

**CHAMPAIGN COUNTY BOARD
COMMITTEE AGENDA**

**BUDGET PROCESS SPECIAL COMMITTEE
Brookens Administrative Center, Meeting Room 2
1776 E. Washington, Urbana
Thursday, February 2, 2006 – 4:30 p.m.**

MEMBERS: Busey, Frerichs, Gross, Knott, McGinty, Tapley, Welch, Wysocki

<u>ITEM</u>	<u>PAGE NO.</u>
I. <u>CALL TO ORDER</u>	
II. <u>ROLL CALL</u>	
III. <u>APPROVAL OF AGENDA/ADDENDUM</u>	
IV. <u>PUBLIC PARTICIPATION</u>	
V. <u>REVIEW AND DISCUSSION OF GFOA TRAINING BUDGETING FOR OUTCOMES</u>	1-60
VI. <u>DISCUSSION REGARDING STRATEGY FOR DEVELOPMENT OF FY2007 BUDGET PROCESS</u>	
VII. <u>OTHER BUSINESS</u>	
VIII. <u>ADJOURNMENT</u>	

Government Finance Officers Association

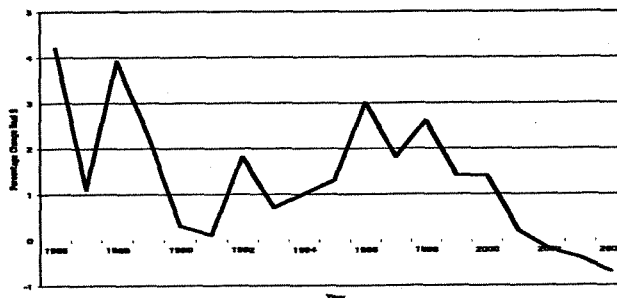
*Budgeting for Outcomes:
Getting the Results You Need in an Age
of Permanent Fiscal Crisis*
Wednesday, January 25, 2006

Presenters:
David Osborne
Beverly Stein
The Public Strategies Group
www.psg.us
651- 227- 9774

1

Local Government's Fiscal Crisis

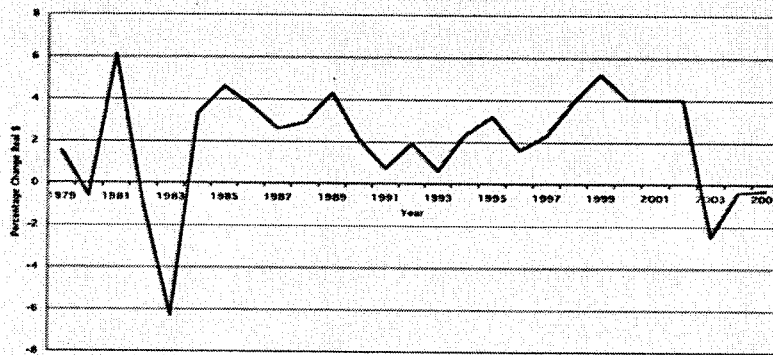
Percentage Change in Real City General Fund Revenue



Source: National League of Cities, August 2004

2

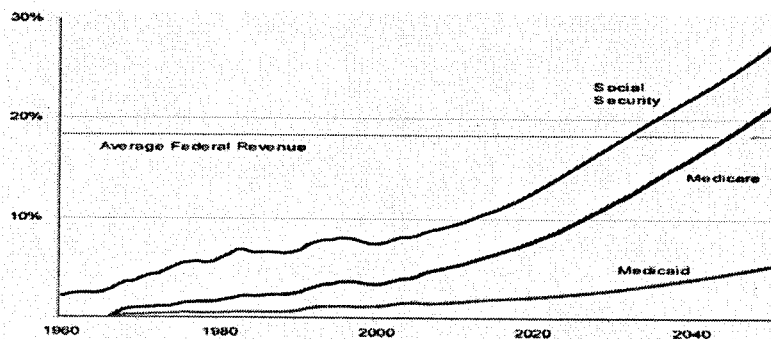
State Government's Fiscal Crisis Percentage Change in General Fund, Real \$



Source: NGA, NASBO April 2004

3

The Federal Fiscal Crisis Percentage of Gross Domestic Product



4

The Federal Deficit

"To give you an idea how big the problem is, to close a projected \$51 trillion fiscal gap, you'd have to have an immediate and permanent 78 percent hike in the federal income tax."

Laurence Kotlikoff
Economics Chairman,
Boston University

5

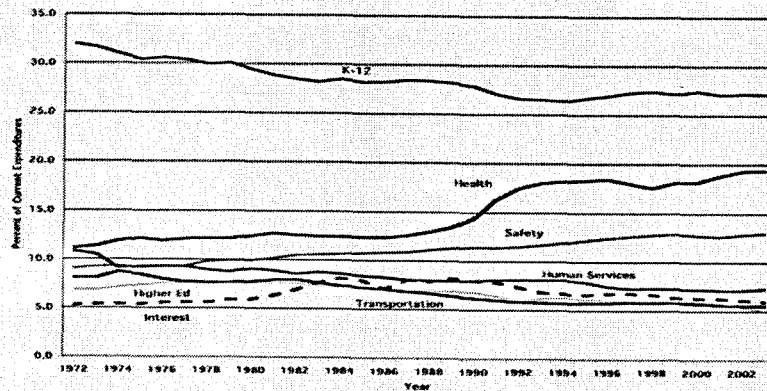
The Fiscal Crisis is Permanent

A "perfect storm:"

- A convergence of inexorable cost drivers:
 - 10% annual increase in health care costs

6

Distribution of State and Local Spending (1972-2002)



7

The Fiscal Crisis is Permanent

A "perfect storm"

➤ A convergence of inexorable cost drivers:

- 10% annual increase in health care costs
- Pension (and Social Security) obligations as population ages
- Rising debt and debt service

8

The Fiscal Crisis is Permanent

Obsolete revenue systems:

- No sales tax on most services
- No sales tax on most Internet transactions
- Corporate tax revenues declining as global market moves profits offshore

9

The Common Response: Seven Deadly Deceptions

1. Rob Peter to Pay Paul
2. Use accounting tricks
3. Borrow to cover operating costs
4. Sell off assets
5. Make something up
6. Nickel and dime employees
7. Delay maintenance & replacement of assets

10

Unfortunately...

The seven deadly deceptions will come back to bite you, because:

- Using one-time money to balance next year's budget only postpones the reckoning...
- ...and sometimes creates even higher future costs.

11

So Why Not Try Something New?

- Smarter Budgeting
- Smarter Sizing
- Smarter Spending
- Smarter Management
- Smarter Leadership

12

The Goal:

Buy better results with less
money

13

The Current Game Cost- Based Budget

Starting Point	Last Year = BASE costs
Focus	Add/Subtract costs re: BASE
Addition	Autopilot increases = new BASE Plus "needs"
Subtraction	"Cut" from <u>new</u> BASE
Submission	Justification for needs/ costs -- plus a little extra

14

The Current Game (cont'd)

Incentives	Build up costs - make cuts hard
Analyst's job	Find hidden/ unnecessary costs
Elected's job	Choose to cut services, OR Raise taxes to cover costs GET BLAMED!
Focus of debate	What to cut What to tax
What drives decisions?	Avoiding pain before next election

15

**Remember Albert
Einstein's definition of
insanity????**

***"Doing the same thing
over and over again and
expecting a different
result."***

16

A New Game: Budgeting for Outcomes

- States
 - Washington
 - Iowa
 - South Carolina
 - Michigan Legislature
 - Louisiana Dept. of Culture, Recreation & Tourism
- School Districts
 - Jefferson County, CO
- Cities
 - Azusa, CA
 - Los Angeles, CA
 - Spokane, WA
 - Dallas, TX
 - Fort Collins, CO
- Counties
 - Snohomish, WA
 - Multnomah, OR

17

Budgeting for Outcomes Asks Four Basic Questions

1. How much revenue will we have: What price of government will we charge our citizens?
2. What outcomes matter most to our citizens?
3. How much should we spend to achieve each outcome?
4. How can we BEST deliver each outcome that citizens expect?

18

1. Set the Price of Government

The Price of Government =
All Taxes + Fees + Charges
All Personal Income

19

Setting the Price of Government

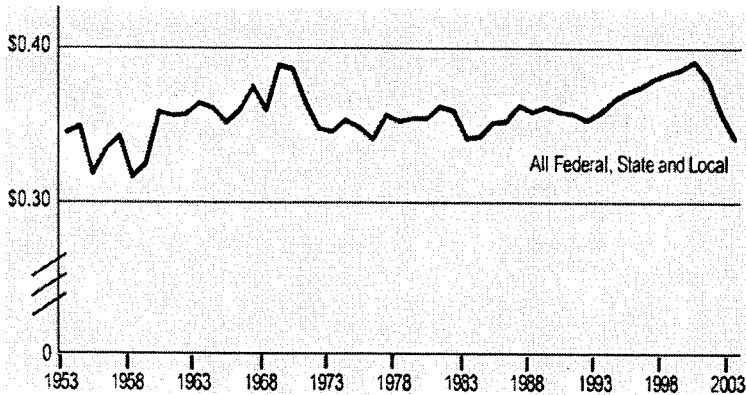
- Look at the historical data: citizens have been telling you how much they are willing to spend for decades.

20

U.S. Price of Government

1953 – 2003

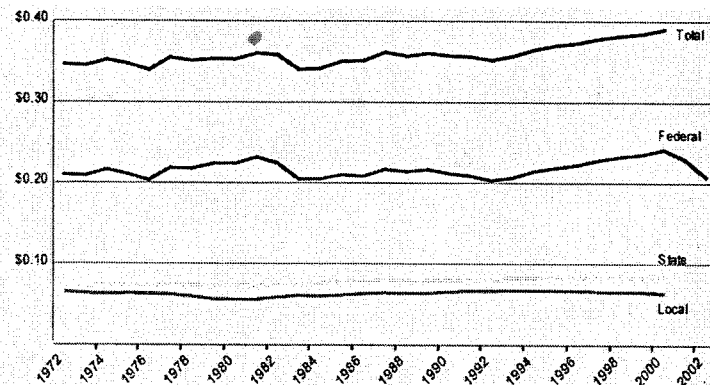
Cents per Dollar of Personal Income



21

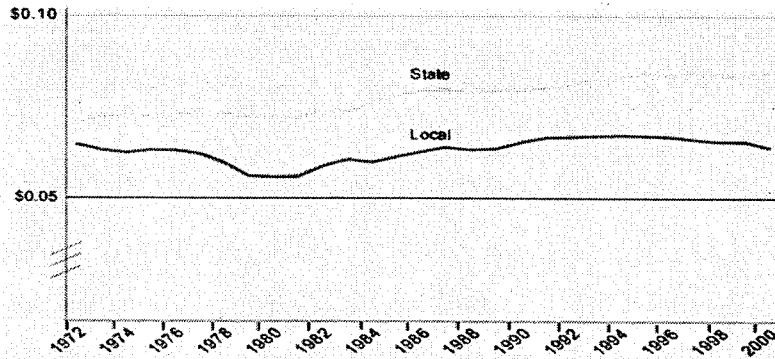
Price of Government by Level

Cents per Dollar of Personal Income



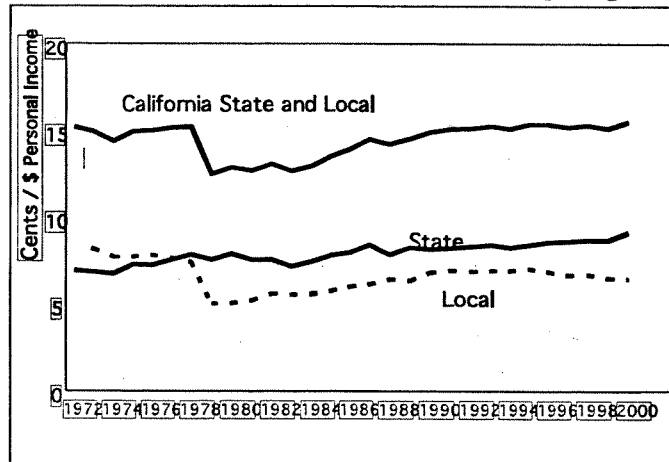
22

US State and Local Price of Government Cents per Dollar of Personal Income



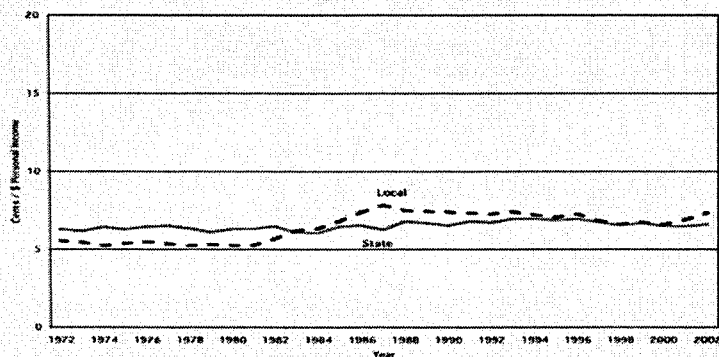
23

California's State and Local Price of Government



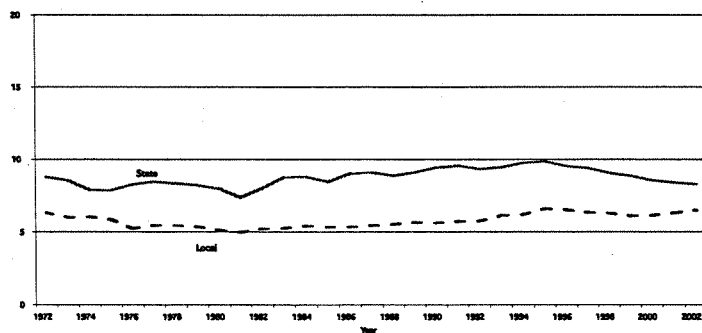
24

Texas' State and Local Price of Government



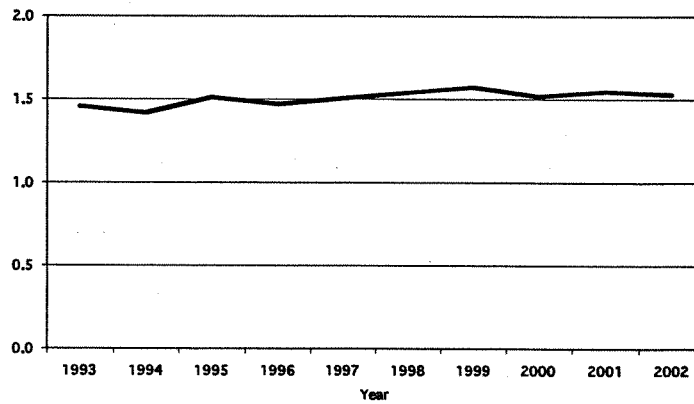
25

Washington's State and Local Price of Government



26

Snohomish County, WA Price of Government



27

2. Set the Priorities of Government

- Ask the citizens
 - Surveys
 - Focus groups
 - Internet surveys
 - Town meetings

- But elected leaders should make the final decisions

28

Los Angeles' Priorities

1. Safer city: making LA the safest big city in America.
2. Livable neighborhoods: ensuring neighborhoods are good places to live.
3. Improved mobility: getting where we want to go safely and reliably.
4. Economic development: creating quality jobs, a competitive workforce, and enhancing LA's business climate.
5. Affordable housing: increasing the quality, quantity, and affordability of housing.
6. Efficient government: works better and costs less.

29

Snohomish County, WA Priorities of Government

"I want..."

1. Reasonable and predictable travel times.
2. To feel safe where I live, work, and play.
3. Kids to pass state school achievement test.
4. To improve health and reduce vulnerability.
5. To live in a thriving community.
6. My community to be prepared for emergencies.
7. Effective, efficient, transparent government.

30

3. Pricing the Priorities: Allocating the Funds

➤ How much is each result worth?

**Not: How much do they
cost?**

➤ It's a value judgment, not science.
What is their relative value?

31

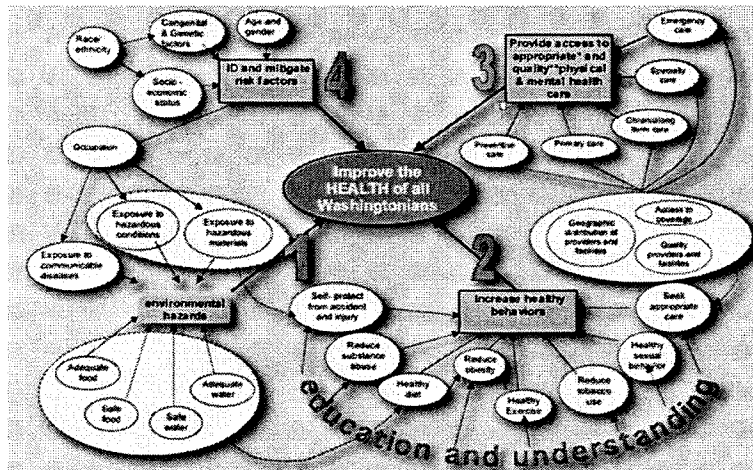
4. Results Teams Create Requests for Results

➤ Results Teams are "Buying Agents" for
citizens

➤ First task: Develop cause-and-effect
map, explaining what causes the outcome

32

Improve Health: Washington State



33

Purchasing Plans: Improve the Outcome at a Set Price

➤ Results Teams define basic purchasing strategies:
What matters most?

➤ Results Teams issue "Requests for Results"--
defining desired results, indicators to measure
progress, purchasing strategies, and funds available
for each.

➤ Ideally, "sellers" would include departments, other
governments, non-profits, and for-profits.

34

5. Buyers Seek the Most Results for the Money

- Rank order offers
- Start buying from the top
- Draw a line when they run out of money
- Send results back to “sellers”--ask them to improve their offers

35

After the Budget Passes, Buyers Negotiate Agreements/Contracts With Sellers

- Performance contracts with other government agencies, corporations, and non-profit organizations
- Flexible Performance Agreements with own-government agencies

36

BFO is a Key Step in Buying Better Results, but Just the First Step

- The **Core** Strategy: Strategic Planning, Budgeting for Outcomes, Flexible Performance Agreements, Permanent Results Teams
- The **Consequences** Strategy
- The **Customer** Strategy
- The **Control** Strategy
- The **Culture** Strategy

C x C x C x C x C = Transformation

37

The DNA of Public Organizations and Systems

- Purpose
- Incentives
- Accountability
- Power
- Culture



38

I: THE CORE STRATEGY:
Clarity of Direction, Purpose, &
Role

Approaches:

- Clarity of direction: Improving your aim (BFO)
- Clarity of purpose: Clearing the decks (BFO & others)
- Clarity of role: Uncoupling steering and rowing (Flexible Performance Agreements)

39

II: THE CONSEQUENCES STRATEGY:
Using Incentives to Create
Consequences

Approaches:

- Performance management
- Enterprise management
- Managed competition

40

III: THE CUSTOMER **STRATEGY:**

Putting the Customer in the Driver's Seat

Approaches:

- Customer choice
- Competitive choice
- Customer quality assurance



41

IV: THE CONTROL **STRATEGY:**

Shifting Control Away from the Top and Center

Approaches:

- Organizational empowerment
- Employee empowerment
- Community empowerment

42

An Example of Organizational Empowerment: Charter Agencies

- Executive negotiates "Flexible Performance Agreements" with charter agency directors
- Agency agrees to produce specific results over 2-3 year time frame
- Agreement includes specific rewards and sanctions for performance
- Agreement specifies new flexibilities granted to charter agency

43

Potential Flexibilities

Examples from Iowa:

- Freedom from FTE ceilings or other employment controls
- Authority to waive personnel rules and do what makes sense
- Authority to waive procurement rules and buy what makes sense
- Authority to waive Information Technology rules and buy the computers and software you want

44

Potential Flexibilities (2)

- Authority to keep half of this year's unspent money and spend it next year
- Authority to keep and spend proceeds from lease or sale of capital assets
- Authority to reprogram money between accounts
- Authority to waive administrative rules
- Access to \$3 million Transformation Grant Fund
- Protection for two years from across the board cuts

45

Organizational Empowerment: Administrative System Reform

*"We can defy gravity, but the
paperwork is overwhelming."*

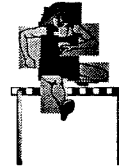
Werner Von Braun

46

V: THE CULTURE STRATEGY: Changing Habits, Hearts, and Minds

Approaches:

- Changing habits: *Creating new experiences*
- Touching hearts: *Developing a new covenant*
- Winning minds: *Developing new mental models*

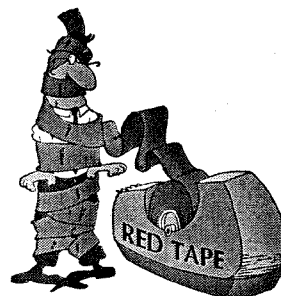


47

Five Strategies to Reform Bureaucratic Governments

- Core
- Consequences
- Customer
- Control
- Culture

C x C x C x C x C =
Transformation



48

Budgeting for Outcomes Part II

David Osborne
Beverly Stein
The Public Strategies Group
www.psg.us
651-227-9774

49

Organizing BFO Teams/Roles

- **Guidance Team**
- **Results Teams**
 - **Team Leaders**
 - **Team Facilitators**
- **Staff Steering Team**
- **Coaches/consultants**

50

Guidance Team (Optional)

- People respected in community and trusted by elected leader
- Advises elected leader
- Assures legitimacy and integrity of process
- Meets three to four times during process
- You may choose to have your City Council or County Board play this role

51

Results Teams

- Composition varies, but you want a combination of expertise and strategic thinking
- A few members from outside the organization can be helpful in getting “outside the box”
- Wear a “citizens hat”
- No “sellers” (eg. department heads, agency, or program directors) allowed

52

Staff Steering Team

- Composition varies, but includes budget staff
- Oversees process and communications --- reviews materials, identifies problems, etc.
- Meets weekly

Coaches/Consultants

- Each Results Team has a coach
- Coaches do front end training of teams, then help them think outside the box
- Coaches help sellers develop creative offers

53

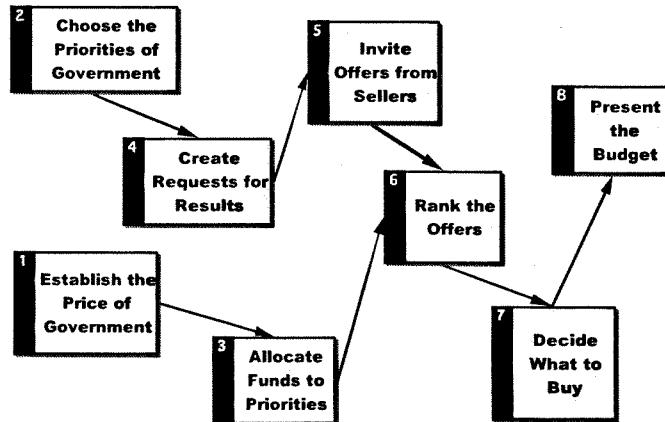
What We Have Learned About Teams and Roles



- A variety of Results Team compositions work -- some places just use one Results Team
- For clarity, start by creating charters for each team
- Coaches are most important at the front end of Results Team work--forcing the teams "outside the box"--and training/helping the sellers
- The budget director's support is key
- It's useful to have facilitators without a stake

54

Tracking the BFO Process



55

1: Establish the Price of Government

- Remember, POG = ALL taxes, fees and charges paid by citizens for government services (all funds, not just the General Fund), divided by gross personal income for that jurisdiction.

56

Finding Your Price

- The price is influenced both by:
 - Revenue trends
 - Economic trends
- State it as a percentage (or cents on the dollar of personal income): Eg., 4.2 cents on the dollar
- Our analysis suggests there is a historical “comfort level” price for each jurisdiction

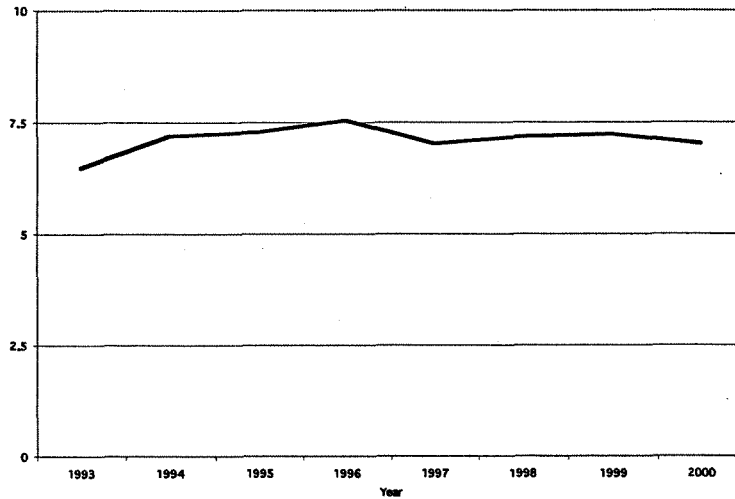
57

Where to Get Data for Local Government

- Population and personal income data:
 - Bureau of Census does estimates of population between 10 year census data
 - Bureau of Economic Analysis annually publishes estimates of counties' and metro areas' aggregate personal income
- Taxes, fees, and charges in budgets

58

Spokane's Price of Government



59

What We Have Learned Establishing the Price



- Set the price so that it is acceptable, adequate, and competitive.
- Calculating the POG is problematic as you get to smaller units of government; often it's easier to just say how much is available to spend.

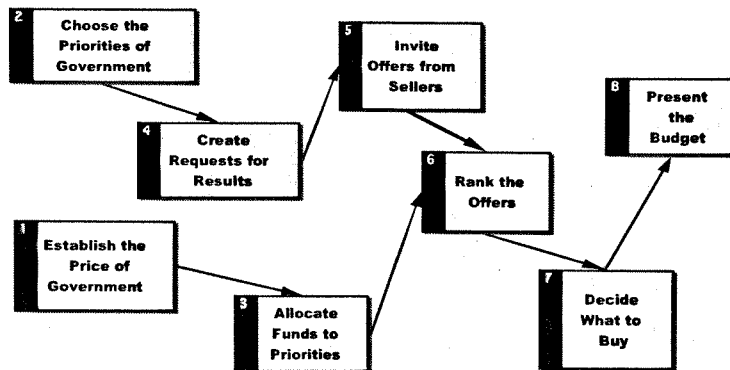
60

What We Have Learned (2) - Establishing the Price

- Saying out loud at the start that there is a fixed revenue amount is often new to people, but it is critical to force programs to compete for fixed pots of money
- Including dedicated funds in the discussion is powerful but also problematic

61

Tracking the BFO Process



62

2: Choose the Priorities of Government

- Identify the results that matter most to citizens; avoid naming activities, programs, or organizations
- Involve the citizens in the process if possible (surveys, focus groups, town meetings, the internet)
- Put them in language that is understandable and compelling to citizens - 10 words or less
- No more than 10 results in total
- Include specific indicators/measures of success - otherwise they are just good intentions

63

A Good Example: Spokane's Priorities

"I want ..."

- The opportunity to learn and grow.
- The opportunity to lead a healthy life.
- Clean air, water, land with healthy parks.
- Strong, responsive leadership that gets results.
- To get where I want to go safe and on time.
- To reduce vulnerability of citizens at risk.
- To feel safe and secure.
- A healthy and growing economy.

64

Interesting Questions About Choosing the Priorities

- Who should choose the priorities?
- What kind of data already exists about citizen priorities? Do you want to invest in gathering more input?
- Are there existing goals/results/measures that can or need to be incorporated?

65

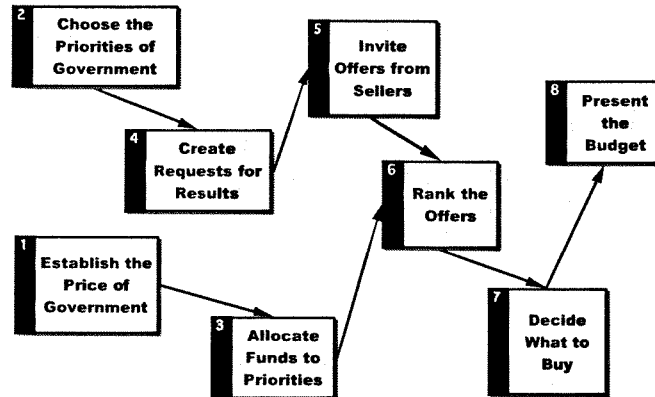
What We Have Learned Choosing the Priorities



- Create “pointers” to existing goals and indicators used by the organization.
- Decide how to handle internal services - as citizens presumably do not explicitly value them.
- Do not draft the priorities by committee -- assign the drafting to a person or very small sub-group.
- Get the language consistent across all priorities (“Improve...” Or “I want....”).

66

Tracking the BFO Process



67

3: Pricing the Priorities

- Staff Team does this; Guidance Team reviews and endorses it.
- The question is: How much is each result worth?
 - **Not: How much do they cost?**
- It's a value judgment, not science.
- Creating a dollar figure for each result is critical, because it creates a limited pot of money that programs must compete for.

68

Each priority has a results team

What We Have Learned Pricing the Priorities



- You may have to force people through their resistance. They'll want last year's numbers. They'll object that there's no basis for the decision.
- Assure them that they can revisit and adjust the numbers later in the process.
- Get public input, but don't let the public make the decision. They don't know enough about how you spend your money.

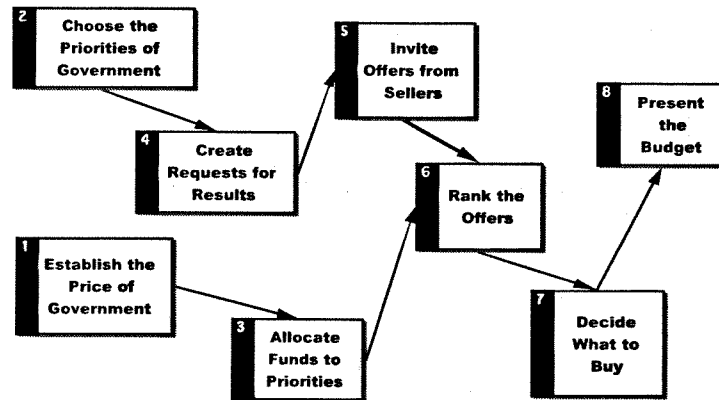
69

Pricing the Priorities: Spokane

Results I want...	Citizen's Price	Final Price
The opportunity to learn and grow	12%	2%
The opportunity to lead a healthy life	10%	18%
Clean air, water, land with healthy parks	11%	23%
Strong, responsive leadership that gets results	5%	12%
To get where I want to go safely and on time	20%	7%
To reduce vulnerability of citizens at risk	8%	2%
To feel safe and secure	20%	18%
A healthy and growing economy	10%	18%

70

Tracking the BFO Process



71

4: Creating Requests for Results:

Requests for Results include:

1. *A cause and effect map*
2. Three concrete indicators
3. Purchasing strategies

72

What is a Cause and Effect Map?

- A visual representation of the path to the result
- A theory of causality based on proven or promising practice

“Oh, you mean the things we know make a difference in the outcome!”

WA State Results Team Member

73

How to Make A Cause and Effect Map

- Initiate a dialogue about what is known to cause or produce the result
- Use research and professional judgment - what works!
- Create a visual picture that makes connections obvious

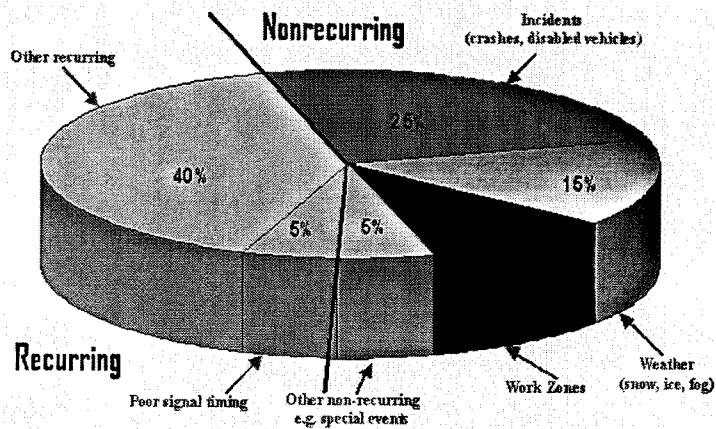
74

Example: Causal Factors

What are the causal factors that produce traffic congestion?

75

Snohomish County Mobility Team



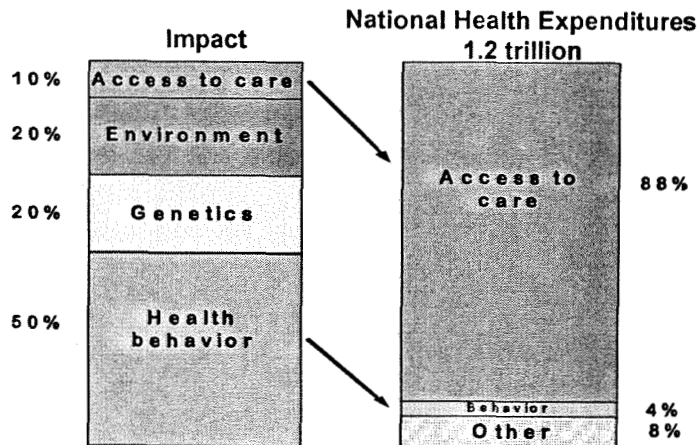
76

Example: Causal Factors

What are the causal factors that produce health?

77

Health Impact Versus Spending



Source: Centers for Disease Control and Prevention, University of California at San Francisco, Institute for the Future

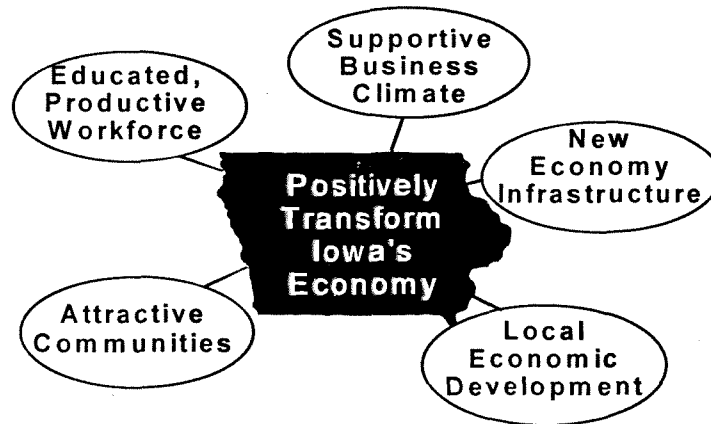
78

Sample Cause and Effect Maps ---

Simple, Complex, Fancy, and
Plain

79

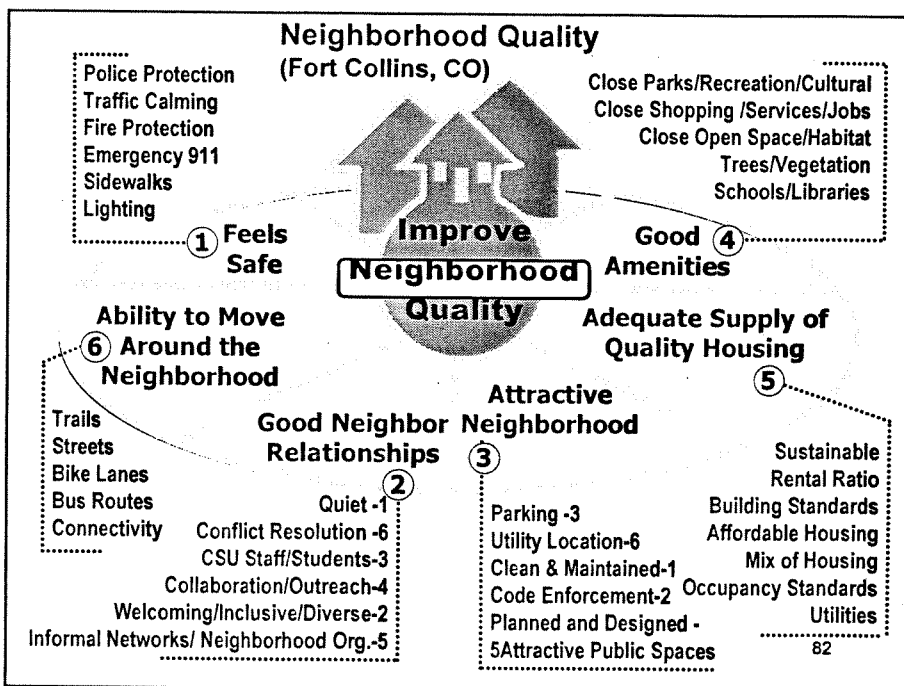
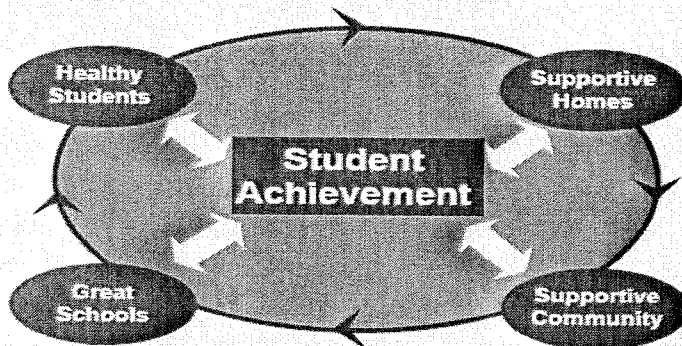
Transform Economy (State of Iowa)



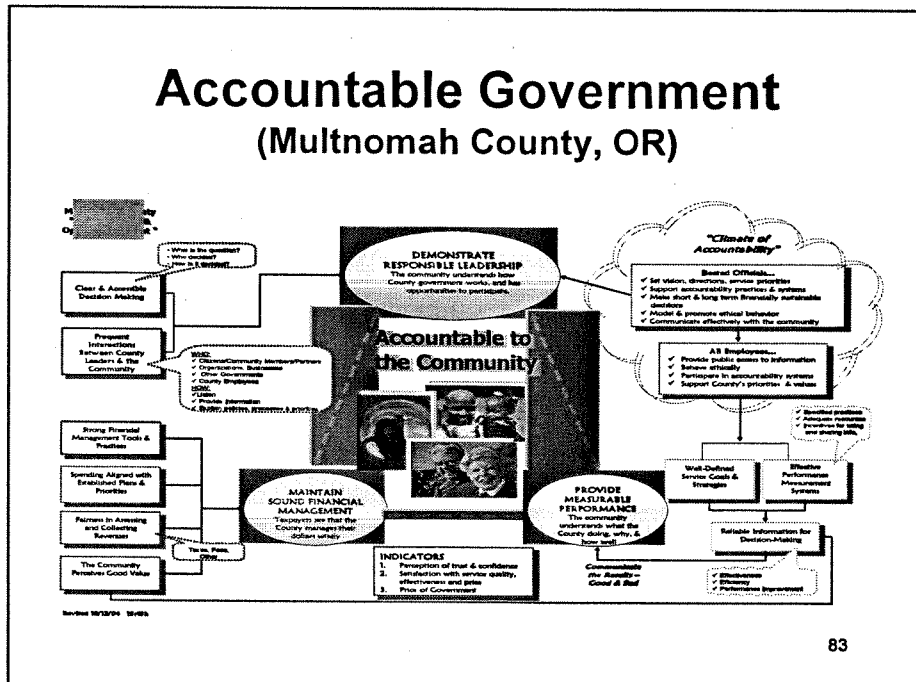
80

From Doorbell to School Bell

(Snohomish County, WA)



Accountable Government (Multnomah County, OR)



83

What We Have Learned Cause and Effect Mapping



- **Changes the question**
 - From "How to contain/cut costs?" to "What leads to this result?"
- **Helps make complexity understandable**
 - Pictures speak a thousand words
 - Focuses on organization's strategy
 - Easy to see connections across results
 - Easy to see leverage spots ("two-fers")
- **Many formats for cause and effect maps work**

84

Creating Requests for Results:

Requests for Results include:

1. A cause and effect map
2. ***Three concrete indicators***
3. Purchasing strategies

85

What are Indicators?

How you can tell
success from failure

86

Choosing Indicators

- Keep them limited - no more than 3!
- Must be quantifiable
- Available vs. "Coming Attractions"
 - What data are you already collecting that can be used for indicators?
 - Are you willing to invest in collecting data for new indicators?
- Can be a combination of measures

87

Example: Health Indicators (Washington State)

*Result: Improve the health of Washingtonians
with 11% of all state and local funds*

- **Indicators of Success:**
 - Epidemiological index of health
 - Citizen self-assessment of health
 - Percentage with health insurance

88

Example: Economic Growth (State of Iowa)

Result Indicators

A. Number of new and expanded businesses in advanced manufacturing, life sciences and information solutions

Data Sources: Secretary of State – Business corporation filings; Dept. of Revenue – tax permits; Dept. of Workforce Development – payroll reports

B. Per capita personal income compared to the national average

Data Sources: Economic Analysis Bureau, U.S. Dept. of Commerce

C. Percentage population growth, age 18–45

Data Sources: Census Bureau; U.S. Dept. of Commerce; Drivers' Licenses

89

What We Have Learned: Indicators



- Can start with either indicators or maps
- Limited number encourages good discussion and focus
- Don't have to "cover the waterfront"
- Use citizen perspective

90

Creating Requests for Results:

Requests for Results include:

1. A cause and effect map
2. Three concrete indicators
3. *Purchasing strategies*

91

Purchasing Strategies

- **What to spend money on**
 - “Favor funding prevention over remediation”
 - “Favor funding children over adults”

- **How to spend the money**
 - “Give to the customer to make choices”
 - “Give to efforts that show collaboration”

92

Purchasing Strategies(2)

➤ Express priorities

- “Most money will be spent on ‘x’ but some also on ‘y’”
- “This is the order in which we will spend money”

➤ Specific things want to buy

- “We will entertain offers to measure readiness to learn”

93

Possible Health Strategies

- Focus public health system and employee health insurance on changing lifestyle choices (smoking, drinking, diet, etc.)
- Create incentives for consumers to be more cost-effective, through health savings accounts, etc.
- Stop high-cost, repetitive cycles of care in emergency rooms
- Focus on the front end: pre-natal care, immunizations, educating new parents

94

Possible Public Safety Strategies

- Use prevention strategies for example reducing domestic violence, reducing recidivism
- Community engagement/policing
- Address 'revolving door' offenders
- Unclog the courts and court diversion
- Increasing voluntary compliance

95

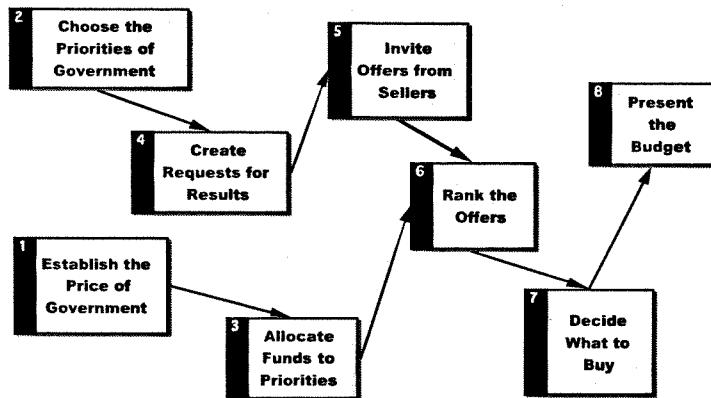
What We Have Learned: Purchasing Strategies



- Pay special attention to purchasing strategies --- tend to be the weakest and they are critical
- Maps lead to purchasing strategies --- where do we want to put our money?
- Open, continuous communications between buyers and sellers important

96

Tracking the BFO Process



97

5: Making Great Offers

What will work best in your culture to get Sellers to be innovative?

98

Inviting Offers

- Departments, agencies, etc (and possibly others outside your jurisdiction) create responses to the *Requests for Results*: A performance commitment at a price
- Offers assume no guarantee of funding based on historic levels
- Offers are opportunities for departments to propose new, innovative practices

99

What it Takes to Make a Great Offer

- Get subject matter expertise from inside and outside the organization
 - Best practices
 - Emerging practices
 - Adaptable practices
 - Your professional expertise

100

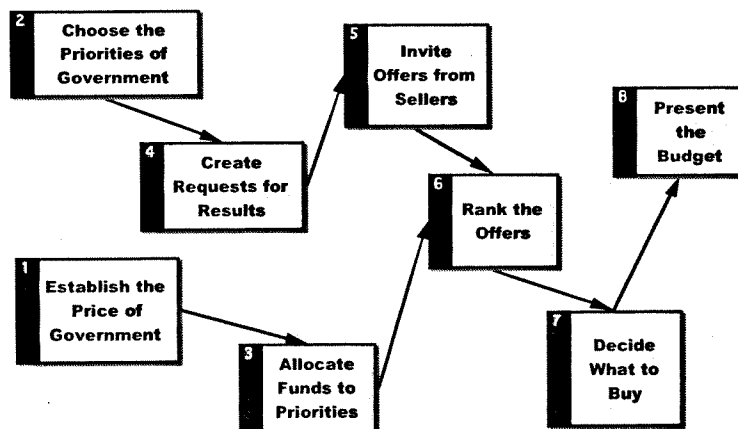
What We Have Learned: Making Great Offers



- Leadership should indicate offers they want to see and assign responsibility for creating these offers
- Coaching makes a big difference
- Ask “what would you really like to do?”

101

Tracking the BFO Process



102

6: Ranking the Offers

What is most likely to achieve the result --- where is the best return on investment?

103

Ranking Offers

- “How can we spend these limited resources incredibly well?” versus “Where do we cut?”
- Identifies alternative approaches to service delivery, potential opportunities for efficiency, and possible reduction of duplicated services

104

Ranking Offers(2)

- First ranking will be rough; need to do multiple rounds
 - Ending up below the line is a wake up call
 - 80% of first round offers were changed in second round in one jurisdiction
 - Feedback critical to improving second round

105

Special Issues in Ranking

- Mandated services and dedicated funds
- Large offer packages
- Dealing with separately elected officials and other branches of government

106

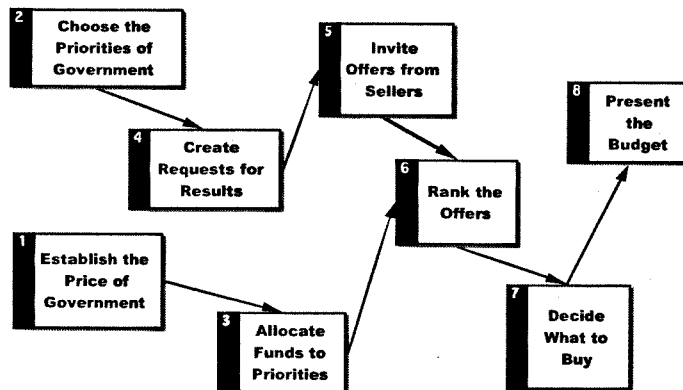
What We Have Learned: Ranking Offers



- Web-based tools make ranking easier
- Opportunities for Team Leaders to meet is important
- Distinguish clearly between “thinning the soup” and “scaling offers”

107

Tracking the BFO Process



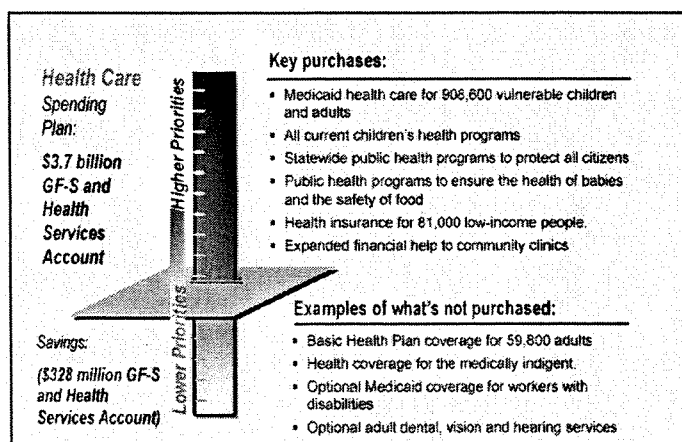
108

7: Deciding What to Buy

What is the most value you can buy within the allocation?

109

Example: Buying Health Offers (Washington State)



110

Example: Buying Learn and Grow Offers (City of Spokane)

QuickTime® and a
TIFF (LZW) decompressor
are needed to see this picture.

11

A Critical Purchase: Investment in Change

- BFO offers opportunity to transform your government
- Transformation requires investments (technology, training, re-training, etc.)
- Buy this investment first!

112

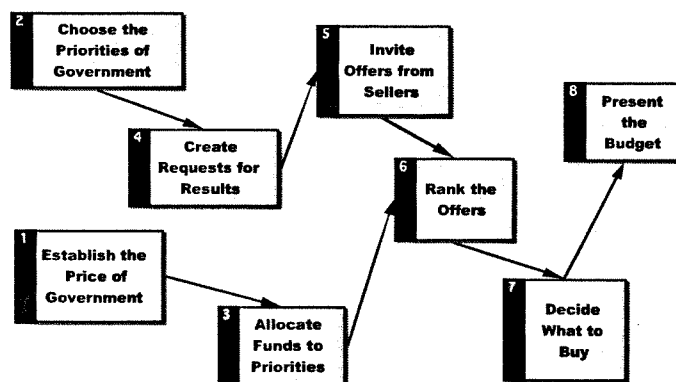
What We Have Learned: Deciding What to Buy



- Focus on the “gray area” --- immediately above and below the allocation cut-off
- What is above the line needs to “tell a story”
- You will have to make adjustments for political realities

113

Tracking the BFO Process



114

BFO's Bottom Line

- **Balanced budget**
- **Focus on the 'keeps,' not the cuts**
- **Buy results, not costs**
- **Low-value spending is forced out of the budget**
- **Important new investments go to the front of the queue**
- **General interest trumps special interests**
- **Performance accountability**
- **Continuous reform/ improvement**
- **"Common Sense" communications**

115

Institutionalizing the Focus on Results

- **Negotiate Flexible Performance Agreements, based on the offers**
- **Create permanent Results Teams that build up serious expertise (within city manager's or county executive's office, or within budget office, etc.)**
- **Develop balanced scorecards and rewards/sanctions at every level of the organization: all linked to the desired results**

116

Institutionalizing the Focus on Results (2)

- Use the other 5 C's
- Invest in change: it takes serious time, commitment, expertise, and money
- Use BFO to invest your first several million dollars every year in CHANGE
- Bring in outside experts in reinvention to help guide you on your journey

117

**There's
more...**

QuickTime™ and a
TIFF (Uncompressed) decompressor
are needed to see this picture.

118

Other Resources

- City of Spokane (www.spokanecity.org/pog)
- Snohomish County (www.co.snohomish.wa.us)
- Multnomah County (<http://www.co.multnomah.or.us>)
- Washington State Office of Financial Management
(<http://www.ofm.wa.gov/budget/pog>)
- State of Iowa (<http://www.resultsiowa.org/>,
<http://www.dom.state.ia.us/reinvention/index.html> and <http://iowa.regov.org>)
- Public Strategies Group: www.psg.us; 651-227-9774