

Budget Manual

City of Portland, Oregon

Fiscal Year 2018-19

City Budget Office

Andrew Scott, Director

Claudio Campuzano, Assistant Director

Josh Harwood, City Economist

Asha Bellduboset

Kea Cannon

Shannon Carney

Robert Cheney

Jessica Eden

Sarah Diffenderfer

Shannon Fairchild

Jane Marie Ford

Aaron Kaufman

Jessica Kinard

Ryan Kinsella

Melissa Merrell

Yung Ouyang

Katie Shifley

Table of Contents

USER'S GUIDE	4
<i>What's in the Manual?</i>	4
NEW INFORMATION	5
CHANGES FOR FY 2018-19.....	6
<i>Incorporating Equity Impacts into Decision Packages</i>	6
FY 2018-19 REQUESTED BUDGET SUBMITTAL.....	8
BUDGET PROCESS CALENDAR	9
BUDGET ASSUMPTIONS.....	10
THE BUDGET DEVELOPMENT PROCESS	11
BUDGETING IN PORTLAND	12
<i>Budgeting and Financial Forecasting</i>	12
<i>Local Budget Law</i>	12
<i>Compliance with City Financial Policies and Other Planning Documents</i>	12
<i>Budget Officer and Budget Committee</i>	12
<i>Overview of Budget Format</i>	13
<i>Budget Monitoring and Amendments</i>	13
BUDGET DEVELOPMENT PROCESS	14
<i>Requested Budget</i>	14
<i>Requests for Budget Notes</i>	14
<i>City Budget Office Review of Requested Budgets</i>	15
<i>Mayor's Proposed Budget</i>	15
<i>Approved Budget</i>	16
<i>Tax Supervising and Conservation Commission Hearing</i>	17
<i>Adopted Budget</i>	17
<i>Public Involvement in the Budget Process</i>	18
TECHNICAL INSTRUCTIONS	21
BUILDING YOUR BUDGET IN BRASS	22
<i>Data Uploaded from SAP</i>	22
<i>Current Appropriation Level (CAL) Targets</i>	22
<i>Starting Point (Base) Budget</i>	23
<i>Making Changes from the Base Budget</i>	24
<i>How to Budget Staff</i>	24
<i>How to Budget Revenues and Expenses</i>	27
<i>How to Budget Interagency Agreements and Cash Transfers</i>	28
<i>How to Budget Capital Projects</i>	30
<i>How to Allocate Internal Bureau Overhead</i>	34
<i>How to Budget Grants</i>	34
<i>Decision Packages</i>	37
<i>Performance Measures</i>	41
DOCUMENT PUBLISHING SYSTEM.....	45
<i>Budget Document</i>	45
<i>Writer's Guide to the Micro-documents</i>	45
OTHER BUDGET REQUIREMENTS.....	50
<i>Five-Year Financial Plan and Fee Study</i>	50
<i>Organization Chart</i>	51

Budget Advisory Committee Report 51
Budget Equity Assessment Tool..... 51
STYLE GUIDE 52
GLOSSARY OF TERMS 57
BRASS TECHNICAL CHECKLIST..... 64
PATTERNSTREAM TECHNICAL CHECKLIST 65

User's Guide

The Budget Manual is a general guide to budget development in the City of Portland. Although the guidelines and directions included in this manual are meant to be comprehensive, requests for new information, changes in direction, and adjustments in deadlines should be expected. In order to keep bureaus informed of any changes, the City Budget Office (CBO) uses budget memos, weekly communications, its [website](#), and direct person-to-person communication.

The weekly communications and other correspondence are distributed using the City Budget Managers and Contacts distribution list in Outlook. This list is maintained primarily for use by the Budget Office, but is available for use by any City user. If you find errors or outdated information in this distribution list, please contact Sarah Diffenderfer at 823-6925.

If you have any questions regarding this manual, please contact your assigned CBO analyst. The most current list of [City Budget Office staff and assignments](#) can be viewed on the CBO website.

What's in the Manual?

This Budget Manual, along with the [BRASS Training Manual](#), is written for City of Portland staff involved in budget development: both the City administrators and managers who have financial and budgetary oversight responsibilities, and the bureau staff responsible for the technical preparation and development of budget documents.

- **Section 1 - New Information:** provides direction on budget guidance, changes from the previous year's process, inflation assumptions, and the budget process calendar.
- **Section 2 - Budget Development Process:** is an overview of the City's budget process, including bureau and CBO responsibilities during each phase of the budget.
- **Section 3 - Technical Instructions:** provides step-by-step instructions regarding the entries in BRASS, required narratives in PatternStream, and other required submittal documents. The section also includes a style guide for narrative documents, a glossary of terms, and technical checklists for BRASS and PatternStream entry.

Section 1

New Information

Changes for FY 2018-19

Incorporating Equity Impacts into Decision Packages

- Bureaus should now include information on the expected equity impacts of requests within the decision package narratives by responding to the prompts discussed in the “Decision Package” section (p.37). Bureaus were previously asked to respond to these questions in the Budget Equity Tool, but answers to these questions should now be included in the decision package narrative. Additionally, bureaus should complete the [Budget Equity Tool](#) which now focuses on bureaus’ base budgets and public outreach in budget development, and then submit this with their requested budgets.

Performance Measure Metadata

- Metadata is now required for all performance measures. See the [performance measure instructions](#) for information on field entry.
 - Collection Method
 - Formula
 - Collection Frequency
 - Data Contact
 - Program Manager
 - URL
 - Strategic Target
 - Target Year
 - Reliability
 - Strategic Plan (required for KPMs only)
- Performance measure types are changing slightly in FY 2018-19. Available types will now include workload, output, outcome, efficiency, and key performance measures. The effectiveness measure type will be phased out. See the [performance measure instructions](#) for measure definitions. Bureaus should work with their CBO analyst to determine measure types for existing effectiveness measures. CBO will input this information into BRASS prior to requested budget submission on January 29.

New Bureau Program Narrative Guidance

Please note, guidance for several narrative elements of the bureau budget document have been updated. These include:

- **Bureau Strategic Direction** should now describe the bureau’s plan for achieving its performance goals, including allocation of resources, collection and reporting of data, analysis of results, and efforts toward operational improvement. Connections between key performance measures and bureau, shared, or Citywide goals should be noted.
- **Program goals** narrative should highlight Citywide and bureau goals supported by the program, including what the program is doing to achieve those goals.

- **Program performance** narrative should describe the program’s plan for achieving its performance objectives, including allocation of resources, collection and reporting of data, analysis of results, and efforts toward operational improvement. The connection between reported performance measures and bureau, shared, or Citywide goals should be emphasized.

Refer to the appropriate page of the **“Writer’s Guide to the Micro-documents”** for more details.

Non-General Fund Decision Packages

Bureaus should never balance ongoing decision packages with changes in contingency. Contingency is by its nature a one-time resource. Moreover, the effect of this entry technique is to show a net zero expense, which is misleading for Council and the public.

Capital Planning Narrative

Changes have been made to the required text for the Capital Planning and Budgeting section of the Requested Budget. See page 48.

FY 2018-19 Requested Budget Submittal

Requested Budgets are due to the Budget Office on **January 29, 2018**. Any submittals received after the due date will be reported to the Mayor and the Commissioner-in-Charge. Timely delivery is necessary to ensure that the Budget Office has sufficient time to perform the internal tasks necessary to meet deadlines in support of the Council decision-making process.

Components of the Requested Budget Submittal

The following documents are required in the Requested Budget submittal. Please submit the documents in the order in which they appear in the list.

1. Cover page
2. Cover letter signed by the Commissioner in Charge
3. Budget Advisory Committee Report (a minority report may also be included)
4. Patternstream documents, including:
 - a. Organization chart
 - b. Narratives (see the [Writers Guide to the Micro-Documents](#) below for additional details), including performance measure data and graphs
 - c. Fund summaries
 - d. Capital project details
5. Decision package summaries (BRASS Report D2)
6. Five-year financial plan (if applicable)
7. Fee Study – if not included in financial plan (if applicable)
8. Budget Equity Assessment Tool (also submit copy to Office of Equity & Human Rights)
9. Percent for Art Eligibility Forms (submit only an electronic copy to CBO if applicable)

CBO analysts will review the submission for completeness upon receipt. Bureaus will be required to provide any missing documents immediately after an incomplete submittal is identified.

Distributing the Requested Budget

Bureaus are responsible for distributing ten paper copies and one electronic PDF copy as follows:

- 3 paper copies to the Mayor's Office
- 1 paper copy to each of the Commissioner's Offices (4 total)
- 1 paper copy to the Auditor
- 1 paper copy to the Audit Services Division of the Auditor's Office
- 1 paper copy and 1 electronic copy to your CBO analyst
 - Submit a combined PDF of the entire request except for the Percent for Art eligibility forms which should be a separate electronic submission

All Requested Budget documents will be posted on the CBO website shortly after submittal.

Budget Process Calendar

November	14	Deadline for P4 adjustments (reclassifications, extensions, creation, abolishment)
	15	Budget kickoff
	16	General Fund overhead payments and Current Appropriation Levels distributed
	16	Publishing system (PatternStream) is open
	17	Deadline for OM updates (changes to cost center, IT1018)
December	8	Preliminary OMF IAs loaded by CBO
	26	Deadline for master data (personnel action) adjustments to HR Operations
January	5	Final upload of position data from SAP to BRASS (based on December 27 th payroll)
	12	All Requested Budget interagency agreements completed and balanced
	29	Bureaus and Prosper Portland submit Requested Budget to CBO
	29	Special Appropriation requests for General Fund support due
March	5	CBO analysis on Requested Budgets distributed to Council
	12-30	Council budget work sessions
April	tbd	Public Hearings on Requested Budget
	30	Mayor's Proposed Budget decisions released
May	7	Proposed Budget document released
	8	Budget Committee - Mayor's Message and Work Session
	9	Mayor convenes Prosper Portland Budget Committee to receive Prosper Portland Proposed Budget
	10	Budget Committee - Approved Budget Public Hearing (includes Prosper Portland)
	16	Budget Committee - Vote on the Approved Budget and Prosper Portland budget
	17	Approved Budget submitted to Tax Supervising & Conservation Commission
	17 & 23	Utility Rate Ordinances - first and second reading
June	6	Tax Supervising & Conservation Commission hearing on Approved Budget – 4pm
	7	Council vote on the Adopted Budget

Budget Assumptions

The table below summarizes many of the key financial assumptions City bureaus should use in developing their budget calculations. Five-year estimates are also distributed by the Budget Office to bureaus developing Five-Year Financial Plans.

Data	FY 2018-19
Expected CPI-W for COLA (wage and salary)	3.80%
Health and dental increase *	4.00%
Labor drift increase	0.50%
External materials and services increase	3.00%
Internal materials and services increase	3.30%
Interest Rate Forecast (from Treasury)	1.65%
PERS - Tiers 1 & 2**	23.62%
OPSRP - General Service payroll**	16.69%
OPSRP - Police & Fire sworn payroll**	24.46%
Social Security - up to estimated \$128,700	6.20%
Medicare	1.45%
TriMet	0.7587%

* Per City Economist. For the General Fund, the FY 2018-19 increase will be budgeted in the General Fund Compensation Set-Aside. Non-General Fund bureaus should budget FY 2018-19 health and dental increases in their fund's compensation set-aside contingency.

** Includes employer pickup

Interest Rate Assumptions

The Treasury Division distributes interest rate forecasts annually (in the fall) or upon request. Requests should be sent to the *Treasury All* email group address.

Section 2

The Budget Development Process

Budgeting in Portland

Budgeting and Financial Forecasting

The City budgets on an annual basis, but conducts financial planning over a five-year timeframe. This is done to ensure that decisions are made within a larger financial perspective. Annual budget decisions, particularly in the General Fund, are made such that resources and requirements balance in the fifth year of the financial plan.

Local Budget Law

Most local governments in Oregon, from the smallest special district to the largest city, must prepare and adopt an annual or biennial budget. Schools, counties, cities, ports, rural fire protection districts, water districts, and special districts are all subject to the same budget provisions under Oregon Revised Statutes chapter 294.

Oregon law does two important things:

- It establishes standard procedures for preparing, presenting, and administering a budget.
- It requires community involvement in the preparation of a budget and public disclosure before a budget's formal adoption.

Compliance with City Financial Policies and Other Planning Documents

The City has many policies that interact with and provide direction in making budgetary decisions. The City's [Comprehensive Financial Management Policies](#) govern the budget process and our financial planning and reporting procedures, and also outline important rules regarding the use of revenues, establishment of reserve funds, appropriate cost allocation, and other financial management issues. All City bureaus should be familiar with and adhere to the Citywide financial and planning policies, the [Portland Plan](#), [fund statements of purpose](#), and the bureau's strategic plans, when producing the Requested Budget. Many of these policies can be found on the [Portland Policy Documents](#) website.

Budget Officer and Budget Committee

To give the public ample opportunity to participate in the budgeting process, Local Budget Law requires that a budget officer be appointed and a budget committee be formed. Under the direction of the Mayor, the budget officer draws together necessary information and prepares the first draft of the budget. The budget committee then reviews and revises the proposed budget before it is formally adopted. For the City of Portland, the director of the City Budget Office acts as the Budget Officer, and the Budget Committee consists of the members of the City Council.

Notices are published, budgets are made available for public review, and opportunities for public comment are provided during at least two points in the process. These requirements encourage public participation in the budget decision-making process and give public

exposure to budgeted programs and fiscal policies prior to adoption.

Overview of Budget Format

An annual budget is a financial plan containing estimates of expenditures and revenues for a single fiscal year. For Portland, the fiscal year runs from July 1 through June 30. In addition to outlining programs for the coming year, the budget controls the local government's spending authority. Since the budgeting process encourages community input, the budget is also a vehicle for eliciting public opinion about proposed programs and fiscal policies.

All budgets must meet certain minimum requirements. Under Local Budget Law, expenditures should be broken down by fund, organizational unit or program, and object classification.

Under Local Budget Law, resources and requirements must show in parallel columns for:

- Actual expenditures and revenues for two years preceding the current year
- Budgeted expenditures and revenues for the current year
- Estimated expenditures and revenues for the coming fiscal year in three columns: Proposed, Approved (fund level only), and Adopted

The City of Portland publishes its Adopted Budget in two volumes, which are discussed below. The City also publishes a Budget-in-Brief, a summary budget document intended for the general public. All versions of the City's budget organize the information by the following service areas: Public Safety; Parks, Recreation, & Culture; Public Utilities; Community Development; Transportation & Parking; Elected Officials; and City Support Services.

- **Volume One - Citywide Summaries and Bureau Budgets:** This volume contains the total City budget by bureau. It provides the most comprehensive coverage of the City's budget as a policy, operating, financial, and communication document. Volume One contains the Mayor's Message, a User's Guide, the City Overview, Budget Overview, Financial Overview, and detailed Citywide financial tables. Each bureau budget section includes an organization chart, summary financial and staffing information, program and performance information, and capital program summaries.
- **Volume Two - City Funds and Capital Projects:** This volume provides reporting by fund and by capital project.

Budget Monitoring and Amendments

Changes after budget adoption are completed through the budget monitoring process (BMP) and the over-expenditure ordinance. These processes provide Council the opportunity to change the budget several times per year. The procedures for determining which of these processes is appropriate for particular budget adjustments or increases is included in the [BMP Manual](#).

Budget Development Process

Requested Budget

Each bureau is responsible for developing its budget. Bureaus may use different processes and tools during the internal development phase of their budgets prior to preparing the submittals that are required by the City Budget Office. As in prior years, bureaus are directed to include a Budget Advisory Committee (BAC) in their budget development process.

The bureaus, in concert with the City Budget Office, are responsible for producing a technically balanced budget and the documents that present the budget. This effort involves significant data input into BRASS and the PatternStream document publishing system.

Bureaus perform the following tasks for any budget version:

- Ensure that budget requests properly address the City Budget Office's guidance, the bureau's position, and Council priorities and direction
- Using position management data in SBFS, ensure that bureau position information is consistent with Citywide position management data maintained by the Bureau of Human Resources
- Ensure the interagency agreements and cash transfers are balanced (with the exception of decision packages during the Requested Budget phase)
- Enter the budget figures and performance measures in BRASS
- Ensure that resources and requirements in BRASS are balanced
- Ensure that certain accounting maintenance is performed as necessary (e.g. all master data is in SAP and up to date)
- Enter the appropriate budget narrative in PatternStream

Please refer to the detailed technical checklists for BRASS and PatternStream entries located at the end of this manual.

Requests for Budget Notes

Although it is not common practice, bureaus may request budget notes as part of their Requested Budget. The request should be included in the Requested Budget cover memo. The most common reason for a bureau to request a budget note is to request Current Appropriation Level target adjustments in future years for specific programs. The City Budget Office will make recommendations on budget-specific budget notes as part of our review. The Mayor and other commissioners have the authority to add a budget note during the Proposed, Approved, or Adopted budgets, and the City Budget Office adds these notes when directed to do so by City Council. Council votes to include and then approve the budget notes during the Proposed, Approved, and Adopted phases of the budget.

City Budget Office Review of Requested Budgets

Upon receipt of a bureau's Requested Budget, City Budget Office staff confirms that submitted materials are complete, accurate, and comply with budget guidance. If there are oversights, the CBO analyst contacts the bureau for the missing information. When all materials have been provided by the bureau, CBO staff analyze the Requested Budget by considering a variety of budget and policy issues, including:

- Financial performance and trends
- Program performance data
- Changes to Council-authorized positions
- Changes in resources and expenditures
- Council priorities and direction
- Compliance with Comprehensive Financial Management Policies

Based on the analysis of bureaus' Requested Budgets, CBO prepares budget analysis reports for the Mayor and Commissioners. These reports summarize the Requested Budgets of the bureaus and highlight issues that may be of particular concern to Council, the bureau, or the City Budget Office. The reports serve as a basis for discussion of the bureaus' budgets during budget work sessions. Budget analyses typically include the following:

- A financial summary of the bureau's resources and requirements for the previous year, current year, and the budget year under development;
- Summary discussion of major issues, status of budget notes and previous add package results, and performance trends;
- Other budget issues, such as information on how the budget responds to Council priorities and strategic issues;
- Analysis and recommendations on any bureau decision packages;
- Analysis of the bureaus Capital Improvement and Financial Plans.

Mayor's Proposed Budget

Acting as the Chair of the Budget Committee, the Mayor is responsible for overseeing the preparation of the Proposed Budget for presentation to the City Council sitting as the Budget Committee. The Proposed Budget is the culmination of an extensive process of budget development, analysis, and revision. The end product is a published budget document that reflects the Mayor's priorities for all City bureaus.

Bureaus' Tasks for the Proposed Budget

- Bureau staff may need to edit their performance measures in BRASS to align with the decisions in the Mayor's Proposed Budget.
- Bureaus should also balance all interagencies and cash transfers, and may make technical adjustments in decision package forms with prior approval from their CBO analyst. Bureaus are typically locked out of decision packages during this phase but may request access from their CBO analyst. When making changes to decision packages,

please make sure the budget form is set to the correct stage before opening (stage “D” for Proposed). Saving adjustments to decision packages in the wrong stage will change the budget amounts already approved by Council in previous versions.

- Fleet Service Request: Bureaus are required to submit a [Fleet Service Request \(FSR\) form](#) for any decision package involving a new vehicle included in the Proposed Budget.

The City Budget Office’s Tasks for the Proposed Budget

- During the Proposed Budget process, CBO assists the Mayor in information gathering, analysis, decision support, and General Fund balancing.
- Once the Mayor’s decisions for the Proposed Budget are made, CBO conveys these decisions to the bureaus via “Bureau Fact Sheets”. These fact sheets, along with financial tables from PatternStream, are merged to construct the Proposed Budget document.

Approved Budget

In accordance with Local Budget Law, the City Council is convened as the Budget Committee during the Approved Budget process. The Budget Committee meets to accomplish four actions:

- Receive the budget message and budget document;
- Hear and consider public testimony;
- Review and approve a balanced budget;
- Approve the rate for property taxes.

The Budget Officer may provide a copy of the Proposed Budget to each member of the Budget Committee at any time prior to the first Budget Committee meeting as advertised in the notice. The budget is a public record at this point.

At the first Budget Committee meeting, the Mayor delivers the budget message. This message explains the Proposed Budget and significant changes in the City's financial position. At this first meeting, the Budget Committee may provide members of the public the opportunity to ask questions about or comment on the budget. If public comment is not scheduled at this meeting, the Budget Committee must provide the public with the opportunity at one or more subsequent meetings. Announcements advertising the Notice of Budget Committee Meeting are printed in local newspapers prior to the meeting. The timing and frequency of the public notices are governed by Local Budget Law.

After the initial meeting, the Budget Committee may meet as many times as needed to revise and complete the budget. If two or more meetings are held to take comment from the public, the first meeting to do so must meet Local Budget Law publication requirements. Notice of other meetings of the Budget Committee must be provided as required by Oregon public meeting law. All meetings are open to the public.

Bureaus’ Tasks for the Approved Budget

- Bureau staff may need to edit their performance measures in BRASS to align with the

decisions in the Approved Budget.

- Bureaus should also balance all interagencies and cash transfers, and may make technical adjustments in decision package forms with prior approval from their CBO analyst. Bureaus are typically locked out of decision packages during this phase but may request access from their CBO analyst. When making changes to decision packages, please make sure the budget form is set to the correct stage before opening (stage “E” for Approved). Saving adjustments to decision packages in the wrong stage will change the budget amounts already approved by Council in previous versions.
- A description and dollar amount of each adjustment must be submitted to the Budget Office for inclusion in the documents that are submitted to the Budget Committee.

The City Budget Office’s Tasks for the Approved Budget

- CBO prepares a memo with attachments (aka change memo) for the Budget Committee that identifies all changes from the Mayor’s Proposed Budget to the Approved Budget.
- The City Council, sitting as the Budget Committee, reviews the changes and votes on the Approved Budget. Once the change memo is approved by the Budget Committee, the Budget Office submits the change memo to the Tax Supervising and Conservation Commission (TSCC).

Tax Supervising and Conservation Commission Hearing

As required by Local Budget Law, TSCC works with the City Budget Office and City Council to schedule and hold a public hearing to review the City’s Approved Budget. The TSCC is an advisory commission whose members are appointed by the Governor. TSCC is responsible for reviewing, holding hearings, and producing a report on the budgets for every legal jurisdiction in Multnomah County. The outcome of this hearing is a letter certifying that the budget is in compliance with Local Budget Law. The letter may contain recommendations and/or objections. The City, through the City Budget Office, is responsible for addressing any objections or recommendations prior to final adoption of the budget by City Council in late June.

Adopted Budget

Local Budget Law requires that Council adopt a budget (i.e. appropriate funds) and approve the tax levies no later than June 30. Local Budget Law also prohibits changes between the Approved and Adopted Budgets that would result in a fund’s expenditures growing by more than 10%. Changes normally include technical adjustments and carryover amendments.

Council adopts the budget at a regular Council session. CBO prepares a set of resolutions and ordinances to formally adopt the budget, make appropriations, levy and categorize property taxes, and elect to accept state revenue sharing funds. After considering relevant testimony, the City Council may modify the budget and then adopt the budget.

The final step in the budget cycle is to file the budget and certify any necessary property tax levy to the county assessors. Since the City of Portland is physically located in Multnomah, Clackamas, and Washington counties, the budget is filed with the assessor of each county.

Bureaus' Tasks for the Adopted Budget

- Bureaus need to revise their budget narrative to align with the decisions and financial data that make up the City's Adopted Budget. Bureaus are asked to limit their narrative sections to the recommended length or discuss exceptions with their CBO analyst. Narratives that exceed the recommended lengths may be edited for concision without bureau input. Please remember that the PatternStream narratives have not been updated since the Requested Budget. The 'Changes to Services and Activities' section of the program summaries and the 'Summary of Decision Packages' section should reflect decisions made in the Adopted Budget.
- Bureau staff may need to edit their performance measures in BRASS to align with the decisions in the Adopted Budget.
- Bureaus should also balance all interagencies and cash transfers, and may make technical adjustments in decision package forms with prior approval from their CBO analyst. Bureaus are typically locked out of decision packages during this phase but may request access from their CBO analyst. When making changes to decision packages, please make sure the budget form is set to the correct stage before opening (stage "F" for Adopted). Saving adjustments to decision packages in the wrong stage will change the budget amounts already approved by Council in previous versions.
- A description and dollar amount of each adjustment must be submitted to the Budget Office for inclusion in the change memo.

The City Budget Office's Tasks for the Adopted Budget

- CBO prepares for City Council the budget adoption ordinances and a cover memo with attachments that identify all changes to the Approved Budget as proposed by the Mayor.
- CBO reviews changes to narrative in PatternStream.
- Upon adoption, CBO provides the Adopted Budget data file to Accounting to be uploaded to SAP for the new fiscal year.
- Produces the Adopted Budget document.

Public Involvement in the Budget Process

The City of Portland engages in a proactive community outreach effort as part of the budget process. Each year, bureaus are required to include a public involvement component in developing their Requested Budgets. In addition, a panel of Community Budget Advisors is appointed to work with Council on reviewing Requested Budgets, public budget forums are held around the city, and budget hearings are held as prescribed by Local Budget Law before budget approval and adoption. The City Budget Office [website includes information about how and when the public can be involved in the budget process.](#)

Public Testimony on the Budget

The City hosts a number of opportunities for the community to provide testimony each year:

- **Community budget forums:** Budget forums provide an opportunity for members of the community to discuss services and priorities with the elected officials. This information provides Council with additional context as they move through the decision making process. These forums may be scheduled prior to presentation of the Mayor’s Proposed Budget but are always scheduled prior to Budget Committee approval of a budget. The forums are held in the community, in the evenings and on weekends to increase attendance. Locations for the community budget forums are rotated around the city to ensure that neighborhoods in all geographic areas in Portland are visited.
- **Budget Committee public hearing:** This hearing takes place in the evening or on the weekend, and provides an opportunity for community members to testify formally on the Proposed Budget, prior to the Budget Committee’s vote on the Approved Budget. The hearing typically takes place in Council Chambers.
- **Utility rate hearing:** Public testimony is taken at a regular Council meeting when utility rates are brought forward for adoption.
- **Budget Committee action to approve the City budget:** Public testimony is taken at the final meeting of the Budget Committee when the budget is approved.
- **Tax Supervising and Conservation Commission public hearing:** This is a legally required hearing held by the Tax Supervising and Conservation Commission prior to the Council vote on the Adopted Budget.
- **Council action to adopt the City budget:** Council adopts the budget at a regular Council meeting where public testimony is also accepted.
- **Council action to amend the City budget:** Supplemental budgets are brought before City Council several times per year. Testimony is accepted.

Bureau Budget Advisory Committees

Each bureau is also required to have a budget advisory committee consisting of bureau staff, labor representation, and community members. In September, 2012, the City’s Public Involvement Advisory Council (PIAC) developed goals and guidelines for Budget Advisory Committees (BACs) which were approved by Council as binding City policy. A summary of the goals follows:

- Accessible and meaningful engagement opportunities, especially for those communities which have historically been underrepresented
- Early community education and engagement
- Recruitment of diverse membership and orientation of new BAC members
- Adequate time and opportunities for deliberation and community feedback
- Community involvement in the evaluation of BAC processes
- Development of budget decisions that better reflect community priorities

Short descriptions of the guidelines are included below. The full report is included on the [Office of Neighborhood Involvement’s](#) website.

1. **Community and labor representation:** Bureaus must establish a minimum of 50%

community representation (non-City employees) on BACs. A minimum of two BAC members shall be City employees (one labor representative and one non-represented, non-management).

2. **Creation of bureau BAC budget process websites:** Every bureau must maintain a website that includes pertinent BAC information such as meeting locations and dates, opportunities for participation, and significant budget documents. For a complete list of the requirements, please visit the [Office of Neighborhood Involvement's](#) website.
3. **Maintenance of contact information lists:** Bureaus need to maintain a [contact list](#) where community members may sign up to receive budget related information such as meeting notices, handouts, and updates.
4. **ADA and Limited English Proficiency accessibility:** Bureaus are required to provide notices of availability of free language assistance and auxiliary aids/services in their outreach materials.
5. **Handouts and presentation materials available to public:** All handouts and presentation materials made available to BAC members shall be made available to any member of the public at the meeting and on the bureau's budget process website.
6. **Public comment allowed at all meetings:** All BAC meetings will have established times for public comment. Written comments will be allowed and reflected in summary notes.
7. **BAC 'Minority reports':** Two or more BAC members have the opportunity to jointly write a 'minority report' that will be included with the bureau's Requested Budget submission.

Section 3

Technical Instructions

Building Your Budget in BRASS

This manual provides a general overview of how to budget in BRASS. More specific technical instructions regarding the use of BRASS are available in the [BRASS Training Manual](#) posted on the CBO website. BRASS reports are explained in the [Report Glossary](#), also on the CBO website.

CBO will be offering a handful of in-person trainings to provide basic overview of budget processes and systems. These are as follows:

- Budget Process 101 Training; November 27th from 1pm-3pm. View details and sign up on [Citylearner](#).
- BRASS Basics training; early-mid December, exact time and location tbd. Contact Yung Ouyang for more details: yung.ouyang@portlandoregon.gov.
- Patternstream training and drop-in assistance: December and January, exact time and location tbd. Contact Yung Ouyang for more details: yung.ouyang@portlandoregon.gov.

You may always contact your CBO analyst for additional technical assistance or with procedural questions.

Data Uploaded from SAP

The BRASS budget production database receives regular downloads from SAP of master data information, position information, budget information, and annual actuals.

- BRASS downloads changes to fund centers, funds, functional areas, funded programs, grants, and commitment items on a daily basis during the process. All master data adjustments need to originate in SAP and then be downloaded to BRASS.
- The current year revised budget is periodically imported into the Production database. Please be aware that the financial information in BRASS is not updated in real time, so please use SAP as the system of record for all budget to actual reporting.
- BRASS receives updated position information at the end of every payroll. If there are errors in the position information, it is the bureau's responsibility to notify HR of the adjustments needed. The adjustments will then be reflected after the next SBFS download. SBFS will be updated with the newest payroll information through the end of December, at which point we will cease updates through the end of the budget process.

Current Appropriation Level (CAL) Targets

The City Budget Office determines CAL targets for all bureaus and services that receive General Fund discretionary and overhead resources. The targets are based on a calculation beginning with the previous year's Adopted Budget plus necessary inflation and other Council directed adjustments.

- Inflation factors (see budget assumptions section above) are determined by the City Economist.
- Each bureau will receive its full share of COLA from the previous year in its CAL target for the budget year, regardless of the amount of COLA received in the previous year's

spring BMP. The CAL target only covers the proportion of COLA that is funded with General Fund discretionary and overhead resources. COLA for the budget year is included in the Compensation Set-Aside (see cost of living adjustments section below).

- CAL targets also allow an average percentage increase in the personnel services budgets to deal with step increases. This increase is called a drift factor. The drift factor accounts for the impact of step increases as well as the savings from labor turnover; new employees are usually paid at a lower rate than departing employees.
- The historical average drift has been about 0.5% per year. There are two limitations on that average figure.
 - It applies most accurately to bureaus with large numbers of employees.
 - For any given small bureau or work group, there may be a disproportionate percentage of employees receiving step increases, and the actual drift may be higher than 0.5%.

Starting Point (Base) Budget

BRASS is populated with personnel services data derived from the City HR system (SAP), OMF interagencies, General Fund discretionary and overhead targets, and upon request, external materials and services amounts from the last Adopted Budget.

Personnel services: Costs for budgeted positions (full-time, part-time, and limited term) and benefits are estimated by BRASS's SBFS module. This information is based on data from the SAP Human Capital Management module, and will be updated regularly through the last pay period in December. The SBFS data will include information about positions, current employees, and vacant positions.

SBFS estimates the costs for the bureau's current workforce as of July 1 of the next fiscal year. It assumes a normal progression of step increases for represented positions (where applicable) and a 4.1% increase for nonrepresented positions that are not at the top of their respective pay grades. No step increases are assumed for vacant positions, which cost out at step 1 of the range. As with filled positions, expected cost of living adjustments and health benefit increases are not included in SBFS costs.

OMF internal materials and services: Initial cost estimates for interagency service agreements for services provided by OMF internal service providers will be loaded from files provided by OMF. This information is based on current inventory or service levels, and rates for the new fiscal year. Data for the following OMF internal service providers will be preloaded into bureaus' starting point budgets:

- Bureau of Technology Services
- CityFleet
- Debt Management
- EBS Support (operations and debt service costs)
- Facilities
- Printing and Distribution

- Risk Management (Workers' Compensation / Insurance & Claims)

General Fund discretionary and overhead revenues: CBO will preload all General Fund discretionary and overhead revenues into a single fund center in each bureau. Bureaus are responsible for reallocating these revenues (if they wish) to various fund centers, functional areas, projects, etc. Please remember to reduce revenues in the preloaded fund center if you reallocate the discretionary and overhead amounts.

External materials and services: Upon request from the bureau, CBO will preload all external materials and services expenses based on the allocation of those commitment items in the current year Adopted Budget. The load excludes external materials and services assigned to capital projects. At the discretion of the bureau, the load can include or exclude external materials and services associated with decision packages from the prior year.

Making Changes from the Starting Point Budget

Once a bureau's starting point budget has been created, there are a limited number of ways a bureau can enter data to create its Requested Budget:

- Changes to personnel services are made primarily through SBFS adjustments but may also be made as technical adjustments.
- Changes to revenue and other expenses, including OMF interagency agreements, are made as technical adjustments in the technical adjustment or infrastructure budget forms.
- Budget changes that are programmatically significant, significantly affect revenue or expense commitment items for the fund or business area, request additional General Fund resources, or affect Council-authorized positions, are submitted as decision packages.

The sum of a bureau's starting point budget, SBFS adjustments, technical adjustments, and decision packages becomes a bureau's Requested Budget. A useful BRASS tool that reflects a summary level of each of these changes is the Budget Tracking spreadsheet view.

How to Budget Staff

SBFS contains position data from the SAP Human Capital Management module. Prior to budget development, bureaus should confirm that the data in the SAP Human Capital Management module is correct. If data is not correct, bureaus must work with the Bureau of Human Resources (BHR) to correct the data. Refer to Important Events and Dates for the deadline to submit maintenance to BHR for inclusion in SBFS. All data from SAP is loaded into SBFS, and then a Citywide snapshot is run to "freeze" and calculate all positions and position costs at that point in time. This becomes the base personnel services budget.

Adjusting SBFS costing after the "freeze" date

Bureaus can adjust SBFS costing by altering the allocation of expenses across any of the chart of account elements, and by projecting certain types of changes that will happen to a position in the next fiscal year. The sum of the changes that a bureau makes to its initial SBFS data are shown in the column V52_SBFSC of the Budget Tracking spreadsheet view in

BRASS. SBFS changes are updated nightly during the budget season. Bureaus can view the results of their changes by using SBFS reports the next day.

Please note that recent hires may not yet have health and PERS wage types attached to their positions (health benefit start at the beginning of the first full month and PERS benefits begin after 6 months of employment). CBO can manually add these wage types after the final SBFS payroll load. CBO can also load positions that are classified after the cutoff date once a position number is assigned. Please contact your CBO analyst to make these position changes..

Allocating positions: SBFS will hold the “home fund center” for all positions as well as any 1018 allocations that are set up in SAP. If your bureau has utilized this SAP feature, SBFS will calculate the total budgeted costs of the position and allocate those costs to the same chart of account elements that are assigned in the 1018 distributions in SAP. Bureaus may also change the allocation of appropriation for a position’s costs across additional fund centers, funds, functional areas (programs), funded programs (projects), or grants through the Allocation tab in SBFS. Please note that SBFS allocations cannot be entered until after the final 1018 allocation upload from SAP (if entered before they will be overwritten during the next upload from SAP). See the Important Dates and Events section of this manual for the deadline to upload 1018 allocations.

Position allocations using interagency funded programs: Bureaus need to delete any 1018 allocations uploaded from SAP that include interagency funded programs. In some instances, a position in SAP is assigned to an interagency internal order on a 1018. These allocations are uploaded to SBFS, resulting in an interagency funded program on the allocation tab. For budgeting purposes, funded programs should only be used with the interagency commitment items (65XXXX and 64XXXX). If left on the allocation tab, personnel services commitment items will be tagged with an interagency funded program. Please run the SBFS report *A6a. Pos Alloc (Interagency)* for your bureau, with the Fnd Prgm field selection set as *Operating*, and snapshot V52_TOTAL. If positions show up on the report (positions assigned to operating projects are okay), open the position record in SBFS (position search and edit), click on the allocation tab, and set the Fnd Prgm field to '0' where an interagency funded program is used. Please note that SBFS cannot be updated to fix these allocations until after the final 1018 allocation upload from SAP; if entered before they will be overwritten during the next upload from SAP. See the Important Dates and Events section of this manual for the deadline to upload 1018 allocations.

Future changes: Bureaus can change their initial SBFS data to reflect changes they expect to make during the next fiscal year, including promotions, demotions, retirements, limited term extensions or deletions, adjustments of part-time position FTE, and/or reclassifications. SBFS will calculate the financial impact (costs or savings) of such changes, but it is still the responsibility of the bureau to request the changes in the City’s system of record (SAP). If changes require additional funding (e.g. General Fund discretionary), then they must be requested via a decision package.

Budgeting double-filled positions: SBFS will hold the position information for the original position, but not the double-fill. If a bureau requires additional funding for the double-fill that requires Council approval (such as General Fund discretionary or a fee increase), the

appropriation for the position must be requested via a decision package. The decision package should not create an additional position on the Position tab, but rather increase personnel services expenses on the General tab. This is because a double-fill does not create a new position; it simply reflects the cost of a second person in the position. If no additional resources are required to cover the costs of a double-fill, bureaus should use the technical adjustment form to increase personnel services expenses.

Budgeting under- and over-filled positions: SBFS will calculate the costs of the position based on the employee's salary that is filling the position, which may be higher or lower than the salary range of the budgeted position. If bureaus are anticipating under- or over-filling positions, and those employees are not currently filling the position, an adjustment can be made either in the future change tab on the position, or in a technical adjustment form, to account for the increased or reduced personnel services expenses.

Creating or deleting positions: Bureaus request changes (creating or deleting) to Council-authorized positions by using the Position tab in the decision package budget form in BRASS.

Limited Term positions: Bureaus also use the Position tab to add new limited term positions. This is necessary for the information to be exported to PatternStream to be included in the published budget document. Adjustments can be made to existing limited term positions via the future changes tab in SBFS.

Cost of living adjustments (COLA)

COLA refers to both a percentage increase in salary level and a projected increase in health benefit costs. General Fund and non-General Fund bureaus estimate and budget for COLA differently.

General Fund bureaus: The City Budget Office calculates and budgets COLA for General Fund discretionary backed personnel services expenses and appropriates the aggregate amount into the Compensation Set-Aside Special Appropriation. General Fund bureaus that have personnel services expenses backed by other revenue sources should enter estimates for COLA in a technical adjustment form using the Expected CPI-W for COLA (wage and salary) and the Health & Dental Increases rates in the Budget Assumptions section. These estimates should be budgeted in a personnel services commitment item.

COLA appropriation and determination:

- The Compensation Set-Aside amount for each bureau is calculated using the FULL_COLA snapshot in SBFS. The FULL_COLA snapshot includes cost of living adjustments and projected health benefit rates for the budget year. The difference between the FULL_COLA snapshot and the V52_NO_DP snapshot is then multiplied by the percent discretionary within that bureau (total ongoing discretionary divided by total revenues from current year Adopted Budget). The result is what is included for the bureau's Compensation Set-Aside amount for the budget year.
- As part of the Spring BMP process each year, CBO recommends what additional appropriation, if any, is needed by General Fund bureaus, to adjust for COLA. As needed, appropriation is transferred to the bureaus from the Compensation Set-Aside. Until that

transfer is made, General Fund bureaus' projected spending may be projected to exceed their personnel services budget by a small percentage.

Non-General Fund bureaus: Non-General Fund bureaus may enter estimates for COLA in a technical adjustment form using the Expected CPI-W for COLA (wage and salary) and the Health & Dental Increases rates in the Budget Assumptions section. COLA for non-General Fund bureaus should be budgeted in commitment item 571110 - salary adjustment contingency. Bureau's may also use the Full COLA snapshot in SBFS to assist in its projections for these costs (take the difference in the totals from the Full COLA snapshot and the V52_NO_DP snapshot).

How to Budget Revenues and Expenses

With the exception of creating decision packages, bureaus should make all other changes to revenue and expense commitment items using the technical adjustment or infrastructure budget forms. These entries include:

- Personnel services expenses not calculated by SBFS (overtime and some premium pay)
- External materials and services
- Bureau-to-Bureau interagencies and cash transfers
- Capital outlay
- Fund-level activities (debt service, contingency, ending fund balance)
- Revenues

Technical Adjustment and Infrastructure Forms

Technical adjustment and infrastructure forms contain display columns as well as data entry columns. The display columns are meant to show the user what has already been entered into BRASS via uploads and other adjustment forms. The display columns are provided as a tool, but they should not be used as your sole source of information when loading the budget. The data in these columns can be misleading for various reasons, so it is always a good idea to check your entries using a report or spreadsheet view.

The data entry columns capture the budget adjustments that are made in each phase of the process. Entries in these columns should include just the adjustment amount, not what you want the total to be. For example, if you had \$1,000 in professional services in the Requested Budget, and you want to increase it to \$1,500 in the Proposed Budget, you would make an entry for \$500 in the adjustment column during the Proposed Budget phase. Once you tab out of the adjustment cell, you will note that the display column updates to reflect the change.

IMPORTANT: *Never delete lines from these forms, even if the data entry cell has a zero or is blank. Previous phases are hidden but may contain data.*

Please note that these forms work differently than the decision package forms. In a decision package form, you change the number in the form to what you want the total to be, not for the adjustment amount.

Another difference between these forms and decision package forms is that technical and infrastructure forms do not need to balance expenses with revenues. The sum of all entries must achieve this balance at the bureau/fund level for the phase (i.e. Requested, Proposed, Approved, Adopted). This allows for users to create revenue-specific forms, work-unit-specific forms for work-units that don't have balanced expenses and revenues, etc.

Additional columns in Infrastructure Forms

In addition to the budget year column, infrastructure forms also contain data entry columns for the prior year and four out-years. These columns are required in order to produce a five-year capital improvement plan.

The prior year column is manually entered and does not contain SAP data. It is rolled over in BRASS from year to year, so bureaus are only required to enter in actual expenses from the last fiscal year. BRASS will combine the entries made in the prior year column with the entries that were rolled over to get a total for all prior year expenses by project. Bureaus are responsible for the accuracy of this figure.

The revised budget column shown in the publishing system for capital projects reflects the Revised Budget from SAP. Bureaus do not have to enter revised budget numbers in BRASS for capital projects.

How to Budget Interagency Agreements and Cash Transfers

Service provider: The service provider is the agency that receives payment in exchange for services and/or goods provided.

Service receiver: The service receiver is the agency that buys a service and/or goods from another agency.

Interagency Commitment Items and Funded Programs

Each interagency type has a specific set of commitment items and a specific funded program structure. The providers and receivers use the same funded program for both the expense and revenue side of the transaction (except for Internal Service interagencies assigned to projects as explained below). The funded program can either be an interagency funded program or a project. For interagency funded programs (those starting with a 3 or 7), please only assign the funded program to the commitment item lines related to the interagency (commitment items starting with a 65 or 64).

- **Bureau-to-Bureau interagencies:** use funded programs that begin with the number 7, followed by the two-digit provider code, the number 2, the two-digit receiver code, and ending with '0001' (e.g. 7WA2ES0001). Bureau-to-Bureau interagencies use commitment items starting with '652' on the receiver side and '642' on the provider side.

Please note: If either side of the interagency agreement is assigned to a capital project, both the receiver and provider have to balance the interagency using the capital project funded program.

- **Internal Service Interagencies:** use funded programs that begin with the number 3, followed by the four-digit provider code, the number 2, the two-digit receiver code, and ending with '01' (e.g. 3MFTS2WA01). Internal Service interagencies use commitment items starting with '651' on the receiver side and '641' on the provider side. The first four digits of an internal service commitment item also identifies the provider:
 - 6511 – CityFleet Services
 - 6512 – Printing and Distribution Services
 - 6513 – Facilities Services
 - 6514 – EBS Services
 - 6515 – Technology Services
 - 6516 – Risk Management Services (Workers' Comp / Insurance & Claims)

Please note: The Internal Service interagency balancing reports in BRASS derive the funded program from the expense commitment item on the receiver side. This allows a receiver to move the interagency expenses onto a project without the provider balancing the revenue side at the project level. If the receiver uses the wrong commitment item, an incorrect funded program will be derived, causing the interagency to be out of balance.

Cash Transfer Commitment Items and Funded Programs

Cash transfers use funded programs that begin with the number 1, followed by the four-digit alpha code for the fund transferring the cash, the number 2, and ending with the four-digit alpha code for the fund receiving the cash (e.g. 1GENF2TRAN). Cash transfers use commitment items 650010 and 640010 for General Fund Overhead transfers, and 650020 and 640020 for all other cash transfers. The '65' commitment items are used by the fund transferring the cash and the '64' commitment items are used by the fund receiving the cash.

Capital project funded programs cannot be used to balance cash transfers.

Before budgeting or expensing cash transfers to or from a bureau residing in the General Fund, please contact your CBO analyst. Cash transfers are treated differently depending on whether they transfer General Fund discretionary resources or not. Transfers out of the General Fund, if backed by discretionary, will either be sent from MFFM000004, or directly from the bureau, depending on the circumstances. Please work with your CBO analyst to determine the correct approach. If the transfer is backed by external bureau revenues, then it can be transferred directly from the bureau's fund center. Similarly, any cash transfer into the General Fund needs to be identified in advance to determine the source of the funds. Depending on the source, the cash transfer may be sent to MFFM000002 (with an equivalent increase in contingency or the bureau's discretionary resources) or it may be sent directly to the bureau's fund center.

Regardless of the source of funds, cash transfers cannot be used as a means to carry over General Fund resources (discretionary or not) outside of the normal General Fund carryover process. In addition, cash transfers cannot be used to pre-fund projects outside of the General Fund. Bureaus should set up interagencies with the bureau providing the services

and transfer funds on a reimbursement basis. If the project crosses fiscal years, any remaining funds at the end of the year will fall to General Fund balance, or can be requested as General Fund carryover in the Spring BMP.

Changing interagency and cash transfer agreements in BRASS

Interagencies and cash transfers can be adjusted via budget forms in BRASS. Communication between the service providers and receivers concerning the funded programs and commitment items used, and the amount of the agreement, is essential. Both service receivers and providers should monitor changes to interagencies and cash transfers using BRASS reports (i.e. IA1, IA2, and IA3 reports).

Balancing interagency and cash transfer agreements

All base budget interagencies and cash transfers should be balanced by the deadlines stated in the Important Events and Dates section above. If the partner and receiver bureaus are unable to come to agreement on the amount of the interagency or transfer, CBO will remove both sides of the transaction from BRASS. To check your base budget interagencies, run the BRASS interagency reports using column V52_NO_DP. In some cases, decision packages will increase or decrease interagency amounts on the provider or receiver side. These adjustments are not required to be in balance until the Proposed Budget. To see your decision package adjusted interagencies, run the BRASS interagency reports using column V52_TOTAL. In some cases, interagencies may not balance in the base budget due to the receiver requesting the change in a decision package and the provider reflecting the change in its base budget. In these limited cases, please contact your CBO analyst to receive approval to submit an unbalanced base budget interagency in the Requested Budget.

How to Budget Capital Projects

The City of Portland's five-year Capital Improvement Plan (CIP) budget implements the City's policy of preserving its current physical assets and planning for future capital investments. The CIP budget provides details on City projects which support and enhance the delivery of basic services and infrastructure improvements. These projects reflect the bureaus' prioritization of capital replacement and enhancement projects, estimates of project costs, and identification of funding sources.

The CIP is designed to recognize the balance between the City's capital requirements and its ability to fund such requirements. It includes both short-term capital financial planning for the upcoming budget cycle and long-term capital financial planning encompassing a five-year horizon. The capital budget addresses:

- Expansion of economic activity and development;
- Maintenance of existing infrastructure;
- Response to community needs for capital services.

Definition of Capital

A capital asset is a tangible or intangible asset having significant value that is used in operations and has an initial useful life that benefits more than a single CAFR reporting period. Capital assets include land, land improvements, buildings, infrastructure, leasehold

improvements, equipment, software, and construction in progress. Definitions for these categories are included in the glossary at the end of this manual. Asset capitalization thresholds have been established as follows:

- Land and Buildings – none
- Improvements – \$10,000
- Infrastructure – \$10,000
- Leasehold Improvements – \$10,000
- Equipment – \$5,000
- Computer Software Developed or Obtained for Internal Use – \$5,000

City Assets

The CIP will reflect the projects involving either existing City assets or projects that result in City assets. Projects that are located in the City but are not either an existing or future City asset should not be included. If there is any question as to whether a project should be included in the CIP, please contact your CBO analyst.

BRASS Entry

Bureaus are responsible for entering in expense data (revenues are not required by project, but can prove useful for analysis), project narrative, and project attributes in BRASS and SAP for upload to the publishing system. For more detailed information about what is required for BRASS and SAP entry, please see the [BRASS Training Manual](#).

In addition to BRASS entries, bureaus need to maintain accurate and timely capital project data within www.Portlandmaps.com. Project updates should be completed on at least a quarterly basis. Special attention should be given to the project status and estimated completion date.

Info Edit

- **Name:** Populated by SAP via interface. The field is open so that users can copy and paste the name into the **Pub Name** field as a starting point (see pub name below). This name will be overwritten with data from SAP at every upload.
- **Description (text 2):** Populated by user in BRASS. Includes the narrative used to describe the project for reporting and budget document publishing. Narrative for existing projects (used in the budget last year) should already be populated and edited for content and grammatical errors. If the project is new, the text 2 field needs to be populated with a description of the project. All capital projects are required to identify the revenue source(s) in the last line of the project description.
- **Pub Name:** Populated by user in BRASS and is the name used in the budget document. Please enter a readable name that you wish to be displayed in the budget document. This field will not be overwritten with SAP data.
- **Type:** Populated by SAP via interface. Identifies whether the funded program is a capital project, operating project, interagency, or cash transfer.

- **SAP Objective:** Populated by SAP via interface. Identifies the objective of the project as identified in SAP (printed in budget document).
- **Publish:** Identifies whether or not the project should be published in the budget document. All projects that have budget amounts in any year of the five-year plan should be set as “Yes”. Projects with budget or actuals in the current year (but not in the budget year or the five-year plan) should be set to “No”.
- **Geo Code:** Populated by SAP via interface. Identifies the geographic area of the city where the project takes place (printed in budget document).
- **New Project?:** All new projects in the CIP need to be flagged as ‘New’. The definition of a ‘New’ project is one which was not published in the previous year’s Adopted Budget CIP (printed in budget document).
- **Confidence:** All projects that are set to publish in the CIP are required to submit a confidence level pertaining to the budget amount of the project (printed in budget document). See the confidence level table below for definitions of the levels.
- **CIP Program:** Populated by SAP via interface. Identifies the capital program in which the project resides (printed in budget document).
- **Project Total:** Populated by user in BRASS. Identifies the full cost of the project, including life-to-date expenses as well as expenses expected beyond the five years captured in BRASS (printed as Total Project Cost in budget document). Unlike the original project cost field, this field can and should be continually updated throughout the life of the project.
- **\$ for Art:** Populated by user in BRASS. Identifies the dollar amount that is going to art, per [Title 5 of City Code](#). These amounts are included in the Budget Overview section of the budget document.
- **Net O+M Y1-Y5:** Populated by user in BRASS. Identifies the assumed *net change* in operation and maintenance costs of the project (printed in budget document). For new assets this is likely to result in a positive cost. Work on existing assets may bring the annual O&M cost down.
- **Original Cost:** Includes the amount entered in the total project cost field in the first year the project was appropriated or had actuals. This amount will be frozen in the system until the project is no longer included in the CIP. The amount can only be changed by CBO.
- **\$ for Green:** Populated by user in BRASS. Identifies the dollar amount that is going towards [green streets](#).

Project Threshold

All capital projects that have a total project cost of \$500,000 or greater are required to be budgeted individually in BRASS (i.e. they must have a distinct capital project funded program). The intent of the threshold is to break up project ‘roll-ups’ that currently group projects into single large expenditures that are not easily understood by the public. Significant individual projects need to have distinct descriptions and budgets to allow for a more informative budget document. Bureaus that already budget at a lower threshold should maintain their current level of budgeting. An exemption is given to “ongoing” or “programmatic” projects as defined by the bureaus and approved by CBO.

Revenue Sources

All capital projects are required to identify the revenue source(s) in the last line of the project description. The general public does not have an understanding of the mix of resources that bureaus use to fund projects. Some infrastructure bureaus have significant external revenues sources that drive what is included in the CIP. Identifying the revenue source(s) will help the community understand why specific projects are included in the CIP and others are excluded.

Confidence Level Reporting

Confidence levels are captured in BRASS Info Edit (see above) and displayed in the capital project detail pages of the Requested and Adopted Budget documents. Confidence levels are defined as follows, per [ADM 1.13](#):

<u>Confidence Level</u>	<u>Definition</u>
Complete	<ul style="list-style-type: none"> - Final payment made - Post project assessment completed - Total project costs reported
Optimal	<ul style="list-style-type: none"> - Project scope clearly understood & well defined - Clear understanding of materials, size & quantities needed for job - Schedule & site conditions understood - Project estimate unlikely to change (generally at 90% design) - Total project contingencies range between 10% to 15%
High	<ul style="list-style-type: none"> - Project scope nearly complete but still subject to change (70% to 90% design) - Materials, size & quantities defined but subject to minor changes - Schedule understood - Total project contingencies may range between 20% to 30%
Moderate	<ul style="list-style-type: none"> - Project scope defined but lacks details - Project specifications incomplete (60% to 70% design) - Total project contingencies may range between 30% to 40%
Low	<ul style="list-style-type: none"> - Project scope is a conceptual “vision” with limited detail

	<ul style="list-style-type: none"> - Project cost is an educated estimate - limited technical information available - Specifications still in infancy stage (less than 50% design) - Total project contingencies may range up to or exceed 50%
--	---

Percent for Art Eligibility Form

[Percent for Art eligibility forms](#) for each capital project will be submitted with a bureau’s Requested Budget submission. The forms are available on the CBO website and will be reviewed by CBO for accuracy and then forwarded to the Regional Arts and Culture Council (RACC).

How to Allocate Internal Bureau Overhead

With the implementation of SAP, multiple cost allocation commitment items were created to allow bureaus to move overhead costs around within their bureau at a more generic level. For example, a bureau may want to allocate expenses related to the Director’s Office across all programs. Allocation commitment items allow the bureau to capture the total costs (personnel services, materials & services, etc.) of the Director’s Office in one fund center, but also allocate the costs using debit and credit entries in an allocation commitment item. The example below moves the costs in the Director’s Office to Customer Services using the bureau overhead account.

	Director's Office	Customer Services
Personnel Services (511100)	\$30,000	\$0
External M&S (549000)	\$10,000	\$0
Bureau Overhead (601020)	(\$40,000)	\$40,000
Total	\$0	\$40,000

Bureaus are free to allocate costs using any of the commitment items below:

- 601XXX – Overhead Allocations (rolls up to internal M&S)
- 610XXX and 619XXX – Labor Allocations (rolls up to personnel services)
- 620XXX – Equipment Allocations (rolls up to internal M&S)
- 629XXX – Bureau Services Allocations (rolls up to internal M&S)

Bureaus should note that, because these accounts roll up to Internal Materials & Services, allocating costs within the bureau and across funds, fund centers, or programs, there are situations when the total for internal materials and services will show negative for that cost object.

How to Budget Grants

The Grants Fund serves as the central fund for all federal, state, and private financial assistance received by the City, including grants, contracts, and cooperative

agreements. The City also receives funds from two federal entitlement programs, HOME and the Community Development Block Grant (CDBG), which are budgeted in separate funds. All grant revenues and expenses are tracked in the Grant Funds (sub-funds) or these entitlement grant funds. Grant match is budgeted in the bureaus operating fund, not in the Grants Fund.

According to Local Budget Law, a grant should be budgeted if the award can be reasonably estimated prior to approval of the budget. City practice requires receipt of a letter indicating the grant will be awarded, or an actual grant award and acceptance by Council, prior to inclusion in the bureau's budget.

Typically grants are awarded to the City in the middle of the fiscal year. When the City receives a grant award mid-year, the bureau will complete an ordinance to accept the grant and amend the current year budget. There is a directive in the ordinance that breaks down the cost objects for budgeting. After the ordinance is passed by Council, the Grants Office will input the budget in SAP. If a grant crosses multiple fiscal years, the Grants Office will work with the bureau to decide on the amount of funding to be budgeted in the current fiscal year.

Bureaus should determine if they have active grants that will carry forward into the new fiscal year. The information can be obtained by contacting the GMD grant analyst and requesting a list of grants and balances or by running the Business Objects Available Grant Funds Report. The Available Grant Funds Report will provide the current balance remaining on the grant and bureaus should project the expense for the remainder of the fiscal year and budget the balance remaining. All grants that cross fiscal years should be included in the Adopted Budget.

The sponsored program(s) should be entered in the 'justify' field for every grant related entry in BRASS. This information can be obtained by working with your bureau Grant Analyst or by contacting your GMD Analyst. This is a required field for uploading the grant budget in SAP. Please review the current sponsored program(s) master data in SAP to confirm the cost center, functional areas and funded programs are set up on the sponsored program you are budgeting to. This review can be completed by a bureau Grant Analyst or a GMD Analyst. The review should be completed prior to finalizing your budget in BRASS.

Grant Definitions

Intergovernmental grant: Generic term that means financial assistance received from either state or federal sources. The definition of "Federal Financial Assistance" taken from the Code of Federal Regulations as follows:

Federal Financial Assistance means assistance that non-Federal entities receive or administer in the form of grants, cooperative agreements, non-cash contributions or donations of property (including donated surplus property), direct appropriations, food commodities and other financial assistance. Federal financial assistance also includes assistance that non-Federal entities receive or administer in the form of loans, loan guarantees, interest subsidies and insurance.

Grant Award: The amount of financial assistance received from outside sources. Some grants require that grant funds be matched proportionately by non-grant funds or that the

grantee participate in the cost of the project. For example, a bureau enters into a grant agreement to refurbish a community park and will receive a \$100,000 federal grant to do so, but it must provide a 1:1 or 50% match. Therefore, the bureau would need to spend a total of \$200,000 to receive reimbursement from the grantor agency of \$100,000.

- **Cash match:** The term “cash match” is used to denote any match requirement that involves cash outlay, e.g., the City pays the program manager’s salary and benefits, and any materials and services required to accomplish the project. In this case, money is changing hands in that the City is paying for these expenditures.
- **In-kind:** The term “in-kind” is used for third-party non-cash contributions, e.g., donated telephones, office space, volunteer time that is not reimbursed or any situation where no money changes hands. As a rule of thumb, if an actual cash outlay is required (e.g., the City pays salary and materials and services) the match is not considered in-kind.

Direct reimbursement: The amount of financial assistance that the City expects to receive to cover direct project costs.

Federal indirect reimbursement: The amount of financial assistance that the City expects to receive to cover non-program related centralized services. The City Budget Office develops a Federal Indirect Cost Allocation Plan each year that determines the percentage rate each bureau may charge for indirect on federally assisted grants, contracts, or other agreements with parties external to the bureau (including other bureaus as part of an interagency arrangement).

In January, the City Budget Office will provide bureaus with their base rates. These rates reflect the base amounts, as categorized by functional areas within SAP, in addition to General Fund overhead costs. Bureaus will be asked to review these rates and complete a worksheet for all adjustments.

CBO will prepare an indirect cost rate proposal on behalf of the City. However, a formal, federal review of a bureaus indirect rates will only be conducted if a bureau receives over \$35 million in federal grant awards, per Title 2 of the Code of Federal Regulations Part 200 (2 CFR 200). If this threshold is not exceeded, the City will not submit the proposal for review, but rather, retain the proper documentation in case it is ever requested.

CBO will continue to coordinate the process and prepare the documentation for the rate proposal; however, bureaus are now asked to complete the certification form, which indicates that the indirect rates were developed according to the federal guidelines. This form should be signed by your bureau’s finance manager or bureau director.

For any questions, please contact Ryan Kinsella. To review prior rates and accompanying documentation, please see the following link: <https://www.portlandoregon.gov/cbo/72194>

Decision Packages

Decision packages are required for budget adjustments that include:

- Adds or cuts to General Fund discretionary and overhead revenues
- A new source of revenue
- Increases to interagency or external customer rates that are greater than inflation
- Adds or cuts to permanent full-time or permanent part-time positions
- Adds of limited term positions
- Realignment of resources among programs with significant impact on how or what services are delivered

To ensure that decision packages include sufficient information for Council consideration, bureaus are encouraged to work with their CBO analyst when developing decision packages. CBO analysts will continue to review and analyze packages after Requested Budget submission; however, this collaborative approach during package development is intended to increase the overall quality of packages and CBO analyses, while minimizing the hurried question and answer exchanges between bureaus and analysts.

When considering the type of information to include in decision package narratives, bureaus should consider including responses to the following questions in the decision package narratives (text 1 and text 2 in Info Edit).

- What issue or problem is being addressed in the request?
- How would you characterize and quantify the population impacted by this issue? What is the size of the population that benefits from this package?
- How does the community benefit from the proposal?
- At what point will the proposed solution yield results?
- How will success be measured?
- What programmatic or operational alternatives were considered and why is this the preferred option?
- What budgetary alternatives were considered and why is this the preferred option?
- Specifically for add packages, what internal realignment options have been considered, and how has the bureau evaluated that the request is a lower priority than all other spending in the base budget?
- Which City or bureau strategic goals will this request help to achieve?
- What is the level of confidence of the expenses and revenues?
- Where in the organizational structure will this work be completed? How will this work be integrated into that work unit? How does new staff fit into the org chart? What other work units are affected?

Equity Impacts of Decision Packages

Bureaus should now include information on the expected equity impacts of requests within

the decision package narratives by responding to the prompts below. Bureaus were previously asked to respond to these questions in the Budget Equity Tool. If the package does not have any equity impacts, please note this within the narrative and skip the questions.

1. How does this program or service align with the goal of advancing equity or achieving goals outlined in your bureau's Racial Equity Plan?
2. Please identify the Citywide Goals and or Strategies addressed by this program or service.
3. What areas of the city will be impacted by your program or service and is there a larger than average population of people of color in those areas?

To help you answer this question, [this map](#) shows where communities of color are greater than average for the city of Portland.

This [link](#) provides information on overall vulnerability, including maps of communities of color, lower income households, renters, and level of educational attainment. Together these four components are indicators of at risk populations.

In addition to responding to these questions, bureaus should complete the [Budget Equity Tool](#), which now focuses on bureaus' base budgets and public outreach in budget development, and then submit this with their requested budgets.

Capital Set-Aside

The General Fund capital set-aside process for FY 2018-19 budget development will build upon the current, validated list of projects, [here](#).

Bureaus that wish to request funds from the capital set-aside as part of the budget process should submit [self-scoring and evaluation sheets](#) with budget submissions on January 29 and include a decision package for each request. For full instructions on the process and using these forms, refer to the [manual](#).

Bureaus do not need to fill out the self-scoring form for projects on the existing list that are unchanged. A decision package in the requested budget is still necessary, however.

Bureaus with a large number of projects may wish to group decision packages. Please contact **Ryan Kinsella (x3-6960)** to request this exception and get guidance on appropriate grouping methods.

Decision package info edit

The first step in creating a decision package in BRASS is to enter the descriptive information in info edit. The package name, description, expected results, budget program, priority number, and type are all assigned in info edit.

- **Name:** The name given to a decision package that will be used in all reports submitted to Council. Names should be clear and concise, signalling the specific content of the package. Please refrain from using generic titles such as "Required Reductions" or "Cut Package #1" or "Leveraging Partner Success".
- **Description (text 1):** Bureaus enter explanatory narrative for the decision package in the text 1 field. This narrative is published in the Decision Package Summary report, which is part of the bureau's Requested Budget submission. This section should include, with as

much specificity as possible, a description of the operational impacts of the package. For example, for adds: What are the functions of added or eliminated staff? What are the specific anticipated additional materials and services costs or what are the materials and services reductions? Which manager is responsible for the work?

- **Expected Results (text 2):** Bureaus enter the expected results of the package in the text 2 field. The expected results narrative must quantify the impact on service delivery effectiveness/outcomes. Note how impacts are captured in the bureau's reported performance measures (see PM_GOAL in Performance Section below). Impacts of the proposal may also be captured in new performance measures outlined in the Description. Regardless, the narrative must clearly describe the causal link between the outputs from bureau activities and the outcomes resulting from these outputs. Detail should include when outcomes are expected to occur and for how long, and how the proposal contributes to bureau or City strategic goals. Bureaus should compare expected results with historical trends, or to results from non-City programs with similar objectives. This narrative is published in the Decision Package Summary report, which is part of the bureau's Requested Budget submission.
- **Budget Program:** Bureaus need to identify the budget program affected by the decision package in the 'Budget Prog' field. If the package involves multiple programs, please choose the program that is the most affected.
- **Priority Number:** Bureaus need to identify the priority of the decision package, with #1 being the highest priority. A #1 priority reduction should be the reduction the bureau is most willing to take, and a #1 priority add is the add the bureau needs the most. Bureaus (including the Office of Management & Finance, as a single entity) should rank the packages from highest to lowest priority within each of the decision package types. In other words, each bureau can have a #1 priority reduction, #1 add, and #1 realignment. Bureaus cannot equally rank packages within a decision package type (no multiple add packages with a #1 priority ranking). Bureaus cannot have separate priority order for ongoing and one-time packages; they should all be in sequence.
- **Type:** Bureaus need to flag each decision package as an Add, Reduction, or Realignment.
 - **Add:** are decision packages that request funding for critical needs and Council-identified priorities. It is assumed that packages in this category cannot be accomplished through internal bureau realignments. That is, the highest priority add package represents a lower priority than all spending in the realigned base budget.
 - **Reduction:** are decision packages that reduce expenses in order to balance the budget to available resources.
 - **Realignment:** are decision packages that significantly reorganize a bureau's base budget or the way a service is delivered. Realignment packages must always net to zero (either within the bureau or across bureaus and within the fund). An example of a realignment package may be to reduce professional services contracts to hire more in-house staff. The total budget does not change, but the program is significantly changing the way it provides a set of services. 'Realignment packages' cannot impact multiple funds or result in net increases of either ongoing or one-time resources. For example, if OMF wishes to reduce a General Fund overhead program to

increase an internal service fund – or vice versa – two related packages, one add and one reduction, should be entered.

- **Report Flag:** Defaults to 'INCLUDE'. If this is set to 'EXCLUDE', the decision package will not show up in various decision package reports. Decision packages should only be set to 'EXCLUDE' if all lines have been zero'ed out. **Do not delete lines.**

The information required in BRASS is the bare minimum required for Decision Packages to be considered in the budget process. It is CBO's expectation that bureaus work with their CBO analyst throughout the year - and well before submittal - to ensure that packages are sufficiently developed prior to submission to Council and CBO. The information that constitutes 'sufficient' will depend on the specific request and will be determined through conversations between bureaus and CBO analysts. In addition to what is included in the Requested Budget, other supplemental material may be requested in order to more fully analyze the decision package.

Decision package budget forms

Bureaus enter financial and position data in BRASS decision package budget forms. The form includes columns for the budget year (including a one-time column and an ongoing column) and years 2-5 for capital projects. Only decision packages involving capital projects are required to enter financial data in the out-year columns. As in prior years, the position tab calculates only the cost of a position in the budget year.

Bureaus should never balance ongoing decision packages with changes in contingency. Contingency is by its nature a one-time resource. Moreover, the effect of this entry technique is to show a net zero expense, which is misleading for Council and the public.

BRASS also includes a decision package form for limited term positions (form #2). The only difference between this form and the basic decision package form is that the position tab posts personnel services dollars and FTE amounts in the one-time column instead of the ongoing column.

Please Note: It is critical for each position record on the position tab to have a valid category assignment. Dollar amounts from the position tab will be posted on the General Tab in separate commitment items for limited term, part-time, and full-time positions depending on the category used in the position tab. The position summary table in the publishing system will also pull the type of position from the category assignment. Categories are based off of bargaining units, with separate categories for limited term, part-time, and full-time requests.

Decision packages involving vehicles

A decision package involving a new vehicle or equipment requires a [Fleet Service Request \(FSR\) form](#). The FSR provides the project description, anticipated capital expense, and operating costs for fuel, repairs, and replacement. Adding vehicles will have IA impacts for ongoing operating expenses, notably in the fuel and vehicle replacement contribution accounts.

Cost estimates for fuel, repairs, and replacement can be obtained by contacting CityFleet or OMF-Business Operations. Bureaus are required to submit the FSR form as part of the Proposed Budget; adjustments will be reflected in the Adopted Budget.

Decision Package Summary report (D2)

The Decision Package Summary report is a requirement in the bureau's Requested Budget submission. Before submission, please check that all decision package summaries include a name, priority, type, budget program, description, and expected results. Please also make sure that the columns displayed in the report are the following:

- V52_DP_1T
- V52_DP_OG
- V52_DP_REQ
- YR2_TOTAL
- YR3_TOTAL
- YR4_TOTAL
- YR5_TOTAL

Stages of a decision package

Bureaus enter their Requested Budget decision packages in stage A. Any packages they decide not to submit must be zeroed out. Bureaus will also be allowed access to decision packages in future stages for the Proposed, Approved, and Adopted Budget for technical adjustments and/or reallocation of expenses and revenues to other cost elements. Bureaus are typically locked out of decision packages during this phase but may request access from their CBO analyst. All changes to decision packages must be approved by your CBO analyst prior to the changes being made. When making changes to decision packages in the Proposed, Approved, and Adopted stages, please make sure the budget form is set to the correct stage before opening. Saving adjustments to decision packages in the wrong stage will change the budget amounts already approved by Council in previous versions.

Performance Measures

Use BRASS to enter performance measure values for:

- **PY1_ACTUAL:** Prior year actuals (if updates are required from Fall BMP)
- **CY_REVBUD:** Current year-end estimates
- **PM_BASE:** Base budget targets – should reflect what the bureau expects to accomplish without factoring in the effects (negative or positive) of decision packages. The values should not reflect a benchmark that the bureau expects to better or a target that it cannot expect to reach with the budgeted resources.
- **PM_GOAL:** Requested Budget targets – should reflect the estimated impact of any decision packages on a performance measure. These effects may be positive or negative, and should include the impact from all decision packages combined. For example, if you submit a cut package and a corresponding add package to restore the

services, there would be no effect on the performance measure. Performance measure targets must be updated to reflect decisions made in each stage of the budget process (Proposed, Approved, and Adopted).

To create a new performance measure, or archive an obsolete measure, submit a [performance measure request](#) form to your CBO analyst. To move a performance measure to a different budget program, go to BRASS>>>Info Edit>>>Functional Area and select the performance measure code. The budget program is an editable field in the info edit screen.

Performance Measure Types

Available measure types are changing slightly with the FY 2018-19 budget process. Measure types will now include workload, output, outcome, efficiency, and key performance measures. The effectiveness measure type will be phased out. Measure definitions are as follows:

- **Workload measures** describe a quantity of work performed.
- **Output measures** specify quantity or number of units produced. Outputs are activity-oriented, measurable, and usually under managerial control.
- **Outcome measures** are qualitative consequences associated with a program/service (i.e. the ultimate benefit to the customer), and communicate the policy intent of service provision. External forces can sometimes limit managerial control of measure results. This category may include measures of service quality.
- **Efficiency measures** are inputs used per unit of output – or, output generated per each unit of input. These measures quantify the *financial cost* or *time required* to reach bureau outputs and outcomes.
- **Key Performance Measures** are outcome indicators of core service delivery that provide bureau managers and Council with information to guide decision-making. These measures should be

Bureaus should work with their CBO analyst to determine measure types for existing effectiveness measures. CBO will input this information into BRASS prior to requested budget submission. Any measures that are categorized as “effectiveness” after requested budget submission will be recategorized by CBO as part of the tech check process.

Performance Measure Characteristics (Info Edit)

- All published City performance measures are available online on CBO’s [bureau performance dashboard](#). Contextual metadata elements below are included in the Performance Measure methodology appendix, which provides a transparent accounting of how data is collected and measures are calculated. For more information, see the [Performance Management Manual](#). The Performance Measure [methodology appendix](#) is available.
- **Name:** The name reflected in Info Edit is not the name used for publishing purposes. If you wish to change the name of a performance measure, contact your CBO analyst.

- **Graph Title:** For measures to be graphed in the budget document, include a brief title. The first letter of each word in the title should be capitalized except for conjunctions (e.g. and, as, if, but, for, etc.).
- **Unit of Meas:** For measures to be graphed, enter a unit of measurement to be displayed on the Y-axis of the graph.
- **Publish Meas?:** Use the dropdown menu to select 'YES' to publish or 'NO' to not publish the measure in the budget document.
- **Datatype:** Select a code from the dropdown menu to indicate how data values should be formatted.
- **Graph?:** Use the dropdown menu to select 'YES' to graph or 'NO' to not graph the measure in the budget document. Bureaus are encouraged to graph their KPMs, as these have been identified as the most useful and selective of the measures.
- **Program:** Identifies the program that the performance measure will be reported under in the published budget documents.
- **KPM?:** Use the dropdown menu to select 'YES' if the measure is a key performance measure or 'NO' if it is not a key performance measure.
- **Positive Direction:** Indicates the desired trend for this measure. See drop down selection.
- **Reliability:** Refers to the expected accuracy and reliability of the performance data. Dropdown menu. High accuracy – data gathered via reliable process designed to validate or verify the information; Medium accuracy – somewhat dependable process designed to validate or verify the information; Low accuracy – data gathered without a dependable process to validate or verify the information or indication that bureau does not have a reliable method of data quality assurance.
- **Formula:** Mathematical equation used to calculate the measure. For example, to calculate BPS on-time trash collection during scheduled hours, divide the number of times it was collected on time by the total number of times trash was collected.
- **Frequency:** Frequency of collection, or how often are component variables collected (options include transaction, weekly, monthly, quarterly, or intermittently); frequency may vary from when data is reported.
- **Text 1:** Use this field, found under the "text" tab, to describe the *collection method* for this key performance measure. Include (1) data collection mechanisms (describe ways the data will be collected, survey forms, printed reports, contractor performance reports, etc.); (2) data sources (manual logs, check sheets, computer databases, surveys, spreadsheets, etc.); data collection time frame (i.e. reporting time lag); data storage location. Information is included in the Performance Measure methodology appendix as "Collection Method".
- **Text 2:** For measures to be graphed, include a brief explanation (1-3 sentences) of performance outcomes achieved in relation to fiscal year and strategic targets set by the bureau, or by the City. Provide reason for apparent trends. (used in budget documents).
- **Data Contact:** Name and email address of the person responsible for collecting, gathering, and reporting the data for this specific measure. Reported as "Bureau data source contact" in the Performance Measure methodology appendix.

- **URL:** Relevant URL, “for more info” to direct reader to program webpages, press releases, how to get involved/community engagement, annual report, budget, or simply the bureau home page.
- **Program Mgr:** Name and email address of the person overseeing the program reflected by the measure. Reported as “Bureau data source program manager” in the Performance Measure methodology appendix.
- **Strategic Target:** Represents the bureau’s long-term level of service goal for the measure, as informed by a City or bureau strategic plan or policy document. Enter a single number in the same numeric form (decimal, percentage, etc.) as measure value.
- **Target Year:** Indicates the year that the bureau expects to achieve the strategic target (enter 4-digit year, e.g. 2049). To communicate achievement of the strategic target in a particular fiscal year, enter the end of that year (e.g., FY 2017-18 would be entered as 2018). Do not enter a month or date value.
- **Strategic Plan:** Cite the Citywide or bureau strategic plan referenced in the creation of the strategic target. This field is required only for key performance measures.

Document Publishing System

Budget Document

The City Budget Office oversees the extraction of BRASS and SBFS data, narrative micro-documents, and other related information to produce the City of Portland's Adopted Budget.

The budget document as a communication tool

The intent of these instructions is to help bureaus produce clear, concise text that succinctly describes their organizations, programs, budget decisions, and financial and performance information. Collectively, the City's Adopted Budget is an enormous publication. Thus, staff preparing budget narrative should keep to the recommended micro-document lengths. In addition, adhering to the style guide aids the reader by providing a common presentation from bureau to bureau.

One tactic for clear and concise budget writing is to reduce the repetition of text within a bureau's narrative by considering their entire budget narrative while they are writing the individual micro-documents. Consider the following when writing:

- Stay focused on the purpose of each text section
- Use clear language and short, focused sentences
- Avoid the temptation to start with last year's text and add to it

Proposed Budget document

Starting in FY 2015-16, the Proposed Budget document was simplified to include shortened Word documents for each bureau and various budget tables from PatternStream. Updates to micro-documents in PatternStream are not required for the Proposed Budget.

Writer's Guide to the Micro-documents

Micro-documents are written during the Requested stage and updated during the Adopted stage of the budget process. The micro-documents related to capital are only required for those bureaus that have at least one budgeted capital project. The table below identifies the micro-documents that are required to be updated in each of the budget phases, the format for the different sections, and the recommended page lengths. The formats are identified using the PatternStream header types listed below.

- **H3 Subject:** Used for headers on program and division pages (program names and division names)
- **H4 Microdoc:** Used for section titles such as bureau mission and bureau overview
- **H5 Topic:** Typically referred to as sideheads
- **H6 Subtopic:** Typically referred to as in-column headings

	Requested	Proposed	Adopted	Format	Page Length
Bureau Mission	X		X	H4	¼ page
Bureau Overview	X		X	H4	½-1 page
Strategic Direction	X		X	H4	½-1 page
Summary of Budget Decisions			X	H4	No limit
Budget Notes (if applicable)			X	H5	No limit
Capital Summary	X		X	H4	
CIP Highlights	X		X	H5	½-1 page
Major Issues	X		X	H5	½-1 page
Changes from Prior Year	X		X	H5	½-1 page
Council Goals and Priorities	X		X	H5	½-1 page
Criteria	X		X	H5	½ page
Capital Planning and Budgeting	X		X	H4	
Capital Planning Process	X		X	H5	½-1 page
City Comprehensive Plan	X		X	H5	½ page
Financial Forecast Overview	X		X	H5	½-1 page
Asset Management and Replacement Plan	X		X	H5	½-1 page
Public Facilities Plan Overview (optional)	X		X	H5	½-1 page
Growth Management Issues (optional)	X		X	H5	½-1 page
Capital Programs and Projects	X		X	H4	
Capital Program Descriptions	X		X	H5	½-1 page
Funding Sources	X		X	H5	½-1 page
Major Projects	X		X	H5	½-1 page
Net Operating and Maintenance Costs	X		X	H5	½-1 page
Division Narrative (OMF only)	X		X	H3	½-1 page
Programs	X		X	H3	½ page for all
Description	X		X	H5	see above
Goals	X		X	H5	see above
Performance	X		X	H5	see above
Changes to Services and Activities	X		X	H5	see above
Funds	X		X	NA	
Fund Overview	X		X	H4	½-1 page
Significant Changes from Prior Year	X		X	H4	½ page
Project Detail Descriptions	X		X	NA	No limit

To maintain a common style throughout the budget document, bureaus are asked to conform with the section titles, page lengths, and the style guide. The style guide is located at the end of the manual before the Glossary of Terms.

Bureau Mission

This should be the verbatim text of your bureau's adopted bureau mission statement. Brief introductory remarks are optional. Length ¼ page.

Bureau Overview

The overview describes the purpose of the bureau and the services it provides. Length ½-1 page.

Strategic Direction

This section includes narrative on specific issues facing the bureau, and goals and objectives set by bureau management. The section should also describe the bureau's overarching plan for achieving its performance goals, including allocation of resources, collection and reporting of data, analysis of results, and efforts toward operational improvement. Note the connection between key performance measures and bureau, shared, or Citywide goals. Please use a sidehead (H5 Topic) to identify each issue, goal, or objective. Length ½-1 page.

Summary of Budget Decisions (Adopted Budget document only)

Summarize funding and service decisions that have shaped your bureau's budget. Packages should be grouped by type (Reductions, Adds, etc.) or some other logical grouping using a sidehead. Individual packages should be identified with in-column headings (decision package title only). The narrative for each package should include a short description, funding source, dollar amount, and FTE.

In cases where a bureau has a significant number of packages (over 20 or so), the in-column headings can further group like packages within a sidehead group. Each in-column heading should have a lead-in paragraph that provides an overview of the packages, followed by bullet points for each individual package. Each bullet point should include the decision package title, dollar amount, and FTE. Negative amounts for \$ and FTE should be identified using parenthesis.

Budget Notes (if applicable): The City Budget Office writes budget notes for bureaus, as directed by City Council. Budget notes are recorded exactly as approved by Council and may not be edited by bureau staff.

There is no set length for this section due to variations in the number of decision packages and budget notes by bureau.

Capital Summary

- **CIP Highlights:** This section provides an overview by program of the bureau's most significant projects, including a description and the total cost. It should also highlight the projects that have received prior commitment. This section should be concise because there will be opportunity to provide more information on the projects in other sections. Length ½-1 page.
- **Major Issues:** This section provides an overview of the major capital issues facing the bureau during the five-year CIP timeframe. Major issues addressed here may include budgetary, legislative, service delivery, environmental, or economic issues. Length ½-1 page.
- **Changes from Prior Year:** This section provides an overview of the major changes in programs and projects between the current CIP and the one for the upcoming budget.

This information should include changes in total program and project costs as well as any major scheduling changes. Length ½-1 page.

- **Council Goals and Priorities:** This section describes how the bureau's CIP addresses the Citywide and the Council-directed initiatives, goals, and objectives. Length ½-1 page.
- **Criteria:** This section provides an explanation of the methodology and criteria used by the bureau in selecting and ranking capital projects for inclusion in the CIP. In addition, the section should describe the way in which established service levels have been used in developing the CIP and if the service levels have been adopted by Council. Length ½ page.

Capital Planning and Budgeting

- **Capital Planning Process:** Briefly state the bureau's internal process to prepare the CIP. Describe who is involved in constructing the CIP (engineers, financial staff, community members, committees), and coordination with other bureaus. Length ½-1 page.
- **Connection to Plans:** This section provides a description of how the capital programs and projects address the bureau's and the City's various adopted plans including the Portland Plan, the Climate Action Plan, the Comprehensive Plan (including Community Plans, Neighborhood Plans, and the Public Facilities Plan), the bureau's Racial Equity Action Plan, the bureau's Public Facilities Plan (if applicable), etc. Length ½ page.
- **Financial Forecast Overview:** This section provides an overview of the financial plan and the analysis used in identifying and selecting projects. Please explain the methodology used to determine the net financial impact of projects included in this submission on overall City operations. For larger programs or projects with several service delivery options, bureaus should discuss the selected program or project option using benefit/cost or other types of financial or economic analysis techniques. Length ½-1 page.
- **Asset Management and Replacement Plan:** For capital projects in this submittal, estimate the annual funding needed for a sustainable level of maintenance, and what funding sources will be available for this purpose. Describe any asset management and replacement plans the bureau has developed for these projects. If the bureau does not have such plans, provide a statement concerning what is being done to develop schedules and estimate when they will be available. Length ½-1 page.

Capital Programs and Projects

The sections below are only required for those bureaus that have five or more capital projects in their five-year CIP.

- **Capital Program Descriptions:** This section describes the capital programs used by the bureau. Information should be provided concerning the goals and objectives of the program, changes in program direction, notable opportunities or challenges, and programmatic costs. Length ½-1 page.
- **Funding Sources:** This section describes the funding sources for the capital projects included in the CIP. Discussion of a bureau's ongoing and one-time resources, and any notable changes in resources, should be included here. Please state any relevant assumptions. Length ½-1 page.

- **Major Projects:** This section describes the major projects found in the CIP. Information should be given on both the status of current year projects and projects within the five-year CIP window. Length ½-2 page.
- **Net Operating and Maintenance Costs:** This section explains the methodology used to determine additional O&M costs and/or savings generated by projects included in the CIP submission. Highlight the major projects for which there are significant net O&M costs or savings. In addition, estimate future impacts on revenue sources in both operating and capital programs, with specific regard to designated income streams for supporting capital and operating costs. Length ½-1 page.

Divisions (OMF Only)

The Office of Management & Finance has micro-documents for each division section. The narrative describes the purpose of the division and the services it provides. Length ½-1 page.

Programs

Bureaus have a micro-document for each budgeted program. For consistency throughout the City's budget document, all programs should have sidehead labels for:

- Description – what service(s) the program provides
- Goals – what Citywide and bureau goals the program supports, including discussion about what the program is doing to achieve those goals
- Performance – Describe the program's plan for achieving its performance objectives, including allocation of resources, collection and reporting of data, analysis of results, and efforts toward operational improvement. The connection between reported performance measures and bureau, shared, or Citywide goals should be emphasized. Compare performance outcomes to bureau fiscal year or strategic targets for level of service in the program area. Discuss changes in outcomes from previous time periods (trend analysis) and/or amongst demographic or geographic sub-groups. Bureau key performance measures should be emphasized.
- Changes to Services and Activities – discuss major changes to the program caused by decision packages, new direction from the Commissioner, significant changes in dollar amounts for subprograms within the program, etc.

Length ½-1 page. The program's FTEs, financials, and performance measures follow the narrative and will be automatically populated by PatternStream.

Fund Overview (volume 2)

Describe the fund's purpose, including discussion of major revenue sources and expenses, and identify the managing bureau. This information should not change from year to year; therefore, bureaus rarely need to edit this section. Length ½-1 page

Changes from Prior Year (volume 2)

Discuss significant financial changes such as increases or declines in revenue, adjustments to reserves, increases or reductions in expense categories, etc. Length ½ page.

Other Budget Requirements

Five-Year Financial Plan and Fee Study

The City prepares Five-Year Financial Plans to guide City Council in adopting the City budget and to assist Council in ensuring the delivery of needed services through all types of economic cycles. A [list of the funds](#) required to submit a financial plan is located in the Comprehensive Financial Management Policies. Bureaus required to submit a Five-Year Financial Plan will submit a plan for FY 2018-22.

The financial plans will be based on the following principles:

- Financial plans are based on current service levels and funding sources, as well as anticipated changes to service levels and funding.
- If appropriate, the plans will identify additional resources needed to continue current service levels or identified service adjustments.
- Bureaus should use the same basic economic assumptions as the General Fund forecasts which will be distributed by CBO.
- The plan should identify other assumptions used in the forecast and the associated risks. Examples of risks can include rates, legislation and legal rulings that affect City liability, pension systems or health benefit plans, as well as regional economic trends that affect City revenues.
- Revenue estimates will be prepared on a conservative basis to minimize the possibility that economic fluctuations could jeopardize ongoing service delivery during the year.
- Expenditure estimates will anticipate needs that are reasonably predictable.
- Enterprise and special revenue fund forecasts will identify any impact on rates.
- The forecasts will discuss how standards for debt service coverage and operating reserves are established and maintained.
- Fiduciary fund forecasts will identify the impact on tax rates.

Fee Study

Comprehensive Financial Management Policy 2.06 states that all bureaus charging fees are required to complete fee studies base on cost-of-service principles every three years. The studies should identify:

- Where appropriate, whether the existing fee structure provides full cost recovery.
- The degree to which a service provides a general benefit in addition to the private benefit provided to a specific business, property, or individual.
- The economic impact of new or expanded fees, especially in comparison with other governments within the metropolitan area.
- The true or comprehensive cost of providing a service, including the cost of fee collection and administration and other indirect cost allocations.
- The impact of imposing or increasing fees on economically at-risk populations and on businesses.

- The overall achievement of City goals.

According to the policy, charges for services that benefit specific users should recover full costs. To ensure that each service is achieving full cost recovery, the fee studies need to break down resources and requirements for each individual service.

For bureaus that are required to submit Five-Year Financial Plans, the fee study can be a component of that plan. A bureau that is not required to submit a financial plan should include the fee study as a separate document within the Requested Budget submittal.

Organization Chart

The organization chart depicts the bureau's management and program structure. Bureau organization charts will be included in the published budget document. The charts should be produced in Visio.

For a consistent appearance of City bureau org charts in the published budget documents, each chart submittal shall contain the following as of the date of submission:

- Bureau name
- Bureau director name and title
- Division or major programs names, with subordinate program or subprogram names

The organization chart should be formatted as follows:

- Bureau name as the org chart title
- Director name and title enclosed in a box with shading
 - Divisions or major programs enclosed in a box with shading
 - Division programs or major subprograms without boxes

Budget Advisory Committee Report

Every bureau is required to submit a budget advisory committee report with its Requested Budget submittal. The report should include a summary of the recommendations of the committee and a committee roster that includes names and community affiliation (affiliations are needed only if the committee has reserved spots for specific community groups). Although not required, two or more BAC members also have the opportunity to jointly write a minority report. If completed, the report should be included with the Requested Budget submittal along with the majority report.

Budget Equity Assessment Tool

The [Budget Equity Assessment Tool](#) needs to be submitted with the bureau's Requested Budget submission.

Style Guide

The Budget Office adheres to the standards of *The Chicago Manual of Style*.

Abbreviations

The general rule bureaus should follow when shortening terms to abbreviations and acronyms is to first consider the targeted reader of the information. If the reader is the public, bureaus should rely less upon abbreviations and acronyms. If the audience is internal to the City, more frequent use of abbreviations and acronyms would be appropriate. Regardless of the audience, the first instance of an abbreviation and acronym is preceded by the term spelled out, immediately followed by the acronym or abbreviation in parentheses.

Following is a list of the appropriate shortened titles to use in the budget document narrative, as well as other documents intended for the public:

Full Title	Shortened Title
Bureau of Emergency Communications	Emergency Communications
Bureau of Environmental Services	Environmental Services
Bureau of Human Resources	Human Resources
Bureau of Development Services	Development Services
Bureau of Planning & Sustainability	Planning & Sustainability
City Budget Office	CBO
Fire & Police Disability & Retirement	FPDR
Office of Equity & Human Rights	Equity & Human Rights
Office of Government Relations	Government Relations
Office of Management & Finance	Management & Finance
Office of Neighborhood Involvement	Neighborhood Involvement
Office of the City Attorney	City Attorney
Office of the City Auditor	Auditor's Office
Office of the Mayor	Mayor's Office
Portland Bureau of Transportation	Bureau of Transportation
Portland Fire & Rescue	Fire Bureau
Portland Bureau of Emergency Management	Emergency Management
Portland Housing Bureau	Housing Bureau
Portland Parks & Recreation	Parks Bureau
Portland Police Bureau	Police Bureau
Portland Water Bureau	Water Bureau

Capitalization

sideheads and in-columns headings	Initial caps for the first word and all significant subsequent words
major object categories	Do not capitalize major object categories (e.g. personnel services, materials and services, capital outlay)
commitment items	Do not capitalize commitment items (e.g. beginning fund balance, out-of-town travel, overtime)
position titles	Capitalize actual position titles (e.g. Senior Financial Analyst, Office Support Specialist II)
Bureau v. bureau	Capitalize when in the name of a bureau (e.g. Bureau of Transportation); do not capitalize when the word is used by itself
Central City v. central city	Capitalize when referring to the specific geographic entity and when used as a title (e.g. Funding for capital projects was greater per capita in Central City)
City v. city	Capitalize when referring to the City of Portland government; do not capitalize when referring to the Portland geographic area
Citywide v. citywide	Capitalize when meaning throughout City government but do not capitalize when meaning throughout the Portland geographic area
Division v. division	Capitalize when part of a title (Hydroelectric Division) but do not capitalize when the word is used by itself
email	not capitalized
federal	not capitalized
Fund v. fund	Capitalize when part of an official name (e.g. Sewer System Operating Fund) but do not capitalize by itself
General Fund	both words are capitalized
General Fund Capital Set-Aside	all words are capitalized
General Fund Compensation Set-Aside	all words are capitalized
General Fund discretionary	discretionary is lowercase

General Fund overhead	overhead is lowercase
Internet	capitalized
Office v. office	Only capitalize when it is part of a formal title (e.g. Office of Management & Finance)
Program v. program	Capitalize when part of a formal title (e.g. Parks Teen Program); do not capitalize otherwise
seasons of the year	Capitalize only when it is part of formal title (e.g. Fall BMP)
State v. state	same as City v. city

Hyphenation

The general rule for hyphenation of terms is to use sparingly and only if doing so will aid readability. Use in cases when compound modifiers (adjectives) precede a noun and the hyphen will lend clarity (e.g. full-length, mass-produced). Refer to the dictionary for guidance about specific, commonly used hyphenated phrases.

interagency	not inter-agency
interfund	not inter-fund
intrafund	not intra-fund
nonprofit, nonresident	not non-profit, non-resident
online	not on-line
website	not web-site
hyphenated adjectives	Hyphenate adjectives only if both jointly modify a noun: long-term implications, for example

Numbers

9-1-1, 4-1-1, 3-1-1	These specific phone numbers are expressed with dashes between the numbers
expressing numbers	Spell out one to ten, use digits for 11 and above
expressing thousands	When rounding dollar amounts between \$100,000 and \$1 million, they should be stated in increments of a million (e.g. \$0.1 million and not \$100,000); do not round dollar amounts in decision package narratives

expressing millions	Do not abbreviate million in narrative; \$1.2 million is correct, \$1.2m is not
fractions	Spell out fractions in narrative with a hyphen separating the two numerical elements (e.g. three-quarters)
rankings in a list	Within a narrative, spell it out (number one of twenty); in titles, use #1, #2, #3

Other

gender neutrality	chairperson not chairman or chairwoman (same applies for spokesperson)
-------------------	--

Punctuation

ampersands - &	Do not use in place of 'and' in narrative except when referring to a bureau title
bulleted lists without punctuation	No punctuation is needed within lists that are a simple list of items
bulleted lists with periods	Use a period at the end of list of items that are complete sentences. A vertical list is best introduced by a complete grammatical sentence, followed by a colon.
bulleted lists with semicolons	In a vertical list that completes a sentence begun in an introductory element and that consists of phrases or sentences with internal punctuation, semicolons may be used between the items, and a period should follow the final item. Each item begins with a lowercase letter.
commas in a series	use a comma before "and"
fiscal years	FY 2011-12 is correct. FY2011-12, FY 11-12, and FY 2011/12 are not.
percentages in text	Use the % sign in narrative, such as "bureaus were directed to make 4% reductions to their budgets." When stating numbers in percentages, they are expressed numerically.
slashes	Do not use slashes when "or" or "and" can otherwise be used (e.g. walking

and biking paths should be used instead of walking/biking paths).

Positions

FTE

examples of correct formatting are 2.0 FTE, 0.75 FTE, and 0.6 FTE

limited term position

not limited-term position

ongoing

not on-going

one-time

not one time or onetime or 1-time

part-time and full-time

hyphens are used

Glossary of Terms

Appropriation: The legal authority to spend funds designated for a specific purpose. Appropriations are made at the intersection of business area (bureau) and fund.

Beginning Balance: Computed for each fund, this represents the net of actual resources less actual requirements in the previous fiscal year.

Budget: The financial, operating, and management plan for the City that establishes annual appropriations in accordance with State of Oregon Local Budget Law to fund the delivery of services.

Budget Calendar: The schedule of major events in the budget process.

Budget Committee: The City Council, sitting as a special committee under Local Budget Law to review and possibly modify the Mayor's Proposed Budget. The Budget Committee votes to approve a budget.

Budget Message: A written explanation of the budget and the City's financial plan and priorities presented to the Budget Committee (City Council) by the Mayor, a requirement of Local Budget Law.

Budget Monitoring Process (BMP): A report submitted by bureaus to the Budget Office three to four times each year. It is the primary means through which the Council is informed of the status of the budget and upon which determination is made on the appropriateness of budget adjustments.

Budget Notes: A listing of policy or programmatic issues that the Council has determined require further study, analyses, action, or other directive.

Budget Phase: A period of time during which a particular part of the budget is prepared. The following are the major phases of the City's budget process:

Requested: The requested appropriation of a bureau as submitted to the City Budget Office and the City Council.

Mayor's Proposed: The Mayor's recommended budget as presented to the Budget Committee.

Approved: The budget as approved by the Budget Committee and subsequently reviewed and certified by the Multnomah County Tax Supervising and Conservation Commission.

Adopted: The budget as passed by ordinance by City Council after certification by the Multnomah County Tax Supervising and Conservation Commission. It is the Adopted Budget from which the City begins operations in the new fiscal year.

Revised: The budget as amended by ordinances adopted by Council throughout the fiscal year.

Budget Reporting and Analysis Support System (BRASS): BRASS is the City's budget software.

Budget Year: A fiscal year that has not started yet and for which a budget is being prepared.

Budget Advisory Committee (BAC): A committee, specific to a particular bureau, consisting of community members appointed by the Commissioner-in-Charge to advise the bureau on its budget requests and to make recommendations to Council.

Bureau Expense: A requirement of the programs or services provided by a bureau. Bureau expenses consist of personnel services, internal and external materials and services, and capital outlay.

Bureau Goal: A statement of purpose or policy for a bureau that describes the services provided to meet an identified community need.

Business Area: An organizational unit (typically a bureau or office) of financial accounting that represents a separate area of operations or responsibilities within an organization and to which value changes recorded in Financial Accounting can be allocated.

Capital Asset: A capital asset is a tangible or intangible asset having significant value that is used in operations and has an initial useful life that benefits more than a single CAFR reporting period. Capital assets include land, land improvements, buildings, infrastructure, leasehold improvements, equipment, and construction in progress. Asset capitalization thresholds have been established as follows:

- Land - none
- Buildings - none
- Improvements - \$10,000
- Infrastructure - \$10,000
- Leasehold Improvements - \$10,000
- Equipment - \$5,000
- Computer Software Developed or Obtained for Internal Use - \$5,000

Definitions for each of these categories are:

- "Land" means real estate held for productive use. The cost of land shall include any ancillary charges necessary to ready the land for its intended use such as draining, filling, and grading. Land is not depreciated.
- "Buildings" mean relatively permanent structures used to house persons or property. Buildings may be purchased or constructed by the City. Major components may be capitalized separately. Also classified as buildings are fixtures that are permanently attached to and made part of buildings in such a manner that removal is not possible without damage to the building.
- "Improvements" mean an addition or change to a capital asset, other than maintenance and repairs, which extends its useful life and/or improves its efficiency, capacity, or usability. Improvements to land such as retaining walls, swimming pools, or picnic facilities that have identifiable useful lives shall be capitalized as improvements. Improvements to buildings shall be capitalized as buildings and improvements to equipment as equipment. Leasehold improvements are classified separately.
- "Infrastructure" means long-lived capital assets that are normally stationary and can be preserved for a significantly greater number of years than most capital

assets. Examples are bridges, roads, street lighting, water mains, and sewer systems. Land associated with infrastructure should be reported as land rather than infrastructure. Buildings may be classified as infrastructure if they represent components of an infrastructure subsystem or network.

- "Leasehold Improvement" pertains to leased property for which ownership does not transfer to the lessee at the end of the lease and includes additions or changes to prepare leased assets for initial or continued use. Ownership of such improvements reverts to the lessor upon expiration of the lease.
- "Equipment" means property with a useful life greater than one year that does not lose its identity when removed from its location and is not changed materially or expended in use. Equipment does not include the cost of internally developed software. Also, "minor equipment" means tools and equipment with a unit cost of less than \$5,000. Minor equipment is expensed at acquisition and is not capitalized.
- "Computer Software Developed or Obtained for Internal Use" means computer software with a useful life greater than one year that's purchased from a commercial vendor, internally developed, or contractor-developed to meet the City's internal needs. This does not cover proper accounting for the costs of computer software developed to be sold, leased, or otherwise marketed. Costs of projects during the application development stage shall be capitalized. Typical costs include direct materials or services contributing to the project, payroll and payroll-related costs for employees directly associated with the project, testing costs, and installation costs. Indirect general and administrative costs, training costs, data conversion costs (with the exception of data conversion costs needed to make the software operational), maintenance costs, and indirect overhead shall not be capitalized but shall be expensed as incurred. (Fin-6.09)

Capital Budget: The expenditures scheduled for the first year of the five-year capital improvement plan and included in the budget.

Capital Equipment: Machinery, vehicles, furniture, etc. with a unit cost of \$5,000 or more and an expected life of one year or more.

Capital Improvement Plan (CIP): A multi-year plan listing capital improvement projects, costs, and schedules for completion.

Capital Outlay: A major expenditure category that includes land, buildings, improvements, leasehold improvements, infrastructure, and capital equipment. See Capital Asset.

City Budget Office (CBO): The office responsible for developing and managing the City's budget process according to Local Budget Law, nationally recommended practices, and City policy.

City CPI Inflation: A standard set of inflation percentages distributed by the Budget Office during the budget process. The percentages will be based upon the Portland-Salem Consumer Price Index (CPI) for urban wage earners and clerical workers and other standard measures of inflation and are to be used by all City agencies.

Commitment Item: The general classification of appropriation by type of requirement or resource.

Contingency: A commitment item established for the purpose of meeting unanticipated requirements within a fund. Formal Council action is required for transfers from contingency to other commitment items.

Contract: An agreement whereby the City and an individual, legal, or political entity, agree to do certain things. If the City is to provide service(s) for reimbursement, the bureau to provide the service(s) must indicate the appropriation necessary and identify the source and amount of funds to be received in its budget request. If the City is agreeing to purchase services or a capital asset, the bureau requesting the purchase must have appropriation for the contract and identify the source of funds.

Current Appropriation Level (CAL) Target: This is the extrapolation of a bureau's current discretionary and overhead budget to the budget year. The CAL Target is determined by taking a bureau's current revised budget, subtracting out one-time expenses, and applying City CPI inflation factors.

Current Revised Budget: A bureau's level of appropriation in the current year. The current revised budget is used as the starting point to begin calculation of a bureau's CAL.

Decision Package: A proposed change of discrete levels of service or funding. A decision package can propose new services, reduce current services, or adjust the way services or programs are funded. A decision package is required for each change in General Fund discretionary and overhead resources from a bureau's CAL to its Requested Budget.

Discretionary/Non-Discretionary Resources: Discretionary resources (such as property tax revenues) may be allocated to various City services at the discretion of Council, as opposed to non-discretionary resources which, by policy or statute, support one service or activity (such as a grant, user fee, or other bureau specific revenue).

Federal Financial Assistance: Assistance provided by a federal agency in the form of grants, contracts, cooperative agreements, loans, loan guarantees, property, interest subsidies, insurance, or direct appropriation to individuals. It includes awards received directly from federal agencies, or indirectly through other units of state and local governments.

Financial Forecast (Plan): A forecast of resources and requirements for a specific fund over a specific period of time. Generally, five-year forecasts are made for each of the City's major operating funds and are submitted to the Budget Office and to City Council. When approved, a fund's financial forecast becomes its financial plan and includes assumptions, risks, and discussion of variables that could affect future resources and requirements.

Fiscal Year (FY): The twelve-month period beginning July 1 and ending June 30 for which the annual budget of the City is adopted.

FTE: Full-time equivalent; the equivalent of one full-time position, including positions shared by multiple employees.

Functional Area: SAP term for budget program. The functional area provides information on the overall purposes or objectives for each transaction. Similar activities are grouped by functional area, based upon high-level objectives for providing major services or accomplishing regulatory

responsibilities. Organizations may establish functional areas that are at a lower level than those reported in the budget document.

Fund: A fund is a separate and distinct fiscal/accounting object containing a complete self-balancing set of accounts used to monitor the use of the financial resources/cash of an organization, together with associated liabilities, residual equities, and related changes.

Funded Program: Funded programs can vary from simple activities to complex projects, and can cross fiscal years, funding sources, and organizational units. Funded programs enable you to record budget, control postings, and monitor the performance of internal projects. Funded programs provide budget visibility for capital projects, interagency billings, and cash transfers.

Fund Expense: Fund expenses consist of contingency, debt service, and interfund transfers.

Funds Center: A clearly defined area of responsibility in Funds Management. The Funds Center is an organizational unit within a Financial Management area to which budget can be assigned.

Grants: A generic term that means financial assistance received from either state, federal, or foundation sources.

Interagency Agreement (IA): An agreement for provision and receipt of services between City bureaus. The IA establishes a mutually agreed upon budget amount for anticipated services to be provided and received. Interagency agreements are balanced using funded programs.

Internal Services: OMF divisions and bureaus which exist to provide services to other City bureaus. These services include: CityFleet, Printing & Distribution, Facilities Management, Risk Management (insurance and workers compensation), EBS Services, and Technology Services.

Local Budget Law: Oregon Revised Statutes, Chapter 294, which prescribes budgeting practices for municipalities within Oregon.

Major Object Code: A broad category of expenditures such as personnel services, external materials and services, internal materials and services, capital outlay, contingency, etc.

Mission: A statement of an organization's overall purpose.

Objective: A desired result of a group of related activities performed by a bureau in which the achievement satisfies part or all of a bureau goal.

One-Time Appropriation: Expenditures budgeted to support projects or services that will end during the time period encompassed by the current financial plan for a bureau's operating fund. After the project or service is completed, appropriation is removed and not considered part of normal operating or capital costs.

One-Time Resources: Resources budgeted from a funding source that will end during the time period encompassed by the current financial plan for a bureau's operating fund. One-time resources are used to support one-time appropriations.

Ongoing Appropriation: Expenditures budgeted to support projects or services that will continue beyond the time period encompassed by the current financial plan for a bureau's operating fund. Ongoing appropriations are supported by ongoing resources.

Ongoing Resources: Resources budgeted from a funding source that will continue beyond the time period encompassed by the current financial plan for a bureau's operating fund. Ongoing resources are used to support ongoing appropriations. Uncommitted ongoing resources may be used to support one-time appropriations.

Oregon Revised Statutes (ORS): The laws of the State of Oregon.

Overhead: An amount assessed at the fund level to support central administrative and other services.

Performance Measure: An indicator that measures the degree of accomplishment of a City, bureau, or program-level objective. Measure types are as follows:

Key Performance Measure (KPM): An outcome indicator of core services delivery that provides bureau managers and Council with information to guide decision-making. KPMs are the most useful and selective of all performance measures, and should be clearly understandable, results-oriented, reliable, and comparable.

Workload Measure: A quantity of work performed.

Output measures: Quantity or number of units produced. Outputs are activity-oriented, measurable, and usually under managerial control

Outcome measure: Qualitative consequences associated with a program/service (i.e. the ultimate benefit to the customer). External forces can sometimes limit managerial control. Outcome measures focus on the ultimate "why" of providing a service. May also include measures of service quality.

Efficiency measure: Inputs used per unit of output. This measure describes "at what financial cost" were program outputs and outcomes achieved.

Program: A set of related activities and services that is designed to achieve bureau-level goals and objectives and has a clear link to the City mission and one or more City goals. Every program should have at least one, and preferably a diverse set of associated performance measures that communicate program results.. The budget for a program is displayed in the City's budget document and is the functional unit about which City Council makes financial decisions during the budget process. Bureaus should use the appropriate functional area to define a program's budget. A bureau's total budget is divided across one or more program budgets.

Project: An activity or group of activities with discrete beginning and ending dates and specific accomplishments or end products. It may be operating or capital.

Requirements: The sum of all appropriated and unappropriated commitments in a fund. Total requirements must always equal total resources in a fund. Requirements include bureau expenses, contingencies, interfund cash transfers, debt service, and unappropriated ending fund balance.

Reserves: Resources set aside for unanticipated, emergency expenses, and downturns in the economy.

Resources: The sum of all anticipated receipts for a fund plus beginning balance. Total resources must always equal total requirements in a fund.

Revenue: Money received into a fund from outside the fund which, together with beginning fund balances, forms the fund resources for a given fiscal year.

SAP: The City's financial and human resource software system.

Special Appropriation: Funds appropriated and used for special projects, programs, and membership dues that provide Citywide benefit and are not specific to any particular bureau's operating budget.

Tax Supervising & Conservation Commission (TSCC): The state-authorized body that reviews the budgets of all government entities within Multnomah County prior to adoption by their elected officials. TSCC certifies that the budget is in compliance with Local Budget Law.

BRASS Technical Checklist

Use of General Fund Discretionary and Overhead
General Fund discretionary requests should use 487120 for one-time and 487110 for ongoing
Do not use commitment items 487100 or 487200
Net Increases/Decreases to discretionary/overhead resources (487110, 487120, 487210) can only be done in decision packages
Budgeting Resources and Requirements
Resources and requirements balance by fund, business area, and grant code
Contingency should not be budgeted in debt redemption funds
Make sure all entries - resources and requirements - do not have cents.
Interagencies - all entries have a funded program starting with a '3', '7', or capital project
Interagencies - entries with a funded program starting with a '3' are in commitment items 651XXX or 641XXX
Interagencies - please use the correct OMF internal service commitment items (smart coded by internal service fund)
No commitment items outside of 65 or 64 series used with interagency or cash transfer funded programs
No interagencies between the same business area and fund (OMF GF to OMF GF for example)
Cash transfer - all entries have a funded program starting with a '1'
Cash transfer - CIP funded programs are not allowed for cash transfers
All interagencies and cash transfers balance at the funded program and commitment item level
All entries in funds 217, 218, and 219 have grant codes associated with them
All entries in funds 217, 218, and 219 have sponsored program information in the 'justify' column
DP position tab - is the FTE represented as a %, no negative salaries, FTE and count negative for cuts, does the category code match the position designation (FT, LT, PT)
Entering Data in Info Edit
CIP Funded Program Info Edit - name, type, geo code, and cip program are populated from SAP
CIP Funded Program Info Edit - pub name, SAP objective, confidence level, project total, original cost, \$ for art, \$ for green, net O&M, and text 2 are populated
CIP Funded Program Info Edit - Publish? flag set to 'Yes' if the project has budget in the budget year or out years
CIP Funded Program Info Edit - New Project? Flag set to 'Yes' if the project was not published in the prior year's CIP
Dec Package Info Edit - every record has a name, budget prog, priority, type, text 1 (desc), and text 2 (results)
Dec Package Info Edit - priorities are distinct by type of package (can't have two #1 priority add packages)
Dec Package Info Edit - report field set to 'Include' if package has dollars amounts loaded to it
Performance Measures - contact your CBO analyst for changes to measure titles and types
Performance Measures - every record has a datatype and program assigned if set to publish
Performance Measures - graph title, unit of meas, and text 2 included if set to graph

PatternStream Technical Checklist

Org Chart
Updated chart loaded to PatternStream
Chart is accurate and fits on one page
Chart follows format outlined in Other Budget Requirements section of manual
Narrative Review
Completed sections for Mission, Overview, Strategic Direction
Budget Decisions section is formatted per the budget manual (section not required for Requested Budget)
Capital bureaus have sections for Capital Summary, Capital Planning & Budgeting, and Capital Programs & Projects (see alternative submission requirements for bureaus with 5 or less projects)
Program sections have sideheads for Description, Goals, Performance, and Changes to Services and Activities
Program name for narrative section matches program name from BRASS (included in Bureau Budget Summary page)
A program section exists for every program that has appropriation in the budget
Program Section FTE, Financials, and Performance Measures
No negative amounts in subprogram detail for budget year (may have some in actuals)
Total expenditures for program = program expenses on Summary of Bureau Budget table
Performance measures have data in all columns (NA is acceptable) and are accurate for all years
Each performance measure is located beneath a performance measure type (workload, effective, etc.)
Performance measure data type is correct (e.g. percent measure shows as 92% not .92)
Performance Measure Graphs
Graphs have titles and explanatory narrative
The Y-axis is labeled and the number range makes sense
No missing data points
Summary of Bureau Budget Table
Total Requirements = Total Resources and matches BRASS
Total Programs = Total Bureau Expenditures
Lines with all zeros are suppressed
Ending balance of prior year 2 = beginning balance of prior year 1
CIP Summary (if applicable)
Project amounts match BRASS (check to BRASS report C2. Projects by CIP Program)
No negative amounts for an individual project
FTE Summary
All classes have a salary range
No negative FTE or \$ amounts for a class
No 0.00 FTE with \$ amounts
Lines with all zeros for FTE and amounts should be suppressed
Total FTE (FT, PT, and LT) = Total FTE in BRASS (check using SBFS report C3)

Fund Summary
Total Requirements = Total Resources and matches BRASS
Ending balance of prior year 2 = beginning balance of prior year 1
Every fund has an Overview section and Managing Agency identified
Significant changes section should exist if there are significant changes to explain, if not, delete section and title
Capital Project Detail
Project amounts match BRASS (check to BRASS report C2. Projects by CIP Program)
No negative amounts for an individual project
Every project has a Total Project Cost, Original Project Cost, Geographic Area, Confidence Level, and Objective
New projects have been properly flagged as 'NEW'
Net Operating and Maintenance Costs have been populated where applicable ('0' if nothing)
Prior and Revised budget columns are populated (except for new projects)
The 5-year project total plus the Prior Years column should not exceed the total project cost field
Total project costs seem accurate given what is shown in prior years, revised budget, and 5-year plan
Every project has a project description
Every project identifies the revenue source in the last line of the project description
Every project is listed under a capital program
Projects titles are Proper Case (not all capitals)