



Staff Report

City of Manhattan Beach

TO: Honorable Mayor Montgomery and Members of the City Council

THROUGH: Richard Thompson, Interim City Manager

FROM: Bruce Moe, Finance Director *Bm by JAA*
 Jim Arndt, Public Works Director *JAA*

DATE: November 3, 2010

SUBJECT: Consideration of the Proposed Refuse Administrative Fee Calculation Methodology to be Used in Developing the New Refuse Rates Which Will be Implemented in Conjunction with the New Refuse Hauling Contract in 2011

RECOMMENDATION:

Staff recommends that the City Council receive and file this report on the methodology to be used in developing the new Refuse Administrative Fee. The Administrative Fee will be one component used in setting the City's overall refuse service rates. We anticipate awarding a new refuse contract in early summer 2011 with new rates being applicable on the contract start date.

FISCAL IMPLICATION:

The Administrative Fee is a mechanism for the City to recoup our support costs associated with administering the refuse contract service provided by an outside third party. These City costs are combined with the outside hauler contract costs to determine the overall rate paid by customers. For Fiscal Year 2010-2011, we have estimated those costs to be between \$643,909 and \$693,909. The final amount will depend upon the final level of support services the City Council wishes to provide, which will be determined in the coming weeks (see the discussion below regarding the Recycle Ranger option).

BACKGROUND:

The refuse rate paid by residential and commercial customers is comprised of two basic components: the waste hauler contract costs (currently Waste Management) and the City's support costs. The latter has been referred to as the City's "Administrative Fee." The Administrative Fee (AF) includes staff costs dedicated to the provision and support of refuse service (salaries and benefits), supplies, printing, memberships and dues. These are costs directly related to the Refuse operation only. It also includes overhead costs attributable to the Refuse Fund as determined in a periodic cost allocation plan (last updated in 2010).

The AF has been allocated to the residents and businesses as a percentage of the total waste hauler contract. For the past several years, the percentage used has been 17.24% (this percentage was set and remained static despite changing costs – a practice that will change under the new contract). In reviewing the historical relationship between the AF revenues (based on the 17.24%) and the City’s actual support costs over the past five years, the City has under-collected \$96,600 on average each year. Sufficient fund balance has existed from which draw the difference.

DICUSSION:

Calculating the Administrative Fee

Attachment “A” is a listing of the Refuse Fund Overhead Analysis that is used to determine the City’s costs that make up the Administrative Fee portion of the refuse rate. Attachment “B,” which is the line item budget for the FY 2010-2011 Refuse Fund, is the detail used to develop the analysis. In basic terms, the overall rate is comprised of the refuse hauler contract costs and the City’s costs of administering the contract.

Mechanically speaking, the total Administrative Fee is compared to the refuse hauler contract total, and calculated as a percentage of the hauler fee. As an example:

Waste Hauler contract	\$3,224,000
City Administrative Fee	\$ 643,909
Admin Fee Rate	19.97%

The 19.97% rate is allocated to all customers. The reason for this method is that it equitably spreads the cost of City support based on the amount of proportional service the ratepayer is utilizing.

In recent years there has been some misunderstanding about the nature of the Administrative Fee, where it is deposited, and what it is used for. The fee is simply one cost component of the overall refuse rate paid by customers. It recovers the City’s support costs in administering the refuse contract, including the billing statements issued. All funds generated from Refuse billings are deposited into the Refuse Fund, which is its own separate and distinct fund. The General Fund provides support to the Refuse Fund for various staff salaries, benefits and overhead costs which are included in the AF calculation. The Administrative Service Charges component of the AF has recently been verified through a comprehensive cost allocation plan performed by Revenue and Cost Specialists.

Rate Setting & Proposition 218

Similar to the water and wastewater rates and the processes we followed in late 2009, refuse rates are subject to a Proposition 218 process. This will require the provision of a protest vote period in which residents and businesses may object to the proposed rates. If a majority of ratepayers object, then the increases may not be implemented, otherwise, we may move ahead.

As we did with water/wastewater rates, and as allowed by Proposition 218, we will be establishing a five year rate plan with adjustment criteria. This will allow us to set appropriate sustainable rates without the need to perform a new protest vote each and every year.

Because the actual costs of service will be unpredictable from one year to the next during the five year rate period, adjusting the refuse rates annually will involve some type of indexing. In the case of the refuse hauler contract, the hauler will propose first year rates which may be adjusted through a combination of the Consumer Price Index and/or an industry index tied to such major expenses as landfill costs. Separately, the City will seek authorization to adjust the City's Administrative Fee by a maximum of the Los Angeles-Long Beach CPI, not to exceed the AF costs as determined in the budget. This adjustment program will result in the Administrative Fee as a percentage of the refuse hauler contract fluctuating from one year to the next.

As an example, using a hypothetical hauler contract cost of \$3,224,000 and the first year administrative fee of \$643,909 (both as budgeted in FY 2010-2011), future adjustments may be calculated as follows. **Please note that these are hypothetical only at this time and provided for presentation purposes only. Actual numbers and percentages are yet to be determined:**

Hypothetical Example:

<u>Refuse Rate Component</u>	<u>2011</u>	<u>Adjustment- %</u>	<u>Adjustment-\$</u>	<u>2012</u>
Hauler Contract	\$ 3,224,000	2.10%	\$ 67,704	\$ 3,291,704
Administrative Fee	\$ <u>643,909</u>	<u>1.30%</u>	\$ <u>8,371</u>	\$ <u>652,280</u>
Total Cost	\$ 3,867,909	1.97%	\$ 76,075	\$ 3,943,984

Admin Fee - % of Contract	19.97%	19.82%
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As the example shows, the AF will fluctuate as a percentage of the total contract cost and will be adjusted annually.

Recycle Ranger

The Recycle Ranger (RR) is a position recommended by the City's Environmental Task Force Solid Waste and Recycling Subcommittee to allow the City full control of the RR's tasks and goals. This position will need to be approved by City Council before the Proposition 218 process begins in early to mid February 2011.

The RR does *not* work for the solid waste contractor, but would assist the city (and complement the hauler's efforts) with in-person customer education and outreach, assisting with new and improvement of existing recycling accounts, resident and business training to reduce landfill tonnage and increase recycling, help residents with transition to tiered rate cart program, food waste pilot, identifying areas with contamination and scavenging, program expansion, and audits. The RR would canvass the neighborhoods and businesses providing education and identifying areas for improvement. Another pivotal role would be to work with multi-family complexes to establish and increase recycling efforts.

This position is *not* written into the Waste Management Franchise Agreement, as the person will *not* be employed by the hauler. However, the city would be responsible for making sure the assignments of the Recycle Ranger complement the efforts made by the hauler so that all three entities working together can reduce landfill tonnage, increase recycling and education. The total cost is estimated to be \$75,000 per year (no determination if this is in additional staff or contract). \$25,000 of the total \$75,000 will be paid from the Recycling Fee received by the hauler annually, which is part of the franchise agreement to contribute toward the City's litter abatement needs. The remaining \$50,000 would come from the Refuse City Support Costs (a.k.a. "Admin Fee"). For this reason the amount stated in the Fiscal Impact section of this report is listed as a range, pending the City Council's decision of the RR's related work.

For over ten (10) years, the City of Redondo Beach has enlisted a Recycle Ranger to assist with anti-scavenging enforcement, monitors routes to ensure hauler has not missed pickups, is properly returning containers after collection, and is not commingling waste streams. The Recycle Ranger is the in-field City liaison to the hauler, and also helps distribute information and assists at City events such as Earth Day.

Renaming of "Administrative Fee"

Staff believes that some of the confusion over the "Administrative Fee" comes from the title. There may be confusion between this fee as part of the refuse rates, and the "Administrative Service Charges" (which are part of the costs included in the Refuse Administrative Fee) that are designed to recover General Fund support provided to other fund operations, including Water, Wastewater, Parking, Gas Tax, etc. As a result, we think it would be appropriate and useful to consider renaming the "Administrative Fee," "City Support Costs" to adequately describe just what the charges are for. This is more analogous to the costs being recovered, which are not simply administrative in nature.

CONCLUSION:

The Finance Subcommittee reviewed and approved the methodology for the City's Support Cost calculation (Administrative Fee) at their October 19, 2010 meeting. Staff will incorporate any City Council comments regarding this methodology, and proceed with developing the refuse rates for the upcoming refuse hauling contract. Those new rates, including the Administrative Fee/City Support Costs will be presented to the City Council for approval in early 2011. A decision on the Recycle Ranger option will be necessary at that time in order to properly set rates and facilitate the Proposition 218 process.

Attachments: A – City Support Cost Calculation Summary
B – Refuse Fund Budget Detail for FY 2010-2011

REFUSE FUND ADMINISTRATIVE FEE CALCULATION SUMMARY

Attachment "A"

Account No.	Account Title	FY2011 Budget	Less Non- Refuse Costs	Less Direct Costs	Refuse Costs	Comments
510-18-411-4101	Regular Salaries	111,927			111,927	
510-18-411-4111	Overtime Regular	-			-	
510-18-411-4114	Overtime Special Events	2,760			2,760	
510-18-411-4201	Group Medical Ins	20,698			20,698	
510-18-411-4202	Medicare Contributions	1,623			1,623	
510-18-411-4204	401A Plan City Contributions	1,719			1,719	
510-18-411-4206	Medical Retirement Contributions	2,496			2,496	
510-18-411-4211	PERS Regular	17,075			17,075	
510-18-411-5101	Contract Services	3,598,198	(353,318)	(3,224,000)	20,880	\$353,318 = Street Sweeping Costs
510-18-411-5202	Membership & Dues	8,100			8,100	\$3,224,000 Direct Hauler Contract Cost
510-18-411-5203	Reference Materials	180			180	
510-18-411-5204	Conferences & Meetings	800			800	
510-18-411-5205	Training	200			200	
510-18-411-5206	Uniforms/Safety Equip	650			650	
510-18-411-5207	Advertising	8,000			8,000	
510-18-411-5217	Special Dept Supplies	50,500			50,500	
510-18-411-5225	Printing	1,000			1,000	
510-18-411-5501	Telephone	350			350	
510-18-411-5601	Admin Services	410,580	(51,469)		359,111	Downward revision from cost allocation study
510-18-411-5611	Warehouse Services	17,000			17,000	
510-18-411-5631	Insurance Allocation	18,840			18,840	
510-18-411-6141	Computer Equip & Software	-			-	
510-18-411-6212	CIP Bldg & Facilities - CYr	-			-	
	Total Refuse Management	\$4,272,696	(\$404,787)	(\$3,224,000)	\$643,909	
	Added Cost of Recycle Ranger if Approved by the City Council				\$ 50,000	
	Total with Recycle Ranger				\$ 693,909	



Level 6 2011

City of Manhattan Beach
FY 2010-2011 Dept Request Level 6
Itemized Line Item Detail
Controllable Costs

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Fiscal Year level 6

Department: 18 Public Works

Minor Program: 411 Refuse Management

Account Number / Title / Budget Line item Descriptions

Amount

411 Refuse Management

Salaries & Allowances 510-18-411-4101

1	1 Management Analyst, 1 Maint Worker I/II (open), 1 GIS Technician (Strand)	108,139.00	1
2	Differential		2
3	Addition of 7% of full-time employee. 1/2 full time employee to be apportioned from PW Streetscape to General Fund (Streets) (43% of full time person) and Refuse (7% of fulltime person). Adjusted for incumbent and open position. (06/03/10)	3,788.00	3

Total Account # 510-18-411-4101 111,927.00

Overtime Special Events 510-18-411-4114

1	Special events refuse collection - City staff special event set up, collection, and tear-down of refuse and recycling containers for Earth Day and Hometown Fair.~ (estimated 72 hours at \$38.33/hr per fiscal year).	2,759.76	1
2	rounding	0.24	2

Total Account # 510-18-411-4114 2,760.00

Group Medical Insurance 510-18-411-4201

1	1 Management Analyst~ 1 Maintenance Worker I/II (open)~	16,320.00	1
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Fiscal Year level 6

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Minor Program: 411 Refuse Management

<p align="center">City of Manhattan Beach FY 2010-2011 Dept Request Level 6 Itemized Line Item Detail Controllable Costs</p>

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Account Number /Title / Budget Line item Descriptions			Amount
1	1 GIS Tech (Strand)~ 1 GIS Technician		1
2	Addition of 7% of full-time employee. 1/2 full time employee to be apportioned from PW Streetscape to General Fund (Streets) (43% of full time person) and Refuse (7% of fulltime person). Adjusted for incumbent and open position. (06/03/10)	4,378.00	2
		Total Account # 510-18-411-4201	20,698.00
Medicare 510-18-411-4202			
1	1 Management Analyst (Full time and part time)~ 1 Maint Worker I/II (open)~ 1 GIS Tech (Strand)	1,568.00	1
2	Addition of 7% of full-time employee. 1/2 full time employee to be apportioned from PW Streetscape to General Fund (Streets) (43% of full time person) and Refuse (7% of fulltime person). Adjusted for incumbent and open position. (06/03/10)	55.00	2
		Total Account # 510-18-411-4202	1,623.00
401A Plan City 510-18-411-4204			
1	1 Management Analyst	1,719.00	1
		Total Account # 510-18-411-4204	1,719.00

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Account Number /Title / Budget Line item Descriptions

Amount

Medical Retirement Contribut 510-18-411-4206

1	Finance Analysis		2,388.00	1
2	Per updated Actuarial Report (April 2010)		108.00	2
			2,496.00	
Total Account #		510-18-411-4206		

PERS Regular Contributions 510-18-411-4211

1	1 Management Analyst~ 1 Maint Worker I/II (open)~ 1 GIS Tech (Strand)~ GIS Tech (20%)		16,480.00	1
2	Addition of 7% of full-time employee. 1/2 full time employee to be apportioned from PW Streetscape to General Fund (Streets) (43% of full time person) and Refuse (7% of fulltime person). Adjusted for incumbent and open position. (06/03/10)		595.00	2
			17,075.00	
Total Account #		510-18-411-4211		

Contract Services 510-18-411-5101

1	Refuse Collection Contract with Waste Management. Estimate of the new contract for the period from July 2010 - April 30, 2011. Includes rate increase scheduled for July 1, 2010. (3% Increase)		3,200,000.00	1
2	LA County Waste Management Fee increased from \$0.86 to \$1.50 per ton of land filled trash effective January 1, 2009 through the life of the contract. Disposal tons x \$0.64 (increase amount)		24,000.00	2

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2 = \$fee.		2
3 Street Sweeping Costs. Fees were transferred from general fund in 2005 budget year as a routine service benefitting citywide debris collection. The budget includes \$258,000 (73%) for street sweeping including Cal Trans delegated maintenance agreement, \$74,000 (21%) for cleaning the Strand, and \$21,200 (6%) for special sweeps due to weather, special events, construction, and sand dune (New rates scheduled for July 2010 - 6% increase).	353,318.00	3
4 Asphalt and Concrete Dumping Fees. Materials from replacement of asphalt and concrete for City streets and facilities. Based on prior year's expenditures. Paid to a recycling facility and hauler of the City's choice. ~ Moved item to Street Repair 032-5101: \$38,000		4
5 Special Events Refuse Collection - Vendors (TruGreen and Conservation Corps.) Special Event collection of refuse and recycling. Special events include Earth Day and Concerts in the Park.	16,000.00	5
6 Collection and recycling of City facility compact flourescent bulbs (CFL's) by Lighting Resources, LLC.	500.00	6
7 Composting Bin Subsidy. City shares the cost for each bin sold. Average 55 bins per year. WM is the supplier. Resident pays \$35 to WM, City pays \$34 to WM per bin). Program assists helping the city meet AB 939 diversion goals. This is a	1,870.00	7

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7 program promoted by both Manhattan Beach, Redondo Beach and Waste Management (WM). (Moved from Special Departmental Supplies 510-18-411-5217).		7
8 Worm Bin Subsidy, City shares the cost for each bin sold. 35 bins x \$58 (WM is the supplier). Resident pays \$35 to WM, City pays \$58 to WM per bin. Program assists in helping the City meet AB 939 diversion goals.	2,030.00	8
9 Nextel Phone for 1 Management Analysts \$40 each x 12 months. (Moved from 100-18-011-5101)	480.00	9
Total Account #	510-18-411-5101	
	3,598,198.00	
Memberships & Dues 510-18-411-5202		
1 South Bay Business Environmental Coalition (SBBEC) membership for the City of Manhattan Beach.	100.00	1
2 Southern California Waste Management Forum (SCWMF) membership for Management Analyst (Street Sweeping). Membership for Management Analyst (Refuse) is paid by LARA. This provides updated information on regional and statewide solid waste related issues.	85.00	2
3 Los Angeles Regional Agency (LARA) Membership Renewal: For regional reporting (annual AB 939 report) to the California Integrated Waste Management Board as part of a local government effort to share information with other agencies and remain involved in solid waste legislative issues. (Membership amount is based upon the	8,000.00	3

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3 tonnage of solid waste disposed by each member city. Annual tonnage x \$0.15=LARA membership). Group also provides training, staff time for Earth Day and Hometown Fair P.W. booth, conference registration and association dues for Management Analyst and give-aways to promote recycling.		3
4 Budget Savings 2011:~ Southern California Waste Management Forum (SCWMF) membership for Management Analyst (Street Sweeping). Membership for Management Analyst (Refuse) is paid by LARA. This provides updated information on regional and statewide solid waste related issues.	(85.00)	4
Total Account #	510-18-411-5202	8,100.00
Reference Books & Periodicals 510-18-411-5203		
1 Refuse Industry Books - for the purchase of books focusing on topics such as refuse management, recycling and sustainable practices.	130.00	1
2 Waste News. Bi-weekly periodical. 26 issues per year. (Renews in April)	50.00	2
Total Account #	510-18-411-5203	180.00
Conferences & Meetings 510-18-411-5204		
1 Solid Waste Conferences (various conferences related to national, regional and state waste	800.00	1

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Account Number /Title / Budget Line item Descriptions			Amount
1	disposal issues for 2 Management Analysts. LARA pays some registration costs for 1 Management Analyst (Refuse).		1
Total Account #			510-18-411-5204
			800.00
Training		510-18-411-5205	
1	AB 939 Compliance Training: Training for the Mgmt Analyst for AB939. The Mgmt Analyst will in turn devote time to training citywide staff internally.		1
Total Account #			510-18-411-5205
			200.00
Uniforms/Safety Equipment		510-18-411-5206	
1	Uniform for 1 Maintenance Worker I/II employee @ \$300 per year.~ (Moved from 100-18-032-5206 - Street Repair)		1
2	Boot allowance for 1 Maintenance Worker I/II employee @ \$200 and boot resole @ \$80 annually per MOU.~ (Moved from 100-18-032-5206 - Street Repair)		2
3	T-shirts for 1 Maintenance Worker I/II employee (1 x \$10 x 7 shirts).~ (Moved from 100-18-032-5206 - Street Repair)		3
Total Account #			510-18-411-5206
			650.00
Advertising		510-18-411-5207	

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<u>Account Number /Title / Budget Line item Descriptions</u>		<u>Amount</u>	
1	Advertising to promote Composting Classes, and other Solid Waste programs. Assists with meeting the goals of AB 939 and primarily funded by grants from Cal Recycle.	8,000.00	1
Total Account #		510-18-411-5207	
Special Departmental Supplies 510-18-411-5217			
1	City Refuse and Recycling Containers: Maintenance, repair, replacement and minor additions to the City's over 500 public right-of-way trash and recycling containers for use by visitors. Replacement/additional trash containers. Hover lids, liners, etc.	15,000.00	1
2	Promotional and educational items for solid waste reduction programs including Earth Day (1 day event) and Hometown Fair (2 day event). Assists with meeting AB939 goal. Promotional materials include: display materials, mugs, totebags, etc. made from recycled material.	5,500.00	2
3	Container Replacement Program~ Replace old cans each year with new, updated design found on Strand, Pier and North End Manhattan Beach.	30,000.00	3
Total Account #		510-18-411-5217	
Printing 510-18-411-5225			
1	Printing costs related to street sweeping and	1,000.00	1

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Account Number /Title / Budget Line item Descriptions

Amount

1	solid waste outreach. Examples include information about recycling, municipal codes related to trash, and overage charges.				1
		Total Account #	510-18-411-5225	1,000.00	
	Telephone	510-18-411-5501			
1	Based on current trends			350.00	1
		Total Account #	510-18-411-5501	350.00	
	Administrative Service Charge	510-18-411-5601			
1	Use 2009-2010 pending			410,580.00	1
		Total Account #	510-18-411-5601	410,580.00	
	Warehouse Purchases	510-18-411-5611			
1	Mutt Mitt Program: Warehouse will purchase Mutt Mitt cases. (PW Labor: previously performed by TruGreen and charged to 100-18-042-5101. As of FY 08-09, labor for PW maintained Mutt Mitts performed in-house Mondays, Wednesdays and Fridays for a total of 3.6 hours per week and charged to 510-18-411-4101).~ Mutt Mitt Locations:~ The following are maintained by Parks and Recreation (Parks and Rec. maintained Mutt Mitts labor performed 1 hour per week by Recreation Coordinator and charged to 100-14-021-4101)~			14,000.00	1

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Account Number /Title / Budget Line item Descriptions

Amount

1	1. Live Oak Park Dog Run~ 2. Live Oak Park @ Scout House~ 3. Sand Dune Park 31st and Bell~ 4. Sand Dune Park 31st Street cul-de-sac~ 5. Polliwog Park #1~ 6. Polliwog Park #2~ 7. Polliwog Park #3~ ~ The following are maintained by Public Works:~ 1. Marine Ave. Park Dog Run~ 2. 8th and Rowell~ 3. Bruce's Beach #1~ 4. Bruce's Beach #2~ 5. MBB & Strand / North side ~ 6. MBB & Strand / South side~ 7. 4th and Strand~ 8. 19th and Strand~ 9. 26th and Strand~ 10. 40th and Strand~ 11. 44th and Strand~ 12. 1st and Greenbelt~ 13. 6th and Greenbelt~ 14. 19th and Greenbelt~ 15. 27th and Greenbelt~ 16. Pacific and Greenbelt~ ~ Mutt Mitt Program moved to Parks & Recreation:~ 100-14-021-5611		
2	Mutt mitts for Live Oak, Sand Dune, Polliwog, and Marine Avenue.~	3,000.00	2

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Amount

2 (\$3,000 in Parks & Rec mutt mitt expenses moved from 100-14-021-5611 in FY 10-11)

2

Total Account # 510-18-411-5611

17,000.00

Insurance Allocation 510-18-411-5631

1 based on 20 months analysis by H Mitzner

1

Total Account # 510-18-411-5631

18,840.00

18,840.00

Program Total Refuse Management

411 Refuse Management

4,272,696.00

510 Refuse Fund

4,272,696.00

City Totals

4,272,696.00