



Legislation Text

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Report to Mayor and City Council

Tuesday, March 17, 2020

Discussion

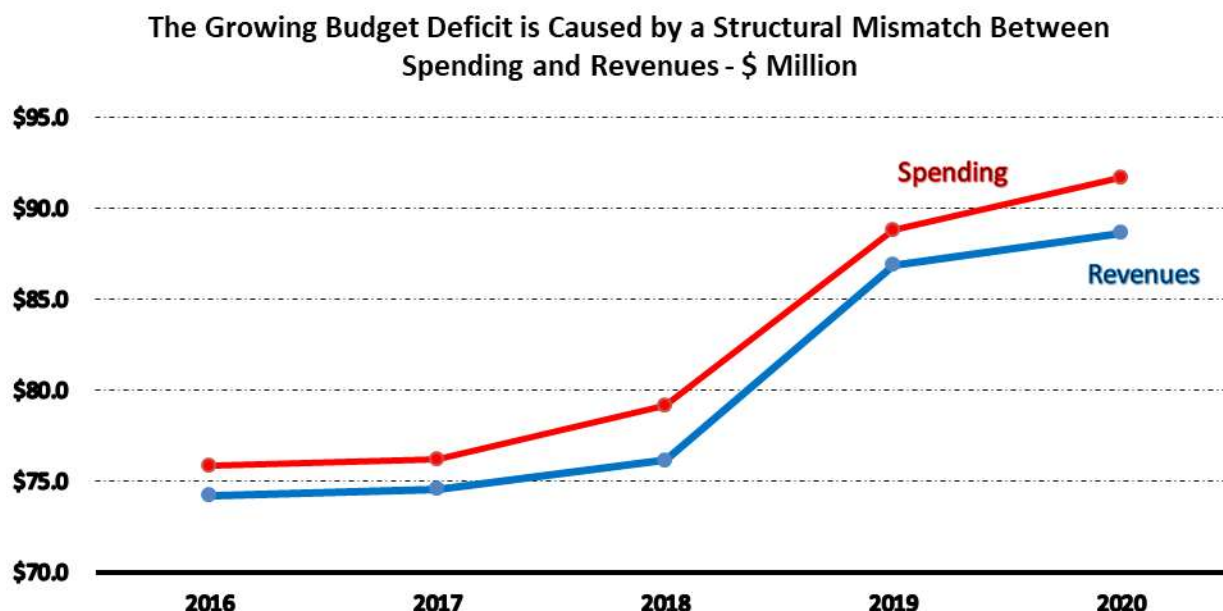
SUBJECT:

FISCAL YEARS 2020-2021 ANNUAL BUDGET WORKSHOP #1 - BUDGET POLICY ISSUES (CITY COUNCIL)

I. SUMMARY

This is the first of three planned budget workshops prior to a public hearing in June 2020 to consider adoption of the proposed Fiscal Year 2020-2021 budget. Initial draft budgets have been received from the departments. One purpose of tonight's workshop is to receive direction from City Council on the proposals that would change the current budget structure.

The City has an ongoing General Fund structural budget deficit. One relatively new revenue source that was anticipated to help close the deficit is the Oil Industry Business License tax, which is expected to generate at least \$4.7 million for Fiscal Year 2020-2021 based on information received to date. Collection of the tax began in January 2018 and the estimated revenue may grow depending on the results of the ongoing Audits when concluded. Using the minimum estimate for now, the Fiscal Year 2020-2021 General Fund deficit may still be about \$5.4 million without further changes to the budget structure.



- Sales Tax (one-third of General Fund revenue) is expected to decrease slightly due to expected cooling off for auto sales.
- Property Tax (one-fifth of General Fund revenue) is expected to increase by 1.5% for most parcels and decrease for the oil refineries.
- Personnel expenditures are expected to increase by 5% (\$1.7 million) for Fiscal Year 2020-2021.
- The Sheriff contract for law enforcement (one-quarter of General Fund expenditures) will increase by 5.5% (\$1.05 million) overall based upon the same number of service units.

Although the City's General Fund Reserve for Economic Uncertainties is fully funded, the structural budget deficit has not yet been cured; and the City's major revenue sources are not increasing as fast as expenditures.

Without new revenue sources, the City must continue to determine how to bring ongoing expenses in line with current revenues. The City Council's decisions at this meeting are not final, as there will be additional opportunities to make changes to the draft Fiscal Year 2020-2021 budget prior to June 2020.

II. RECOMMENDATION

PROVIDE direction for each budget policy question, which will be used to build the draft budget.

III. ALTERNATIVES

TAKE another action deemed appropriate by City Council.

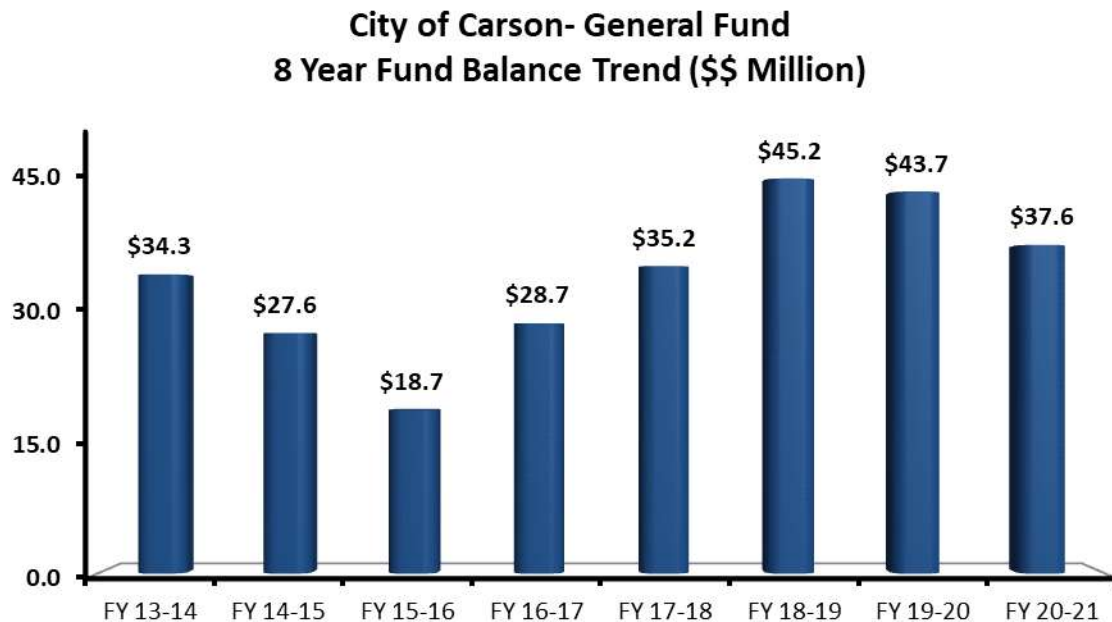
IV. BACKGROUND

The purpose of this workshop is for the City Council to receive updated information regarding the General Fund Reserve and expectations for the Fiscal Year 2020-2021 budget and to provide direction for potential changes to the budget structure for Fiscal Year 2020-2021.

Staff will be prepared to provide an overview of updated information and walk through each policy question during the workshop.

General Fund Reserve

Fund balance is the City's "reserve." It provides a measure of the City's ability to mitigate future risks associated with providing important services in times of economic uncertainties. To provide funding for emergencies, the City Council has adopted a policy that requires fund balance to be maintained at a minimum level equal to 20% of General Fund's budget. The chart below provides a six-year fund balance trend for the General Fund. While the City now maintains a very healthy fund balance ("reserve"), it is anticipated that future ongoing revenues are not likely to offset projected increases in ongoing operating expenditures.



As reported on February 18th, the expected General Fund balance at June 30, 2020 is \$43.7 million. As a reminder, the estimate includes one-time monies from sale of a City

owned property by the end of the fiscal year, resulting in additional onetime revenues of \$5 million. The City Council's reserve policy (Resolution 12-014) requires 20% of annual budget expenditures to be set aside as a Reserve for Economic Uncertainty. Another \$1 million has been set aside for self-insurance claims. Another \$0.5 million is non-spendable in form (inventory and prepaid amounts).

Expected June 30, 2020 Balance	\$43.7 million
Less:	
Calculated Reserve for Economic Uncertainties	\$20.7 million
Set Aside for Self-Insurance Claims	\$1.8 million
Non-Spendable in Form (inventory, prepaid amounts)	\$0.5 million
General Fund Balance Surplus	\$20.7 million

Without any other changes (expenditure reductions) to the budget, the City Council may consider the use of \$6.1 million out of the \$20.7 million excess reserve to balance the Fiscal Year 2020-21 budget. Staff recommends the following:

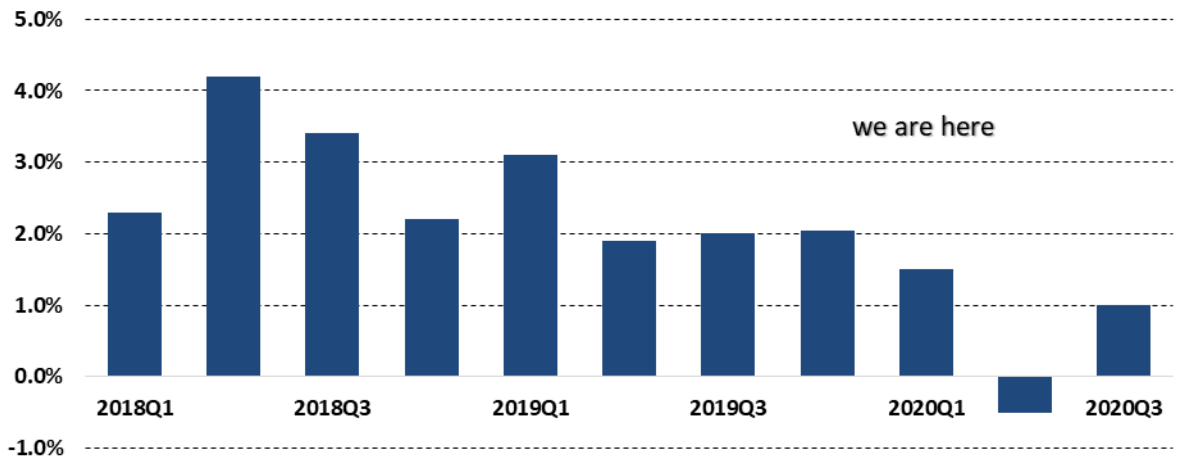
1. Fund the projected Fiscal Year 2020-2021 General Fund budget deficit of \$5.4 million
2. Use \$500,000 to supplement high priority street repairs
3. The City is self-insured for dental and unemployment insurance. For the last 2 years, claims payments have averaged \$1.8 million per year. It may be prudent to increase the General Fund balance set-aside for self-insurance from \$1.8 million to \$2 million.

Future Planning

After the Great Recession, the national economy has enjoyed a very long expansion period. By end of the Fiscal Year 2019-2020 (June 30, 2020), the current economic expansion will be the longest in modern United States history. Most economists forecast that there will be a recession within this year or next year with no certainty of its magnitude.

California's economy, in the first part of 2020, remains on steady growth track despite concerns about how long the current expansion will continue. Like the nation, the state economy benefited from expansionary fiscal policy in the form of tax cuts coupled with increases in government spending that pushed the labor market closer to full employment and fueled solid job gains. Tech-related sectors made significant contributions to the state's economic growth, as did a handful of other industries. Still, California faces a huge housing challenge, something that the governor is addressing head on.

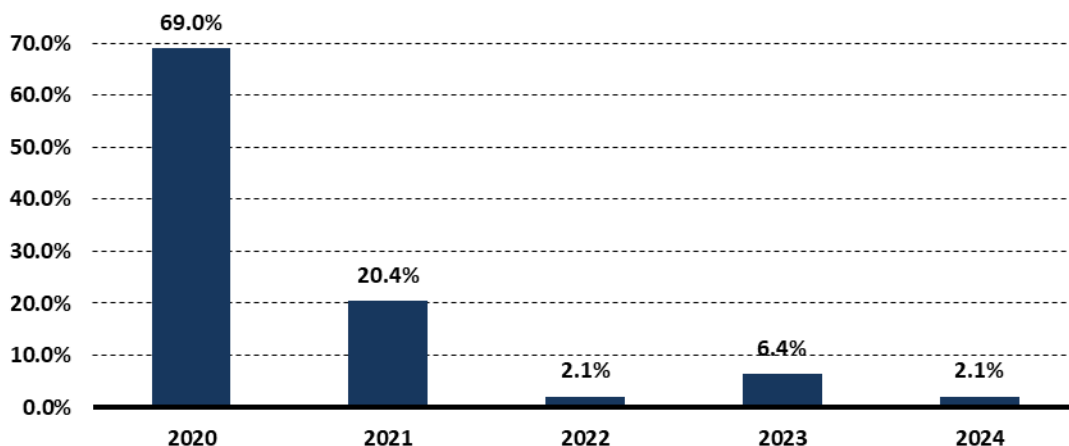
Real Gross Domestic Product Growth / U.S.



Most predictions are calling for a potential recession this year. Drivers of this pessimism range from the spread of the Coronavirus, the crude oil price war, the stock market plunge, slow pace of sales in the housing market and to fears surrounding the decelerating global growth. Financial markets crashed the week of February 24 as the virus spread and the uncertainty of containment gripped investors. Even today, there is uncertainty and panic regarding the extent and direction of the virus. And that panic continues to impact the stock market. The virus represents an “external shock” that is unrelated to an economy that may be evolving over time with imbalances. The impact of the virus on the economy has so far been to reduce supply and not demand. And that reduction in supply (of people and the goods they produce) is temporary and will seemingly be fully restored once the virus is contained. Reduction in demand may come about through job losses in hospitality and lodging or any economic activity related to the large assembly of people.

Eventually, the current economic expansion we are experiencing will come to an end. When it does, it will bring a negative impact to the economy.

When Do You Expect the Next Recession to Start?



The City Council may consider reducing the General Fund budget expenditures or support an increase in revenues to eliminate the ongoing structural deficit.

	2015-16 ADOPTED BUDGET	2016-17 ADOPTED BUDGET	2017-18 ADOPTED BUDGET	2018-19 ADOPTED BUDGET	2019-20 ADOPTED BUDGET
REVENUE	\$74,248,741	\$74,572,223	\$76,167,709	\$86,919,816	\$88,652,165
EXPENDITURES	(\$75,856,102)	(\$76,219,758)	(\$79,163,237)	(\$88,799,813)	(\$91,735,456)
SURPLUS/(DEFICIT)	(\$1,607,361)	(\$1,647,535)	(\$2,995,528)	(\$1,879,997)	(\$3,083,291)

Revenue Expectations for Fiscal Year 2020-2021

General Fund revenue estimates will be refined over the next 2 months. An early estimate for Fiscal Year 2018-2019 is \$87 million, including a minimum Oil Industry Business License Tax of \$4.7 million. Oil Industry Business License tax collection began in January 2018 and the City is still unable to establish a solid forecast. The new tax revenue estimate may grow as more information becomes available. An updated estimate of Fiscal year 2020-2021 General Fund revenue will be presented with the Budget Workshop #2 report on April 21st.

Sales tax comprises roughly one-third of General Fund revenue. Due to an expected cooling off of auto sales, the revenue is expected to decrease slightly by 3% for Fiscal Year 2020-2021, from \$28.6 million to \$27.7 million.

Property tax comprises roughly one-fifth of General Fund revenue. The assessed values will likely increase by 1.5% for most parcels. However, staff has conservatively assumed a continued erosion of assessed values for the oil refineries. Over the last 5 years, the City's share of property tax revenue from Marathon (formerly Tesoro) has decreased by an average of \$130,000 per year. Over the same period, the City's share of property tax revenue from Phillips 66 has decreased by an average of \$140,000 per year. The assessed values for the refineries:

- Fluctuate with the volume and market price of oil held in the tanks each January;
- Increase when new equipment is purchased
- Decrease when existing equipment is depreciated; and
- Decrease when old equipment is decommissioned.

An estimate for the new Oil Industry Business License tax will be included in the draft Fiscal Year 2020-2021 budget. Initial projections show estimated annual revenue of \$4.7 million.

Employee Compensation Expectations for Fiscal Year 2020-2021

Employee compensation is approximately 40% of the General Fund budget. Employee compensation includes wages and benefits. The City implemented a 3% increase in

wages as a result of negotiations with the City's bargaining groups. The primary benefit costs are health insurance (City contribution capped), employee pension, and retiree health insurance. Employee pension and retiree health insurance expectations are included in the preliminary forecast.

Department	FTE Filled	Part-Time	FTE Vacant	Overtime	Total
City Clerk	\$788,221				\$788,221
City Council	\$969,588				\$969,588
City Manager	\$4,392,456	\$197,078	\$631,676	\$59,540	\$5,280,750
City Treasurer	\$653,966				\$653,966
Community Development	\$1,661,166		\$257,634		\$1,918,800
Community Services	\$5,892,828	\$4,765,150	\$935,979	\$229,692	\$11,823,649
Finance	\$3,304,368	\$385,319	\$201,314	\$8,124	\$3,899,125
Human Resources	\$1,169,180	\$26,382	\$234,500		\$1,430,062
Public Works	\$11,032,617	\$378,819	\$1,278,315	\$128,188	\$12,817,939
Grand Total	\$29,864,390	\$5,752,748	\$3,539,418	\$425,544	\$39,582,100

The personnel expenditures are estimated to increase by 5% in Fiscal Year 2020-2021 (or \$1.7 million) compared to Fiscal Year 2019-2020:

	FISCAL YEAR 2019-2020	FISCAL YEAR 2020-2021	BUDGET INCREASE
PERSONNEL EXPENDITURES	\$37,929,453	\$39,582,100	\$1,652,647

Pension Obligation Bonds, Employee Pension and Retiree Health Insurance Expectations for Fiscal Year 2020-2021

The City has three major expenditures related to employee retirement:

1. The employer's normal cost contribution to the defined benefit pension system (current cost of continued service);
2. The employer's payment of the unfunded pension liability; and
3. The cost of retiree health insurance premiums.

The City has a PERS plan for its general employees, the "Miscellaneous Plan," that includes all full-time employees and some part-time staff. As of June 30, 2018, the most recent PERS valuation date, the plan was 64.8% funded, with a net liability of

approximately \$107 million expected as of June 30, 2020.

At the January 14, 2020 City Council meeting, the City Council directed staff to pursue the issuance of Pension Obligation Bonds (POBs) to refund the pension obligations of the City of Carson. The PERS required payment schedule to fund the liability creates a significant payment obligation in the next 10 years before payments start to decline. POBs are a debt management tool that will enable the financial impact of funding the \$107 million to be minimized over the next 11 years. Based on current market conditions and estimated interest rates, annual debt service on the new POB would be approximately \$6.9 million, declining in 2038 to match the existing UAL payments in later years, as shown in the table below.

Fiscal Year	UAL Payments	Debt Service	Reduction
2020-2021	7,800,842	6,960,000	840,842
2021-2022	8,618,581	6,963,000	1,655,581
2022-2023	9,284,153	6,959,000	2,325,153
2023-2024	9,670,083	6,960,000	2,710,083
2024-2025	10,114,816	6,959,000	3,155,816
2025-2026	9,890,656	6,963,000	2,927,656
2026-2027	9,977,460	6,959,000	3,018,460
2027-2028	10,251,840	6,961,000	3,290,840
2028-2029	10,533,767	6,962,000	3,571,767
2029-2030	10,823,443	6,961,000	3,862,443
2030-2031	11,121,087	6,962,000	4,159,087
2031-2032	10,421,927	6,959,000	3,462,927
2032-2033	10,261,326	6,961,000	3,300,326
2033-2034	9,413,414	6,960,000	2,453,414
2034-2035	9,062,837	6,959,000	2,103,837
2035-2036	8,532,679	6,963,000	1,569,679
2036-2037	7,630,590	6,962,000	668,590
2037-2038	7,184,607	6,959,000	225,607
2038-2039	6,708,324	6,703,000	5,324
2039-2040	6,357,664	6,355,000	2,664
2040-2041	6,158,081	6,156,000	2,081
2041-2042	5,145,902	5,142,000	3,902
2042-2043	5,225,106	5,223,000	2,106
2043-2044	3,919,622	3,915,000	4,622
	204,108,807	158,786,000	45,322,807

The bond issue will provide savings to the City of up to \$45 million dollars compared to the PERS

payment schedule. This savings is based on a bond size of \$108.3 million to pay both the UAL and expected costs of issuance. This amount may change based on the discount rate (e.g., the implicit interest rate) used by PERS to value retirement benefits and the investment rate that PERS achieves in future years.

The first step in the POBs process is the validation process, which takes a least 60 days and sometimes as much as 120 days (depending on the court's calendar). To secure the lowest interest rate for the pension obligation bonds, staff is eliminating as much "down time" as possible in this issuance process.

The final actions to be taken by the City Council are expected be presented to the City Council in May 2020 as shown on the table below. The final actions to be taken include approval of the Preliminary Official Statement and specifying a not-to-exceed interest rate for the POB. The estimated savings from issuing the POB will be updated at that time based on changes in market conditions, and an expected actual bond size of \$108.3 million.

Bond Counsel files Proposed Judgment	March 9
Court grants Judgment	March 30
Municipal Advisor distributes draft Preliminary Official Statement	March 31
Bond Counsel distributes draft Resolution approving POS	March 31
Submit documents to Rating Agency	April 13
City Council adopts Resolution approving Official Statement	May 5
Rating Agency Assigns Rating	May 7
Municipal Advisor posts Preliminary Official Statement on-line	May 8
City signs Purchase Contract	May 20
Bond Closing	June 17
Prepay UAL	June 17

Sheriff Contract Expectations for Fiscal Year 2020-2021

The Sheriff's contract is approximately 23% of the General Fund budget. The Sheriff's Department has provided rate increases for Fiscal Year 2020-2021. Services will increase by \$1.05 million or 5.5%, which includes an increase in overhead costs and assumes a status-quo to the number of units.

	Fiscal Year 2020-2021	Fiscal Year 2020-2021	Increase
Sheriff Contract	\$20,905,000	\$22,191,925	\$1,049,775

Status of Hiring Freeze for Full-Time Positions

To help reduce the General Fund budget deficit, 18 vacant full-time positions were frozen in Fiscal Year 2016-2017. Another 20 vacant full-time positions were frozen in Fiscal Year 2017-2018. Work is being deferred, as more than 10% of the City's full-time positions were subject to the hiring freeze.

The total vacant positions stand at 38 positions with an estimated cost/savings of \$4.1 million.

Department Name	Budgeted FTEs	Vacant FTEs	Vacancy Rate
Public Works	130	13	10%
Community Services	66	9	14%
Community Development	23	5	22%
Human Resources	11	3	27%
Public Safety	23	3	13%
Finance	32	2	6%
City Manager's Office	6	1	17%
Information Technology	8	1	13%
City Clerk's Office	4	1	25%
City Treasurer's Office	4	0	0%
City Council's Office	5	0	0%
Public Information Office	4	0	0%
TOTAL	316	38	12%

City Departments' Budget Requests

Budget Issue Papers (or BIPs) provide the City Council with information needed to guide the executive budget-making process. Each BIP describes a budget change in City department. BIPS contain ways to achieve certain priorities, implement Baseline Budget numbers, and accommodate revenue and expenditure pressure.

Department Name	Exhibit	Proposal Description	Amount
Community Development	Exhibit A	Mobile Home Rent Review	\$46,000
Community Services	Exhibit B	Bus Refurbishment	\$15,000
Community Services	Exhibit C	Carriage Crest Park Reopening	\$40,000
Community Services	Exhibit D	Upgrading the Community Center Public Space	\$15,000
Community Services	Exhibit E	Corporate Yard Moving Expenses	\$80,000

Community Services	Exhibit F	Mobile Stage	\$200,000
Community Services	Exhibit G	Part-Time Parks Staff	\$141,000
Community Services	Exhibit H	Teen Summer Day Camp	\$28,000
Community Services	Exhibit I	Transportation Bus Reimbursement	\$24,000
Human Resources	Exhibit J	Insurance Premiums	\$440,000
Information Technology	Exhibit K	Information Technology Professional Services	\$312,000
Information Technology	Exhibit L	Information Technology Software & Hardware Needs	\$703,000
Total	14		\$2,044,000

Budget Policy Issue No. 1 (Exhibit A)

- **Title:** \$46,000 Add for Mobile Home Rent Review
- **Department:** Community Development Department
- **Summary:** Increases in this division are due to increased costs of consultant, publishing, supplies and board member stipends.

Budget Policy Issue No. 2 (Exhibit B)

- **Title:** \$15,000 Add for Bus Refurbishment
- **Department:** Community Services Department
- **Summary:** In 2004, TSD purchased a new coach bus to provide transportation for the City's excursions and adult recreation trips. Over the years, exterior paint and body panels on the bus have deteriorated. Staff has received multiple quotes to have refurbishment services provided in order to dramatically increase the visual aesthetics of the bus.

Budget Policy Issue No. 3 (Exhibit C)

- **Title:** \$40,000 Add for Carriage Crest Park Reopening
- **Department:** Community Services Department
- **Summary:** Carriage Crest Park is scheduled to reopen in December 2020. To make the facility fully operational, additional funds must be allocated to purchase needed supplies and equipment. Additional funds are needed to support a grand reopening event. The cost of both is anticipated to be \$40,000.

Budget Policy Issue No. 4 (Exhibit D)

- **Title:** \$15,000 Add for Upgrading the Community Center Public Space
- **Department:** Community Services Department
- **Summary:** To improve and enhance the aesthetics of the Community Center public space.

Budget Policy Issue No. 5 (Exhibit E)

- **Title:** \$80,000 Add for Corporate Yard Move Expense
- **Department:** Community Services Department
- **Summary:** Over the next few months, the Community Services Department - specifically, the Administration and Recreation Divisions - will be moving from its current location on Dominguez Street to a new facility on Main Street. Though most of the expenses related to this change have been accounted for, there are a number of expenditures that are the responsibility of the City, unknown at this time, or miscellaneous, such as supplies and small equipment. In an effort to ensure that both operations and service continue with little to no disruption, funds are needed to support this endeavor.

Budget Policy Issue No. 6 (Exhibit F)

- **Title:** \$200,000 Add for Mobile Stage
- **Department:** Community Services Department
- **Summary:** Staff is proposing the purchase of a mobile stage to be used at City special events and programs. Currently, City-owned stage pieces are used, and other needed equipment is rented. A fully automated mobile stage with all the needed amenities would facilitate an easier and quicker set-up and tear-down, enhance the stage appearance, save on labor and rental equipment costs, and could potentially generate revenue if it were rented to other agencies or organizations for their programs.

Budget Policy Issue No. 7 (Exhibit G)

- **Title:** \$141,000 Add for Part-Time Park Staff

- **Department:** Community Services Department
- **Summary:** In an attempt to ensure that each park is funded commensurate with its size, amenities, participation levels, etc., the City's 12 full-service parks were divided into three (3) distinct tiers:
 - Tier 1 - Carson, Foisia, Stevenson, Veterans
 - Tier 2 - Calas, Carriage Crest, Del Amo, Dolphin, Dominguez, Hemingway
 - Tier 3 - Anderson, Mills

In light of these three (3) categories, the part-time payroll budget for each park was adjusted, if needed, to reflect the estimated dollar figure needed to properly staff the park and account for trainings, special programs, etc.

Budget Policy Issue No. 8 (Exhibit H)

- **Title:** \$28,000 Add for Teen Summer Day Camp
- **Department:** Community Services Department
- **Summary:** Staff is proposing that the Teen Summer Day Camp be split into two distinct programs, the Summer 3-n-1 Camp and Summer Teen Camp. The former would target children between the ages of 5 and 12 years-old, while the latter would be dedicated to youth 13 years-old and above. Though both are arts programs, the 3-n-1 concludes with a theater recital; last year, the teens completed a movie.

Budget Policy Issue No. 9 (Exhibit I)

- **Title:** \$24,000 Add for Transportation & Bus Reimbursement
- **Department:** Community Services Department
- **Summary:** The Transportations Services Division (TSD) provides bus transportation on an as-needed basis for official City functions, City-organized programs and senior clubs. To accomplish this, TSD utilizes City staff and City-owned buses, as well as outside vendors when additional resources are needed. To meet the increasing demand for this service, additional funding is being requested in the amount of \$23,290.

Budget Policy Issue No. 10 (Exhibit J)

- **Title:** \$440,065 Add for Insurance Premiums
- **Department:** Human Resources & Risk Management Department
- **Summary:** We are taking a look at how to reduce our losses. But in the

meantime, the prudent thing to do would be to adjust our insurance coverage.

156,596.73	Insurance Expenditures increase from FY 18/19.
5,945.22	HUB Block Parties (pre-paid)
86,799.27	OSIP Fee (self-insurer assessment). 18/19 30k was budgeted but \$0 paid
39,085.24	Professional Services and Supplies (shoes, respond, safety cons)
3,467.32	Liebert Cassidy
148,171.69	training
440,065.47	

Budget Policy Issue No. 11 (Exhibit K)

- **Title:** \$312,000 Add for IT Professional Services
- **Department:** Information Technology Department
- **Summary:** Information Technology is proposing the following one-time cost projects:
 - **City Hall Rewiring** - Rewire the data lines at City Hall to bring them up to current compliance and technical standards. Installing the latest data cabling (CAT6) will allow the City to implement the latest VOIP technologies using POE (Power over Ethernet), increase bandwidth to each workstation (1GB), improve the reliability and integrity of data transfer, remove the use of smaller switches, and enable IT to properly map the wiring environment.
 - **Contract Wiring Vendor** - Create an open contract with local wiring vendor and retain their services to help install fiber and copper cabling technologies when needed as the local City crews (IT or PW) do not have the skillset to do this. Having an open contract with a professional wire installer will help expedite staff moves and remodels for the various departments when needed.
 - **Contract Systems/Networking Vendor** - Create an open contract with local Systems and Network vendor to help with complex network infrastructure installs. Current systems/networking crew does not have the full skillset needed to engineer complex networking environments without third party help. Having a professional systems/network integrator on a retainer will help ensure IT meets all project deadlines, helps when working on highly complex technical issues, and delivers the

right solution for the City's computing environment the first time.

Budget Policy Issue No. 12 (Exhibit L)

- **Title:** \$703,000 Add for IT Software & Hardware Needs
- **Department:** Information Technology Department
- **Summary:** The Information Technology is proposing the following projects:
 - **Migrate Email & Office to the Cloud (Office365)** - Move City's current end-of-life, unsupported, email services to the cloud for better security, Disaster Recovery, and availability. In addition, replace all MS Office software to latest.
 - **Microsoft Licensing** - Ensure City is in software license compliance with all Microsoft products. Needed for SQL, Windows Server, and Windows 10 Operating Systems.
 - **Firewall Replacement** - Replace City's antiquated, end-of-life firewall hardware to latest secure, advanced solution for better security and fast access.
 - **Workstation Virus Replacement** - Replace the City's current antiquated client virus protection with a more robust, artificial intelligent solution that works in conjunction with network firewall for a more robust, supportable security solution.
 - **GIS Printer/Plotter Replacement** - Replace current antiquated plotter with a more industry standard, cost effective solution that will serve departments faster.
 - **Workstation Replacement** - Replace unsupported, antiquated workstations running Windows 7 to latest operating system for more a secure, compatible, faster production outcome.
 - **City Hall Network Switch Replacement** - Replace unsupported City Hall switches with latest switching technologies for better security, redundancy, and DR.
 - **Website Remodel** - Revamp the City's current website to better reflect the City's image and enable the public to have a better online experience.

V. FISCAL IMPACT

There is no immediate fiscal impact. City Council direction will be used to prepare the draft Fiscal Year 2020-2021 budget.

VI. EXHIBITS

1. Exhibit A Mobile Home Rent Review (page 17-18)
2. Exhibit B Bus Refurbishment (page 19)
3. Exhibit C Carriage Crest Park Reopening (page 20)
4. Exhibit D Upgrading Community Center Public Space (page 21)
5. Exhibit E Corporate Yard Moving Expenses (page 22)

6. Exhibit F Mobile Stage (page 23)
7. Exhibit G Part-Time Parks Staff (page 24-25)
8. Exhibit H Teen Summer Day Camp (page 26-27)
9. Exhibit I Transportation Bus Reimbursement (page 28)
10. Exhibit J Insurance Premiums (page 29-30)
11. Exhibit K Information Technology Professional Services (page 31-32)
12. Exhibit L Information Technology Software & Hardware Needs (page 33-36)

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