#### BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ESTABLISHING A SCHEDULE FOR COUNCIL CONSIDER- ATION OF THE FY 1994-95 PROPOSED BUDGET	) RESOLUTION NO. 93-1839 ) INTRODUCED BY THE ) FINANCE COMMITTEE
WHEREAS, It is necessary to es	stablish a schedule for Council
consideration of the FY 1994-95 Pro	oposed Budget, in order to
facilitate adequate financial plans	ning; and
WHEREAS, The Finance Committee	e has reviewed the schedule and
process used by the Metro Council i	for adoption of the FY 1993-94
Budget; now, therefore,	
BE IT RESOLVED,	
That the Metro Council approve	es the schedule for Council
receipt and consideration of the FY	Y 1994-95 Proposed Budget as
shown on Exhibit A, attached hereto	o.
ADOPTED by the Metro Council t	this9th day of
September , 1993.	

Judy Wyers, Presiding Officer

#### EXHIBIT A

# GENERAL SCHEDULE FOR COUNCIL CONSIDERATION OF FY 1994-95 PROPOSED BUDGET

DATE	EVENT
February 17, 1994	Executive Officer submits FY 1994-95 Proposed Budget and Supporting Materials to Council
February 26 - April 26, 1994	Budget Committee deliberations on FY 1994-95 Proposed Budget
April 28, 1994	Budget Committee recommendations released to Metro Council
May 5, 1994	Council consideration and approval of FY 1994-95 Budget (Special Council Meeting)
May 13, 1994	Filing of FY 1994-95 Approved Budget with Tax Supervising and Conservation Commission
June 23, 1994	Council adoption of FY 1994-95 Budget

RESOLUTION NO. 93-1839 ESTABLISHING A SCHEDULE FOR COUNCIL CONSIDERATION OF THE FY 1994-95 PROPOSED BUDGET

Date: August 30, 1993 Presented By: Councilor Devlin

<u>COMMITTEE RECOMMENDATION</u>: At its August 25, 1993 meeting the Committee voted unanimously to file the resolution with the Council Clerk for inclusion in the next Council agenda and recommend Council adoption of Resolution No. 93-1839. All Committee members were present and voting.

COMMITTEE DISCUSSION/ISSUES: Don Carlson, Council Administrator, presented the Staff Report. He stated the agenda packet contained a memo from Mr. Short explaining a draft Resolution No. 93-1839 for Committee consideration (see Attachment 1 to this report). draft resolution proposed to do two things: 1) set the general schedule for receipt and consideration of the Proposed Budget; and 2) establish the general process for Council consideration of the Proposed Budget. In regard to the schedule, the major decision is the time the Proposed Budget is to be submitted to the Council by the Executive Officer. In regard to the process the major decisions are a) the makeup and size of the Budget Committee and b) the number of phases to the budget deliberation process. Carlson pointed out that the description of the process in Exhibit B of the draft resolution does not affect the size and makeup of the Budget Committee. The description does mirror the basic process used during the deliberations on the FY 1993-94 Proposed Budget.

Jennifer Sims, Finance Director, presented information from the Administration's perspective regarding the FY 1994-95 budget process (see Attachment 2 to this report). Ms. Sims presented three alternatives for Committee consideration and recommended Alternative 1 which provides for the Proposed Budget to be submitted to the Council in early March 1994 and describes a two phase process for Council consideration.

Don MacGillivray, Metro CCI member, appeared and presented comments regarding the Metro's budget process for the FY 1993-94 Budget (see Attachment 3 to this report). He had the assignment to monitor the Council's deliberations on the Proposed Budget starting in March of 1993. He suggested that Metro create "citizen budget advisory committees" much like those used by the City of Portland to assist the Executive Officer in the preparation of the Proposed Budget.

The Committee determined that the most critical part of the draft resolution is the date of submittal to the Council. The issue of process to be followed can be determined at a later time. Councilor Van Bergen expressed the opinion that the submittal date should be in early March 1994 (as it was this past year) so the Executive Officer and staff have sufficient time to present a quality document to the Council. Councilor Kvistad suggested the

resolution contain language requiring the submittal of the Proposed Budget in early February 1994 giving the Council additional time to understand and deliberate on the Budget.

Councilor Devlin moved that the draft resolution be amended to insert February 17, 1993 as the submittal date for the FY 1994-95 Proposed Budget and delete the parts of the draft resolution (including Exhibit B) dealing with the budget process. The motion passed 3 to 2 with Councilors Kvistad and Van Bergen voting no. The main motion to file the resolution and recommend Council adoption passed unanimously with both Councilors Kvistad and Van Bergen expressing serious reservations about the date of submittal.



## ATTACHMENT 1

(Fin. Comm. Rpt/Res. 93-1839)

#### METRO

DATE:

August 19, 1993

TO:

Council Finance Committee

FROM:

Casey Short, Council Analyst

RE:

Draft Resolution No. 93-1839

Your August 25 Finance Committee agenda includes a draft resolution which would establish a schedule and process for consideration of the 1994-95 Proposed Budget. The committee directed staff to prepare this draft resolution at your last meeting.

For the most part, Draft Resolution No. 93-1839 would continue the budget process as it has previously occurred, with a couple of exceptions. First, the date for Executive Officer submittal of the Proposed Budget to the Council is not finalized. Pursuant to the committee's direction, the Resolution's Exhibit A lists both February 1 and March 1 as the submittal date; the committee wanted to discuss the date at its next meeting, and include the perspective of Finance & Management Information Department staff.

The second change from prior years is in the composition of the Budget Committee. The issue of Budget Committee composition for the 1994-95 budget process is one the Council still has to determine, so #1 in Exhibit B states that this issue will be resolved by the Council no later than its first meeting in January, 1994.

There are a couple of other minor changes. Because the issue of Budget Committee composition has not been resolved, there is less reference to standing committee input into the budget: if the Budget Committee is to be a committee of the whole, there is little reason for the standing committees to give much consideration to the proposed budget because all standing committee members will also be on the Budget Committee. Finally, #4 in Exhibit B requires that any proposed amendment to the Budget Committee's recommendations be prepared in writing, and submitted at least two days prior to Council consideration of the Budget Committee's recommended budget. This item also calls for the Presiding Officer to approve the general format for such amendments. In including this item, I attempted to continue the policy in place for consideration of the 1993-94 budget.

# DRAFT FY 1994-95 BUDGET PREPARATION PLAN (Fin.Comm.Rpt/Res.93-1839)

	Alternative 1 Present budget at 1st Council Meeting in March, Forward budget to staff 7 days prior, Two phase Council consideration process	Alternative 2 Present budget at 1st Council Meeting in March, Forward budget to staff 7 days prior, Three phase Council consideration process	Alternative 3 Present budget at 1st Council Meeting in February, Forward budget to staff 7 days prior, Three phase Council consideration process
ADMINISTRATIVE PREPARATION PROCESS			
Issue FY 1994-95 Budget Manual and Documentation Includes research and analysis of budget assumptions (COLA, excise tax rate, indirect rate, fringe rates, support transfer assumptions, etc.); consolidation of FY 1992-93 audited actual expenditures by position and line item (usually not available in final form till November or December); provide training sessions	By October 15	By October 15	By September 15
Departmental preparation of budget materials including all justification forms, personnel requests, contracts lists, etc.	Mid-October to December, 23	Mid-October to December, 23	Mid-September to November 19
Departmental budgets due to Financial Planning	December 23	December 23	November 19
Christmas and New Year's Holiday. Minimal work week due to holidays and personal commitments.	Dec. 24 - Dec. 31	Dec. 24 - Dec. 31	<u> </u>
Financial Planning Review  Review all requests for accuracy, adherence to directives, policies and procedures  Identify major changes, issues or concerns  Meet with departments to review and clarify budget requests  Prepare initial cost allocation plan  Prepare initial excise tax needs analysis  Personnel Office reviews all new position and reclass requests  Information Services reviews all data processing requests  Prepare written analysis of budget requests for Executive Officer review	January 3 - 21	January 3 - 21	Nov. 22 - Dec. 10 and Dec. 20 - 23
Christmas and New Year's Holiday. Minimal work week due to holidays and personal commitments.		<del></del>	Dec. 24 - Dec. 31
Executive Officer Review and Direction  Financial Planning staff brief Executive Officer on budget requests  Executive Officer meeting with each department on budget requests  Provides direction where changes are required  Meets with Financial Planning staff to develop final budget recommendations	Jan. 24 - Feb. 4	Jan. 24 - Feb. 4	Dec. 13 - 17 and Jan. 3 - 7
Financial Planning and Departments prepare final revisions to budget  * Revise all budgets to meet Executive Officer directions and to balance budget  * Prepare final cost allocation plan, revise budgets as needed and re-balance  * Prepare final proposed indirect cost rate and excise tax rate, revise budgets	Feb. 7 - 9	Feb. 7 - 9	Jan. 10 - 12
Document Production  Budget document production and mock-up  Budget document printing and binding  Notebook printing and production	Feb. 10 - 25 Feb. 28 - March 3 March 2 - 3	Feb. 10 - 25 Feb. 28 - March 3 March 2 - 3	Jan. 13 - 28 Jan. 31 - Feb. 3 Feb. 2 - 3

#### **DRAFT FY 1994-95 BUDGET PREPARATION PLAN**

Alternative 1

Alternative 2

Alternative 3

Present budget at 1st Council Meeting in March, Forward budget to staff 7 days prior, Two phase Council consideration process	Present budget at 1st Council Meeting in March, Forward budget to staff 7 days prior, Three phase Council consideration process	Present budget at 1st Council Meeting in February, Forward budget to staff 7 days prior, Three phase Council consideration process
March 3	March 3	Feb. 3
March 10	March 10	Feb. 10
March 4 - 18	March 4 - 11	February 4 - 11
March 12	March 12	February 12
March 21 - April 27	March 14 - April 21	February 14 - April 21
not needed	April 28	April 28
May 3 *	May 3 *	May 3 *
May 13	May 13	May 13
June 6 - 17	June 6 - 17	June 6 - 17
June 23, 1994	June 23, 1994	June 23, 1994
	Council Meeting in March, Forward budget to staff 7 days prior, Two phase Council consideration process  March 3 March 10  March 12  March 21 - April 27 not needed May 3 * May 13  June 6 - 17	Council Meeting in March, Forward budget to staff 7 days prior, Two phase Council consideration process  March 3 March 10  March 4 - 18 March 12 March 21 - April 27 not needed May 3* May 13  May 13  Council Meeting in March, Forward budget to staff 7 days prior, Three phase Council consideration process  March 3 March 3 March 10  March 10  March 10  March 12  March 12  March 12  March 12  March 12  March 12  March 13  March 14 - April 21  April 28  May 3*  May 13  June 6 - 17  June 6 - 17

<sup>\*</sup> Special Council Meeting

NOTE: Oregon Budget Law requires the Proposed budget and budget message to be presented to the Budget Committee at an official meeting with public notice of meeting at least 8 to 14 days in advance of the meeting. By law the full Council is Metro's Budget Committee. In addition, Oregon Budget Law states that the budget may be released no more than seven days prior to the official meeting at which the budget is presented, and no deliberations of the budget may take place between the time of release and the time of presentation. ORS 294.401

kr:budget:bud94-95:mlsc:SCHCOMP.DOC August 25, 1993; 3:26 PM

### DISCUSSION OF DRAFT FY 1994-95 BUDGET PREPARATION PLAN ALTERNATIVES

#### Alternative 1

- Releases budget manual by mid-October.
- Presents budget message and document to Council by first Council meeting in March.

Oregon Budget Law requires the budget message to be presented to the Budget Committee at a meeting for which public notice is made 8 to 14 days in advance of the meeting. By law the full Council is Metro's Budget Committee.

The Tax Study Committee poses a conflict with this schedule. The requirements of the Committee are considerably more than anyone anticipated. The report is not due to the Council until November 15, with Council consideration of the options in December and possibly January. Whatever the time frame of the budget schedule, analysis needed for the Tax Study Committee's report will conflict with some aspect of the budget preparation process.

Releases budget to Council staff seven days in advance of presentation to Council

By law the budget may be released to members of the Budget Committee no more than seven days prior to the official meeting at which the budget message is presented. No deliberations of the budget may take place between the time of release and the time of presentation to the Budget Committee.

- Proposes a two phase Council consideration process
- Assumes a Budget Committee of the whole Council
- Provides two full weeks for Council staff review and analysis prior to first meeting of Budget Committee deliberations
- Allows 5 1/2 weeks for Budget Committee deliberations

This schedule proposes an alternative to the three phase Council consideration process. This alternative eliminate the Phase 1 departmental presentations and divides the time formerly used for this phase between the Council-staff for review and analysis at the beginning of the process, the Budget Committee for deliberations and the Financial Planning division for preparation of Approved Budget document.

The proposal provides additional time to the Council Staff for analysis of the proposed budget prior to any Council deliberations. The additional time is to allow Council analysts to identify and outline the major issues of the budget requests prior to deliberations of the budget committee and to have their reports available to both the Council and Department staff prior to the budget committee meetings. The issues identified in the Council analysts' report would become the framework for the dialogue between the budget committee and the departments during the first group of meetings.

The proposal assumes a Budget Committee of the whole Council. This approach eliminates the need for an additional week between the time of release of the committee recommendations to the full Council and the meeting date for approval. A Committee of the whole avoids the duplication of presentations to the standing committees and allows for input and discussion by all parties.

Approves budget at a special Council meeting held on the first Tuesday in May

The production of the approved budget document requires the complete revision of all graphs, charts, narratives, appendices, and budget spreadsheets as well as printing and binding. Printing and binding of the document requires a minimum of three days to complete. A minimum of ten days is desired to complete this process. This schedule approves the budget at a special Council meeting held on Tuesday, May 3, 1994, allowing eight days to produce the budget document.

#### **Alternative 2**

- Releases budget manual by mid-October.
- Presents budget message and document to Council by first Council meeting in March.

Oregon Budget Law requires the budget message to be presented to the Budget Committee at a meeting for which public notice is made 8 to 14 days in advance of the meeting. By law the full Council is Metro's Budget Committee.

The Tax Study Committee poses a conflict with this schedule. The requirements of the Committee are considerably more than anyone anticipated. The report is not due to the Council until November 15, with Council consideration of the options in December and possibly January. Whatever the time frame of the budget schedule, analysis needed for the Tax Study Committee's report will conflict with some aspect of the budget preparation process.

• Releases budget to Council staff seven days in advance of presentation to Council

By law the budget may be released to members of the Budget Committee no more than seven days prior to the official meeting at which the budget message is presented. No deliberations of the budget may take place between the time of release and the time of presentation to the Budget Committee.

- Assumes the three phase Council consideration process used in previous years
- Assumes the Finance Committee is the Budget Advisory Committee

- Provides one week for Council staff review and analysis prior to first meeting of Budget Committee deliberations
- Allows 5 ½ weeks for Budget Committee deliberations

This schedule assumes the same Council consideration process as used in previous years.

 Provides 5 days for production of the Budget Committee recommendations report and one week between release of report and full Council approval.

Production of the Budget Committee recommendations report requires at least five days for revision of all budgets, cost allocation plan and schedule of appropriations as well as narrative explanation of changes. If the Budget Committee is a subset of the Council, time must be allowed the other Council members to review the actions of the Budget Committee prior to the meeting date for approval of the budget.

Approves budget at a special Council meeting held on the first Tuesday in May

The production of the approved budget document requires the complete revision of all graphs, charts, narratives, appendices, and budget spreadsheets as well as printing and binding. Printing and binding of the document requires a minimum of three days to complete. A minimum of ten days is desired to complete this process. This schedule approves the budget at a special Council meeting held on Tuesday, May 3, 1994, allowing eight days to produce the budget document.

#### Alternative 3

- Releases budget manual by mid-September.
- Presents budget message and document to Council by first Council meeting in February.

Oregon Budget Law requires the budget message to be presented to the Budget Committee at a meeting for which public notice is made 8 to 14 days in advance of the meeting. By law the full Council is Metro's Budget Committee.

The are several conflicts with meeting this schedule. The Tax Study Committee's report is not due to the Council till November 15, 1993. It is assumed the Council will require the analysis of various alternatives during its deliberations on the content of the report. If this schedule is approved the Financial Planning division's staff will be in the process of reviewing and analyzing department budget requests at the same time the Council would require assistance in analyzing the tax study committee's report. In addition, since department requests would be due at the same time the Tax Study

Committee's report is due to Council and prior to Council deliberations on the report, it would be impossible for the departments to include approved recommendations of the report in their budget requests.

The Financial Planning division is also in the process of implementing a new credit policy. The implementation process is very time consuming, requiring extensive public contact. Full implementation will probably not be completed until mid-November. The person responsible for the implementation of the credit policy is also integral to the budget preparation process. The months prior to the submittal of department requests to the Financial Planning division require extensive work by the Financial Planning staff in support of the departments, answering questions; preparing the budget manual; preparing and analyzing fund balance projections, interfund transfers, revenue trends, etc. The time is also used to provide training sessions and prepare format of budget spreadsheet disks including the consolidation of the FY 1992-93 audited actual expenditures by position and line item. The audited actual expenditures for FY 1992-93 will not be available until November, after departments have submitted their budgets.

Finally, the schedule provides no flexibility for unanticipated operational events such as resignation or illness of staff, down time of computers, loss of equipment due to theft, etc. In addition, two members of the division have approved scheduled vacations during the month of September, precluding the ability to release the budget manual by September 15.

Releases budget to Council staff seven days in advance of presentation to Council

By law the budget may be released to members of the Budget Committee no more than seven days prior to the official meeting at which the budget message is presented. No deliberations of the budget may take place between the time of release and the time of presentation to the Budget Committee.

- Assumes the three phase Council consideration process used in previous years
- Assumes the Finance Committee is the Budget Advisory Committee
- Provides one week for Council staff review and analysis prior to first meeting of Budget Committee deliberations
- Allows 9 1/2 weeks for Budget Committee deliberations

This schedule assumes the same Council consideration process as used in previous years.

• Provides 5 days for production of the Budget Committee recommendations report and one week between release of report and full Council approval.

Production of the Budget Committee recommendations report requires at least five days for revision of all budgets, cost allocation plan and schedule of appropriations as well as narrative explanation of changes. If the Budget Committee is a subset of the Council, time must be allowed the other Council members to review the actions of the Budget Committee prior to the meeting date for approval of the budget.

• Approves budget at a special Council meeting held on the first Tuesday in May

The production of the approved budget document requires the complete revision of all graphs, charts, narratives, appendices, and budget spreadsheets as well as printing and binding. Printing and binding of the document requires a minimum of three days to complete. A minimum of ten days is desired to complete this process. This schedule approves the budget at a special Council meeting held on Tuesday, May 3, 1994, allowing eight days to produce the budget document.

kr:budget:bud94-95:misc:DISSCH.DOC August 25, 1993

(Fin.Comm.Rpt/Res.93-1839)

Date: May 21, 1993

To: Metro CCI; c/o Gail Cerveny, Chair From: Don MacGillivray & Glory Yankauskas

ISN M

Subject: Budget process report

Our efforts to follow the Metro budget process were not as extensive as is needed to provide a complete report. However, there were only two of us trying to follow a very extensive budget process.

Our committee was formed just as the Metro Executive published the recommended budget document. Citizen input should begin as the process starts of this document. However, the budget staff are to be commented for a very readable and well organized budget document.

The Council review of the budget started with a six hour Saturday retreat which one of us was able to attend. Then there were three separate phases to the budget process. The budget is divided into five individual categories. We were able to follow a couple of these categories through the three phase process.

Each phase was organized like an on-going public meeting. Often it did not start on time due to other business and usually the committee was not able to keep to the times on the agenda. At the next meeting the committee started where they left off at the last meeting rather than beginning where the agenda indicated. This makes it difficult for citizens wishing to testify on a specific item. In general these meetings consisted of the Metro Budget committee and other councilors questioning the key staff regarding their departments. Few citizens testified at these sessions and those that did usually were on some related Metro committee.

The Council wanted to make several changes in the proposed budget and began making preliminary decisions in the last round of budget process. The fact that changes were made opened up the process to greater public review. Several of these issues were covered by the Oregonian and public opinion (usually by letter or phone) did make a difference.

The final Council meeting on May 6th lasted several hours and at this time about fifteen changes or notes were made to the budget. Again few citizens addressed the council however there was ample opportunity for testimony.

In general the process is a good one. We do of course have some suggestions:

1) to do this task properly, and it should be done again next year, it will take four to six people beginning in the fourth quarter of 1993 if not before,

- 2) we should find out the budget responsibilities of each of the Metro committees,
- 3) each major budget subdivision deserves a budget committee composed primarily of citizens, if none currently exists,
- 4) the advice of the citizen budget committees should be used to develop the Executives budget,
- 5) each budget committee should make a report to the Council during the Budget hearings,
- 6) several public budget meetings should be held in different parts of the region for the convenience of the general public,
- 7) the entire Metro Council should take the place of the Budget committee,
- 8) the three phase budget process should be shortened by about one half,
- 9) better publicity, media coverage, information should occur before and during the budget process.

The budget process is key to understanding and influencing the actions of Metro. Working with those that are involved with this process should be a major focus of the Metro CCI. We strongly recommend that actions be taken as soon as possible to insure that this occurs next later this year if not sooner.

## EXHIBIT C

# BUDGET COMMITTEE SCHEDULE FOR CONSIDERATION OF FY 1993-94 PROPOSED BUDGET

DATE	DAY	TIME	<u>AGENDA</u>
March 4	Thurs.	5:00 p.m.	Executive Officer delivers FY 93-94 Proposed Budget and Supporting Materials to Council Office.
March 11	Thurs.	4:00 p.m.	Executive Officer submits FY 1993-94 Proposed Budget to the Council
March 13	Sat.	9:00 a.m.	Council holds work shop to receive a budget overview from Council staff.
		PHASE I	
March 16	Tues.	5:30 p.m.	Solid Waste Department - Phase I presentations (Solid Waste Committee invited to sit with Budget Committee for
			presentations after regular Solid Waste Committee meeting)
March 18	Thurs.	1:30 p.m.	General Fund Departments and Support Services Fund Departments - Phase I presentations (Governmental
			Affairs Committee members invited to sit with Budget Committee for presentations)
March 23	Tues.	5:30 p.m.	Planning Department - Phase I presentations (Planning Committee invited to sit with Budget Committee for presentations after regular Planning Committe meeting)
March 24	Wed.	5:30 p.m.	Zoo Department and Metro ER Commission - Phase I presentations (Regional Facilities Committee members invited to sit with Budget Committee for presentations)

EXHIBIT C
Budget Committee Schedule
Page 2

		PHASE II	
March 30	Tues.	5:30 p.m.	Solid Waste Department - Phase
March 31	Wed.	5:30 p.m.	Planning Department - Phase II
April 1	Thurs.	1:30 p.m.	General Fund and Support Service Fund Departments - Phase II
April 6	Tues.	5:30 p.m.	Zoo Department and Metro ER Commission - Phase II
		PHASE III	
April 13	Tues.	5:30 p.m.	Budget Committee Develops Final Recommendations (Focus of meeting determined per Phase I & II outcome.)
April 14	Wed.	5:30 p.m.	Budget Committee Develops Final Recommendations - Phase III (Focus of meeting determined per Phase I & II outcome).
April 20	Tues.	5:30 p.m.	Budget Committee Develops Final Recommendations - Phase III (Focus of meeting determined per Phase I & II outcome)
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I	MDGKAR GOHWERE	TEE REPORT AND (	ZOUNCIB ACTION
April 29	Thurs.	4:00 p.m.	Budget Committee report and recommendations sent to Council.
May 6	Thurs.	5:30 p.m.	Special Council meeting to consider Budget Committee recommendations and approve FY
	• •		93-94 Budget for submittal to the TSCC by May 15, 1993.



DATE: August 19, 1993

TO: Council Finance Committee

FROM: Casey Short, Council Analyst

RE: Draft Resolution No. 93-1839

Your August 25 Finance Committee agenda includes a draft resolution which would establish a schedule and process for consideration of the 1994-95 Proposed Budget. The committee directed staff to prepare this draft resolution at your last meeting.

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