



# FLORIDA DEPARTMENT OF JUVENILE JUSTICE PROCEDURE

**Title:** Legislative Budget Request (LBR) Procedures

**Related Policy:** FDJJ – 1104.01

## I. DEFINITIONS

**Appropriation Category** - The lowest level line item of funding in an appropriations act. The most commonly used appropriation categories in DJJ include Salaries and Benefits, Other Personal Services, Expenses, Operating Capital Outlay, Fixed Capital Outlay, Contracted Services and Special Category – G/A - Contracted Services, and Lease or Lease Purchase of Equipment.

**Base Budget** - Includes those expenditures necessary to continue the services provided in the current fiscal year appropriation in the next fiscal year.

**Budget Issues** - Separate identifiable decision points which are used as building blocks to explain funding requests for the new fiscal year.

**Continue Current Programs** – Continuation of services, functions or activities now being provided without change in either the scope of the program, the standard, or the quality of the services, functions, or activities. Included are price increases, new positions and related costs due to increases in workload at the current level of services, annualizations to reflect full year funding of programs initiated in previous years, and economies resulting in cost reductions.

**Contracted Services** - Appropriation category where funding is provided or requested for the purchase of services rendered by a contractor for its time and effort rather than the furnishing of specific commodities. The term applies only to those services rendered by individuals and firms who are independent contractors.

**Expenses** - Appropriation category that provides for the usual, ordinary, and incidental expenditures by an agency, including, but not limited to, such items as commodities and supplies of a consumable nature, current obligations, and fixed charges. It excludes expenditures classified as operating capital outlay. Payments to other funds or local, state, or federal agencies are included in this category.

**Fixed Capital Outlay (FCO)** – Appropriation category that provides for projects relating to real property, including additions, replacements, major repairs, and renovations to real property which materially extend its useful life or improve or change its functional use and including operating capital outlay necessary to furnish and operate a new or improved facility.

**Full Time Equivalent (FTE)** - Positions authorized for the entire normal established work period, daily, weekly, monthly, or annually.

**General Appropriations Act (GAA)** - Law passed annually authorizing the expenditure of funds by an agency, the judicial branch, and the legislative branch for stated purposes in the performance of the functions it is authorized by law to perform. Appropriations for each fiscal year are granted effective July 1 of the fiscal year. The General Appropriations Act specifies the number of authorized positions, authorized salary

**FLORIDA DEPARTMENT OF JUVENILE JUSTICE**

**SUBJECT:** Legislative Budget Request (LBR) Procedures

**SECTION:** FDJJ - 1104.01P

rate for positions, amount of funds allocated to each budget entity by appropriation category, and the source of funds (General Revenue or Trust Funds).

**Improved Programs** – Changes in current operations intended to render a more economical and/or higher quality service, function, or activity, or to significantly expand the quantity of services offered.

**Independent Judgment** - An evaluation of actual needs made separately and apart from the legislative budget request of any other agency or of the judicial branch, or any assessments by the Governor. Such evaluation *shall not* be limited by revenue estimates of the Revenue Estimating Conference.

**Information Resource Management (IRM)** - The planning, budgeting, organizing, directing, training, and control associated with government information. The term encompasses both information itself and the related resources associated with its use.

**LAS/PBS (Legislative Appropriation System/Planning and Budgeting Subsystem)** - The State of Florida's computer system for organizing, controlling, and presenting agency LBRs. The statewide appropriation and budgeting system is owned and maintained by the Executive Office of the Governor.

**Long Range Program Plan (LRPP)** - A plan developed on an annual basis by each state agency that is policy based, priority driven, accountable, and developed through careful examination and justification of all programs and their associated costs. Each plan is developed by examining the needs of agency customers and clients and proposing programs and associated costs to address those needs based on state priorities as established by law, the agency mission, and legislative authorization. The plan provides the framework and context for preparing the legislative budget request and includes performance indicators for evaluating the impact of programs and agency performance.

**New Programs** – Services, functions or activities which are not currently being provided and which are not part of any program now in existence within the agency, regardless of whether or not new legislation is required. Newly proposed agency programs that are required to address agency's LRPP objectives and/or implement LRPP strategies should be included as new programs.

**Operating Capital Outlay (OCO)** – Appropriation category that provides for equipment, fixtures, and other tangible personal property of a non-consumable and non-expendable nature, the value or cost of which is \$1,000 or more and the normal expected life of which is one year or and more; hardback-covered, bound books that are circulated to students or the general public, the value or cost of which is \$25 or more; and hard-back covered books the value or cost of which is \$250 or more.

**Other Personal Services (OPS)** - Appropriation category that provides compensation for services rendered by a person who is not a regular or full-time employee. This shall include, but not be limited to, temporary employees, board members, consultants, and other services specifically budgeted by each agency in this category.

**Priority Budget** - This includes the agency's estimate of all necessary expenditures above the level of the Base Budget.

## **FLORIDA DEPARTMENT OF JUVENILE JUSTICE**

**SUBJECT:** Legislative Budget Request (LBR) Procedures

**SECTION:** FDJJ - 1104.01P

**Salaries and Benefits** - Appropriation category that provides for salary and associated benefits, including medical, life, and disability insurance and retirement and Social Security contributions, which are paid to a full-time employee.

### **II. STANDARDS/PROCEDURES**

#### **A. Submission of Legislative Budget Request (LBR):**

1. Detailed instructions, forms and policy guidance for the preparation of the LBR will be transmitted by the Secretary to the Deputy Secretary, Assistant Secretaries, other Executive Leadership Team (ELT) members, Regional Directors and Juvenile Justice stakeholders.
2. In accordance with Chapter 216, F.S., each Department is required to submit an annual LBR that reflects the Secretary's "independent judgment" of the necessary resources to carry out the department's statutory responsibilities.

State budgeting practices dictate that each LBR start with the current year's Estimated Expenditures. Additions or reductions from Estimated Expenditures are requested by the agency with individual budget issues. Florida's budgeting process has elements of several types of techniques identified in the literature: line item; zero-base; and performance, program, and planning (PPB).

- The line item method, which is the predominant orientation of Florida's system, is exemplified by the General Appropriations Act (GAA), which authorized expenditures by specified appropriation categories (line items) and by specific funds.
- The zero-base method is exemplified by the deductions of non-recurring expenditures from the current year estimated expenditures and is based on the principal that the entire budget, including the base, should be justified.
- The performance method is evidenced by the objectives and performance measures, including workload, staffing data, output, efficiency, and effectiveness.
- The program method is exemplified by the use of the Florida Program Structure (program components). The PPB orientation is evident with the state's emphasis on strategic planning and programmatic format and analyses.

#### **B. Base Budget/Priority Budget:**

For the purposes of this procedure, there are two parts to the LBR - a base budget and a priority budget.

1. The base budget will be developed by the Bureau of Budget in accordance with direction from the Secretary and Deputy Secretary and the requirements of the state budget instructions.
2. The priority budget will be developed by the DJJ Executive Leadership Team from proposals submitted by the Assistant Secretaries, other ELT members, Regional Directors, and Juvenile Justice Circuit Advisory Boards, in the form of decision packages.

## FLORIDA DEPARTMENT OF JUVENILE JUSTICE

**SUBJECT:** Legislative Budget Request (LBR) Procedures

**SECTION:** FDJJ - 1104.01P

3. The basis of priority issues is a determination of need based on a comparison of the existing situation to a goal as expressed in the LRPP, Information Resource Management (IRM) plan, legislative mandate, direction by the Governor, or other formal policy direction.

### C. Decision Packages:

1. The DJJ Executive Leadership Team, Regional Directors, Juvenile Justice Circuit Advisory Boards shall develop decision packages that address a discrete issue and are comprised of three or four components (see below for Mandatory Elements of Decision Packages).
2. Mandatory portions of the decision packages shall be included in the formal LBR transmitted to the Office of Policy and Budget (OPB) and Legislative Appropriations Committees; the optional portions will be used internally by DJJ.
3. As they are developed, hard copies of the issues should be forwarded to the Budget Office for tracking, collating, and transmittal to the DJJ Executive Leadership Team for approval.
4. Mandatory Elements of Decision Packages
  - a. Performance/Service Data (mandatory) - the primary source for measurement of agency performance (Attachment 1), should be submitted in Excel format. It includes:
    - i. **Outputs:** the products or services produced by a program. These should not be confused with workload inputs. For example, in an education program, the number of students graduating from the program would be a measure of output and the number of students requiring instruction would be an input.
    - ii. **Outcomes:** indicates the extent to which a program at a specified funding level is resulting in the consequences intended. Outcome measures describe whether a program is serving the purpose for which it was undertaken and whether the program is satisfying the objective. Outcomes should not be confused with outputs. Outcomes describe the impact and benefit of program outputs on people, organizations, and conditions. Accident rates, employment rates, crime rate, and similar measures are all ways of expressing impacts or benefits.
    - iii. **Associated Activity:** identifies the authorized activity impacted by the proposed new service or functions reduction to existing services.
  - b. Issue Justification (mandatory) - for priority issues that require enhanced budgetary resources, the issue narrative provides the opportunity to establish a link between the planning and budgeting processes. Each priority issue should be written in Word and should include the following:
    - i. **Issue Title:** a brief, descriptive heading for the issue.
    - ii. **Issue Type:** either Continue Current Programs, New Programs, or Fixed Capital Outlay.
    - iii. **Estimate of Additional Resources:** the amount necessary to fund the issue, specifying the appropriation category, fund, and FTE.

**FLORIDA DEPARTMENT OF JUVENILE JUSTICE**

**SUBJECT:** Legislative Budget Request (LBR) Procedures

**SECTION:** FDJJ - 1104.01P

- iv. **Narrative:** a succinct description of the issue. All narratives should be written in short, distinct paragraphs, clearly articulate the need for each budget issue presented and why the new program or service is necessary. Data in the issue narrative should not contradict the Performance/ Service data. The narrative should avoid all acronyms and abbreviations that are not commonly used, and should state:
- (1) the current situation;
  - (2) the projected need or objective (include references to official projections as appropriate);
  - (3) how this issue will fulfill the projected need or objective;
  - (4) the expected outcome if this issue is funded or is not funded;
  - (5) a detailed statutory citation if a change to current law would be necessary to implement this issue;
  - (6) a reference to associated plans (LRPP, IRM, etc.); and
  - (7) an indication whether the issue is in response to a report or audit.
- c. Detailed calculations (mandatory) - include as much data as necessary in an Excel document to demonstrate to staff in the DJJ Budget Office and analysts in OPB and Legislative Appropriations Committees how the amount of the request was calculated. The number and classes of FTE, per diem, number of beds, days of service, etc. are examples of the types of data that are required. Standards for Expense and OCO and Human Resource Services Assessments packages will be provided along with annual budget instructions; state if those have been followed or the extent of deviation.
- d. Additional information (optional) - in a Word document describe aspects of the issue that need to be brought to the attention of DJJ Executive Leadership Team. For example, alternative ways of accomplishing the objective/satisfying the need, potential supporters and opponents of the issue, any political or policy risks inherent in the issue, etc. Also, include the name of the office originating the decision package.
- e. As issues are approved by DJJ Executive Leadership Team, the DJJ Bureau of Budget will assign the appropriate codes and input the data and narrative into the LAS/PBS system.
- f. After all issues have been approved by the ELT, they will rank them in priority order as required by the annual LBR instructions.

**D. LBR Submission:**

1. Upon completion, the Department of Juvenile Justice Legislative Budget Requests shall be submitted by the Bureau of Budget to the Governor's Office of Policy and Budget and Legislative Appropriations Committees in accordance with the procedures specified in annual instructions, including posting to the Florida Fiscal Portal.

**FLORIDA DEPARTMENT OF JUVENILE JUSTICE**

**SUBJECT:** Legislative Budget Request (LBR) Procedures

**SECTION:** FDJJ - 1104.01P

2. The Bureau of Budget shall provide the ELT with the web address to print copies of the agency's LBR for his/her respective program area.

**III. RESPONSIBILITY AND DUTIES**

A. Secretary

1. Transmits instructions and policy guidance for the preparation of the legislative budget request (LBR) to the Executive Leadership Team and stakeholders.
2. Provides final approval of LBRs requested resources to carry out the department's statutory responsibilities.

B. Executive Leadership Team (ELT) Members

1. Develop and prepare priority budget, reprioritization and reduction issues.
2. After all issues have been approved by the ELT, rank them in priority order for inclusion in the agency's LBRs.

C. Bureau of Budget

1. Develops and prepares base Budget.
2. As issues are approved by the ELT, assigns the appropriate codes and input the data and narrative into the LAS/PBS system.
3. Prepares and assembles all required manual exhibits for inclusion in the LBR.
4. Upon completion, submits LBRs to the Governor's Office of Policy and Budget and Legislative Appropriations Committees and post all LBR documents to the Florida Fiscal Portal in accordance with the procedures specified in annual instructions.

**IV. ATTACHMENTS – N/A**