

PEBBLE BEACH COMMUNITY SERVICES DISTRICT

LONG-TERM FINANCIAL PLAN

March 27, 2020



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OBJECTIVES

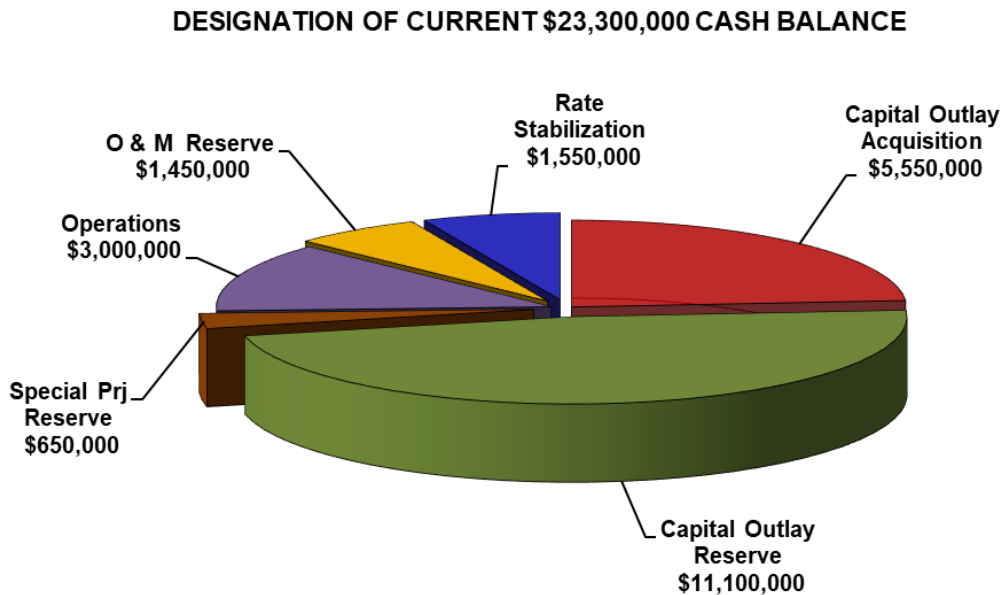
The Long-Term Financial Plan of the Pebble Beach Community Services District (PBCSD) has been prepared with the following objectives:

- Identify the District’s current and estimated future resources to finance operations (O&M) and capital outlays.
- Provide a funding method for the District’s 15-Year Capital Outlay Program (COP) on a “pay-as-you-go” basis.
- Set criteria and target levels for reserves designated for various purposes.
- Provide a projection of the District's long-term financial position.

SUMMARY

CURRENT RESOURCES AND DESIGNATIONS

The District has approximately **\$23.3 million** in cash and investments as of March 1, 2020. This amount is proposed to be designated as presented in the chart below and explained as follows:



1. Operations (O&M)

The **\$3 million** designated for operations is based on the cyclical revenue flow and O&M expenses. The revenue inflow to the District does not evenly match monthly O&M expenses. The District receives most of its annual revenue twice a year, in December and April. The recommended amount is expected to finance the operations for March through December 2020. A short-term cash flow projection is provided in **Appendix A**.

2. Capital Outlay Acquisition Fund

The capital outlays and other construction projects that are planned to be completed in the remaining part of the current fiscal year or rolled over to the next fiscal will be financed with the **\$5.5 million** allocated to the Capital Outlay Acquisition Fund. This amount includes \$4.1 million for sewer pump station rehabilitations, sewer line replacements, and other equipment; \$1 million for the PBCSD share of Carmel Area Wastewater District (CAWD) Treatment Plant capital improvements; and \$450,000 for undergrounding projects.

3. Reserves

According to District policies, the **Operating (O&M) Reserve** is set at **\$1.45 million** which is **10%** of the current O&M Budget. The **Rate Stabilization Reserve** is at **\$1.55 million** which is **50%** of the amount budgeted for wastewater operations.

The **Capital Outlay Reserve** amount of **\$11.1 million** has been determined by a methodology using estimated cost and useful life of the capital outlays, with the exception of undergrounding projects, as explained in more detail in this report.

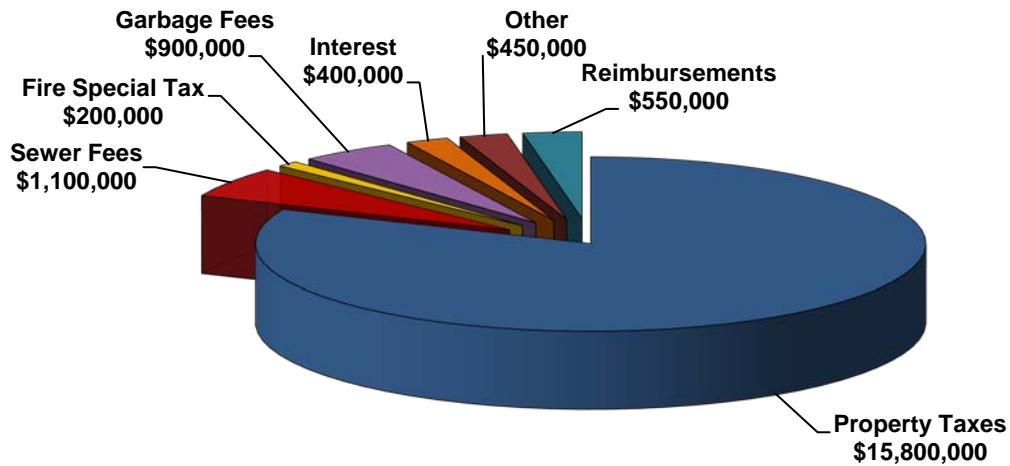
The **\$650,000** in the **Special Projects Reserve** is the balance remaining after setting aside funds for the purposes presented above. This amount is planned to be allocated for undergrounding projects and is in addition to the \$450,000 reported under Capital Outlay Acquisition Fund.

The 2020 Long-term Capital Outlay Plan (COP) includes an additional \$36 million of undergrounding projects for the 15-year period beginning in the next fiscal year 2020-21. This amount is significantly higher than the prior year (\$22.6 million). Due to high growth in annual revenue, the District may accomplish these projects on a pay-as-you-go basis as illustrated in this report.

ESTIMATED FUTURE REVENUE AND DESIGNATIONS

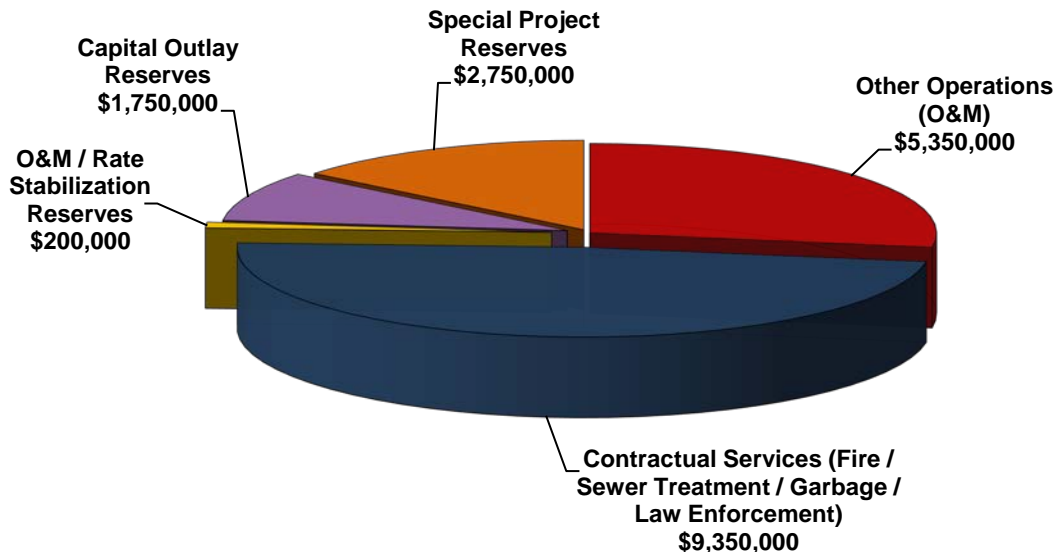
The chart below is the District’s estimated \$19.4 million annual revenue by source.

SOURCES OF \$19,400,000 ESTIMATED ANNUAL REVENUE



The proposed allocation of annual revenue is presented in the chart below and explained as follows:

ALLOCATION OF \$19,400,000 FUTURE ANNUAL REVENUE



Currently, District's annual revenues exceed its annual O&M expenses (excluding depreciation) by **\$4.7 million**. A portion of this amount will be needed to maintain the reserves and to pay for required capital outlays, and a portion is expected to be available to finance special projects such as undergrounding of overhead utilities.

Distribution of Future Annual Revenue

1. Operations (O&M)

The District's annual revenue is sufficient to finance its contractual services (\$9,350,000) and other O&M expenses (\$5,350,000) over the next 15 years. The revenue in excess of the O&M expenses can be allocated as described in the following "Reserves" section.

2. Reserves

The plan includes an annual allocation of **\$100,000** each to the **O&M Reserve** and the **Rate Stabilization Reserve** to maintain them at 10% of the O&M budget and 50% of the wastewater operations budget, respectively.

An annual allocation of **\$1.75 million** calculated for the **Capital Outlay Reserve** using the cost and useful life of each item included in the Long-Term COP. The methodology used is further explained in the "Background and Discussion" section later in this report.

Special Projects/Undergrounding/Building Reserves: It is estimated that **\$2.75 million** in annual revenue will be available that may be used to accomplish the \$36 million of undergrounding projects identified in the Long-Term COP with the following considerations:

- **CAWD Treatment Plant capital outlays paid from annual revenue**

PBCSD paid approximately \$7 million over the last five fiscal years from its annual revenue; and is expected to pay an additional \$9.2 million in the next 15 years for treatment plant capital outlays. The magnitude of the costs is higher than the amounts included in the PBCSD long-term plans prepared prior to CAWD's adoption of its 2014 Master Plan. The current proposed Financial Plan is based on the assumptions that: 1) PBCSD will continue to pay CAWD Plant capital outlays from its annual revenue, 2) will gradually build \$4 million in additional reserves by the fiscal year 2034-35 (the 15th year of the plan) to finance plant capital outlays beyond that year.

- **Temporary Reduction in Reserves**

The O&M, Rate Stabilization and Capital Outlay Reserves (a total of \$14.1 million), has been established at historical policy levels as of March 1, 2020, however, mainly due to the large increase in undergrounding projects, the reserves may temporarily be below the policy levels for a period of ten years. The following table displays the District reserve requirements calculated based on the historical method and the proposed 2020 Long-term Financial Plan.

District Estimated Reserve Fund Balances FY 2019/20 thru FY 2034/35

Fiscal Year Ending	Historical Method *	2020 Proposed Plan *	Difference	Reserves for CAWD Plant
2019-20	\$14,100,000	\$14,100,000	\$0	\$0
2020-21	\$12,556,000	\$11,720,000	-\$836,000	\$0
2021-22	\$11,727,000	\$9,176,000	-\$2,551,000	\$0
2022-23	\$11,431,000	\$8,992,000	-\$2,439,000	\$0
2023-24	\$11,821,000	\$9,560,000	-\$2,261,000	\$0
2024-25	\$11,820,000	\$9,582,000	-\$2,238,000	\$0
2025-26	\$10,813,000	\$8,503,000	-\$2,310,000	\$0
2026-27	\$11,854,000	\$9,997,000	-\$1,857,000	\$0
2027-28	\$12,370,000	\$11,066,000	-\$1,304,000	\$0
2028-29	\$13,491,000	\$12,780,000	-\$711,000	\$0
2029-30	\$13,634,000	\$13,493,000	-\$141,000	\$0
2030-31	\$13,878,000	\$14,640,000	\$762,000	\$762,000
2031-32	\$14,382,000	\$16,039,000	\$1,657,000	\$1,657,000
2032-33	\$14,957,000	\$17,517,000	\$2,560,000	\$2,560,000
2033-34	\$15,632,000	\$18,919,000	\$3,287,000	\$3,287,000
2034-35	\$15,797,000	\$19,987,000	\$4,190,000	\$4,000,000

*: includes O&M, Rate Stabilization, and Capital Outlay Reserves

The **Appendix B** on page 14 provides the estimated revenues, expenditures and balances for the District reserves over the term of the proposed Long-Term Financial Plan. The **Appendix C** on page 15 is a visual representation of the table above.

CONCLUSION

According to the proposed 2020 Long-term Financial Plan, the capital outlay reserve will be temporarily below the historical policy levels in the first ten years of the long-term plan. However, the District is expected to maintain financial stability while continuing with its increased undergrounding program, paying for its share of CAWD Treatment Plant and building sufficient reserves, without material risk by the end of 15 years. Due to various economic factors, assumptions used and the length of the time period, it is recommended the District continue with its practice of updating its Long-Term Capital Outlay Program and Financial Plan annually and make adjustments as needed.

ASSUMPTIONS MADE

The following are the assumptions and concepts used in development of the Plan:

- All capital outlays, with the exception of Reclamation assets, will be financed with the District's own resources on a pay-as-you-go basis (no debt financing).
- A total of \$8.2 million in Reclamation assets (Distribution System and Forest Lake Reservoir) will be fully financed by the Reclamation Project.
- At the end of the 15 years the District will continue to be in existence and adequate reserves will be available at that time for future periods.
- The costs included in the Long-Term COP are based on estimated current costs and the revenues and expenditures projected in the Long-Term Financial Plan have not been escalated over time. If the District revenues increase at the same rate as its O&M expenditures, the amount available for the required capital outlays, undergrounding and other discretionary projects will also increase at the same rate.

GASB 54 REPORTING IMPLEMENTATION

The Governmental Accounting Standards Board (GASB) Statement 54 requires the District to report the fund balance (the difference between assets and liabilities) of the *governmental funds* in the following categories in its annual financial statements.

- 1) **Non-spendable Fund Balance:** Amounts that cannot be spent due to form; for example, inventories and prepaid amounts.
- 2) **Restricted Fund Balance:** Amounts constrained for a specific purpose by external parties (i.e. creditors, debt covenants, grantors, contributors, laws and regulations of other governments), as well as enabling legislation.

- 3) **Committed Fund Balance:** Amounts constrained for a specific purpose by a formal action of a government’s highest level of decision-making authority. In contrast to the “restricted” fund balance, the amounts in the committed fund balance can be removed or changed by a formal action of the same authority.

- 4) **Assigned Fund Balance:** Amounts constrained by the government’s intent to use funds for a specific purpose that aren’t otherwise non-spendable, restricted or committed. The decision to assign amounts can be made by a governing board or a body or official that has been delegated authority. Actions to remove or modify assignments therefore are not as strict.

- 5) **Unassigned Fund Balance:** The residual amount which represents the fund balance that has not been classified as non-spendable, restricted, committed or assigned.

Because the GASB 54 applies only to the Financial Statements of the Governmental Funds, the amounts have been separately presented for the governmental and proprietary funds in the table below. The adoption of the plan will include the reporting of governmental funds in the below categories in the District’s annual financial statements.

Board Designation	Amount as of 3/1/2020	Proprietary Funds	Governmental Funds	GASB 54 Reporting
Operations	\$3,000,000	\$1,100,000	\$1,900,000	Unassigned
O&M Reserves	\$1,450,000	\$407,000	\$1,043,000	Committed
Rate Stabilization Reserves	\$1,550,000	\$1,550,000	\$0	N/A
Capital Outlay Acquisition	\$5,550,000	\$4,535,000	\$1,015,000	Committed
Capital Outlay Reserves	\$11,100,000	\$7,460,000	\$3,640,000	Committed
Special Project Reserves (Undergrounding Utilities)	\$650,000	\$0	\$650,000	Committed
Total	\$23,300,000	\$15,052,000	\$8,248,000	

BACKGROUND AND DISCUSSION

METHOD USED IN ALLOCATION OF DISTRICT RESOURCES FOR CAPITAL OUTLAYS

The following is an explanation of the District's fund structure used in the allocation of resources for the District's activities:

PBCSD FUND STRUCTURE

State laws and accounting regulations require the local governments to use "fund accounting" which involves maintaining and reporting resources and financial transactions separately for different types of activities. Accordingly, the District's accounting records statements are kept and annually reported in its financial statements in two main categories:

- 1. Governmental Funds** are used to account for and report the activities which are mainly financed through property taxes. The District's general government (administration and engineering), fire protection/emergency medical, supplemental law enforcement, and utility undergrounding services comprise its governmental fund activities.
- 2. Proprietary Funds** are used to account for and report the business-type activities which are financed, in whole or part, by fees paid by those who directly benefit from the service. The District's business-type activities include wastewater collection and treatment, solid waste, and recycled water distribution services.

In addition, the assets and liabilities of each of the two main categories explained above are kept in separate sub-categories either based on restrictions imposed by external sources (i.e. law, debt covenants, creditors, contributors, etc.), or designations made by the District Board pursuant internal policies. Currently, there are no external restrictions imposed on District resources. Internally, the District's cash and investments are accounted for in six sub-categories designated according to the District's operational needs and reserve policies.

PBCSD DISCRETIONARY INTERNAL FUND DESIGNATIONS

The purpose of the internal designations is to identify necessary financial resources to meet current operational and capital outlay needs; and to set aside necessary resources for future needs (reserves) for sustained economic stability of the District. The District's internal policies apply to both governmental and proprietary funds the same way. In order to provide clarity in understanding the District's overall financial position, the funds are combined in the Long-term Financial Plan.

The designations and the current reserve policies are as follows:

- 1) **Operations:** Designated to pay for ongoing operations and maintenance (O&M) expenses.
- 2) **O&M Reserve:** Maintained to be used in the case of catastrophic or unforeseen events. The O&M Reserve is maintained at 10% of the current year O&M Budget. Every year upon adoption of the final budget, the O&M Reserve balance is adjusted to meet the 10% criteria by transferring the necessary amount from Operations. If the O&M Reserve is used during a fiscal year, it is replenished to the appropriate level as soon as sufficient revenue is available.
- 3) **Rate Stabilization Reserve:** Established to help offset the impact of increases in wastewater service rates which may result from revenue fluctuations. It is maintained at 50% of the amount budgeted for wastewater operations and adjusted annually upon adoption of the final budget.
- 4) **Capital Outlay Acquisition:** Designated for the committed construction projects and other capital equipment included in the current fiscal year's budget. During the year, the amounts required for the budgeted capital projects are transferred from the Capital Outlay Reserve and the Special Projects Reserve funds described below into the Acquisition fund.
- 5) **Capital Outlay Reserve:** Established to set aside funds to finance the future capital outlays identified in the Long-Term COP with the exception of reclamation assets which are financed by the Reclamation Project, and special projects described below.
- 6) **Special Projects Reserve:** Designated to hold the resources available to finance discretionary projects such as the undergrounding of overhead utilities, and addition/expansion of services.

FINANCING METHOD FOR CAPITAL OUTLAYS

The long-term plan is based on financing the capital outlays with a combination of current cash resources and future annual revenue.

An initial amount of **\$11,100,000** is recommended to be placed in the capital outlay reserves from current cash resources. The following method has been used in determining the capital outlay reserve amount:

- An annual allocation for each Long-Term COP item has been determined using the estimated cost and useful life of each item (current replacement cost divided by useful life).
- An initial deposit has been calculated by multiplying the annual allocation determined above by the age of each the item. The intent is to ensure that monies for all prior year allocations have been set aside for each COP item.

This methodology is based on financing the capital outlays on a “pay-as-you-go” basis. When the future annual contributions are added to the initial deposit, monies needed for each item will be ready in the scheduled acquisition year. The following example illustrates this concept:

The Long-Term COP, Exhibit "B", fiscal year 2025-26 includes replacement of Fire Truck 22. The cost of the truck is \$1,000,000 and the useful life is 10 years. Therefore, the recommended annual savings is \$100,000 (\$1,000,000/10 years). Because the current truck is five years old, an initial allocation of \$500,000 (\$100,000 x 5 years) is placed in the capital outlay reserve for this item. When the annual \$100,000 contribution is added over the next five years, the full replacement amount will be available in the year 2025-26. Thereafter, annual contributions will continue in order to finance future replacements. Similar calculations have been made for all items listed in the COP, with the following exceptions:

1. \$300,000 is included to finance a \$600,000 sewer replacement project that is planned for every other year in the Long Term COP.
2. The CAWD Treatment Plant capital outlays are assumed to be financed by annual current revenue. Yet, a \$4,000,000 reserve for CAWD Plant is planned to be established by fiscal year 2034-35.

Based on the methodology and assumptions explained above, the required allocations for the Capital Outlay Reserve by function are as follows:

	Initial Allocation	Future Annual Allocations
Wastewater	\$6,450,000	\$780,000
Fire and Emergency Medical	2,620,000	410,000
Administration / Engineering	1,020,000	150,000
CAWD Treatment Plant	1,010,000	410,000
Total	\$11,100,000	\$1,750,000

VARIABLES TO MONITOR

The resources that will be available for undergrounding of utilities and other discretionary projects may be impacted depending on changes in priorities and the following factors:

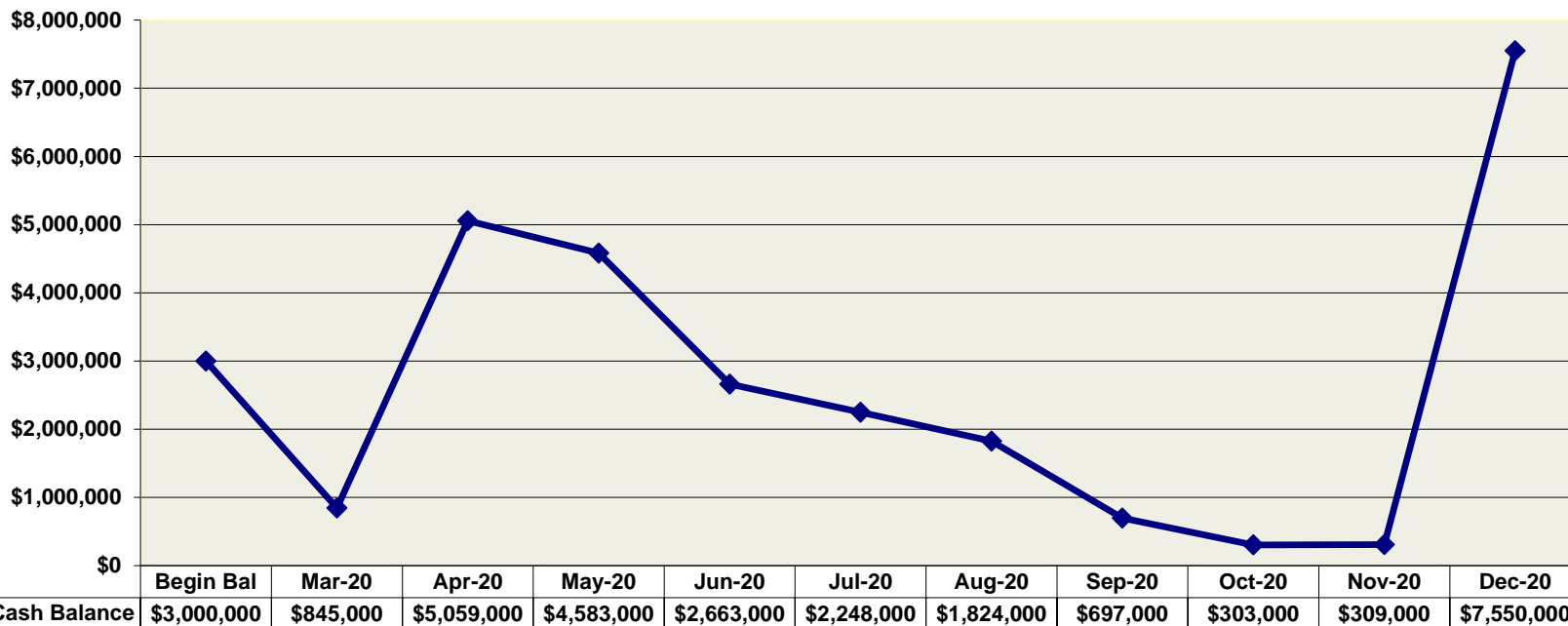
- 1) Availability of property taxes: Currently, the main revenue source of the District, property tax, makes up 85% of total revenue. On two different occasions in the previous years, the State shifted property tax revenue from enterprise special districts to help with its financial problems. The first shift, which occurred in fiscal year 1993-94, resulted in the permanent loss of over \$1 million in annual property tax revenue for the District. Another shift resulted in a loss of an additional \$1.7 million over a two-year period (fiscal years 2004-05 and 2005-06). This second shift ended beginning 2006-07 with constitutional protection for special districts thereafter. Since then, the State Legislative Analyst's Office made one unsuccessful proposal to authorize the counties to receive a portion of the water and wastewater district property taxes in order to finance certain responsibilities transferred to the counties from the State. Such a shift would have been allowed under the current law. Although lessened, there may always be the risk of property tax revenue loss for the District.

In addition to the State takeaways, the economy, in particular the changes in real estate market impact the District's property tax revenue. In fiscal year 2010-11 the property tax revenue declined as a result of the decline in the market and adjustments made in property valuations. The property tax revenue increased continually since then following national expansionary monetary and fiscal policies. The future monetary policies and the 2018 Tax Reform Law may impact asset values and resulting property tax revenue which should be monitored and considered in future decision making.

- 2) The rate of change in other revenues and expenses: Over the last ten years, the expenditures increased due to the expansion and addition of services. The District undertook new programs including: addition of a fourth firefighter on a fire truck (requires three positions), 24/7 paramedic service from both fire stations, water rescue program, increased fire command personnel, additional fire ladder truck, increased commitment for open space clearance for fire protection, one additional maintenance worker position, a traffic enforcement program, SCADA and other technology investments, community service events (i.e. annual household hazardous waste collection and emergency preparedness events), and undergrounding of utilities. The cost of fire service was also impacted significantly due to changes in labor laws which prescribe the overtime rules and regular work hours for firefighting personnel, and increases

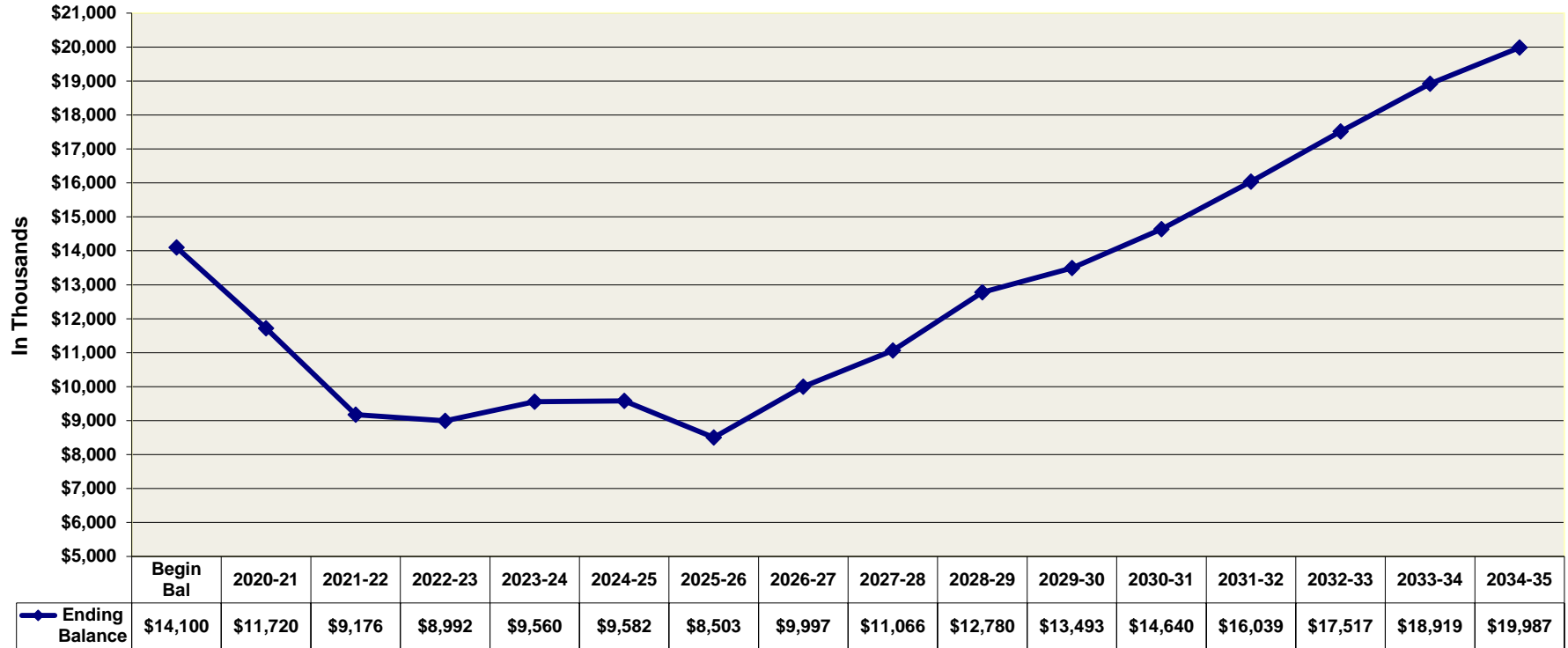
in pension and other retirement benefit costs. The increase in property tax revenue, the main funding source of the District, was high enough to finance the above- mentioned expansions in services. The sewer service fees, the second highest revenue source, was flat for a period of 15 years until FY 2013-14. Over the last six years, the District has been gradually increasing the sewer fees, which currently covers approximately 15% of the cost of providing service. Because the financial plan is based on assumption that the revenues will increase at the same rate as expenditures, the District may consider continuing to increase the fees gradually in future years.

Appendix A
PBCSD LONG TERM FINANCIAL PLAN
SHORT TERM CASH FLOW PROJECTION
MARCH - DECEMBER 2020



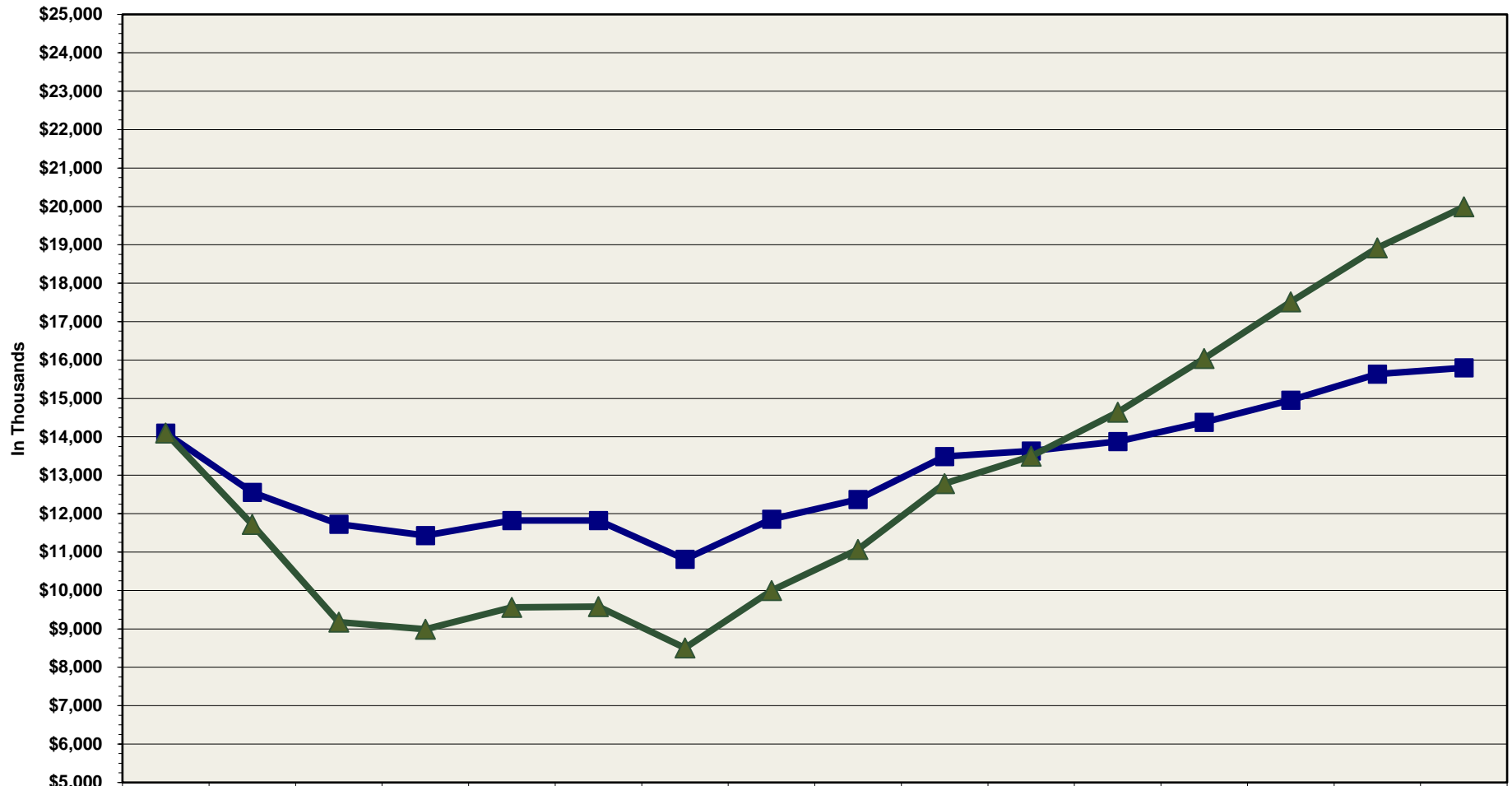
	Mar-20	Apr-20	May-20	Jun-20	Jul-20	Aug-20	Sep-20	Oct-20	Nov-20	Dec-20
Beginning Balance	\$ 3,000,000	\$ 845,000	\$ 5,059,000	\$ 4,583,000	\$ 2,663,000	\$ 2,248,000	\$ 1,824,000	\$ 697,000	\$ 303,000	\$ 309,000
Revenue	350,000	6,441,000	116,000	264,000	252,000	116,000	86,000	194,000	482,000	9,576,000
Total Expenditures	2,505,000	2,227,000	592,000	2,184,000	667,000	540,000	1,213,000	588,000	476,000	2,335,000
Ending Balance	\$ 845,000	\$ 5,059,000	\$ 4,583,000	\$ 2,663,000	\$ 2,248,000	\$ 1,824,000	\$ 697,000	\$ 303,000	\$ 309,000	\$ 7,550,000

Appendix B
PBCSD LONG TERM FINANCIAL PLAN
ANNUAL REVENUES, CAPITAL EXPENSES AND RESERVE BALANCES
FY 2020-21 THROUGH FY 2034-35



(In Thousands)	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33	2033-34	2034-35
Beginning Balance	\$14,100	\$11,720	\$9,176	\$8,992	\$9,560	\$9,582	\$8,503	\$9,997	\$11,066	\$12,780	\$13,493	\$14,640	\$16,039	\$17,517	\$18,919
Revenue:															
District Revenue	4,700	4,700	4,700	4,700	4,700	4,700	4,700	4,700	4,700	4,700	4,700	4,700	4,700	4,700	4,700
Reclam Prj Reimb.	435	80	115	350	20	45	4,650	0	235	20	185	0	0	400	1,620
Total Revenue	5,135	4,780	4,815	5,050	4,720	4,745	9,350	4,700	4,935	4,720	4,885	4,700	4,700	5,100	6,320
Long-Term Capital Outlays	3,515	4,924	2,349	1,832	2,048	3,174	5,506	1,281	921	2,007	1,738	1,301	1,222	1,698	3,252
Undergrounding Projects	4,000	2,400	2,650	2,650	2,650	2,650	2,350	2,350	2,300	2,000	2,000	2,000	2,000	2,000	2,000
Ending Balance	\$11,720	\$9,176	\$8,992	\$9,560	\$9,582	\$8,503	\$9,997	\$11,066	\$12,780	\$13,493	\$14,640	\$16,039	\$17,517	\$18,919	\$19,987

Appendix C
District Reserve Fund Balances*
Historical Method (■) vs. Proposed Plan (▲)



Historical Method	\$14,100	\$12,556	\$11,727	\$11,431	\$11,821	\$11,820	\$10,813	\$11,854	\$12,370	\$13,491	\$13,634	\$13,878	\$14,382	\$14,957	\$15,632	\$15,797
Current Plan	\$14,100	\$11,720	\$9,176	\$8,992	\$9,560	\$9,582	\$8,503	\$9,997	\$11,066	\$12,780	\$13,493	\$14,640	\$16,039	\$17,517	\$18,919	\$19,987
Difference	\$-	\$(836)	\$(2,551)	\$(2,439)	\$(2,261)	\$(2,238)	\$(2,310)	\$(1,857)	\$(1,304)	\$(711)	\$(141)	\$762	\$1,657	\$2,560	\$3,287	\$4,190

*Reserve Fund Balances include O&M, Rate Stabilization, Capital Outlay Reserve, and Special Projects Reserve.