. Within the unassigned fund balance are the City’s safety net reserves: money that’s set aside to pay for services and salaries when revenues take a turn for the worse.

San Jose’s General Fund unassigned fund balance ratio has remained relatively consistent over the past five years, with a slight decrease in 2015-16. Moreover, the City’s ratio was comparable to other jurisdictions.

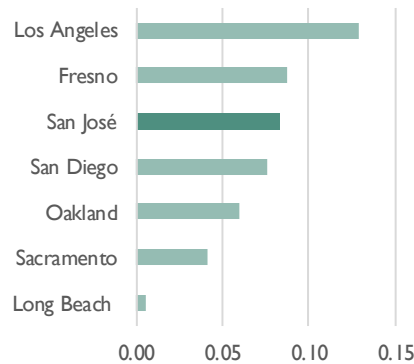
The graphs below compare the money in the General Fund unassigned fund balance to total General Fund revenues. A higher ratio means that there was more money saved as compared to the revenues that were brought in.

For this measure, a **higher** ratio indicates better financial condition.

Unassigned General Fund Balance



Comparison between Cities (FY 2014-15)



CITY OBLIGATIONS AND DEBT

The City owes money in the form of short- and long-term obligations including debt.

Short-term obligations are due within the next year. This includes things like accrued wages that City employees have earned and *accounts payable* (money owed for supplies or for services rendered). Short-term obligations totaled **\$267 million** as of June 30, 2016.

Long-term obligations are generally not due within the next year, but will need to be paid in the future. For example, the accrued vacation and sick leave that employees have earned but haven’t taken is included as a long-term obligation. The purchase, construction, and renovation of City-owned facilities is usually financed using *debt* that the City has issued in the form of bonds. The payment of bond debt, called *debt service*, includes payment of principal and interest. As of June 30, 2016, the City owed \$2.5 billion in long-term debt (mostly in the form of bonds issued by the City or a related entity—see the box below), about half for governmental activities and about half for business-type activities. These long-term obligations, including debt, totaled **\$5.6 billion** as of June 30, 2016. For more information, see the Finance Department and Retirement Services chapters.

The City also has obligations for pensions and *other postemployment benefits* (OPEB), which includes healthcare for retired City employees. Beginning in 2014-15, the Governmental Accounting Standards Board (GASB) changed the rules for how governments calculate and present pension liabilities (requiring them to be included with other liabilities in the main financial statements). Similar rules for OPEB are to take effect for FY 2017-18. Until the new GASB rules take effect, OPEB liabilities are not included in calculations of long-term obligations in the main financial statements. As of June 30, 2015, independent actuaries determined the liabilities for pension plans and OPEB exceeded assets by **\$3.7 billion**.

Who has to pay the City’s debt?

Separate entities within the broad City organization are legally responsible for different parts of the City’s debt. On the one hand, the City is not legally obligated to use the City’s general revenues to pay the business-type obligations. On the other hand, the City’s business-type revenues are restricted and may not be used to pay other debt obligations.

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ABILITY TO PAY OBLIGATIONS

Three years of revenue would be required to pay the City's obligations.

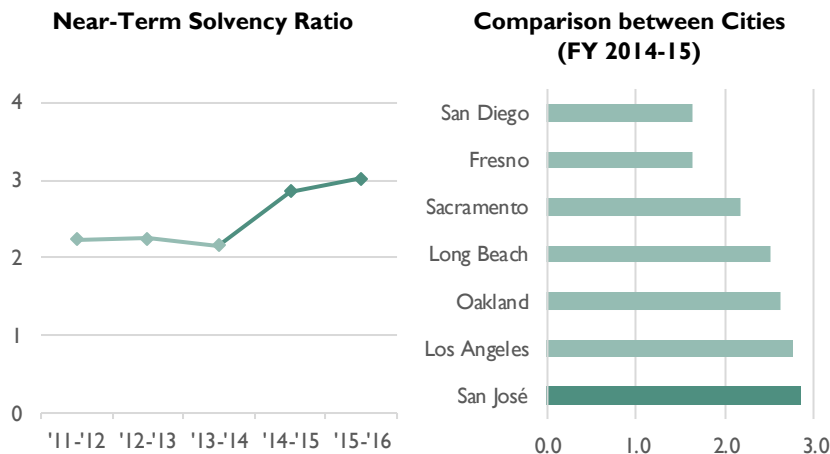
A city the size of San José has both short-term and long-term obligations that must be paid in the future, such as accounts payable and notes payable. The fewer number of years of annual revenue needed to pay the City's obligations, the better the City's financial condition.

In 2014-15, the City began including its net pension liability, which totaled nearly \$1.7 billion that year, to the calculation of total liabilities. For this reason, 2011-12 through 2013-14 is shown in a lighter color.

San José had more liabilities compared to revenues than all other cities surveyed. Cities were required to include net pension liability into their main financial statements in 2014-15.

The graphs below compare the City's short- and long-term obligations to the City's annual revenues (including all governmental and business-type activities). A lower ratio shows that the City was able to pay a larger portion of its debts with annual revenues.

For this measure, a **lower** ratio indicates better financial condition.



Note: 2011-12 through 2013-14 do not include net pension liability.

AMOUNT BORROWED PER RESIDENT

The amount the City had borrowed in the form of bonds per resident decreased.

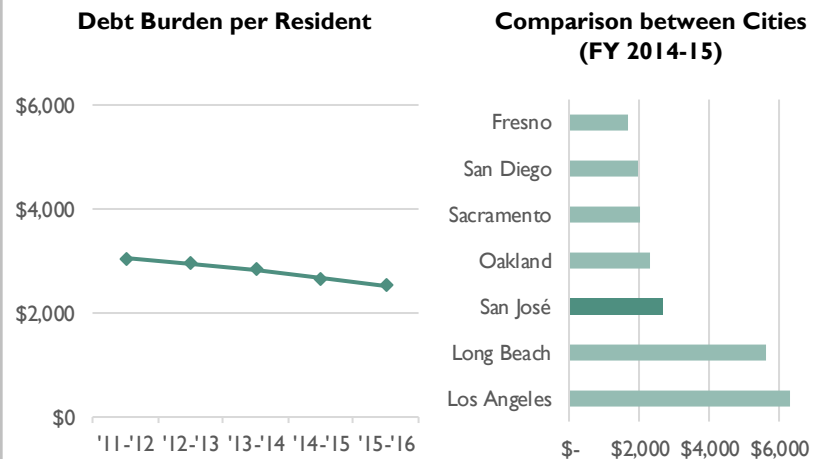
Having a low amount borrowed per resident would put the City in a better position, and potentially make it easier to borrow more money should the need arise.

2015-16 saw the lowest amount of bonded debt per resident than in the previous five years. The City's single largest source of long-term debt in the form of bonds was related to capital improvements at Mineta San José Airport, for which the outstanding debt totaled \$1.3 billion as of June 30, 2016 (to be repaid with Airport revenues). For more information, see the Airport chapter.

San José's debt burden per resident was mid-range of other cities surveyed. A city's debt is highly dependent on what range of services a city offers.

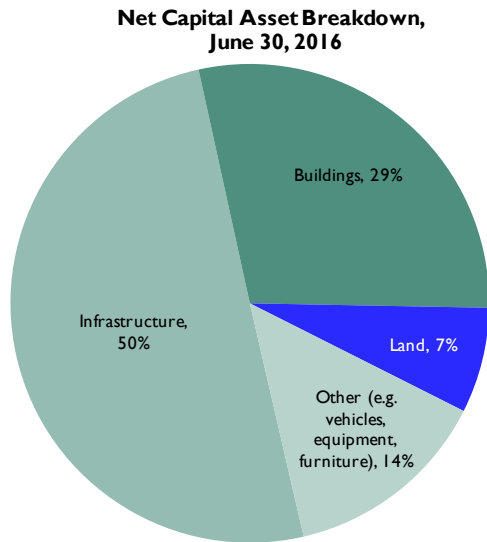
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For this measure, a **lower** ratio indicates better financial condition.



CAPITAL ASSETS AND SPENDING

The City owns a variety of capital assets—land, buildings, vehicles, equipment, infrastructure (e.g., roads, bridges, sewers), and other assets with a useful life beyond one year. Capital assets also include construction projects currently being built but not yet completed (referred to as construction in progress). Paying for and maintaining these assets play a critical role in the City’s financial condition.



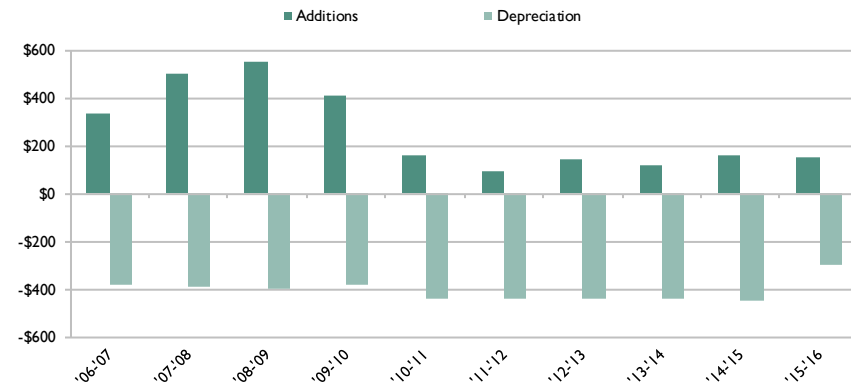
Source: 2015-16 Comprehensive Annual Financial Report

At the end of fiscal year 2014-15 the City owned \$7.6 billion of capital assets. This figure represents the historical purchase or constructed cost less normal wear and tear from regular use (referred to as *depreciation*).

Capital assets used for governmental activities totaled \$5.6 billion and assets used in business-type activities such as the Airport, wastewater treatment, and other business-type activities totaled \$2 billion.

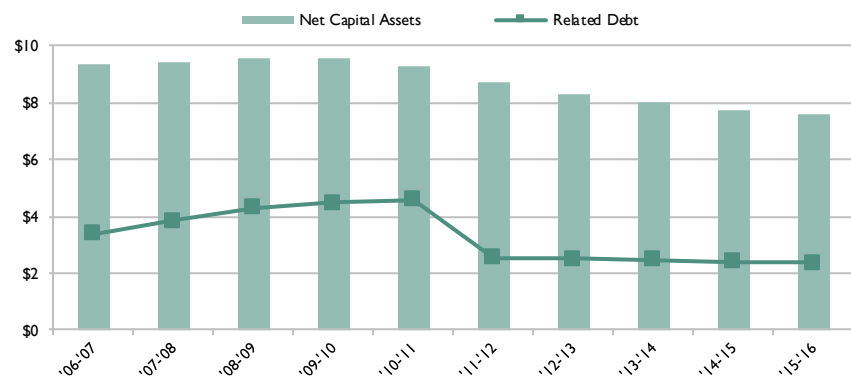
In 2015-16, the City added \$151 million in capital assets; however, these were offset by \$299 million in depreciation. Among the additions were capital projects at the Wastewater Treatment Facility and the Airport, and purchases of property from the Successor Agency to the Redevelopment Agency (SARA). On June 30, 2016, capital asset-related debt totaled \$2.3 billion, slightly lower than the prior year.

Capital Asset Additions and Depreciation (\$millions)



Source: 2006-07 through 2015-16 CAFRs. Note: Capital additions do not include transfers.

Net Capital Assets and Related Debt, Fiscal Year End (\$billions)



Source: 2006-07 through 2015-16 CAFRs.

Note: Capital asset-related debt dropped nearly \$2 billion between 2010-11 and 2011-12 as a result of the transfer of former Redevelopment Agency debt to the SARA. Net capital assets account for transfers (during 2014-15 and 2015-16, SARA transferred \$78.9 million and \$7.9 in capital assets to the City, respectively).

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CAPITAL ASSETS AND SPENDING (CONTINUED)

On an annual basis, the City administration prepares a status report on the deferred maintenance and infrastructure backlog. In January 2016, staff reported that the City faced an estimated \$1.1 billion deferred maintenance and infrastructure backlog, with an estimated additional \$174 million needed annually in order to maintain the City's infrastructure in a sustained functional condition. The transportation system (e.g., streets, street lighting) is most affected by the backlog.

Infrastructure Backlog (all funds as of January 2016)

Program	Current Backlog of Deferred Needs	Annual Ongoing Unfunded Needs
Airport	\$ 13,551,000	\$ 12,100,000
Building Facilities*	\$ 133,317,000	\$ 17,830,000
City Facilities Operated by Others	\$ 7,520,000	TBD
Convention Center and Cultural Facilities	\$ 48,042,000	\$ 2,565,000
Fleet	\$ 8,700,000	\$ 1,400,000
Parks, Pools and Open Space	\$ 137,805,000	\$ 30,590,000
Sanitary Sewer	TBD	\$ 5,700,000
Service Yards	\$ 17,000,000	\$ 2,900,000
Storm Sewer	\$ 40,000,000	TBD
Information Technology	\$ 4,545,600	\$ 3,047,482
Radio Communications	none	none
Transportation Infrastructure	\$ 670,600,000	\$ 98,300,000
Regional Wastewater Facility	none	none
Water Utility	none	none
Total	\$ 1,081,080,600	\$ 174,432,482

Source: [Status Report on Deferred Maintenance and Infrastructure Backlog, 2016 \(Attachment A\)](#)

* Annual ongoing is for Parks buildings only, remaining facilities TBD.

CHANGE IN VALUE OF CAPITAL ASSETS

The value of the City's capital assets decreased over the last five years.

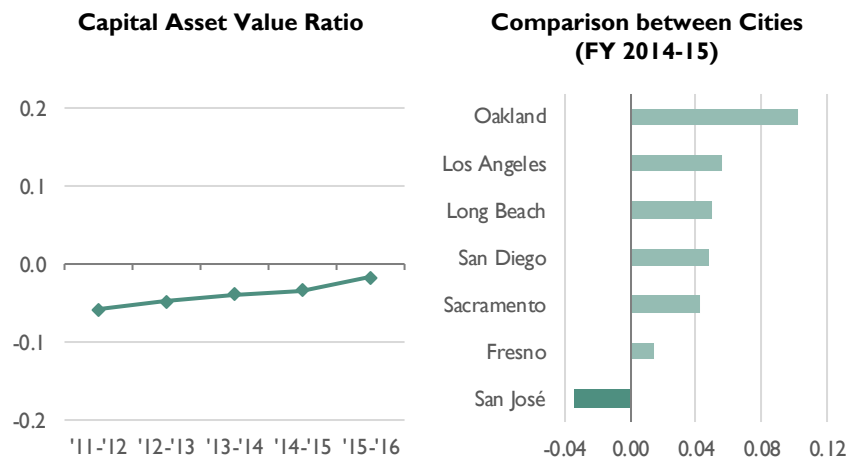
Most of the City's capital assets decrease in value over time because of depreciation. If the City doesn't replace or renovate its capital assets, the value over time decreases.

Though the City's ratio was increasing, the City's capital assets still ended the year on June 30, 2016 with a book value of about \$140 million less than when the year started (about 1.8 percent below the value on July 1, 2015). The negative ratio indicates that the City's assets decreased in value—that is, the value at the end of the year was less than the value at the beginning of the year. This indicates that the depreciation of capital assets was greater than the value of capital assets added, and that some capital assets may need to be renovated or replaced.

San José was the only city surveyed that had its capital assets decrease in value in 2014-15.

The graphs below show the difference in the value of capital assets at the end of the year, divided by the value at the beginning of the year.

For this measure, a **higher** ratio indicates better financial condition.



ENDNOTES

What Makes Up the City Government: Trust and Agency funds, including the Pension Trust Funds and the Successor Agency to the Redevelopment Agency, are not included in revenues. **CAFR Source:** Government-wide Statement of Activities.

City Revenues: The City also doesn't receive 100 percent of the sales tax levied in Santa Clara County. The City receives less in tax revenue per capita than many other Santa Clara County cities. **CAFR Source:** Government-wide Statement of Activities and Statistical Section

City Expenses: Trust and Agency funds, including the Pension Trust Funds and the Successor Agency to the Redevelopment Agency, are not included in expenses. **CAFR Source:** Government-wide Statement of Activities

Operating Surplus/Deficit: This measure includes only the General Fund. **Formula:** General Fund revenues – General Fund expenditures (for San José 5-year chart); (General Fund revenues – General Fund expenditures) / General Fund revenues (for comparison with other cities). **CAFR Source:** Governmental Funds Statement of Revenues, Expenditures, and Changes in Fund Balances

Revenue per Capita: This measure includes all governmental funds. **Formula:** Total government funds revenues / Population. **CAFR Source:** Governmental Funds Statement of Revenues, Expenditures, and Changes in Fund Balances, and Statistical Section.

Expenditures per Capita: This measure includes all governmental funds. **Formula:** Total government funds expenditures / Population. **CAFR Source:** Governmental Funds Statement of Revenues, Expenditures, and Changes in Fund Balances, and Statistical Section.

Net Assets per Capita: This measure considers only governmental activities. Business type activities are not included. **Formula:** Governmental Activities Net Position / Population. **CAFR Source:** Government-wide Statement of Activities and Statistical Section

Ability to Pay Expenses: This measure considers cash and investments held in the City Treasury in the General Fund, as compared to liabilities. It is important to note that measures of cash and investments are a snapshot as of a given date. As a result, information could change the following day as cash flows in and out in revenues and bills paid. **Formula:** Total General Fund Cash and Investments / (General Fund Liabilities – General Fund Unearned Revenue). **CAFR Source:** Governmental Funds Balance Sheet.

ENDNOTES (CONTINUED)

Building up Reserves: This measure focuses on General Fund unassigned fund balance. Unassigned fund balance includes contingency reserves and budget stabilization reserves (designed to buffer against financial shocks) and certain earmarked reserves (set aside for a purpose but potentially available in a catastrophic need). This measure shows short-run financial position. **Formula:** Unassigned General Fund Balance / Total General Fund Revenues. **CAFR Source:** Governmental Funds Balance Sheet; Governmental Funds Statement of Revenues, Expenditures, and Changes in Fund Balance

City Obligations and Debt: The \$2.5 billion in long-term debt noted above includes some debt for which the City has limited obligation or is not legally liable. This includes City of San José Financing Authority lease revenue bonds; the City is responsible for making annual lease payments so long as there is beneficial use and occupancy of the leased facility. In addition to the \$2.5 billion noted above, the City manages, but is not liable for, long-term debt associated with the former Redevelopment Agency and conduit financing related to multi-family housing revenue bonds. In total, the City managed \$4.9 billion in debt. **CAFR Source:** Summary of Long-Term Debt

Ability to Pay Obligations: Other Postemployment Benefits (OPEB) are not included. **Formula:** (Primary Government Liabilities - Unearned Revenues) / Primary Government Revenues. **CAFR Source:** Government-wide Statement of Net Position and Statement of Activities

Amount Borrowed per Resident: This measure reflects all primary government bonded debt, which includes governmental and business-type activities. Population estimates are from the State of California, Department of Finance. Trust and Agency funds, including the Pension Trust Funds and the Successor Agency to the Redevelopment Agency, are not included. **Formula:** Total Outstanding Debt for the Primary Government / Population. **CAFR Source:** Statistical Section

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ENDNOTES (CONTINUED)

Capital Assets: Assets are valued at cost minus accumulated depreciation. Some assets may be fully depreciated. Trust and Agency funds, including the Pension Trust Funds and the Successor Agency to the Redevelopment Agency, are not included. **CAFR Source:** Capital Assets Note Disclosure

Change in Value of Capital Assets: This measure represents the net value of all primary government capital assets, which includes those owned by governmental activities and business-type activities. Land, intangible assets, and construction in progress are not depreciated. **Formula:** (Ending Net Value of Primary Government Capital Assets - Beginning Net Value) / Beginning Net Value. **CAFR Source:** Capital Assets Note Disclosure and Reconciliation of the Changes in Fund Balances for Governmental Funds to the Statement of Activities

ADDITIONAL REPORTS FOR MORE INFORMATION

The City of San José prepares numerous financial and budgetary documents during the fiscal year.

The **Comprehensive Annual Financial Report (CAFR)** provides the City's audited financial statements, notes to those statements, the City Management's Discussion and Analysis of the financial information and trends, as well as other essential information. All measures included in this report were calculated using data from the City's CAFRs. Visit: [Finance Department's Report Homepage](#).

The **Comprehensive Annual Debt Report** contains information such as recent debt issued by the City and the outstanding debt portfolio. The Annual Debt Report is a key document to better understand the City's debt, which is relevant for several measures presented in this report. Visit: [Finance Department's Report Homepage](#).

The City's **Annual Adopted Operating Budget** details how the City will pay for services and operations. The Adopted Operating Budget contains key information about the City's budgets and performance, broken down by broad areas of City service delivery and City departments. It also contains information about the sources and uses of operating funds. Visit: [City Manager's Budget Office 2016-17 adopted budget homepage](#).

The City Manager's Budget Office also prepares an **Annual Adopted Capital Budget** and a **Five Year Capital Improvement Program** to outline how the City will maintain and grow its capital assets. This document provides detailed information about the planned capital investments in the City's assets such as buildings, parks, and transportation infrastructure. Visit: [City Manager's Budget Office 2016-17 adopted budget homepage](#).

The **Annual Report** provides unaudited information on the financial status of the City at the end of each fiscal year. The focus of the Annual Report is a comparison of actual revenue collections and expenditures to projections and appropriations included in the budget. This report also provides information about each City fund, including the status of the year-end reserve levels. Visit: [City Manager's Budget Office 2015-16 Annual Report homepage](#).

The **Five Year Forecast** includes projected revenues and expenditures for the General Fund and revenue projections for the Capital Improvement Program. Visit: [City Manager's Budget Office Five Year Forecast homepage](#).

The **Fees and Charges Report** documents the majority of the fees and charges within the General Fund and selected fees within other funds. Some fees for enterprise activities, such as the Airport, are not included as they are approved separately. Visit: [City Manager's Budget Office Proposed Fees and Charges homepage](#).