



Budget Guide for Jail Administrators

Developing the Budget

U.S. Department of Justice
National Institute of Corrections
320 First Street N.W.
Washington, DC 20534

Morris L. Thigpen
Director

Larry Solomon
Deputy Director

Virginia A. Hutchinson
Chief, Jails Division

David Pacholl
Project Manager

National Institute of Corrections
World Wide Web Site
<http://www.nicic.org>

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of 3

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Mark D. Martin
September 2002

NIC Accession Number 017626

This document was prepared under cooperative agreement number 01J09GIQ8 from the National Institute of Corrections, U.S. Department of Justice. Points of view or opinions stated in this document are those of the author and do not necessarily reflect the official position or policies of the U.S. Department of Justice.

Foreword

Developing the Budget is the first in a series of three guides developed through the National Institute of Corrections (NIC) to enhance the skills, knowledge, and capabilities of jail administrators in jail budgeting and resource management. The set includes separate guides addressing budget development, budget management, and resource coordination. Jail administrators and other involved officials are encouraged to read and use the information in all three guides to improve their jail's budget process.

Jail administrators often cite the lack of adequate resources as a major concern in safe and effective jail operation. These guides should help jail officials formulate more effective budget requests and improve their ability to manage resources allocated to the jail. Recognizing that administrators have varying levels of involvement in their jail's budget process, these guides have been written for the widest possible audience. They are sufficiently detailed to help individuals with a strong background in budgeting and resource management, yet easily understood by those with little prior exposure to the budget process.

We hope these guides, available through the NIC Information Center at www.nicic.org, will benefit all readers, regardless of current skill and knowledge level, who wish to improve their jail budget and resource management practices.

Morris L. Thigpen

Director

National Institute of Corrections

Preface

Jail officials must operate safe and constitutionally adequate facilities in an efficient and cost-effective manner. Obtaining appropriate funding and resources to meet this challenging responsibility is an ongoing issue of concern.

The jail is often accorded low priority when budget resources are allocated within local governments. Many governing board members who make funding decisions do not truly understand the jail's purpose or needs, its proper role within the community justice system, or the high-liability nature of incarceration. Sometimes jail administrators lack the knowledge or skills required to communicate their needs effectively or to demonstrate the connection between appropriate funding and a safe, secure, and constitutionally adequate jail. In addition, some administrators may have previously performed only direct line work or may be elected officials with limited experience in jail budgeting and resource management. In absence of the jail administrator's leadership in this area, budget staff with little practical knowledge of the jail or its needs may determine its budget priorities and funding requests.

This guide is the first in a series of three that provide basic information about an effective budget process for jail administrators, sheriffs, police chiefs, and others who administer and operate local jails. Although each jurisdiction's budget process is unique, these general guidelines will help jail administrators secure the funding they need to meet their jail facilities' primary objectives.

Although the main focus of this guide is on the jail operating budget, the budget process also includes development of a capital budget, which is discussed in limited detail in "The Budget Process: A Cooperative Effort." Capital budgets detail the appropriation of bonds or operating revenue for improvements to facilities or other infrastructure, such as roads, bridges, or sewers; for major physical plant renovations; and for new jail construction.

This guide is based on the broader perspective of the National Advisory Council of State and Local Budgeting best practice guidelines. It is organized as follows:

- “An Effective Budget Process” describes key budget elements and the benefits of a well-planned and well-executed budget process.
- “The Budget Process: A Cooperative Effort” describes participants’ roles, budget types, and the structure of the line item budget, which is most frequently used by local governments.
- “Budget Preparation: Information and Materials” describes the budget schedule, forms, and worksheets.
- “Jail Budget Development” details key phases of assessment, preparation, and submittal to local governing boards.
- The appendix includes sample budget forms and worksheets. Some terms listed in the glossary are used in this guide; they are italicized on first mention.

Acknowledgments

Developing the Budget was written under the direction of the National Institute of Corrections (NIC). Special thanks to Virginia A. Hutchinson, David Pacholl, and Fran Zandi of the NIC Jails Division, who patiently provided assistance throughout the development of this guide. Thank you to Elmer Meiler, who served as content adviser, and Mary Stofer, who edited and formatted an early version. Thanks to Cheryl Gallant, Kent Griffith, and Julie Chaffee, all current or former jail administrators, who reviewed drafts to ensure that practical and useful information was included for the intended audience. Also, I wish to thank Karen Swetlow of Aspen Systems Corporation, who edited the final version of this guide and coordinated its production.

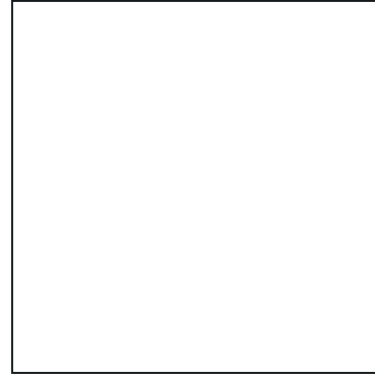
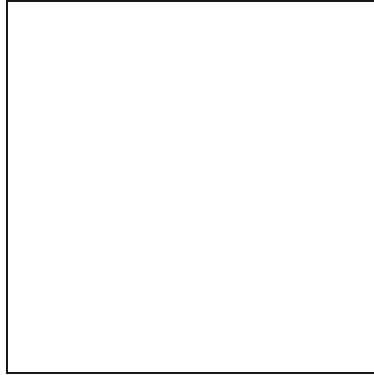
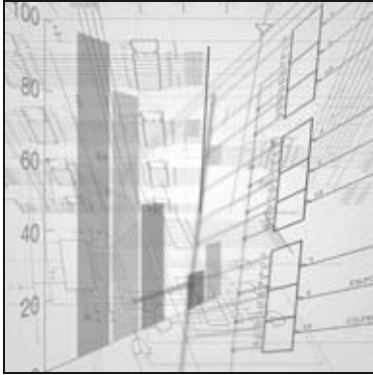
This guide draws heavily from the excellent resources developed by the Government Finance Officers Association (GFOA), which promotes professional management of government financial resources and is a major publisher of finance- and budget-related documents. Readers interested in learning more about public finance and budgeting may contact GFOA for a list of relevant publications and technical resources; the GFOA Web site can be found at www.gfoa.org.

Mark D. Martin
September 2002

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An Effective Budget Process

As one of the core functions of local government, the jail obtains the financial resources it needs to operate through its jurisdiction's annual budget process. This process is typically defined as the activities necessary to prepare the legal document (budget) that appropriates funds over a fixed period (or *fiscal year*) for a local government's various functions and services.

The National Advisory Council of State and Local Budgeting best practice guidelines, however, suggest that an effective budget process is much broader in scope.¹ An effective budget process—

- Incorporates a long-term perspective.
- Establishes links with broad organizational goals.
- Focuses budget decisions on results and *outcomes*.
- Involves and promotes effective communication with stakeholders.
- Provides incentives to government management and staff to improve performance and efficiency.

The budget process is not simply an exercise in balancing *revenues* and expenditures one year at a time. Rather, it is strategic in nature, encompassing a multiyear financial and operating plan that allocates resources on the basis of identified goals.² The process is the primary method for allocating and controlling local spending. It also serves as a vehicle for monitoring

and improving the quality of work performed by local governments and for achieving the desired results.

Jail administrators who adopt an effective budget process that incorporates the characteristics listed above will be able to present a more compelling case in their efforts to obtain needed financial resources. Moreover, they will be able to link the use of these resources to actions that will improve jail operations and outcomes.

Getting Started

Before beginning the budget process, the jail administrator must—

- Secure a copy of the budget preparation instructions and prepare to follow them carefully.
- Conduct the research necessary to assess the jail's needs adequately and use the information obtained to set priorities for funding requests.
- Plan to participate fully in the budget cycle, from initial budget development, to submission, to final approval by the governing board.
- Plan to provide budget staff and governing board members with the information they require to understand the jail's purpose and the importance of meeting its funding needs, including a detailed budget summary, visual aids, charts, videos, and photos to support the request.
- Plan to invite budget staff and governing board members to visit the facility to ensure they understand the jail's needs and accomplishments.

Key Elements

Although budget processes vary among jurisdictions, an effective budget process generally includes three basic steps to provide a sound basis for decisionmaking.³

Assessment

Local governments and individual *departments* assess past program performance, current conditions, problems, needs, challenges, and opportunities to identify priorities.

Development

Local governments and individual departments develop goals, objectives, policies, strategies, and plans to respond to needs and priorities.

Implementation

Jurisdictions implement plans and policies by adopting budgets that target resources to priority areas throughout the fiscal period. Officials monitor performance and make adjustments as needed. Performance data then provide the basis for the assessment phase of the next budget cycle.

Benefits of an Effective Budget Process

An effective budget process results in the production of a budget document that fulfills four major needs for the jurisdiction and the jail.⁴

Policy document

The budget document identifies and clarifies policies for the jurisdiction. For jail officials, it conveys how the facility will operate and how it will fulfill its mission.

Operational guide

It provides a framework for operations by identifying the required resources and the objectives to be met. The budget document affects the allocation and use of staff and the nature and scope of day-to-day activities.

Financial plan

It considers available and anticipated financial resources and provides a plan for their use. The budget document shows how appropriated funds will be allocated and spent.

Communications device

The budget document provides a way for decisionmakers to communicate changes in priorities and the reasons for their decisions. It helps communicate the rationale behind policy and political decisions and allows jail officials to demonstrate credibility to the public through the efficient use of tax dollars.



The Budget Process: A Cooperative Effort

The budget process is a cooperative effort among a number of local government officials. Key participants have specific responsibilities at each stage. Although several generally accepted budget types are used in the public sector, the line item budget is used most frequently by local governments because it is the easiest to prepare and implement.

The process involves preparation of four iterations of the budget:

- **Budget request (or requested budget).** Department heads (such as jail administrators, sheriffs, or chiefs of police) prepare the budget request (or requested budget) for the agency and submit it to the central budget office. For additional details, see “Budget Request (or Requested Budget)” at the end of this chapter.
- **Recommended budget.** Working within the central budget office, the budget officer balances projected revenues with requests, matches requests with jurisdiction priorities, and develops a recommended budget, which is then submitted to the governing authority. Department heads generally receive an opportunity to present their individual requests before the governing authority.

- **Proposed budget.** After the governing authority has reviewed pertinent information and made adjustments, it approves a proposed budget that is presented to the community at a public hearing.
- **Adopted budget.** After final adjustments to the budget have been made based on community input and updated revenue projections, the governing authority approves the final version of the budget (or the *adopted budget*), which is what the budget jail officials and other department heads will work with during the fiscal year. *Funds* may be expended only after the governing authority has formally adopted the budget.

Key Participants

Key participants in the budget process include the governing authority, chief budget officer, and department heads.

Governing authority

The governing authority is typically the county board or city council in local government. In a regional jail arrangement, a regional governing board may consist of representatives from each participating jurisdiction. The agreement that creates the regional authority generally defines the regional governing board's authority concerning budget issues.

The governing authority must approve the budget for the jurisdiction and any changes to it during the fiscal year. It also secures the revenues necessary to fund the budget by setting tax levies and user fee rates, passing resolutions authorizing other forms of taxation, and performing other actions.

The governing authority ensures that community needs are met to the extent possible with available resources. It solicits both internal and external input and uses the budget process to establish the scope and direction of services. By adopting a budget, the governing authority sets priorities for the types and levels of services to be provided.

Specific statute provisions in most states outline the governing board's responsibility to maintain constitutionally adequate jail facilities and to provide resources for jail operations. Long before specific budget requests are prepared, jail officials need to begin working with the governing authority to identify funding priorities.

Chief budget officer

Different officials may serve as the chief budget officer, depending on a jurisdiction's size and organization. For example, in a small county, an elected or appointed county clerk may serve as the budget officer. In a medium-sized county, the county administrator (appointed by the governing authority) may have budget responsibilities. In larger jurisdictions, the budget officer may be a department head hired and supervised by a mayor or county executive.

The chief budget officer is responsible for—

- Analyzing and projecting revenues, expenditures, and trends and advising the governing authority on revenue trends and options.
- Providing department heads with budget preparation instructions, forms, and timelines.
- Providing policy guidance to department heads and other stakeholders by developing budget guidelines that reflect the priorities set by the governing authority.
- Preparing the jurisdiction's proposed budget for consideration by the governing authority, ensuring a balance between requested expenditures, projected revenues, and conformance with the governing authority's established priorities.
- Supervising implementation of the adopted budget by monitoring expenditures and making adjustments within the parameters of the adopted budget during the fiscal period.⁵

The chief budget officer has tremendous influence on funding decisions because he or she develops the proposed budget for the jurisdiction. Therefore, jail officials need to establish

good working relationships with the chief budget officer and encourage visits to the jail to promote understanding of jail budget issues.

Department heads

It is the responsibility of the jail administrator, sheriff, or other official serving as the department head to prepare the budget request for submittal to the budget officer. In preparing the request, the jail administrator or official serving as department head—

- Assesses needs based on expenditure history and service demand projections.
- Develops objectives and spending plans for the budget period covered by the request.
- Completes budget worksheets and prepares the request in the appropriate format.
- Provides supporting justification for the amounts requested.

After the budget is adopted, the jail administrator or appropriate official implements the budget, manages expenditures, and works to achieve desired results in the use of funds.

If the jail is part of the sheriff's department or a larger public safety department, its budget request will be integrated into the request of that department and most likely will compete for resources with other divisions within the department. The jail administrator, therefore, must make every effort to be included in internal strategic planning and budget development meetings and to educate the sheriff and other division managers about the jail and how it contributes to public safety.

Budget Types

Although local governments may use line item, program, or performance budgets (see "Types of Budgets"), the line item budget is used most frequently. Each local jurisdiction has its own format, methodology, rules, and descriptors for its budget process.

Line item budget structure

The line item budget structure presents information in a format and level of detail that helps local officials analyze budget requests, monitor and control expenditures, and evaluate performance. The coding system used in the line item budget is linked to the jurisdiction's chart of accounts, so any accounting transactions affecting the budget can be charged or credited to the proper line item in the budget.

The line item budget consists of several basic components. The structure of these components is a hierarchy descending from the most general to the most detailed level. At a minimum, local jurisdictions should be able to classify all budgeted and actual expenditures into the organizational unit, organizational subdivision, and major objects of expenditure. Major objects of expenditure may be further broken down into minor objects of expenditure or line items.⁶

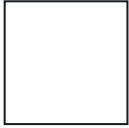
Organizational unit. Funds are appropriated to each major department or organizational unit within the local government. Accordingly, the jurisdiction's budget must identify budget breakouts for each separate organizational unit. The sheriff's department, for example, represents one of a number of separate organizational units within county government.

Organizational subdivision. Where significant managerial responsibility is delegated from the department head to division managers, a department's budget may be broken down into several subdivisions. The jail may be a subdivision of the sheriff's department, along with patrol, civil process, investigations, and other functions. Each subdivision manages its own portion of the department's budget.

Major objects of expenditure. Major objects of expenditure are used to classify the types of expenditures a locality may experience while providing services. They may include personal services, contractual services, supplies and materials, operating expenses, and capital outlay. Based on a particular need to account for and manage these expenses, jails sometimes also include such cost categories



Types of Budgets



Budget types include line item, program, and performance budgets.



Line Item Budget

Line item budgets focus on financial accountability and are control oriented.^a In the line item budget, departmental outlays are grouped according to spending category. Frequently used spending categories for jail line item budgets include *personal services* (wages and benefits), inmate health care, food services, utilities, operations, and capital outlay. Using the traditional line item approach, these spending categories may be divided into subcategories to account for expenditures at a much higher level of detail. For example, the utilities category may include line items for sewer, water, gas, and electricity. The line item budget allows precise accounting of expenditures that are of sufficient importance to be considered separately and tracked on an ongoing basis.

Program Budget

Program budgets are outcome oriented. They focus on achieving results for the jurisdiction and are less concerned with tracking how money is spent for specific goods or services.^b The program budget organizes budgetary information into spending by programs or activities and not by line items. Funds are allocated along program lines rather than to individual departments because spending decisions focus on program activities and not specific line items within a department. Multiple agencies are usually involved in administering program budgets.

Performance Budget

Performance budgets are *output* oriented. They focus on the quality and efficiency of the services provided.^c In performance budgets, unit costs and performance measures are provided for each program and activity. Cost and output measures help evaluate whether service delivery is efficient, and outcome measures show progress toward meeting goals.

a. Culotta, Jim, *County Budget Overview*, National Association of Counties, 1998. Research Brief available from the National Association of Counties at www.naco.org/pubs/research/briefs/rev_src.cfm.

b. Ibid.

c. Ibid.

as food services, inmate medical services, and utilities.

Minor objects of expenditure or line items.

Major cost categories are often further broken down. For example, a utilities category may include line items for sewer, water, gas, and electricity. This level of detail allows local governments to make precise estimates and proposals. It also allows jurisdictions to monitor and control expenditures by ensuring that funds are spent for their intended purpose.

Coding system

Line item budgets employ a coding system that assigns an *account* identification number

to each major expenditure category and line item. Typically, each major expenditure category (e.g., personal services) is assigned a four-digit number (e.g., 1000). The minor objects or line items within that category are assigned higher numbers in the same series (e.g., personal services line items such as regular salaries, overtime, and FICA may be coded as 1001, 1002, and 1003, respectively). The coding system allows budget information to be managed at a more detailed level and to be easily summarized at more general levels.⁷ In addition, the coding system allows the governing authority to compare expenditures for similar line items across the various departments' budgets.



Budget Request (or Requested Budget)

A department's budget request (or requested budget) usually has four major sections: the policy overview, *operating budget*, financial summary, and capital budget.

Policy Overview

The policy overview spells out the department's budget *goals* and priorities, links past and future budget activities to the requested budget, and outlines any assumptions that underlie budget decisions or estimates made in the requested budget. It also outlines issues and problems of special concern to the department and describes how they are addressed in the request.^a This section usually includes a transmittal letter, a budget message, and assumptions.

Transmittal letter

A one- to two-page letter from the sheriff, chief, or jail administrator formally conveys the budget request to the governing authority. (A sample transmittal letter is provided in the appendix.)

Budget message

This provides basic background information about the jail, including its legal authority, overall mission, and broad organizational goals. This information changes little from one budget year to the next but provides the basis for spending and revenue decisions. The budget message communicates the jail's budget agenda for the fiscal period. The agenda should detail the jail's priorities, its needs, and the budget strategies proposed to address those needs.

Assumptions

Assumptions are basic concepts that affect projections or spending estimates. The jail administrator may use the budget message to highlight accomplishments made possible by the financial resources provided in previous budgets. In smaller jurisdictions, the information provided in the budget message may be included in the transmittal letter.^b

Operating Budget

The operating budget, the largest budget section, outlines the operational and spending plans for each organizational unit within the department. It is the aggregate of the individual budgets of each division within a department or agency and generally includes the following elements for each division.

Statement of the division's mission and goals

This statement describes an organization's functions and activities. A department with several divisions may have separate *mission statements* for each division. For example, the mission of the jail will differ from the mission of the patrol division within a sheriff's department.

Statement of objectives and performance measures for the performance period

Although the policy overview outlines broad organizational goals, the operating budget section should establish specific *objectives* that outline what each division in the organization hopes to accomplish during the budget period. The objectives should be specific, measurable, and realistic, and they should be linked to the broad organizational goals. Both quantitative and qualitative *performance measures* may be used to assess the extent to which an objective is achieved.^c One or more measures should be presented with each objective. When selecting measures, officials should make sure they can efficiently collect and maintain the service data required to evaluate performance for the fiscal period.

Budget allocations

The core of the operating budget section is the spending detail. In a line item budget format, proposed budget allocations are made for each line item in the budget. The operating budget will typically include budget and expenditure histories along with the proposed budget. The budget

Types of Measures Used To Assess Performance

Efficiency measures. Compare the resources used with the results obtained. (Cost per inmate meal and per diem cost of housing inmates are examples of efficiency measures that can be compared with benchmarks, historical costs, or similar jurisdictions.)

Effectiveness measures. Indicate how well an activity meets an objective or fulfills a need. (Number of inmate assaults per 100 jail days and number of suicide attempts per 100 jail days are examples of measures that could be used to assess how well safety and security objectives are being met.)

Demand measures. Assess the severity of the problem or the scope of the work to be performed. (Number of meals served and number of sick call requests are examples of demand measures.)

Workload measures. Indicate the amount of work that must be performed to accomplish a task. (Average time per grievance investigation and average time per background check are examples of workload measures.)

forms may include columns for prior year actual expenditures, current year budget, and current year estimated expenditures along with the proposed budget year. (The current fiscal year is not over when the next fiscal year budget is being planned.) Columns also may be included for other information, such as percentage change of proposed budget from the prior year. (See the sample budget request form in the appendix.)

Staffing

Because personnel costs typically account for a large portion of spending, information on the organization's staffing, such as number and type of *full-time equivalent (FTE)* positions assigned to a division, is often included in the operating budget section.

Revenue sources

The jail may generate revenue from a variety of sources, including contracts, user fees, copays, the jail industry, and *grants and aids*. Information identifying the source and projected amounts for each source are typically presented in the operating budget.

Financial Summary

This budget section summarizes information contained in the operating budget section of the department's budget request. For example, if major line item details were presented for each division (such as jail, civil, or patrol) of the sheriff's department in the operating budget, a summary table would show the amounts for these objects across all divisions. The financial summary generally includes summary tables, narrative descriptions, and visual displays, such as graphs or charts, that emphasize important information to reinforce budget priorities. These should be integrated, where possible, with the narrative.

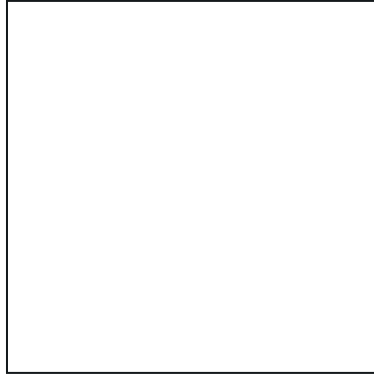
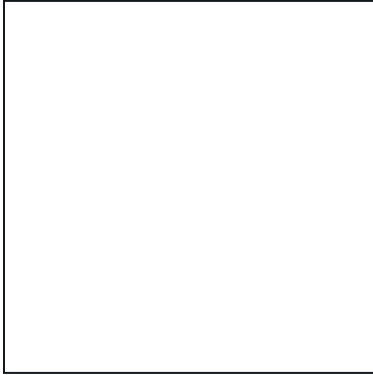
Capital Budget

The capital budget details the *appropriation of bonds* or operating revenue for improvements to facilities or other *infrastructure*, such as roads, bridges, or sewers. The capital budget for a jurisdiction also includes funds for major physical plant renovations or new jail construction.

a. Strachota, Dennis, *The Best of Governmental Budgeting: A Guide to Preparing Budget Documents*, Chicago: Government Finance Officers Association, 1994, pp. 1–2.

b. *Ibid.*

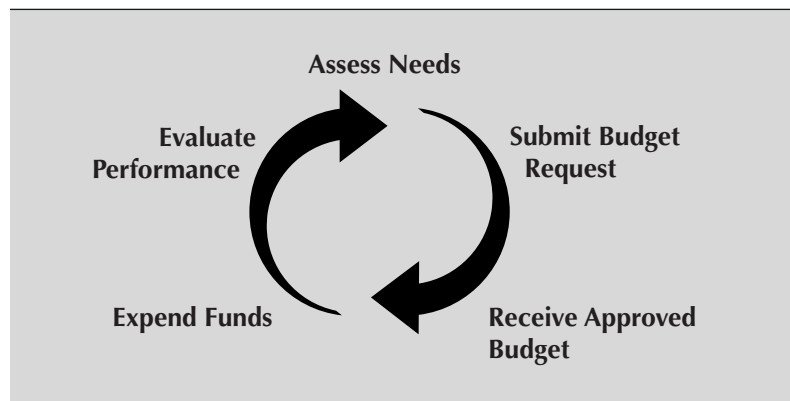
c. *Ibid.*, p. 34.



Budget Preparation: Information and Materials

The period for which a budget is authorized typically spans a fiscal year that corresponds to the calendar year or another 12-month period. The budget cycle is the period from initial budget preparation through implementation and evaluation of the adopted budget (see exhibit 1).

Exhibit 1. The Budget Cycle

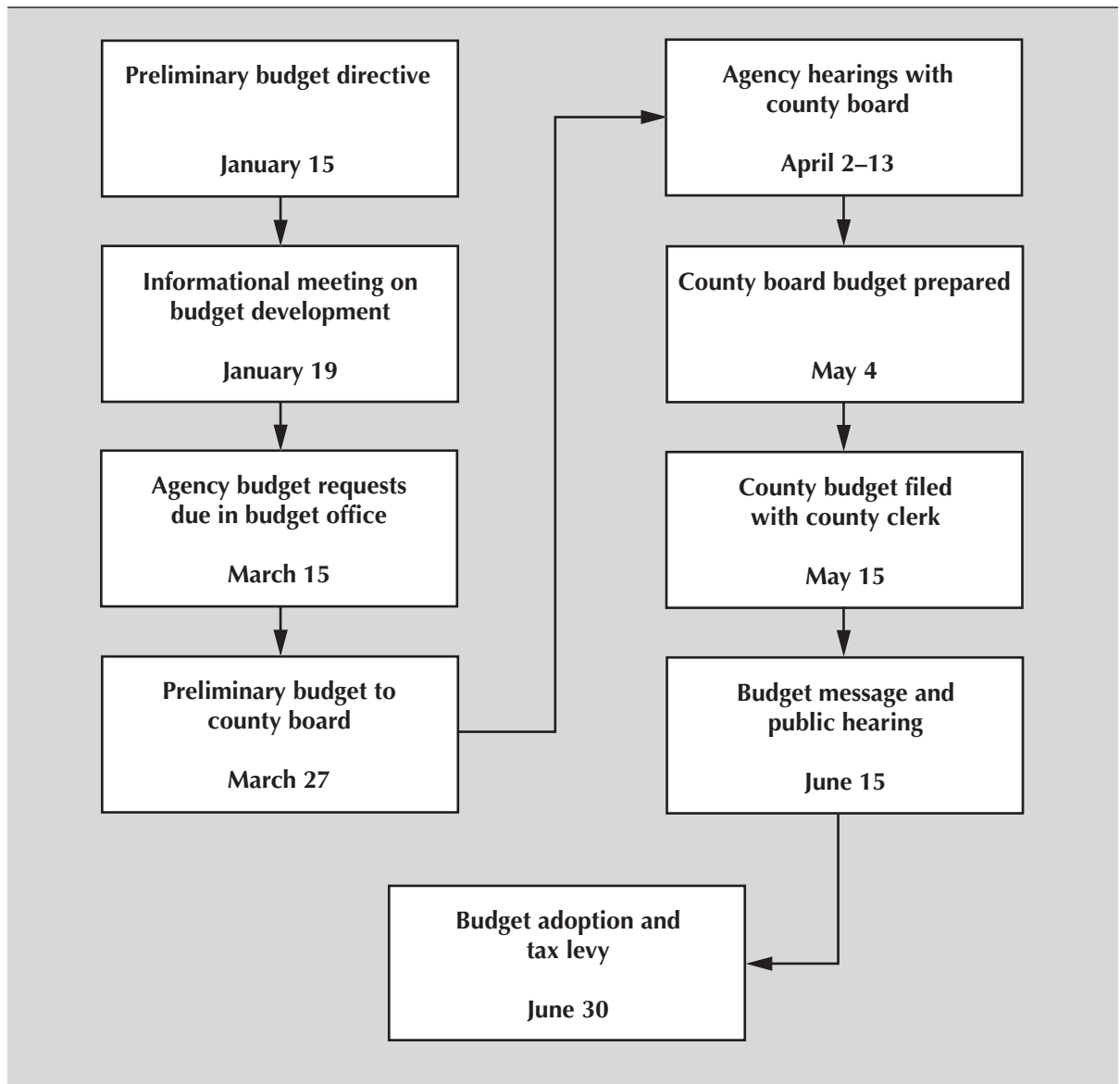


At the beginning of the budget cycle, the governing authority develops fiscal and programmatic guidelines that are incorporated into a detailed set of budget instructions designed to help departments prepare their budget requests. These guidelines may stipulate a maximum percentage growth in budgets, provisions for authorizing new staffing, inflation factors for certain costs, or areas to be reduced or eliminated. The guidelines emerge from an analysis of the jurisdiction’s fiscal condition, projected revenues, and service demands and priorities.⁸

The budget office, on behalf of the governing authority, also develops a budget calendar (see exhibit 2) that establishes timelines for key budget preparation activities. These activities include—

- Distributing budget forms, instructions, and guidelines to departments.
- Developing preliminary revenue estimates and economic forecasts.
- Developing departmental budget requests.

Exhibit 2. Sample Budget Calendar



- Submitting departmental budget requests to the budget office.
- Reviewing budget requests (a budget office activity).
- Compiling departmental budget requests into a single recommended budget for the jurisdiction (a budget office activity).
- Presenting the recommended budget to the governing authority.
- Reviewing the recommended budget (a governing authority activity).
- Developing the jurisdiction's proposed budget.
- Conducting budget hearings to solicit community input on the proposed budget.
- Adopting the final budget.
- Approving the tax levy.

If the jail is a division within a larger department, the calendar must allow sufficient time to integrate the jail's budget request into the department's overall budget request. The jail administrator may find it useful to establish internal due dates for specific budget work products.

Budget Instructions

At the beginning of the budget cycle, the jail administrator will receive a set of instructions from the jurisdiction's budget office that usually includes—

- A statement from the governing authority summarizing the jurisdiction's fiscal position and any financial constraints it faces during the upcoming budget cycle.
- An outline of overall fiscal policies to be pursued. For example, during economic downturns, the governing authority may direct departments to submit a no-growth or limited-growth budget that will continue the present level of services but will not allow for growth in demand or addition of new services.
- A budget calendar.
- General cost-estimating guidelines that would apply to all departments (e.g., an inflation factor, cost-of-living rate increases, or internal service charges).
- Copies of all worksheets and forms to be completed with instructions on how to complete them.⁹

Some jurisdictions will conduct briefings to familiarize department heads and budget staff with instructions and expectations.

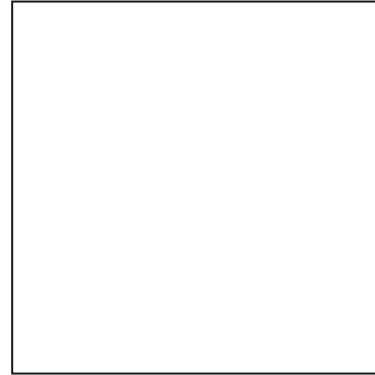
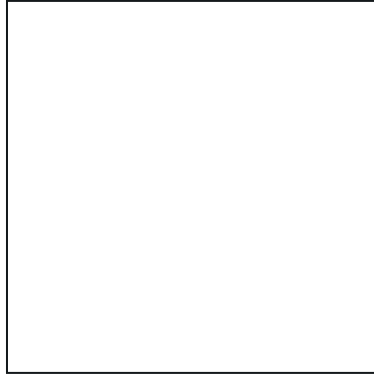
Budget Worksheets and Forms

Worksheets and forms provided with the budget instructions are tools that aid in calculating budget estimates and account for all potential costs associated with the department's functions and services. They also provide a format for the budget document. Many jurisdictions use computer spreadsheet programs to support development of the budget request and expedite budget development when departments can electronically *transfer* budget data to the budget office.

Worksheets and forms typically used in developing a budget request include—

- Worksheets for personal services.
- Worksheets for operating expenses requiring additional detail, such as contractual services and leases or maintenance agreements.
- Worksheets for capital outlay.
- Forms in the line item budget format to detail proposed expenditures for each activity.
- Forms to present budget narrative information.
- Forms to summarize expenditure categories into departmental totals.
- Worksheets for program modification (new services or *expansion* of current services).¹⁰

Sample worksheets and forms are provided in the appendix.



Jail Budget Development

The jail administrator and the management team play a key role in jail budget development, particularly with regard to policy and program issues. Although budget staff should assist in compiling the budget forms and “crunching” numbers, those who actually manage and deliver the services must be allowed to provide input concerning budget priorities and the allocation of financial resources. Jail budget development involves assessing needs, estimating budget expenditures (worksheet preparation), preparing the budget document, submitting the budget package, and presenting the budget.

Needs Assessment

The budget development process is the time to address identified needs and deficiencies in the jail’s operation or facilities. It is also a time to review the jail’s progress in meeting goals and objectives set in the previous budget cycle. In assessing budget needs, jail officials should complete the following tasks:

- Review fire, health, and jail standards inspection reports and all corrective action plans developed as a result of those inspections to determine whether any outstanding deficiencies require funding for correction.

- Update the jail's staffing plan and review it against current staffing patterns to verify that the jail has the right numbers and types of staff.
- Review population data to identify any shifts in inmate population numbers or characteristics that may require additional resources.
- Review internal audit reports, incident reports, and other key jail documents to identify recurring problems that may require new or different resources.
- Review maintenance reports, schedules for *replacement equipment*, and related information to determine whether needed facility improvements or equipment purchases require *capital outlay*.
- Review the performance indicators identified in the previous budget cycle to assess the extent to which the jail's goals and objectives are being met with current resources.
- Review past expenditures in each budget category to identify over- or underexpenditures. Assess the reason for the over- or underexpenditure.

The information gathered from these sources will help the jail administrator identify issues that should be addressed through the budget process. For ongoing essential jail activities, the assessment should provide answers to the following questions:

- What level of service has been provided in the current year?
- What level of service is needed in the next budget year?
- What will happen if the service is reduced, discontinued, or increased?
- What is the cost of the service at the level needed in the budget year?

In most cases, cost increases for ongoing activities will occur for one or more of the following reasons:

- There is increased demand for the activity. For example, an increase in the jail's daily population will increase the number of meals served.

- There is increased cost for purchased goods and services relating to the activity. Inflation will drive up the cost of purchased goods and services from year to year. Other unforeseen events, such as increased gas prices due to extreme weather conditions or political events, can also trigger increases.
- The cost of the activity increases as a result of modifications or enhancements to the activity. Jail standards, litigation, or other *mandates* may require changes in activities and subsequent changes in the cost of the activity.

For proposed new services or capital projects, a somewhat different set of assessment questions should be addressed:

- Is the service or project federal, state, or court mandated?
- Does the service or project address a major potential liability issue?
- Does the service or project address a health or safety issue?
- What are the internal benefits (to staff and inmates)?
- What are the external benefits (to the criminal justice system and community)?
- Does the service or project reflect "best practice" in corrections?
- Does the service or project conform to the jail's mission and goals?
- Does the service or project conform to the jurisdiction's goals and priorities?
- What will the service or project cost?
- Is there any offsetting revenue or evidence of cost avoidance?

Responses to these assessment questions serve two purposes: They can be objectively scored, which will permit multiple new projects or services to be ranked in terms of importance; and they provide justification needed to support the request for funding. A request based on a mandated requirement or high-liability exposure is difficult to bypass. An example of a rating instrument used to evaluate new projects is provided in the appendix.

The information derived from this assessment will produce a list of issues that can be incorporated into a work plan. The work plan will become the vehicle by which the budget request is developed and justified.

Estimating Budget Expenditures

The worksheets that typically accompany the budget instructions are vital tools for estimating expenditures that will go into the budget request. Major cost categories for which expenditures are estimated include personal services, operating expenses, capital outlay, service modifications, and revenues.

Personal services worksheet

Staffing costs generally account for 70 to 80 percent of the jail budget. Because this is such a large portion of the budget request, estimating personnel expenditures is a key step in budget development. A staffing plan is essential for establishing a budget request that will provide the personnel resources needed to run the jail. The staffing plan details the number and type of personnel needed to provide adequate 24-hour coverage and to conduct all essential jail functions. This information is used to complete a personal services worksheet. A sample personal services worksheet is provided in the appendix.

The personal services worksheet breaks out the actual costs of salaries and benefits for each existing staff position and the projected costs of salaries and benefits for requested new positions for the year covered by the budget request. Sometimes the jurisdiction may instruct departments to show current year salary and benefit costs if raises and insurance contracts have not been negotiated. In such cases, the budget office adjusts the budget requests later to include any changes. New positions should be presented at the end of the worksheet after existing positions have been recorded or on a separate worksheet. This will make it easier to recalculate later if new positions are not authorized.

Personal services worksheets provide space to list each authorized position individually by title, position number, and name of the person filling the position (if existing). Positions are generally listed by descending grade (e.g., jail administrator, assistant jail administrator, lieutenants, sergeants, detention officers). Individuals holding similar job titles should be grouped together (e.g., all detention officers). Following each position, space is generally provided to list the salary and employer cost of each benefit (e.g., insurance, FICA, retirement). The total cost of salary and benefits for each position can then be calculated. The sum of these costs represents the personal services costs for the jail for existing and new positions.

Other personal services costs not associated with individual positions also may have to be included in the personal services budget category, such as overtime pay, holiday pay, and temporary employees. These should be estimated as closely as possible. Expenditure levels in previous years may be a gauge of needs for the next budget cycle.

The total costs for authorized and requested positions plus these other related costs become the amount requested under the personal services category.

Operating expenses worksheet

Operating expenditures generally include costs for materials and services necessary to conduct work activities in the jail, such as provision of food, medical care, utilities, postage, communication, travel, cleaning supplies, inmate clothing and bedding, and professional and contractual services. Historical cost expenditures, plus a factor for inflation, can be used to estimate operating expenditures if the assessment shows no need for an increase or decrease in the scope of the activity.

To aid in estimating operating expenses, an operating expenses worksheet may be completed for each major object of expenditure. The worksheet includes space to present the following information for each line item:

- Prior year expenditures.
- The current year's estimated expenditures.
- The requested amount.
- The amount of increase or decrease between the requested amount and the current year's estimate.
- A brief explanation describing the cost basis and/or the reason for change.

Laying out information in this fashion helps in analyzing needs based on a combination of expense history, current expense level, and projected future needs.

Worksheets also may be used to list and describe contractual services and maintenance agreements. Sample operating expenses worksheets are shown in the appendix.

Capital outlay worksheet

Capital expenditures generally include equipment or materials that normally last more than a year and cost more than a certain amount (set by the jurisdiction and typically \$300 to \$500). Capital outlay includes purchases of personal property (e.g., computers, office furniture, dishwashers, laundry equipment, vehicles) as well as buildings or land. When presenting the jail's case for funding for capital expenditures, it is important to indicate to the governing authority that equipment typically wears out much faster in jails than in regular offices because jails operate continuously. In addition, the potential for hard use or damage is also much greater in jails.

Capital expenditures typically require detailed justification. The capital outlay worksheet can provide this detail by including such information as the item requested, justification of need, whether the item is new or a replacement, quantity of the item, unit cost of the item, and total cost (if more than one of the item is requested). A sample capital outlay worksheet is provided in the appendix.

Service modification worksheet

The basic worksheets already described represent most of the base level or *continuation budget* for the jail. The base level budget provides resources necessary to maintain current service levels, adjusted for inflation and some variation in service utilization. When a particular service or activity is enhanced, expanded in scope, or proposed, however, additional justification is typically required. For example, a job-readiness program may be proposed to prepare inmates for reentry into the community by enhancing their jobseeking skills. Jail officials will need to include the projected costs of the new service and describe the benefits derived to the inmates and the jurisdiction. A service modification worksheet may be prepared for each proposed new or enhanced service. The worksheet typically describes the enhancement requested, benefits to be derived (or consequences of not funding), FTEs required, current and future costs, and proposed funding method. A sample service modification worksheet is provided in the appendix.

Revenue projection worksheet

The primary source of funding for the jail is typically the general fund. Jails also often receive funding from other sources, including—

- Inmate fees and copays.
- Boarding contracts.
- Commissary purchases.
- Inmate telephone.
- Grants.
- Interdepartmental charges (e.g., rent, background checks, security services).

These revenues must be projected and included in the budget request.

A revenue projection worksheet may be used to estimate the income from each *funding source*. For each funding source, the worksheet should identify the fund into which the

revenue is deposited, past and current revenue amounts, projected revenue amounts, and the activity to which it will be applied. The revenue projection worksheet should also include an explanation of the calculations and the budget implications if the projected revenue is not forthcoming (e.g., a grant is discontinued). Projected revenues are to be applied directly to the activities indicated. A sample revenue projection worksheet is provided in the appendix.

Preparing the Budget Document

The budget document includes a completed budget request form, a departmental budget summary form, and budget narratives.

Budget request form

After the worksheets are completed, the information can be summarized onto the departmental budget request form. This form is included as part of the operating detail portion of the budget document. As described earlier, information in the budget request form is broken down by major object of expenditure and line items within each cost category. The requested amounts in each line item are presented along with actual expenditures from the prior fiscal year and estimated expenditures for the current fiscal year. This provides decisionmakers with a comparison of past and current spending levels to the proposed spending levels. Information from the worksheets can then be included in the narrative section of the operating detail to explain significant changes in spending levels. A sample budget request form is provided in the appendix.

Departmental budget summary

The departmental budget summary provides an overview of the budget request for the jail. Data are presented at the major object of expenditure level (e.g., personnel, utilities, medical care, food services, other operating expenses, capital outlay) and include past expenditures, current estimated expenditures, and requested expenditures in the

same format as the budget request form described above. If the jail is a division within a larger agency, such as the sheriff's department, the summary information is integrated into the overall budget summary for the department. Narrative summary information (e.g., goals, objectives, highlights of changes, accomplishments) also may be included to provide a thumbnail explanation of the overall budget request. A sample departmental budget summary is provided in the appendix.

Budget narratives

Budget narratives are required in the operating detail portion of the budget and in the budget message or executive summary. The narratives explain the mission of the jail, its overarching goals, the specific objectives to be accomplished during the fiscal period, and the indicators to be used to measure performance. The narratives also explain significant changes in requested amounts and provide the basis for estimates. Much of the information used in the budget narrative is developed during needs assessment and worksheet preparation. Therefore, the worksheets and assessment documents are useful resources for preparing the narratives.

Submitting the Budget Package

The budget submittal will include the completed forms and narratives in the format prescribed in the budget preparation instructions. The budget package generally includes—

- A transmittal letter.
- A budget message.
- An operating budget section with line-item details and a supporting narrative.
- A budget summary with summary tables, narrative highlights, and graphs.

The budget summary is a particularly important component of the budget document. It concisely tells the story of the jail facility and budget request. The budget summary should be placed at the beginning of the budget document, where it will catch the decisionmakers' attention.

Presenting the Budget

If the jail resides within a larger law enforcement agency, the jail administrator's first priority may be to sell the budget request in house. Even within an agency, different divisions may be competing to obtain support for their own legitimate requests. The jail administrator needs to take any steps necessary to convince the in-house staff that his or her request has merit and to ensure that the agency budget staff, sheriff, and/or agency director understand what the jail does and its objectives for the upcoming budget cycle. Visual aids, charts, photos, and videos will support the jail administrator's position. The administrator should encourage the agency director, governing board members, and budget staff to visit the jail during the budget cycle to observe its needs and accomplishments firsthand. Such visits will help them develop an understanding of why the budget requests are being made.

The next hurdle is selling the jurisdiction's budget staff and governing authority on the budget request. The jail administrator or the department director will receive an opportunity to make a budget presentation before the governing body. At this level, the budget summary, charts, and visual aids are even more useful.

The Budget Process: A Dynamic Interaction

The budget process is not just about numbers and justification. It is a dynamic interaction among the jail administrator and the individuals who possess the authority to help the jail administrator obtain the resources necessary to operate the jail facility properly. The budget process requires preparation, organization, research, negotiation, persuasion, and endurance. It is one of the jail administrator's most critical responsibilities.



Glossary of Key Budget Terms

account (object) number. An accounting unit consisting of a unique set of numbers used for budget control of line items of expenditure or receipt.

ad valorem (property) tax. A tax levied in proportion (usually expressed in mills) to the assessed value of the property on which it is levied.

adopted budget. The final financial plan approved by the governing board for a specified fiscal period, usually for one year. Statutes in most states require a budget to be adopted only after one or more public hearings in which the proposed budget has been presented to the public.

appropriation. The legal authorization of funds by a governing body to make expenditures or to incur obligations for specific purposes. An appropriation is usually limited in amount and to a time period within which it may be expended. It is the act of appropriation that funds a budget.

assessed value. A value set upon real estate or other personal property by a government as a basis for levying taxes.

bond. Written evidence of the issuer's obligation to repay a specified principal amount on a certain date (maturity date), together with interest at a stated rate, or according to a formula for determining that rate.

capital improvement budget. The part of the budget that provides for the construction of new facilities, repairs or renovations to existing facilities, land purchases, and improvements to infrastructure.

capital outlay (or capital equipment). Items such as office furniture, fleet equipment, data processing equipment, and other operating equipment with a unit cost above a specified amount set by the governing body (e.g., \$500 or \$750).

continuation budget. A level of funding that enables an organization to provide the same amount of services in the following year as the organization provides in the current fiscal year. A continuation budget does not necessarily provide funding for growth in demand of services.

debt service. The dollars required to repay funds borrowed by means of issuance of bonds or a bank note. The components of the debt service payment typically include an amount to retire a portion of the principal amount borrowed and interest on the remaining outstanding unpaid principal balance.

demand. A measurement category that represents external factors that demonstrate the need for services or programs (e.g., increased jail admissions, higher average population, complaints, waiting lists, increased number of sick call requests).

department. For budgeting purposes, any distinct government organizational entity receiving direct funding approved by the governing board.

effectiveness. Degree to which program operations and outputs are producing the desired outcomes. Effectiveness measures should be considered along with efficiency measures.

An effective program is not necessarily efficient; the same results might be achieved at a lower cost.

efficiency. Cost per unit of output or outcome. Efficiency measures should be considered along with effectiveness measures. A program can be efficient but not effective if the activities are not accomplishing the desired outcomes.

expansion budget. The part of the budget that provides for new programs, expansion of existing programs, or increases in personnel.

fiscal year (FY). The 12-month fiscal time period over which an appropriation may be expended. Fiscal years vary but generally run from July 1 through June 30 or from October 1 to September 30.

full-time equivalent (FTE). One position funded for a full fiscal year. For example, a permanent employee funded and paid for 40 hours per week and 52 weeks per year or 2 employees funded and paid for 20 hours per week and 52 weeks per year would be equal to one full-time equivalent.

fund. An accounting entity used to record cash and other financial resources as well as an offsetting amount of liabilities and other uses. The resources and uses are segregated from other resources and uses for the purpose of carrying on specific activities or attaining specific objectives in accordance with special regulations, restrictions, or limitations. For example, a victims' restitution fund may be used only to collect and distribute funds for restitution to crime victims.

fund balance. Within a fund, the revenue on hand at the beginning of the fiscal year, plus revenues received during the fiscal year, less expenses equals the fund balance.

funded positions. A term referring to the number of authorized positions for which funding is included in a given fiscal year's budget.

funding sources. A term referring to the type or origination of funds to finance recurring or nonrecurring expenditures. Examples include revenues from such sources as property taxes, user fees, licenses, permits, grants, state subsidies, and nonrevenues such as fund balances and interfund transfers.

general revenue fund. A fund that accounts for all financial transactions except those required to be accounted for in other funds.

goal. Goal statements describe what the organization will achieve, identify the target population, and specify what will be done. An agency's goals provide the framework for its operational plan, objectives, outputs, outcomes, and the causal relationships between them.

grants and aids. Includes all grants, subsidies, and contributions from other government agencies or private organizations.

infrastructure. A permanent installation, such as a building, road, or water transmission system that provides public services.

mandate. A requirement imposed by a legal act of the federal, state, or local government.

mill. A monetary measure equating to 0.001 of a dollar. When referring to the property tax, it means that a 1-mill tax is \$1 of tax on \$1,000 of taxable value. The millage rate is the rate per \$1,000 of taxable property that, when multiplied by the taxable value, yields the tax billing for a given parcel.

minimum service level. A term that defines the base outputs that are legally mandated and/or considered to be the most important set of outputs of an organization. The minimum service level corresponds directly to the purpose or mission of the organization. It is the effort, expressed in terms of service or cost, below which it is not realistic or feasible to operate.

mission statement. A broad statement of an organization's policy purpose. In budgets, mission statements are translated into goals and objectives.

objective. A statement specifying achievements to be attained within a prescribed time frame. Objectives translate an organization's mission and goals into measurable standards of performance. An objective is directly connected to how the resources of an organization will be used.

operating budget. The budget, including appropriations for recurring and certain one-time expenditures, that will be consumed in a fixed period of time to provide day-to-day operations (e.g., salaries and related benefits, operating supplies, contractual and maintenance services, professional services, and operating equipment). The operating budget does not include debt service, budgeted reserves, transfers between budgets, and the capital budget.

outcome. What is expected to be achieved in the target population as a result of the program.

outcome measure. A measure of the changes in the target population that result from the program's operation and outputs.

output. A statement of what is produced by program operations. Outputs should be linked to the outcomes for which the organization is responsible.

performance measure (or indicator). A measure for which an organization is willing to set targets and for which it agrees to be accountable. Performance measures should represent the outcome(s) an organization is working to achieve, the most critical outputs, and the attributes that significantly improve the value of an output or outcome, such as timeliness, accuracy, and efficiency.

personal services. Characterizes the expenses for salaries, wages, and related employee benefits provided for persons employed by an organization, whether on a full-time, part-time, or temporary basis. Employee benefits may include employer contributions to retirement, Social Security, insurance, sick leave, and similar direct benefits, as well as other costs such as worker's compensation and unemployment insurance.

projected expense. The estimated expense through the end of the current fiscal year for a respective budget line item.

replacement equipment. Equipment requested by a department for replacing like or similar equipment to be retired because of unserviceability.

reserves. Refers to a budget category for funds to meet both anticipated and unanticipated needs. It is usually the balance of anticipated revenues not required for operation in the budget year or funds required to be set aside by bond covenants.

revenues. Funds received from external sources; income. Revenues are differentiated from funding sources that include fund balance, interfund transfers, reimbursements, etc.

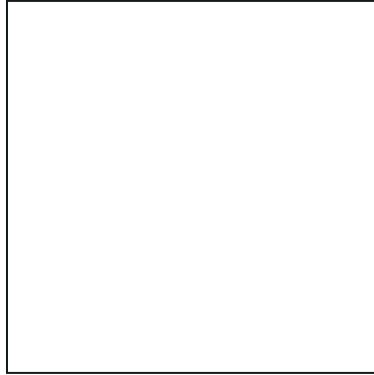
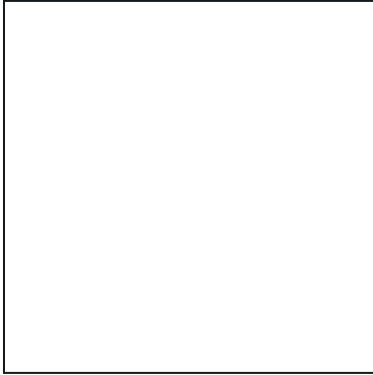
sinking fund. An account, sometimes called a debt service fund, into which the issuer makes periodic deposits to ensure the timely availability of sufficient monies for the payment of debt service requirements.

target. A specific value or level of performance for which organizations are accountable. Targets are proposed by organizations and adopted during the budgetary process.

transfers. A term referring to monies moved from one budgetary fund or subfund to another. Because of legal or other restrictions, money collected in one fund may need to be expended in other funds. When this movement occurs between different funds, it may be known as an interfund transfer. When movement of money from one subfund to another within the same fund occurs, it is known as an intrafund transfer.

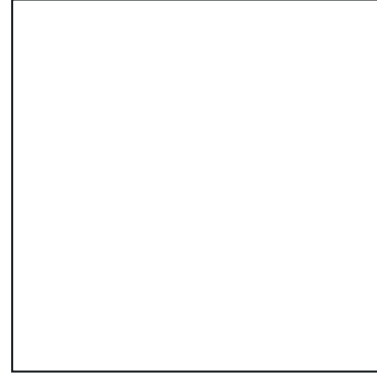
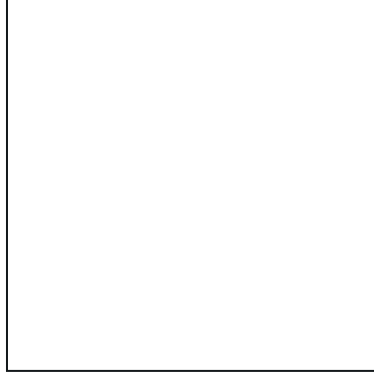
user fees. Charges for specific governmental services. The fees may cover the cost of providing that service to the user (e.g., building permits, animal licenses, park fees).

workload. A type of measure category. Workload data provide a comparison of how output corresponds to the demand (e.g., people served, transactions processed, complaints addressed).



Notes

1. National Advisory Council on State and Local Budgeting, *Recommended Budget Practices: A Framework for Improved State and Local Government Budgeting*, Chicago: Government Finance Officers Association, 1998, p. 3.
2. Ibid.
3. Powdar, Juliet Carol, *The Operating Budget: A Guide for Smaller Governments*, Chicago: Government Finance Officers Association, 1996, p. 34.
4. Ibid., p. 99.
5. Strachota, Dennis, *The Best of Governmental Budgeting: A Guide to Preparing Budget Documents*, Chicago: Government Finance Officers Association, 1994, pp. 9–11.
6. Powdar, Juliet Carol, p. 14.
7. Ibid., p. 28.
8. Ibid., pp. 38–39.
9. Ibid., p. 39.
10. Ibid., p. 40.



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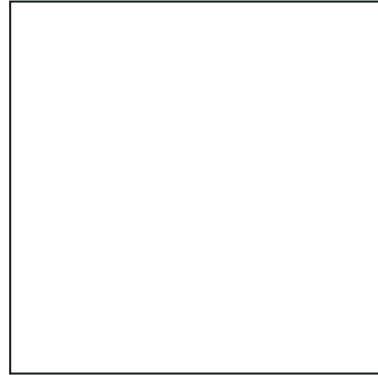
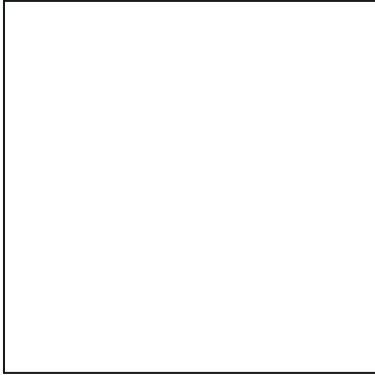
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Strachota, Dennis. *The Best of Governmental Budgeting: A Guide to Preparing Budget Documents*. Chicago: Government Finance Officers Association, 1994.



Appendix: Sample Budget Forms and Worksheets

Sample Transmittal Letter



Liberty County Detention Center

Honorable members of the Board of County Commissioners:

The FY 2002 budget request for the Liberty County Detention Center is respectfully submitted for your review and action. Although the downturn of the economy made the development of the budget particularly challenging this year, the detention center management team responded by making some difficult decisions to formulate a plan that generally complies with the Board's directive to "hold the line" on proposed increases. While the proposed budget represents an 8% increase over the current budget, the requested increases are primarily in those cost categories over which the detention center has little control.

Budget Highlights

The budget request includes an increase of \$410,000 to accommodate an increase in the inmate medical services contract. An increase in the number of medical visits, coupled with a 16% increase in the costs of pharmaceuticals, is driving the majority of the cost increase in this area. We are assessing the feasibility of implementing a medical copayment plan to enhance inmate responsibility and accountability in use of health care services. The detention center is also planning implementation of a no-smoking policy for the facility in the coming year. Reductions in respiratory-related illnesses, reduced maintenance costs, and improved sanitation are anticipated.

An increase of \$146,000 is also requested to cover increases in food-service costs. Much of this increase is the result of a projected increase in the number of meals served. We anticipate an increase in the per-meal cost of \$0.05, from \$1.40 to \$1.45.

The day reporting program, initially approved in 2000, opened approximately midway through the current budget year. The requested budget includes funding for full-year operation of the day reporting program.

Due to the establishment of the contract with a vendor for commissary services, the detention center was able to reduce staffing in the current budget year by 2 full-time equivalents. This reduction is continued in the FY 2002 budget request.

The detention center anticipates receiving approximately \$2.8 million in revenues, mostly from boarding contracts, inmate fees, and the inmate commissary. By aggressively generating revenue, the detention center is able to offset a portion of the cost of operations that would otherwise come from taxpayer funds.

Acknowledgments

The detention center gratefully acknowledges the assistance and support provided by the Budget Office in the development of this budget request. The interest and support of the Board in providing safe, secure, and constitutionally adequate detention services for Liberty County is also greatly appreciated. I look forward to meeting with the Board at the upcoming budget hearings to provide additional information regarding this request and to answer any questions you may have.

Respectfully submitted,

Gary Gulag
Detention Administrator

Enclosures

Sample New Project Rating Form

Project/Service Description: _____

	Score _____	Rank _____		
Rating	X	Weight =	Score	=
Federal/State/Court Mandated	X	10	=	
2 = Compulsory 1 = Recommended 0 = No mandate				
Liability Issue	X	9	=	
2 = High liability potential 1 = Moderate liability potential 0 = Low liability potential				
Health and Safety Issue	X	8	=	
1 = Addresses hazard 0 = Addresses no hazard				
Internal Benefits	X	6	=	
2 = Directly benefits inmates <i>and</i> staff 1 = Directly benefits inmates <i>or</i> staff 0 = Minimal internal benefit				
External Benefits	X	6	=	
2 = Directly benefits community 1 = Directly benefits one or more criminal justice agencies 0 = Minimal external benefit				
Reflects "Best Practice" Standards	X	4	=	
2 = Based on established best practice 1 = Based on promising approaches 0 = Not based on best practice				
Conforms With Jail's Mission and Goals	X	4	=	
1 = Yes 0 = No				
Conforms With Jurisdiction's Goals/Priorities	X	4	=	
1 = Yes 0 = No				
Cost Avoidance/Offsetting Revenue	X	5	=	
3 = Will generate revenue exceeding cost 2 = Will generate revenue to cover cost 1 = Will result in avoidance of future costs 0 = No offsetting revenue or cost avoidance				

Source: Calia, Roland, *Priority-Setting Models for Public Budgeting*, Chicago: Government Finance Officers Association, 2001. Adapted from Fauquier County, Virginia, Budget Evaluation Form.

Sample Personal Services Worksheet

Department: _____ Division: _____

Position Number	Employee	Projected Annual Salary	Longevity Pay	Shift Differential Pay	FICA	Pension	Health Insurance	Dental Insurance	Misc. Costs	Projected Total
Class 100 Jail Administrator										
101	Gulag, G.	\$54,922	\$245	\$0	\$4,220	\$4,303	\$6,413	\$504	\$416	\$71,023
Total		\$54,922	\$245	\$0	\$4,220	\$4,303	\$6,413	\$504	\$416	\$71,023
Class 200 Assistant Jail Administrator										
201	Brown, C.	\$41,382	\$901	\$0	\$3,235	\$3,298	\$2,637	\$143	\$416	\$52,012
Total		\$41,382	\$901	\$0	\$3,235	\$3,298	\$2,637	\$143	\$416	\$52,012
Class 300 Lieutenant										
301	White, J.	\$40,525	\$338	\$416	\$3,158	\$3,220	\$2,637	\$143	\$416	\$50,853
302	Greene, B.	43,372	514	416	3,389	3,456	2,637	143	416	54,343
303	Reddy, I.	43,372	387	0	3,348	3,413	4,828	0	416	55,764
Total		\$127,269	\$1,239	\$832	\$9,895	\$10,089	\$10,102	\$286	\$1,248	\$160,959
Class 400 Sergeant										
401	Gray, R.	\$35,407	\$245	\$416	\$2,759	\$2,813	\$6,413	\$0	\$416	48,469
402	Bastile, A.	32,381	245	416	2,528	2,577	2,637	143	416	41,343
403	Lockett, Z.	37,808	641	0	2,941	2,999	2,637	143	416	47,585
404	Holder, F.	30,631	0	416	2,375	2,422	6,413	0	416	42,673
Total		\$136,227	\$1,135	\$1,252	\$10,607	\$10,815	\$18,104	\$286	\$1,664	\$180,094
Class 500 Detention Officer										
501	Badger, B.	\$33,535	\$0	\$603	\$2,612	\$2,663	\$2,637	\$143	\$0	\$42,193
502	Blue, O.	33,844	0	0	2,589	2,640	4,828	324	0	44,225
503	Pardon, M.	32,057	0	0	2,452	2,500	4,828	324	0	42,161
504	Brake, J.	33,844	0	0	2,589	2,640	2,637	143	0	41,853
505	Tanner, H.	25,780	0	603	2,018	0	2,637	143	0	31,181
506	Matrone, I.	25,928	0	603	2,030	2,069	4,828	143	0	35,601
507	Kite, S.	29,684	0	603	2,317	2,362	2,637	143	0	37,746
508	Paine, N.	25,088	0	603	1,965	1,252	2,637	143	0	31,688
509	Joint, K.	28,177	0	603	2,202	2,245	2,637	143	0	36,007
510	Rose, L.	28,504	0	603	2,227	2,270	2,637	143	0	36,384
Total		\$296,441	\$0	\$4,226	\$23,006	\$20,646	\$32,948	\$1,797	\$0	\$379,044
Overtime Wages						\$3,825	\$3,648			\$57,473
Half-Time Holiday Pay						497	474			7,472
Total		\$712,741	\$3,520	\$6,310	\$55,285	\$53,273	\$70,204	\$3,016	\$3,744	\$908,093

Sample Operating Expenditure Worksheet

Department: _____ Division: _____

Activity(ies): _____

Object	Item	Quantity	Unit Price	Prior Year Expenditure	Current Year Budget	Budget Request	Percent Change From Current Budget
3006	Garbage removal	2x weekly	\$100/mo.	\$1,000	\$1,100	\$1,200	+9%

Provide justification for each object of expenditure:

Ralph's Refuse has notified the jail of an \$8-per-month increase in charges for garbage removal. No other garbage haulers serve the community.

Sample Contractual Services and Leases Worksheet

Department: _____ Division: _____

Description	Justification/Future Impact	Object Descriptor	Object Number	Amount
Joe's Pest Control	Contract provides regular inspection and treatment of jail for insects and vermin. Required by standards. Ongoing cost.	Pest control services	5003	\$800

Sample Maintenance Agreements Worksheet

Department: _____ Division: _____

Description	Justification	Object Descriptor	Object Number	Amount
Al's Copier Service	Copier service and maintenance. Maintain copier in working order; minimize downtime.	Maintenance agreements	5005	\$1,200
Johnson Fire Service	Inspect/test fire alarms. Life safety; required by fire code and standards.	Maintenance agreements	5005	\$2,100

Sample Capital Outlay Worksheet

Department: _____ Division: _____

Object	Description	Item Justification	New=N Repl=R	Number Req.	Unit Cost	Total Cost
	Clothes washer	Used for all offender clothing and bedding	R (5 yrs.)	2	\$500	\$1,000
	Computer	Used for GED classes and other offender programs	N	4	\$1,000	\$4,000
Total capital outlay request						\$5,000

Sample Service Modification Worksheet

Department: _____ Division: _____ Rank: _____ of _____

- New service
 Service expansion/enhancement
 Service reduction

Description of service modification: _____

Benefits of funding modification: _____

Consequences of not funding modification: _____

Budget Impact	Year 1 (\$)	Year 2 (\$)	Year 3 (\$)
Personal services			
Contractual services			
Materials/supplies			
Equipment/furniture			
Travel			
Other operating expenses			

Total

Staffing impact (list the number and types of new positions): _____

Revenue generated (indicate source and amount of revenue that would result from implementation of the service):

Source: Powdar, Juliet Carol, *The Operating Budget: A Guide for Smaller Governments*, Chicago: Government Finance Officers Association, 1996, p. 78.

Sample Revenue Projection Worksheet

Department: _____ Division: _____

Revenue description: _____ Fund: _____

Account Number	Activity	Prior Year Budget	Prior Year Actual	Current Year Budget	Actual Year to Date	Proposed Budget	Percent Change

Analysis/calculations: _____

Prepared by: _____

Date: _____

Source: Allison, Gregory, *Accounting Issues and Practices: A Guide for Smaller Governments*, Chicago: Government Finance Officers Association, 1996, p. 118.

Sample Budget Request Form

Department: _____ Division: _____

Mission statement: _____ Goals: _____

FY 2002 objectives: _____

Object Number	Descriptor/ Account Name	FY 2000 Actual Expenses	FY 2001 Estimated Expenses	Percent Over/Under Budget	FY 2001 Approved Budget	FY 2002 Budget Request	Change	
							Amount	Percent
Personnel 1000								
1001	Regular Salaries							
1002	Overtime							
1003	Holiday Pay							
1004	FICA Contributions							
1005	Retirement							
1006	Group Health Insurance							
1007	Group Dental Insurance							
1008	Disability Insurance							
1009	Group Life Insurance							
1010	Unemployment Comp Ins							
1011	All Other Benefits							
	Total							
Inmate Medical Services 2000								
2001	Dental Services							
2002	Physician Services							
2003	Psychiatric Services							
2004	Nursing Services							
2005	Outpatient Services							
2006	Hospital Services							
2007	Lab Services							
2008	Medications							
2009	Medical Supplies							
	Total							
Utilities 3000								
3001	Telephone							
3002	Cellular Telephone Service							
3003	Electricity							
3004	Natural Gas							
3005	Water & Sewer							
3006	Garbage Removal							
3007	Other Utilities							
	Total							

Sample Budget Request Form (continued)

Department: _____ Division: _____

Object Number	Descriptor/ Account Name	FY 2000 Actual Expenses	FY 2001 Estimated Expenses	Percent Over/Under Budget	FY 2001 Approved Budget	FY 2002 Budget Request	Change	
							Amount	Percent
Food Services 4000								
4001	Meats and Poultry							
4002	Dry Goods							
4003	Frozen							
4004	Produce							
4005	Dairy							
4006	Beverages							
4007	Food Service Supplies							
4008	Other Food Service Costs							
	Total							
Other Operational Costs 5000								
5001	Janitorial Services							
5002	Housekeeping Supplies							
5003	Pest Control Services							
5004	Grounds Maintenance							
5005	Equipment Maintenance Agreements							
5006	Vehicle Operation Expense							
5007	Travel							
5008	Insurance							
5009	Equipment/Building Repairs							
5010	Maintenance Supplies							
5011	Data Processing							
5012	Consultant and Professional Services							
5013	Printing and Photocopying							
5014	Office Supplies							
5015	Postage							
5016	Inmate Clothing							
5017	Linen and Bedding Supplies							
5018	Laundry Supplies							
5019	Staff Training							
5020	Books/Educational Materials							
5021	Other Operational Costs							
	Total							
Capital Outlay 6000								
6001	Security Equipment							
6002	Computers							
6003	Communications Equipment							
6004	Fixtures/Furnishings							
6005	Facility Improvements							
6006	Vehicles							
6007	Other							
	Total							
Total								

Sample Division Budget Summary

Department: Sheriff's Department

Division: Detention Center

Mission Statement

To safely, securely, and humanely detain persons arrested and waiting trial until disposition is made and/or persons sentenced to serve time in the Detention Center upon conviction of a criminal offense.

Goals

- To protect society by preventing escapes through the establishment of secure facilities and supervision;
- To provide clean, safe, and environmentally healthy living and working conditions for inmates and staff;
- To provide inmates for positive change through academic, work, and counseling programs;
- To provide an environment that protects inmates from victimization through proper classification and supervision;
- To operate in a manner that provides all required due process and legal safeguards

FY 2002 Objectives

- Maintain compliance with minimum jail standards, health and sanitation requirements, and fire codes;
- Meet the basic needs of inmates through the provision of adequate housing, security, food services, facility sanitation, and medical services;
- Provide and maintain adequate program services including recreational programs, religious programs and relevant self-improvement programs;
- Reduce the number of inmate days in disciplinary segregation through the development and implementation of an inmate supervision plan based upon a system of incentives and consequences;
- Implement a "no-smoking" policy in the detention center;
- Reduce growth of medical costs and utilization through the establishment of an inmate co-pay program.

Performance Indicators	FY 2000 Actual	FY 2001 Estimated	FY 2002 Projected
Total Prisoners Booked	13,226	13,800	14,200
Maintain Cost/Inmate per Day <\$69.00	\$65.00	\$69.00	\$75.00
Maintain Meal Cost/Inmate per Day <\$1.50	\$1.36	\$1.40	\$1.45
Maintain Medical Cost/Inmate per Day <\$9.00	\$6.30	\$6.35	\$7.65
Reduce Inmate Days/Segregation by 25%	1,825	1,865	1,375

Budget Highlights

The Detention Center adopted budget reflects a net increase of 14.3% in County dollars. Overtime is included in the Personal Services budget (\$600,000). The budget reflects substantial increases in inmate food and medical costs. Both of these are contracted services. The vendors were selected through a competitive bidding process and are performing according to contract specifications. The Department has agreed to implement inmate medical co-pay for certain medical services and pharmaceuticals. The co-pay assumes the inmate has some financial responsibility for his or her health care when they have the ability to pay and may serve to reduce frivolous requests for services. Two detention officer positions were deleted from the budget.

Division Budget Summary

Category	FY 2000 Actual	FY 2001 Budget	FY 2001 Estimated	FY 2002 Request	FY 2002 Recomm.	FY 2002 Adopted	Percent Change
Personal Services	\$8,736,298	\$9,024,257	\$9,558,011	\$11,281,445	\$10,157,795	\$10,157,795	+12.56%
Medical Services	1,373,259	1,481,200	1,473,877	1,891,200	1,870,200	1,870,200	+26.26
Utilities	403,259	433,000	470,000	501,500	479,000	479,000	+10.62
Food Services	1,203,010	1,127,988	1,107,773	1,474,300	1,274,300	1,274,300	+12.97
Other Operations	601,522	746,075	536,538	1,205,425	898,310	873,310	+17.05
Capital Outlay	11,777	44,000	23,000	40,000	40,000	40,000	-9.09
Total	\$12,329,125	\$12,856,520	\$13,169,199	\$16,393,880	\$14,719,605	\$14,694,605	+14.30%
Revenues	2,573,106	2,860,063	2,854,789	2,900,000	2,900,000	2,900,000	+1.40%
Positions (FTE)	244	244	242	277	242	242	

U.S. Department of Justice
National Institute of Corrections

Washington, DC 20534

