City of Stockton Measure A Committee
Observations, Recommendations, Questions
FYE June 30, 2026, City of Stockton Budget
Draft July 18, 2025

The Measure A Committee welcomes the opportunity to offer our observations, recommendations, and questions as part of the City of Stockton's (City) budget process. We have reviewed the first proposed budget for Measure A funds along with relevant parts of the entire city budget document.

Attached to our report:

1. FYE 2026 budget for Measure A. C-7.
2. June 30, 2024, Measure A preliminary financial report.
3. June 30, 2023, Measure A Schedule of Sources and Uses, from the Annual Comprehensive Financial Report (ACFR) of the City.
4. FYE 2026 budget for the Police Department. D-8, 9.
5. FYE 2026 budget for Measure W. D-13.
6. Stockton Police Officers MOU compensation schedule July 1 2022 to June 30, 2025.

Recall the promise of Measure A was to add 120 officers to our base of 365 sworn officers. Thus, starting in 2014, the City was to build its sworn officers staff to 485. Unfortunately, the City has fallen dramatically short of those goals.

In some sense, the Measure A financial statements and budgets should show the costs of hiring sworn officers above the 365 base. We need to see the costs of the pure Measure A officers, above the 365 base, vs costs that have been expended to maintain the 365 base.

The budget and financial reports need to provide information that shows the incremental costs, (the "avoidable" costs), of adding a police officer and adding other staff such as employees who serve in the Office of Violence Prevention (OVP). Sunk costs, liabilities such as the long existing unfunded pension liability, need to be separated from the current avoidable costs. The presentation of information on avoidable costs should be part of the entire budget process.

1. We do not understand why the downward trend in Measure A sales tax receipts is greater than the trend for Measure W and general sales tax receipts. In C-7 for Measure A, the decrease in sales tax receipts FYE 23 TO FYE 24 is down 7% ($3.489m), FYE 24 TO 25 down 2.7% ($1.231m), and for our budget year FYE 26 up 1.9% ($872k). The Measure W is negative 5.7% and then has positive increases. The Point of Sale trends have one year 2.9% negative, and all others are positive. See C-4 and D-13. We would expect sales tax receipt trends to be similar, but it seems Measure A tracks lower.

2. The budget should show the amount of the California Department of Tax and Fee Administration (CDTFA) administrative costs withheld before sales tax proceeds are remitted to the City. C-7 and Schedule of Source and Uses in the ACFR do not show the cost, which was $216,490 for FYE 2024. All budget and financial statements of Measure A should show the

receipt of sales tax at gross consistent with the CDFTA reports, another line should show less the CDTFA administrative cost, with a net amount of Measure A revenue.

3. The modest "audit recovery service" cost paid to HdL should also appear on the budget and financial reports of Measure A. What are the quantified net benefits from these services?

The primary expenditures of Measure A funds are divided between police (PD) and OVP. We need information on (1) per capita personnel costs, (2) quantified examples of major expenditures, and (3) outcome metrics. Please explain significant changes (over 25%) in lines items from FYE 2025.

4. Police.

a. Salary and benefits. We need to see how much is salary vs. benefits. We need to know the per capita composition and nature of those costs and the avoidable cost per officer based on current salary and current pension and benefits.

b. Police officer salaries per MOU. Attached is the Stockton Police Officers MOU compensation schedule July 1, 2022, to June 30, 2025. In addition, we understand there is a "side Letter" that modifies the effective MOU steps. We need a matrix showing the numbers of officers, classification, and steps, that foot to an amount for police officer salaries with reference to the specific steps in the MOU and "side letter." Those amounts per the proposed budget C-7 are $19.470m less vacancy $1.711m plus recruitment etc. $11.944m = $29.703m.

c. Benefits. We need to know the composition of benefits e.g., health, pension, etc., Most importantly, quantify benefits related to past liabilities such as unfunded pensions. The notes in the ACFR state that current pension costs for public safety is 20.52% of wages. The budget document, however, states the cost is 88.00%. B-8. Any pension costs in excess of the 20.52% would seem to be a sunk cost and should not be combined with current employment benefit costs.

d. Other line items, e.g., other services, materials and supplies, vehicles, technology, training. There are dramatic changes from prior year amounts in most of these line items.

e. Please indicate if the budgeted costs arise from direct assignment, allocation, or overhead application, and the method for allocation and overhead application.

f. We need to know details and expected expenditure amounts for these categories. If possible, please list details for subcategories that constitute 10% or more of the main line item. For example, "other services" costs have increased from $3.380m to $4.463m FYE 2023 to our budget year. Please list those other services that constitute $4.46m or more in the budget.

5 OVP.

a. OVP shows a significant increase in costs FYE 23 $1.1m to FYE 26 budget $1.98m. It would be helpful if we had a compensation document for salaries for OVP like PD, and a matrix showing job classification, step, numbers, that foot to $1.311m listed as budget.

b. Other services. As with PD, detail services over 10%, i.e., over $58,000.

6. Outcome metrics. We have read the material in A-8, A-9, D-1 to D-21. If applicable, please offer any other metrics that would help us understand the use of Measure A funds for PD and OVP.

7. Measure W has built a significant fund surplus. Measure W was initially designed to pay for 45 additional police, but for recent years, it has paid the costs of only 24. Accordingly, it reported an increase in accumulated surplus, and sales tax received over expenditures. Should Measure W assume more of the costs of police?

8. Each year, substantial unexpended Measure A funds are not accounted for except as additions to the General Fund. The current budget document C-7 shows unexpended Measure A funds FYE 23, 24, 25, and 26 budget: $17.848m, $8,011m, $3.304m, and $7,948m. The City has maintained a subfund designation for Measure A: 115. See B-26. It would seem a simple matter to establish a Measure A subfund balance account to capture and report on these funds. Our Measure A Committee is charged with oversight of all the receipts and all the expenditures of Measure A funds. By seeing the changes in the subfund 115 balance, staff could report on the accumulated expended and unexpended amounts of Measure A Funds.

9. A prior CFO stated Measure A funds were used to purchase the New City Hall. We request an accounting of Measure A funds used and budgeted for the New City Hall and for associated projects, e.g., street and infrastructure. Some costs are reported in the CIP budget.

10. Cost of the City Auditor can be allocated to other funds. K-23. The Committee would welcome working with the City Auditor, once appointed. We would concur with a reasonable allocation of costs to the Measure A fund. We hope the new City Auditor will be qualified, independent, and preferably belong to the Association of Local Government Auditors (ALGA).

General Fund - 100
Measures A and B
FY 2025-26 Annual Budget

	FY 2022-23 Actual	2023-24 Actual	FY 2024-25 Adopted Budget	FY 2024-25 Projected	FY 2025-26 Budget
Revenues					
Police					
Measure A Transaction and Use Tax	$ 49,703,488	$ 46,214,556	$ 47,058,000	$ 44,983,216	$ 45,855,164
Total Revenues	**49,703,488**	**46,214,556**	**47,058,000**	**44,983,216**	**45,855,164**
Expenditures (Public Safety Measure B)					
Police					
Salary & Benefits					
Sworn & Non-Sworn	25,783,882	26,443,535	19,068,331	16,781,798	19,469,912
Vacancy Savings	-	-	(1,531,305)	-	(1,710,758)
Recruitment, Retention, & Wellness	-	3,988,998	12,295,709	16,193,751	11,943,895
Other Services	3,379,931	4,678,504	4,590,249	4,157,455	4,463,185
Materials & Supplies				-	-
Fuel	414,694	421,178	378,960	229,571	354,060
Other Supplies	485,713	822,536	755,825	1,479,303	805,825
Equipment				-	-
Office Equipment	-	-	-	-	-
Radios	-	29,533	-	-	-
Vehicles	-	-	-	394,035	-
Other Expenses				-	-
Techonology Upgrades	14,228	45,378	-	135,000	-
Training	594,470	399,194	601,809	624,257	601,809
Capital Outlay	77,254	-	-	-	-
	30,750,171	36,828,856	36,159,578	39,995,170	35,927,928
Office of Violence Prevention					
Salary & Benefits					
Non-Sworn	774,769	973,097	1,220,264	1,220,264	1,310,989
Other Services	285,543	320,576	328,934	328,934	587,346
Materials & Supplies				-	-
Fuel	8,078	13,026	33,418	33,418	12,402
Other Supplies	27,036	44,514	45,000	45,000	45,000
Equipment				-	-
Office Equipment	-	3,361	3,379	3,379	3,379
Other Expenses	9,638	20,489	53,500	53,500	20,000
	1,105,064	1,375,063	1,684,495	1,684,495	1,979,116
Total Expenditures (Measure B)	**$ 31,855,235**	**$ 38,203,919**	**$ 37,844,073**	**$ 41,679,665**	**$ 37,907,044**
Measure B expenditures as a % of annual Measure A revenues	64%	83%	80%	93%	83%

General Fund
Measures A and B Summary
FY 2023-24 4th Quarterly Report (Budgetary Basis*)

	FY 2022-23 Actual	FY 2023-24 Amended Budget	4th Quarter Actual	% of Budget
Revenue				
Measure A Tax	49,703,488	46,338,887	46,214,556	100%
Total Revenue	**49,703,488**	**46,338,887**	**46,214,556**	100%
Expenditures				
Police				
Salary & Benefits				
Sworn	22,471,737	28,762,060	22,965,412	80%
Non-Sworn	3,312,145	4,005,145	3,478,123	87%
Vacancy Savings	-	(2,149,267)	-	0%
Recruitment, Retention, and Wellness	-	-	3,988,998	-
Other Services	3,379,931	4,745,335	4,678,504	99%
Materials & Supplies				
Fuel	414,694	386,396	421,178	109%
Other Supplies	485,713	1,305,510	822,536	63%
Equipment				
Radios	-	-	29,533	-
Technology Upgrades	14,228	-	45,378	-
Other Expenses	594,470	620,000	399,194	64%
Capital Outlay	77,254	-	-	-
	30,750,171	**37,675,180**	**36,828,857**	98%
Office of Violence Prevention			-	
Salary & Benefits				
Non-Sworn	774,769	972,327	973,097	100%
Other Services	285,543	321,367	320,576	100%
Materials & Supplies				
Fuel	8,078	30,077	13,026	43%
Other Supplies	27,036	45,304	44,514	98%
Equipment				
Office Equipment	-	3,379	3,361	99%
Other Expenses	9,638	20,000	20,489	102%
	1,105,064	**1,392,454**	**1,375,062**	99%
Total Measure B Expenditures	**31,855,235**	**39,067,634**	**38,203,919**	94%
Measure B expenditures as a % of year-to-date Measure A revenues	64%	84%	83%	
Other City Services				
Administration Overhead				
CDTFA Admin Cost	291,730	287,000	216,490	75%
Audit Recovery Services (HdL)	25,938	10,000	3,607	36%
General Fund Services & Reserves	17,530,585	6,974,253	7,790,539	112%
	17,848,252	7,271,253	8,010,636	110%
Total Expenditures/Uses	49,703,488	46,338,887	46,214,556	100%

*Includes funds encumbered for purchases authorized prior to current fiscal year

City of Stockton
Measure A and B Schedule of Sources and Uses
For the Year Ended June 30, 2023

	Final Budget	Year End Actual	Variance
Revenues			
Measure A Transaction and Use Tax	$ 42,080,000	$ 49,703,488	$ 7,623,488
Total Revenues	42,080,000	49,703,488	7,623,488
Uses/Expenditures			
Police			
Salary & Benefits			
Sworn	24,965,558	22,471,737	2,493,821
Non-Sworn	3,892,835	3,312,145	580,690
Vacancy Savings	(1,696,203)	-	(1,696,203)
Other Services	3,496,480	3,379,931	116,549
Materials & Supplies			-
Fuel	346,141	414,694	(68,553)
Other Supplies	1,132,271	510,188	622,083
Other Expenses			
Training	595,000	584,222	10,778
Capital outlay	277,254	77,254	200,000
	33,009,336	30,750,171	2,259,165
Office of Violence Prevention			
Salary & Benefits			
Non-Sworn	926,130	774,769	151,361
Other Services	317,033	285,544	31,489
Fuel	7,750	8,078	(328)
Other Supplies	36,553	27,036	9,517
Office Equipment	3,979	-	3,979
Other Expenses	20,000	9,638	10,362
	1,311,445	1,105,065	206,380
Basic Adjustment			
Encumbrances (included in Final Budget)	-	199,163	(199,163)
Total Measure B Expenditures	34,320,781	32,054,399	2,266,382
Crime Prevention (Measure B) expenditures as a % of annual Measure A revenues	82%	64%	
Other City Services			
General Fund Available Fund Balance	7,759,219	17,649,089	(9,889,870)
Total Uses/Expenditures	$ 42,080,000	$ 49,703,488	$ (7,623,488)

Police Department
FY 2025-26 Annual Budget

	General Fund 100	Measure W 200	Asset Seizure 260	State COPS 260
	See Page D-10	*See Page D-13*	*See Page D-15*	*See Page D-17*
Revenues				
Taxes	$ -	$ 8,257,500	$ -	$ -
Grants	-	-	-	900,000
Program Revenue	7,359,914	-	3,000	-
Other Revenue	-	-	-	-
	7,359,914	**8,257,500**	**3,000**	**900,000**
Expenditures				
Salary & Benefits	143,694,709	7,092,463	-	244,749
Services & Supplies	41,020,694	1,261,673	181,210	1,041,320
Administration Overhead	-	148,506	-	-
Capital Outlay	20,000	-	-	-
	184,735,403	**8,502,642**	**181,210**	**1,286,069**
	-			
Transfers				
Transfer In	-	-	-	-
Transfer Out	-	-	-	-
	-	**-**	**-**	**-**
Net Annual Activity	**$ (177,375,489)**	**$ (245,142)**	**$ (178,210)**	**$ (386,069)**

Police Department, Continued
FY 2025-26 Annual Budget

	Special Revenue 260	Special Grants 280	Police Total
	See Page D-19	*See Page D-21*	
Revenues			
	$ -	$ -	$ 8,257,500
Grants	-	-	900,000
Program Revenue			7,362,914
Other Revenue	4,868,831	-	4,868,831
	4,868,831	**-**	**21,389,245**
Expenditures			
Salary & Benefits	-	-	151,031,921
Services & Supplies	1,260,675	-	44,765,572
Administration Overhead	-	-	148,506
Capital Outlay	-	-	20,000
	1,260,675	**-**	**195,965,999**
Transfers			
Transfer In	-	-	-
Transfer Out	-	-	-
	-	**-**	**-**
Net Annual Activity	**$ 3,608,156**	**$ -**	**$ (174,576,754)**

Revenues	$ 21,389,245
Transfers	-
Total Sources	$ 21,389,245
Expenditures	$ 195,965,999
Transfers	-
Total Appropriations	$ 195,965,999

Police and Fire Departments
Measure W - 200 (a)
FY 2025-26 Annual Budget

	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Projected	FY 2025-26 Budget
Beginning Available Balance	**$ 9,973,679**	**$ 12,914,043**	**$ 13,241,813**	**$ 13,077,768**
Revenues				
Police				
Measure W Sales Tax	8,160,741	7,703,437	8,023,000	8,257,500
Investment Proceeds	92,458	213,572	-	-
	8,253,199	7,917,009	8,023,000	8,257,500
Fire				
Measure W Sales Tax	8,171,918	7,703,437	8,023,000	8,257,500
Investment Proceeds	77,595	183,972	-	-
	8,249,513	7,887,409	8,023,000	8,257,500
	16,502,712	**15,804,418**	**16,046,000**	**16,515,000**
Expenditures				
Police				
Salary & Benefits	5,898,708	6,593,294	6,750,435	7,092,463
Services & Supplies	930,705	1,060,075	1,165,445	1,261,673
Administration	146,343	107,729	23,506	148,506
	6,975,756	7,761,098	7,939,386	8,502,642
Fire				
Salary & Benefits	5,834,924	6,592,897	7,100,505	7,410,159
Services & Supplies	495,352	813,355	960,596	963,085
Administration	145,833	107,729	129,280	147,000
Equipment & Maintenance	110,483	201,571	80,278	10,000
	6,586,592	7,715,552	8,270,659	8,530,244
	13,562,348	**15,476,650**	**16,210,045**	**17,032,886**
Transfers				
Transfer In	-	-	-	-
Transfer Out	-	-	-	-
	-	**-**	**-**	**-**
Net Annual Activity				
Police	1,277,443	155,911	83,614	(245,142)
Fire	1,662,921	171,859	(247,659)	(272,744)
	2,940,364	**327,770**	**(164,045)**	**(517,886)**
Ending Available Balance	**$ 12,914,043**	**$ 13,241,813**	**$ 13,077,768**	**$ 12,559,882**

Available Balance Calculation

Current assets	$ 13,926,758
Current liabilities	(684,945)
Program Commitments	-
Ending Available Balance	$ 13,241,813

(a) The portion of Measure W Fund - 200 relating to Fire is also presented in Fire on page E-17.

STOCKTON POLICE OFFICERS ASSOCIATION (SPOA) SUCCESSOR MOU
TERM: July 1, 2022 – June 30, 2025

APPENDIX A. COLA AND MARKET ADJUSTMENTS

Year 1- Effective 7/1/22;
Year 2- Effective 7/1/23;
Year 3- Effective 7/1/24

	Steps					
	1	2	3	4	5	6
Police Officer	6,055.40	6,366.58	6,694.48	7,037.52	7,400.36	7,779.88
COLA and MA year 1 (9.8%)	593.44	623.92	656.06	689.68	725.24	762.44
Year 1 - Monthly Salary	6,648.84	6,990.50	7,350.54	7,727.20	8,125.60	8,542.32
COLA and MA year 2 (4%)	265.96	279.62	294.02	309.08	325.04	341.68
Year 2 - Monthly Salary	6,914.80	7,270.12	7,644.56	8,036.28	8,450.64	8,884.00
COLA and MA year 3 (4%)	276.60	290.82	305.78	321.46	338.02	355.36
Year 3 - Monthly Salary	7,191.40	7,560.94	7,950.34	8,357.74	8,788.66	9,239.36
Police Officer Recruit	5,134.74					
COLA and MA year 1 (9.8%)	503.22					
Year 1 - Monthly Salary	5,637.96					
COLA and MA year 2 (4%)	225.51					
Year 2 - Monthly Salary	5,863.46					
COLA and MA year 3 (4%)	234.56					
Year 3 - Monthly Salary	6,098.02					
Police Officer Trainee	5,134.74					
COLA and MA year 1 (9.8%)	503.22					
Year 1 - Monthly Salary	5,637.96					
COLA and MA year 2 (4%)	225.51					
Year 2 - Monthly Salary	5,863.46					
COLA and MA year 3 (4%)	234.56					
Year 3 - Monthly Salary	6,098.02					
Police Sergeant	7,159.02	7,527.88	7,913.48	8,320.32	8,748.40	9,197.74
COLA and MA year 1 (9.8%)	701.56	737.74	775.52	815.40	857.34	901.38
Year 1 - Monthly Salary	7,860.58	8,265.62	8,689.00	9,135.72	9,605.74	10,099.12
COLA and MA year 2 (4%)	314.42	330.62	347.56	365.42	384.22	403.96
Year 2 - Monthly Salary	8,175.00	8,596.24	9,036.56	9,501.14	9,989.96	10,503.08
COLA and MA year 3 (4%)	327.02	343.86	361.46	380.06	399.60	420.14
Year 3 - Monthly Salary	8,502.02	8,940.10	9,398.02	9,881.20	10,389.56	10,923.22

POLICE MANAGEMENT UNIT SUCCESSOR MOU
TERM: July 1, 2022 – June 30, 2025

APPENDIX A. COLA AND MARKET ADJUSTMENTS

Year 1- Effective 7/1/22;
Year 2- Effective 7/1/23;
Year 3- Effective 7/1/24

	Steps					
	1	2	3	4	5	6
Police Captain	11,314.50	11,893.82	12,503.18	13,144.00	13,817.72	14,524.34
COLA and MA year 1 (10%)	1,131.46	1,189.38	1,250.30	1,314.40	1,381.78	1,452.42
Year 1 - Monthly Salary	12,445.96	13,083.20	13,753.48	14,458.40	15,199.50	15,976.76
COLA and MA year 2 (4%)	497.84	523.34	550.16	578.32	607.96	639.08
Year 2 - Monthly Salary	12,943.80	13,606.54	14,303.64	15,036.72	15,807.46	16,615.84
COLA and MA year 3 (4%)	517.74	544.24	572.14	601.48	632.30	664.64
Year 3 - Monthly Salary	13,461.54	14,150.78	14,875.78	15,638.20	16,439.76	17,280.48
Police Lieutenant	9,806.86	10,310.34	10,838.18	11,393.18	11,976.78	12,590.42
COLA and MA year 1 (10%)	980.70	1,031.06	1,083.84	1,139.32	1,197.68	1,259.04
Year 1 - Monthly Salary	10,787.56	11,341.40	11,922.02	12,532.50	13,174.46	13,849.46
COLA and MA year 2 (4%)	431.50	453.64	476.86	501.30	526.98	553.98
Year 2 - Monthly Salary	11,219.06	11,795.04	12,398.88	13,033.80	13,701.44	14,403.44
COLA and MA year 3 (4%)	448.76	471.80	495.96	521.36	548.04	576.14
Year 3 - Monthly Salary	11,667.82	12,266.84	12,894.84	13,555.16	14,249.48	14,979.58