



# Budget and Fiscal Services

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## Management and Budget

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## Risk Management

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# Business Plan

Fiscal Year 2016-2017



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## **Executive Summary:**

We are pleased to present the Fiscal Year 2016-2017 Business Plan for the Alachua County Budget and Fiscal Services Department. This plan reflects our continuing mission to facilitate the optimal use of County government resources through budgeting, purchasing and contract administration, risk management and employee benefits services, and performance management.

Budget and Fiscal Services' Business Plan has been developed to direct our allocation of departmental resources, guide future operational decisions, and assist the County Manager to identify opportunities to better serve our customers and citizens, while facilitating optimal use of County government resources by identifying and examining what is working and not working throughout our various services and processes.

This plan speaks to a number of factors influencing operational and budgetary decisions over the next two to three budget cycles. This transition has already begun and will continue into the foreseeable future. In addition to our many successful services, top departmental priorities are identified as:

- Evaluating the new County-wide financial system as a replacement for our current budget software
- Improving the Comprehensive Capital Improvement Process from project identification, funding, approval, bid, and contracting to encourage best practices in project prioritization and ensure budgeted funds are allocated closer to the anticipated construction date
- Enhanced management of various components of the health insurance plan, including the implementation of an Employee Health & Wellness Center, with the goal of reducing overall costs while improving member experiences

In the end, the business plan (as well as the adopted budget), is an organizational expression of community priorities. The Budget and Fiscal Services staff are committed to the County's mission of providing responsive service to citizens and responsible stewardship of County resources.

Respectfully,

A handwritten signature in black ink, appearing to read "Tommy Crosby", is positioned below the word "Respectfully,".

Tommy Crosby, CPA  
Assistant County Manager, Budget and Fiscal Services



## **Business Description & Vision**

### **Mission**

Budget and Fiscal Services facilitates the optimal use of County government resources through budgeting, performance management, procurement and contract administration, risk management, and employee benefit services.

### **Vision**

Ensure quality customer service, transparency, and fiscal accountability for all stakeholders.

### **Goals and Objectives**

1. Ensure fiscal stewardship through policy development and financial management.
  - Develop an accurate, realistic, and sustainable County budget
    - Accurately forecast future budgets
  - Provide exceptional customer service
    - Responsive transaction processing
    - Coordinate citizen education and outreach activities
    - Conduct management analysis
    - Coordinate and conduct operational department outreach
    - Evaluate customer satisfaction
  - Promote fiscal transparency
    - Publish accurate and reliable budget information
    - Align budget and performance management
  - Ensure policy, procedure, forms, and documents are accurate and up-to-date
    - Generate updated policy, procedure, forms, and documents to comply with changes in law, best practices, and management direction
  - Effectively control the County's risk exposure and cost of risk
    - Evaluate and recommend loss control and risk management activities
    - Actively manage existing workers' compensation claims



- Manage the Employee Health Insurance Program to provide cost-effective coverage for Alachua County, its employees, retirees, and dependents
    - Evaluate the health program funding mechanisms and alternatives for reducing the cost to Alachua County
2. Provide for a qualified and engaged workforce through policy initiatives such as competitive compensation and benefits.
- Support County-wide initiatives related to a qualified and engaged workforce
    - Provide fiscal analysis of policy initiatives
  - Research, develop, and implement policies based upon Board direction to support a Living Wage in Alachua County
    - Evaluate fiscal impact and means to implement increased County employee base wage rate
    - Propose ordinance to support requirement for a County contractor/vendor local government minimum wage
  - Encourage employee development and retention of institutional knowledge within the department
    - Provide staff development opportunities
    - Recruit and identify best qualified candidates for each professional vacancy
    - Encourage idea sharing and project accountability
  - Develop, implement, and oversee a healthcare clinic for use by County employees and their dependents
    - Manage an employee healthcare clinic contract
    - Integrate wellness programs into employee healthcare clinic activities
  - Ensure employee/workplace safety
    - Develop a proactive employee safety program
3. Review, update, and fund a technology plan to meet the needs of the County and citizens.
- Support implementation of new Enterprise Resource Planning (ERP) New World business systems
    - Coordinate function-specific implementation activities



4. Support efforts to provide for a diverse array of job and partnership opportunities with the County.
  - Ensure fair and equitable treatment for a diverse group of persons/vendors doing business with the County
    - Increase vendor participation in bid processes
    - Evaluate living wage requirement as a component of the bid and contract process
    - Provide continuous training, outreach, and education to vendors

## Office of Management and Budget History

The budgeting function was established by Florida Statutes (FSS Chapter 129) in 1915. Chapter 129 states:

**129.01 Budget system established.**—*A budget system for the control of the finances of the boards of county commissioners of the several counties of the state is established as follows:*

*(1) A budget shall be prepared, approved, adopted, and executed as prescribed in this chapter for each fiscal year. At a minimum, the budget must show for each fund, as required by law and sound financial practices, budgeted revenues and expenditures by organizational unit which are at least at the level of detail required for the annual financial report under s. [218.32\(1\)](#).*

*(2) The budget must conform to the following general directions and requirements:*

*(a) The budget must be prepared, summarized, and approved by the board of county commissioners of each county.*

*(b) The budget must be balanced.....*

This statutory requirement forms the basis for the Office of Management and Budget and hasn't changed much over the past century.

Dating back to the 1970s, the budget functions were performed within the Administrative Services Department. As documented in the FY 78-79 budget, the department was responsible for "coordination of budgetary preparation for all departments except the Elected Officials, budgetary control, and budgetary advisement".



Alachua County Ordinance 86-2 created the Office of Management and Budget to support the County Manager in the requirement to “prepare and submit to the Board for its consideration and adoption an annual operating budget, a capital budget, and a capital program” as stated in Ordinance 86-2, Article III, Section 7.d.

In the 1990s, the Office of Management and Budget continued to report to the Administrative Services Department and consisted of ten staff, six performing budget services, two performing contracts/grants coordination activities, one Director, and one support staff position.

In 1998, the Office of Management and Budget was moved directly under the leadership of the County Manager where it has remained ever since. The FY98 adopted budget total was \$168,896,581.

During a staffing re-organization in 2007, the performance management function and staff were added to the Office of Management and Budget. In February 2013, the contracts and grants functions and staff were moved to the Purchasing Division to better align the bid, purchasing, and contract management functions. These re-organizations left the Office of Management and Budget with nine total staff who managed the County’s \$370,612,276 budget (FY15 adopted).

In an effort to bring the County’s fiscal activities under one umbrella, in 2014 the County Manager moved the Purchasing and Risk Management divisions under the Office of Management and Budget, and in 2015, the County Manager elevated the Office to departmental status.

In 2015, the decision was made to change the name of the Department to “Budget and Fiscal Services”. The budgeting division within this newly named department will remain the “Office of Management and Budget”.

## **Purchasing - History**

Purchasing Ordinance 86-8 was adopted by the Board of County Commissioners on March 11, 1986, and is known as the “Alachua County Purchasing Code”. The code established a purchasing division, provided for the appointment of the Purchasing Manager, and the authority of the Purchasing Manager to serve as the central purchasing officer of Alachua County. This ordinance was the basis for our current purchasing code and has been revised



and expanded over the years to include additional responsibilities for the Purchasing Manager, as well as the entire Purchasing Division.

While the Alachua County Code established a Central Purchasing Officer for the County, procurement and contract responsibilities were divided between the Purchasing Manager and the Grants/Contract Administrator. These positions reported through different administrative lines of authority. In February 2013, the Grants/Contract Administrator and support staff positions were re-assigned and now report to the Purchasing Manager. The consolidation of the Purchasing and Contract functions has allowed for a “one-stop” point of contact for all elements of the procurement process, resulting in a more efficient and effective workflow.

The Purchasing Division is responsible for the purchasing of goods and services, management of contracts, and overseeing both the procurement card and rental car programs. The Purchasing Division preserves the integrity of the acquisition process, manages the business relationship between the end user and the vendor, provides service to our customers, and acquires the best values for Alachua County.

In December 2014, the Purchasing Division was re-assigned from the Administrative Services Department to report to the Assistant County Manager for Budget and Fiscal Services in the department now called Budget and Fiscal Services.

### **Risk Management – History**

Risk Management is empowered by several ordinances to develop, implement, direct, and monitor risk management and managed care programs. The department also provides cost-effective health care options for employees and retirees, aggressive safety and loss control programs, case management and utilization reviews, claims administration, contract compliance, and more.

On November 4, 1986, by emergency ordinance 86-23, the risk management function was created. This action was prompted by the hard insurance market and nation-wide crisis in the insurance industry, creating a situation where insurance protection was either not available for public entities and local governments, or was priced at exorbitant rates. Public entities and local government were considered tough and undefined risks. The result was a self-insurance program responsible for managing risk related to property and casualty.





On October 1, 1996, the Sheriff's Office withdrew from the self-insurance program, including workers' compensation and liability coverage.

In 1997, the Risk Management Division was created under the Administrative Services Department consisting of four positions: Risk Manager, Senior Staff Assistant, Safety and Loss Control Specialist, and Employee Benefits Specialist. Later on, the Senior Staff Assistant was reclassified to Risk Management Generalist, the Safety and Loss Control Specialist to a Claims Adjuster, and the Employee Benefits Specialist position to an Employee Benefits Coordinator. A Wellness Coordinator position was transferred from the Health Department in 2006.

On July 11, 2006, the Board of County Commissioners amended Ordinance 86-23 to create the self-insured employee health insurance program. In-house administration of employee health care coverage for County employees, County retirees, employees and retirees of participating government entities (constitutional offices), and a health care supplement for County retirees and retirees of participating government entities was created.

In October 2014, the Risk Management Division was reassigned from the Administrative Services Department to report to the Assistant County Manager for Budget and Fiscal Services in the department now called Budget and Fiscal Services.

## **Key Principals**

Budget and Fiscal Services is headed by Assistant County Manager Tommy Crosby. Mr. Crosby leads four functional business units that support the County Manager, Assistant County Managers, County Commissioners, Constitutional Officers, and all Departments. The following key employees oversee the budget, performance, purchasing, and risk management business units:

- Diane Smith, Senior Financial Management Analyst
- Donna Bradbrook, Strategic Performance Manager
- Larry Sapp, Purchasing Manager
- Risk Manager (currently vacant)



## **Customer Service, Market Outlook, and Statutory Requirements**

### **Our Customers:**

The Department of Budget and Fiscal Services serves many internal and external customer groups through services such as the annual budget development process, including the County's operating and capital budgets; management analysis, research, and reporting; monitoring budgetary uses for compliance on how County, state, and federal funds are used; purchasing activities and contracts administration; risk management and employee benefit services; performance management activities; and community outreach activities.

**Internal customers** include the County policy makers such as the County Manager, Deputy and Assistant County Managers, and the Board of County Commissioners. The Office of Management and Budget supports customers by annually preparing a balanced budget that meets the community needs and priorities identified by these elected officials. The Office of Management and Budget provides customers with expert and timely information pertaining to the County's resources to help guide decision-making and policy direction.

Board of County Commissioners departmental staff are other important customers. The Office of Management and Budget serves these customers by assisting them to develop their proposed budgets and assisting with revenue and expenditure projections. The Office of Management and Budget also supports these customers by providing guidance on annual performance measurement, management, and reporting, as well as process improvement techniques, capital plans, and grant applications. Additionally, staff coordinate the County's citizen academy on an annual basis and provide guidance, direction, and coordination for the more than 30 different presenters from County Departments including constitutional officers, judicial offices, and Special Taxing Districts within the County.

The Purchasing Division serves these customers in the procurement and contracts process by procuring, renting, leasing, or otherwise acquiring materials, supplies, services, construction, or equipment. Purchasing also provides support by reviewing and processing all grant and contract related documents, and administering the purchasing card and rental car programs.

Risk Management serves all employees and constitutional officers with services such as health plan management, wellness programs, workers' compensation, safety training, and other voluntary benefit offerings.



**External customers** include members of the public, municipalities, businesses, non-profits, community redevelopment agencies, consultants, contractors and vendors, constitutional offices and the Library District, as well as employees' dependents and retirees.

Ultimately, Budget and Fiscal Services serves all County residents and visitors. By working with our internal and external customers to provide services, Budget and Fiscal Services helps to promote responsible stewardship of County resources.

### **Market Outlook Analysis:**

The outlook for services offered under Budget and Fiscal Services can vary widely based upon many factors including, but not limited to, changes to existing laws, statutes, and ordinances referenced in the "Regulatory Statutes and Requirements" section of the Business Plan. Additionally, new unfunded mandates and state regulatory requirements could be implemented during any legislative session.

### **Management and Budget:**

Property tax collections are a main source of revenue for Alachua County government. As property values increase or decline, so do the revenues utilized by the County to pay for services such as Law Enforcement, Fire Rescue, Veteran's Services, Animal Services, Environmental Protection, and many other valuable services. After many years of declining values as a result of the housing boom and economic recession nationwide, property values are starting to stabilize and even slightly increase. We project an estimated increase in General Fund property values around 2.5% in FY 2017 and 3% for the four following years. Additionally, completion of large developments such as Celebration Point (anticipated in FY 2018 budget year), help with overall property value totals which can directly impact County revenues.

### **Purchasing:**

Key focus points that could shape and drive procurement strategies in FY 2017 and future years are the potential increase in the Consumer Price Index and the discussion of an Alachua County Government Minimum Wage. According to the Bureau of Labor Statistics, the Consumer Price Index has increased an average of 1.86% annually for the last ten years. In addition, the Board of County Commissioners is entertaining the idea of a Government Minimum Wage requirement for certain contractors and subcontractors



providing select services to Alachua County. Absent a corresponding increase in budget to offset these potential increases of cost in goods and services, the County's purchasing power may decline.

Additionally, the trend toward greater use of cooperative purchasing by state and local government agencies continues to increase and could result in a more competitive market in the near future. Making purchases cooperatively saves time and money and allows agencies to take advantage of volume pricing without dealing with issues such as storage or inventory. There is concern that the use of these contracts will limit the number of local bids and negatively impact local small businesses, however, cooperative purchasing continues to grow because it meets the primary needs of government agencies.

### **Risk Management:**

Future trends in risk management can be influenced by both internal and external factors. Listed below are some of the factors that we are actively monitoring:

- 1) Workers' compensation costs are directly impacted by the value of total covered payroll. We anticipate an upward adjustment to workers' compensation excess premiums due to expected salary adjustments in FY17, as well as the potential for increased workers' compensation payroll claims resulting from the County's increase to a \$12.00 per hour minimum wage for County employees, salary adjustments through the budget process and as approved by policy, and any adjustment resulting from the compensation study that is currently underway.
- 2) We can expect the general cost of medical coverage to rise every year based upon a standard medical inflationary rate, as has been the case historically. Additionally, the continual development of new technologies, new prescriptions, and new procedures can significantly impact the cost of health insurance. Currently, the standard medical inflationary rate has been trending around 10.5% on average per year with an unknown potential for increases due to medical breakthroughs.
- 3) Property coverage costs will trend directly with increase in property values and estimated replacement costs.
- 4) Additionally, there is an unknown potential for future risk related to tort claims and claims based upon federal action. These legal actions have the potential for unanticipated high dollar claims and settlements.



## Regulatory Statutes and Requirements

<b>Program Name</b>	<b>Statute Level</b>	<b>Authority and Brief Description</b>
Budget Management	State	Florida Statutes 129 - County Annual Budget: specifies statutory requirements for the County's annual budget
Truth in Millage (TRIM) Compliance	State	Florida Statutes 200 - Determination of Millage: specifies statutory requirements for establishing taxing units, millage and assessments, and public notification requirements
Community Redevelopment Agency (CRA) Payments	State	Florida Statutes 163 – Inter-governmental Programs: payments must be calculated and paid according to statute by the County to the CRAs by December 31st of each calendar year
FEMA Reimbursement Submission Coordination	Federal, State	FEMA - Robert T Stafford Disaster Relief and Emergency Assistance Act, Public Law 100-707: Guidelines for submission of requests for financial reimbursement and physical assistance.
Risk Management - Commercially-Insured and Self Insured Property and Casualty programs	State, Local	Florida Statute 440 & 768, Local - Self-insurance Ordinance 86-23, Section 28.02: Outlines requirements for property and liability claims and workers' compensation claims
Risk Management - Self Funded Health Insurance Programs	State, Local	Florida State Dept. of Insurance, Local - Self Insurance Ordinance 86-23 Sec. 28.02. Federal - Public Law 111-148, Patient Protection and Affordable Care Act: requirements and guidelines for the coordination and management of a self-funded health insurance program and legal requirements for plan administration



Program Name	Statute Level	Authority and Brief Description
Risk Management - Safety and Loss Control Program	Federal, Local	Federal -OSHA, Local -Self Insurance ordinance 86-23: requirements to provide occupational safety and health standards as applicable for the worksite and employees
Purchasing Function	State, Local	Alachua County Code, Title 2, Chapter 22: purchasing code sets minimum standards for bid and purchasing activities. Building construction Architectural & Engineering (A&E) is subject to FSS 287.055 known as the Consultants Competitive Negotiation Act (CCNA)
Contracts/Grants/Records	State, Local	Alachua County Code; Florida Statute 218 related to contract payment; Florida Statute 119 - Public Records: provides guidelines for execution of contracts, contractual terms and language, and minimum standards for records retention
Debt Service Management	State	Florida Statutes and Generally Accepted Accounting Principles (GAAP) require separate accounting and budgeting practices for debt service related transactions.
Special Expense - Mandated	State, Local	Florida Statutes require payment of inmate medical costs, Truth in Millage (TRIM) notice mailing costs, Value Adjustment Board and Unemployment Compensation reimbursement
Tax Collector Fees	State	Florida Statute 192.091 - Taxation: General Provisions: Florida Statutes set fee calculations for services provided by the Tax Collector's Office



## **Service Processes and Core Services**

### **Management & Budget:**

#### Annual Budget Processes –

- Input solicitation – Board departments, constitutional offices, and judicial offices
- Budget meetings – Schedule and coordinate departmental and Board of County Commissioner budget meetings
- Prepare and reconcile revenue and expense projections
- Prepare tentative budget
- Record and reconcile adjustment and enhancements during the budget preparation process
- TRIM compliance
- Prepare adopted budget and related resolutions
- Publish required budgetary document
- Prepare Government Finance Officers Association (GFOA) submission
- Compile and coordinate carry-forward, mid-year, Comprehensive Capital Improvement Program, Fee Schedule, and financial procedures to support the annual budget processes

#### Management, Performance, Research, and Reporting –

- Monitor and analyze fiscal and operational activity
- Monitor and analyze legislative activities that impact current and future budgets
- Research and report on topics as requested by the Board and Leadership
- Compile, review, analyze, and report on performance narratives, goals and objectives, measure targets, and actuals
- Coordinate alignment activities with Board's Strategic Guide
- Coordinate, review, and report on Statutory Requirements through the Level of Service Matrix

#### Outreach Activities

- Coordinate the citizen academy program (ACCESS) annually
- Publish accurate budget information on the County's website

### **Purchasing:**

#### Procurement Services

- Administer the Purchasing Code
- Administer the Purchasing policies and procedures
- Administer purchasing card program
- Administer rental car program
- Enforce and monitor the small business activity in the competitive bidding process



#### Informal solicitations

- Review and coordinate specifications
- Obtain phone quotes or written quotes
- Ensure compliance with specifications
- Award the purchase order/contract

#### Formal Solicitations

- Coordinate Scope of Service with departments
- Assembles bid and source list
- Establishes bid dates
- Advertise bid
- Conduct pre-bid conference
- Publically receive bids
- Evaluate bid for responsiveness
- Coordinate bid recommendation with department
- Complete Finance Report and agenda item for Board approval
- Process approved purchase order or contract

#### Contracts and Grant Document Processing

- Review and comment on Requests for Proposals and bid documents prior to the solicitation
- Assist Departments with contract negotiations
- Contract/grant document review, distribution after approval, and retention
- Contract pre-review to determine consistent and accurate contract language
- Contract amendment, notice to proceed, and close-out process
- Complete encumbrance

#### Outreach Activities

- Participate annually in the University of Florida Small Business Conference and Trade Show
- Complete training annually "An Introduction to County Purchasing"
- Complete County-wide employee year-end training session
- Complete vendor training annually "How to do Business with Alachua County"
- Complete individual training at the user department level

#### Purchasing Card Program Administration

- Acts as a liaison between the bank and the cardholders
- Review cardholder applications and submit to the bank
- Provide training and training materials before releasing cards to individuals
- Ensure lost or stolen cards are closed by the bank
- Assist the Department's liaisons with erroneous declines, unresolved supplier disputes, lost or stolen cards, and fraudulent charges





- Receive and distribute bank statements and monthly reports and analyze exception reports

### **Risk Management:**

#### Negotiating and Obtaining Insurance –

- Insurance quotes and renewals
- Insurance policy research and review

#### Workers' Compensation Claims Management –

- Workers' compensation claims processing and reporting
- Workers' compensation claim settlement authorizations

#### Property, General Liability, and Auto Liability Claims Management-

- Claims processing
- Liability claims reconciliation
- Incident response and investigation
- Incident review and recommendations
- Property, equipment, and auto inventory schedules

#### Safety and Loss Control Classes and Training

#### Risk Assessment and Analysis

- Facility inspections
- Road and worksite observations

#### Employee Insurance Enrollment, Changes, and Terminations

- New hire orientation and insurance enrollment
- Open enrollment
- Coverage, claims, and assistance
- Health Insurance Portability and Accountability Act (HIPAA) compliance
- Employee terminations, Consolidated Omnibus Budget Reconciliation Act (COBRA), Retirements
- Life insurance and death claims

#### Employee Benefits

- Employee Health and Wellness Center administration (effective January 2016)
- Establish new Employee Health & Wellness Center
- Monitor migration, retention, and quality of healthcare services
- Develop, implement, and monitor case management, utilization, and claims management
- Implement prescription program including cancer and diabetes programs



### Administrative Services

- Insurance budget preparation and cost of risk allocation
- Monitor self-insurance funding, claims, losses, and expenditures
- Actuarial reviews
- Insurance premium invoice processing and reconciliation
- Contract agreement review

### Health and Wellness Programs

- Creation and implementation of wellness programs and initiatives
- Hold annual employee health fair

### Retirement Services

- Retirement enrollment processing (FRS)
- Retirement training and seminar coordination
- Pre-retirement coordination
- Deferred Compensation (457 Plan) Administration

<b>Service Volumes</b>	
<b>Management &amp; Budget</b>	
Total FY16 County Budget	\$ 372,267,451
Active funds monitored annually	> 300
Budget transfers reviewed and processed per year	> 250
Historical GovMax budget databases managed	10
Budget meetings prepared for and coordinated per year	12
Quarterly reports compiled for presentation to the Board	4
ACCESS Program participants	42
Performance measures monitored	>300
<b>Purchasing</b>	
Purchasing card transactions monitored annually	Approx. 5,000
Purchasing card dollar volume annually	\$1.2 Million
Number of contracts processed annually	Approx. 400
Number of purchase orders processed annually	Approx. 1,800
Number of bids processed on an annual basis	Approx. 80
<b>Risk Management</b>	
Safety and loss claims investigated annually	Approx. 100
Number of employees receiving flu shots on location	178
New workers' compensation claims	98
Total number of employees on health insurance	2150
Employee health fair participation	475
Total number of employees on dental insurance	1163
New retirees in 2015	56
Board employees entering DROP	14

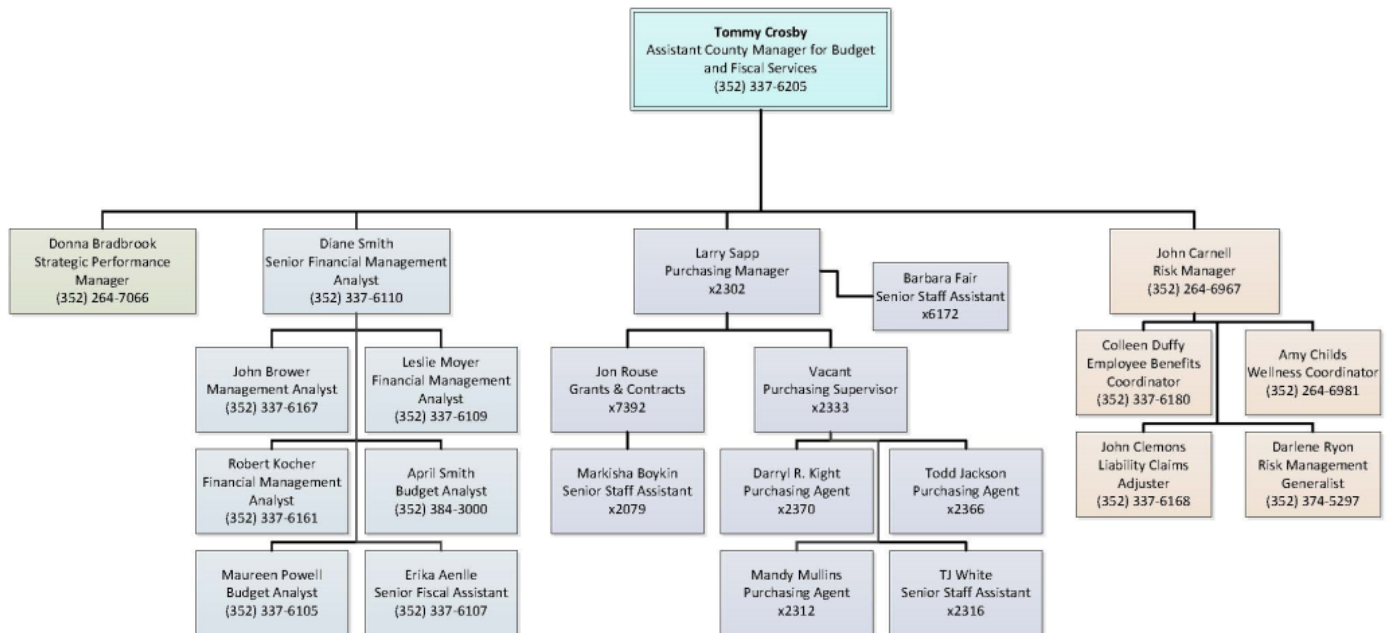


## Organization & Management

### Department Structure:

Budget and Fiscal Services is run by Assistant County Manager Tommy Crosby. Reporting directly to the Assistant County Manager is Budget, Purchasing, Risk Management, and Performance. Each of these programs directly supports the department’s mission to facilitate the optimal use of County government resources, and the County’s mission to provide responsive service to citizens and responsible stewardship of County resources for current and future generations.

### Budget & Fiscal Services Organizational Chart





## Thomas R. Crosby

### Employment:

Alachua County Budget & Fiscal Services Department  
Assistant County Manager – 2015 - Present  
Director – 2014 – 2015

Manatee County School Board  
Finance Director – 2013 – 2014

Marion County School Board  
Director of Support Services – 2013  
Executive Director of Support Services – 2006 - 2013

### Education:

Master of Education – National Louis University – 2013  
Bachelor of Business Administration, Major in Accounting  
University of North Florida 1989

### Certifications:

Certified Public Accountant - 1992

### Accomplishments:

North Central Florida Chapter of the FGFOA – Founding Member 2014 - Present  
Kiwanis International, Member 2007 - 2011



## Diane M. Smith

### Employment:

Alachua County Office of Management & Budget  
Senior Financial Management Analyst – 2013 – Present

Alachua County Environmental Protection Department  
Administrative Support Manager – 2008 – 2013

### Education:

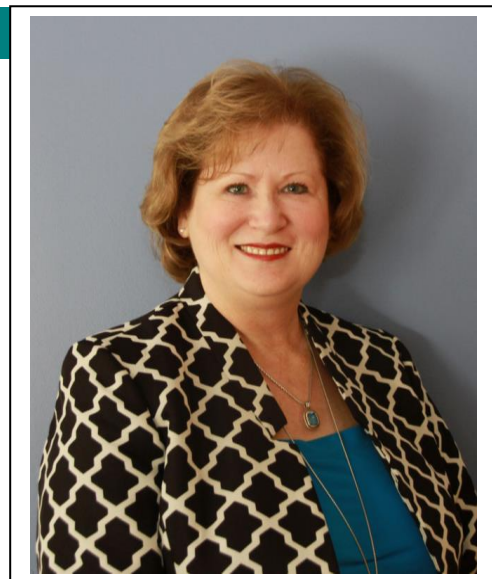
Master of Arts, Management – Webster University - 2002

### Certifications:

Senior Professional in Human Resources

### Accomplishments:

Pursuing Certification as a Government Financial Officer  
Selected for the Florida Government Financial Officer's Leadership Program





## Donna Bradbrook

### Employment:

Alachua County, Office of Management & Budget  
Strategic Performance Manager – 2007 – Present

Palm Beach County Clerk & Comptroller's Office  
Mgr. Employee Services & Systems – 2001 – 2007

### Education:

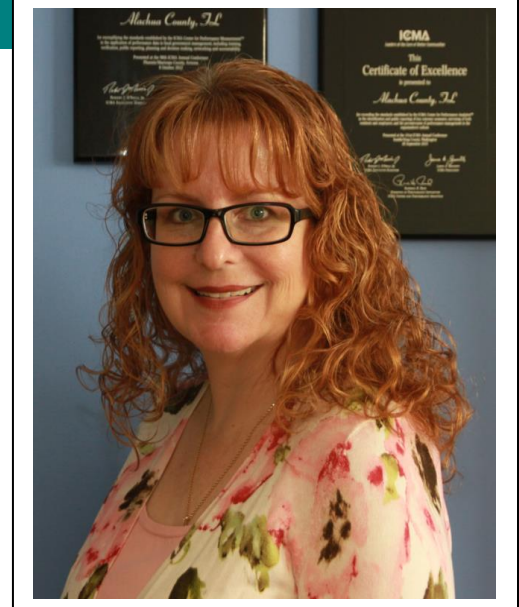
Master of Business Administration –  
Florida Atlantic University -1995

### Certifications:

Senior Professional in Human Resources  
Certified Compensation Professional

### Accomplishments:

ICMA Center for Performance Analytics – Certificate of Excellence - 2015  
ACCESS Program coordinator 2013 – Present  
Published in 'PA Times' - 2013



## Larry M. Sapp

### Employment:

Alachua County  
Purchasing Manager – 1995 – Present

### Education:

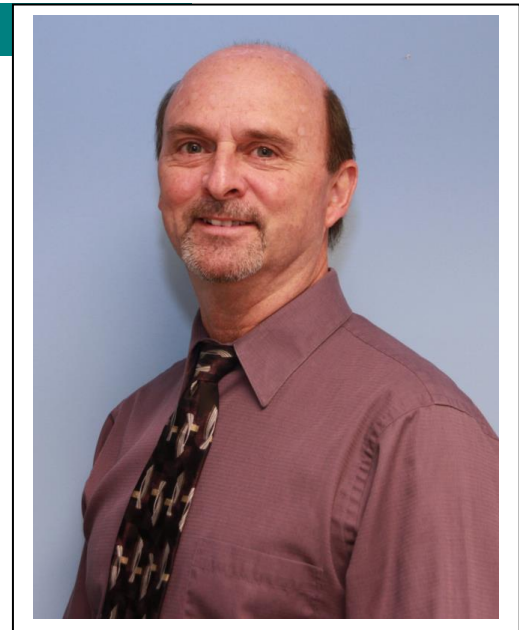
Santa Fe College

### Certifications:

Certified Professional Public Buyer (CPPB)  
Universal Public Purchasing Council  
Certified Public Manager, Florida State University - 2006

### Accomplishments:

Recipient of National Procurement Institute's (NPI)  
Achievement of Excellence in Procurement (AEP) award  
for five consecutive years, 2010-2014.





# Financial Management, Performance Measures, and Benchmarks

## Budget Summary and Current/Future Projects

### Budget and Fiscal Services Five Year Trend Analysis

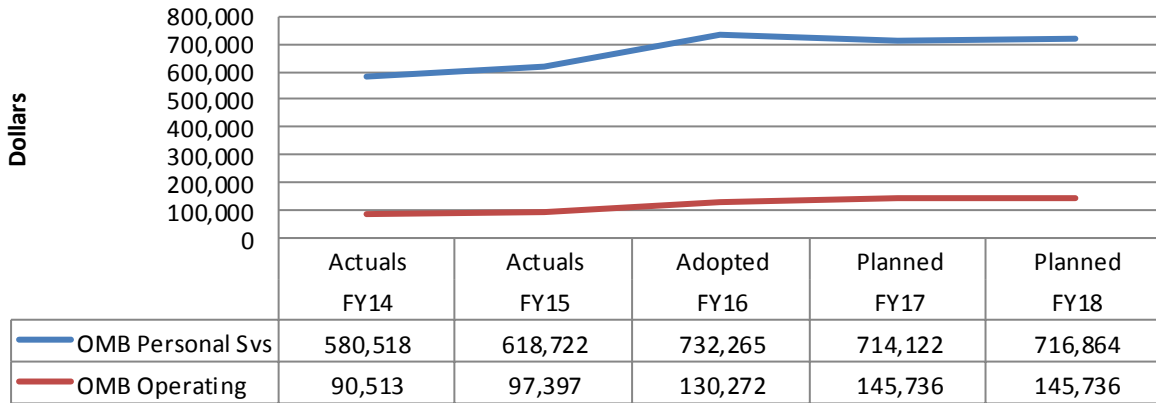
		FY14 Actuals	FY15 Actuals	FY16 Adopted	FY17 Planned	FY18 Planned	% Chg
OMB	FTE's	9	9	9	8.85	8.85	
	Personal Svs	580,518	618,722	732,265	714,122	716,864	23.49%
	Operating	90,513	97,397	130,272	145,736	145,736	61.01%
	Capital	0	0	0	0	0	
		671,031	716,119	862,537	859,858	862,600	28.55%
Purchasing	FTE's	9	9	9	9	9	
	Personal Svs	501,538	543,884	580,498	573,777	578,082	15.26%
	Operating	23,968	25,404	34,830	42,030	42,030	75.36%
	Capital	0	0	0	0	0	
		525,506	569,288	615,328	615,807	620,112	18.00%
Risk Mgmt	FTE's	5	5	5	5.65	5.65	
	Personal Svs	330,993	343,394	373,375	444,054	446,903	35.02%
	Operating	2,682,895	3,111,317	3,011,816	3,293,273	3,293,303	22.75%
	Capital	0	0	0	0	0	
	Health Ins.	21,835,817	24,095,537	24,487,197	27,110,729	27,110,729	24.16%
		24,849,705	27,550,248	27,872,388	30,848,056	30,850,935	24.15%

Notes: OMB's budget in FY15 does not include the CRA's as it was only for one year.  
 OMB's hired a Director above base in FY14 and added Sr Retirement in FY15.  
 OMB increased Professional Services in FY16 and for Indirect Cost Study and Fee Study.  
 OMB eliminated 1 FTE in FY16 but transferred in 1 higher paid FTE in a reorganization.  
 Risk's FY16-FY18 Adopted Budgets include Reserves.  
 Risk added .65 FTE's from Legal and OMB to support program in FY17 & 18.

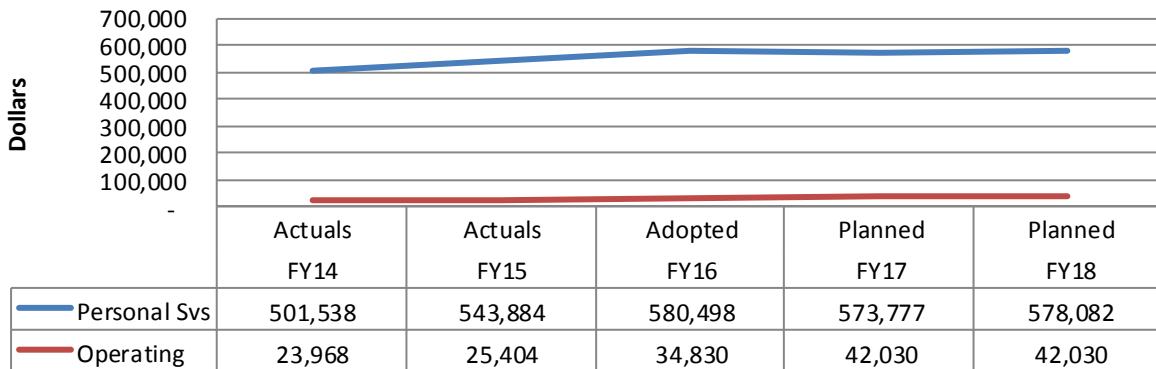
Projects: In FY16 Risk Management is opening a Clinic to reduce medical claims.



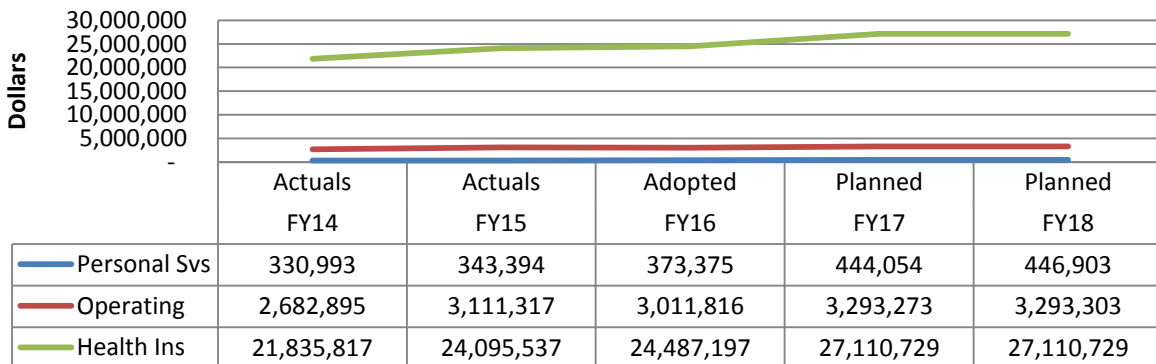
### OMB Five Year Trend Analysis



### Purchasing Five Year Trend Analysis



### Risk Management Five Year Trend Analysis





## FY 15 GovMax Performance Measures:

### Management & Budget:

<i>Objective / Performance Measures</i>	<i>Indicator</i>	<i>FY 2014 Actual</i>	<i>FY 2015 Projected</i>	<i>FY 2015 Actual</i>	<i>FY 2016 Projected</i>
<b><i>Ensure fiscal stewardship through policy development and financial management</i></b>					
• # statutory budget requirement met by deadline	Outcome - Leading	8	8	8	8
• % Unallocated fund balance	Outcome - Lagging	21.58	17	15.70	15
• Accuracy of expense projections	Quality	6.45	7	0.56	7
• Accuracy of revenue projections	Quality	0.96	5	0.50	5
• Avg budget amendment approval time in calendar days	Efficiency	2.95	4	2.09	3
• Number of community outreach & educational activities	Output	9	9	10	9
• Submit quarterly report by deadline	Efficiency	4	4	3	4
<b><i>Performance management, measurement &amp; strategic planning</i></b>					
• Number educated on performance mgmt & strategic planning	Effectiveness	104	120	326	120
• Number management special projects & research assignments	Output	13	6	20	6

### Purchasing:

<i>Objective / Performance Measures</i>	<i>Indicator</i>	<i>FY 2014 Actual</i>	<i>FY 2015 Projected</i>	<i>FY 2015 Actual</i>	<i>FY 2016 Projected</i>
<b><i>Efficiently process contract and grant documents</i></b>					
• Time to process contract and grant documents	Efficiency	6.10	7	6	7
<b><i>Increase knowledge of contract processes</i></b>					
• Number of contract classes provided	Output	11	6	8	6
<b><i>Minimize valid bid protest</i></b>					
• PUR - % of bid awards w/o valid protests	Effectiveness	100	100	100	100
<b><i>Process Requisitions Within Established Time Frames</i></b>					
• PUR - % of requisitions processed within time frames	Efficiency	74	90	76	90

### Risk Management:

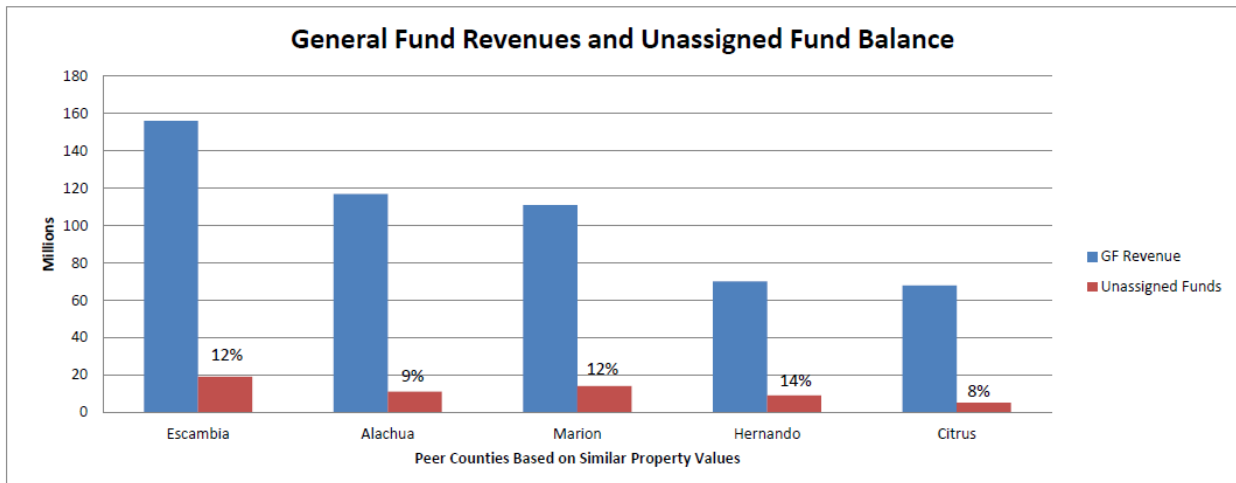
<i>Objective / Performance Measures</i>	<i>Indicator</i>	<i>FY 2014 Actual</i>	<i>FY 2015 Projected</i>	<i>FY 2015 Actual</i>	<i>FY 2016 Projected</i>
<b><i>Minimize increase in health care costs</i></b>					
• % of change in health care costs	Effectiveness	5	0	13	10
<b><i>Minimize vehicle liability costs</i></b>					
• Liability cost as % of total fleet value	Effectiveness	1.05	1.05	1.04	1.04
<b><i>Reduce annual lost time because of work related incidents</i></b>					
• % Worker's Comp lost time cases per 1,000 FTE	Efficiency	-	0.04	0.04	0.03





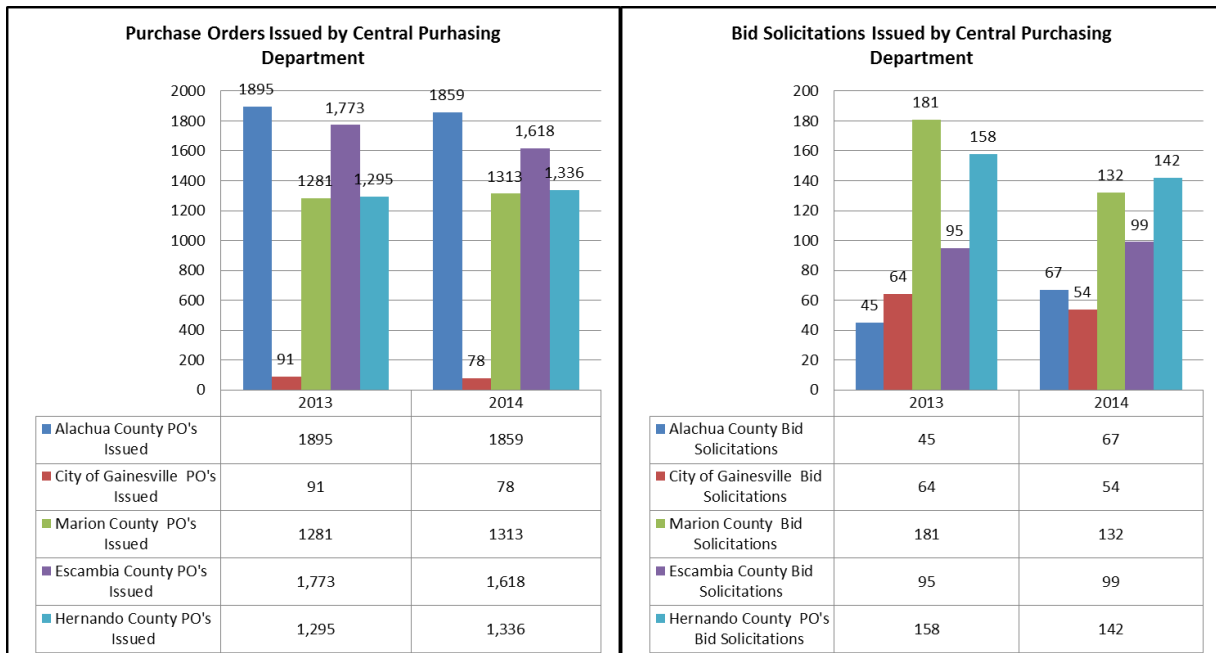
## Benchmark Charts:

### Management and Budget:



The significance of this chart shows that Alachua County is within an acceptable range for percent of unassigned funds when compared to general fund collections. This ratio is an indicator of fund stability.

### Purchasing:





Total Purchasing Departments FTEs		
	2013	2014
<b>Alachua County *</b>	<b>9</b>	<b>9</b>
<b>City of Gainesville</b>	<b>6</b>	<b>6</b>
<b>Marion County</b>	<b>7</b>	<b>7</b>
<b>Escambia County</b>	<b>7</b>	<b>7</b>
<b>Hernando County</b>	<b>5</b>	<b>5</b>

- 1.5 FTE's solely coordinate contracts (Contracts Amendments, Grant Applications, Change Orders, Task Assignments)
  - FY13: 540 contract actions
  - FY14 675 contract actions

The significance of this chart demonstrates that the Alachua County Purchasing Division is within an acceptable range when comparing centralized purchasing workload activities and the number of staff to other comparable government agencies.



## **Strategic Planning**

Strategic planning within Budget and Fiscal Services included multiple meetings with key personnel over a period of eleven months. We gathered historical data and evaluated future trends. Information was compiled and developed including departmental history, mission, vision, goals and objectives, market outlook, statutory requirements, services provided and related service volumes, organizational chart, budget trends, performance measures, benchmarks, success and pitfall identification, and an extensive flow chart process.

Our plan was developed with a focus on obtaining maximum improvement or efficiencies while keeping costs at a minimum by using cost avoidance techniques and utilizing internal resources and staff. Where cost may be associated with an improvement opportunity, strong management controls will be put in place with service level expectations clearly identified (e.g., Employee Health and Wellness Center).

Through this process, and as detailed on the following pages, we identified current and future projects to be implemented within the next one or two fiscal years, and should reach maturity within two to three years after implementation.

Budget and Fiscal Services will continue to monitor potential state legislative actions that could positively or negatively impact our array of services. We will also actively monitor economic indicators that can impact trend assumptions for property tax and sales tax collections, the Consumer Price Index impact on County-wide purchasing power, and the health insurance inflationary, medical, and prescription cost trends as those that will impact the County budget and our employees.

## **Diversity**

We will continue our commitment to customer service and continuous improvement while also encouraging staff development and diversity. Our current departmental workforce is comprised of 23 positions (22 filled), of which 14 are female and/or minority (64%). We actively encourage inclusive hiring and retention activities by focusing on job-related abilities, knowledge, and skills. Where we conduct panel interviews, we require diversity on the panel to ensure our applicants feel comfortable and welcomed during the interview process while also reducing the possibility of unconscious bias in the selection process.



Additionally, we comply with all guidance provide by the County’s Equal Opportunity and Human Resources Divisions with regard to targeted position and veteran’s preference requirements as well as the Diversity and Inclusion Plan.

With the future implementation by Human Resources of the Evergreen Solutions Classification and Compensation Study, we are hoping that once employees are hired and sufficiently trained in our operations and practices, specifically within our Management and Budget division, that they stay for a longer term than has been realized historically. Internal and external pay equity among our Budget Analysts and Financial Management Analysts would improve overall retention for these specific positions.

## **Current/Future Projects**

Budget and Fiscal Services is currently implementing, or planning on implementing in the next two fiscal years, some exciting projects that are anticipated to serve our stakeholders by:

- Improving efficiency and effectiveness
- Increasing transparency and customer service
- Reducing expenditures

Those projects include, but are not limited to:

- 1) Evaluating and implementing new budget software (FY 16-17)
- 2) Evaluating and implementing new performance management software (FY16-17)
- 3) Evaluating the citizen academy program for frequency and enhanced participation (FY16-17)
- 4) Developing and implementing a new Comprehensive Capital Improvement Program approval, funding allocation, and contract process (FY 16-17 & FY 17-18)
- 5) Implementing new purchasing software module (FY 15-16)
  - a. Increasing efficiency through enhanced paperless processes
  - b. Updating Purchasing Code for software and best management practices
- 6) Researching, developing, and implementing policies based upon Board direction to support a Local Government Minimum Wage in Alachua County (FY 16-17 and FY 17-18)
- 7) Opening a new Employee Health and Wellness Clinic (FY 15-16)
- 8) Reducing health care costs by opening the Employee Health and Wellness Center and managing the prescription plan (FY 15-16)



- 9) Reducing workers' compensation claims by increasing Fire Rescue Department safety training (FY 16-17)

## **Successes**

**Annual Budget Document Presentation Award:** The County has once again received the Government Finance Officers Association (GFOA) Distinguished Budget Presentation Award for the Adopted FY 14-15 Budget Document. The GFOA identifies best practices and evaluation criteria to promote compilation and publication of formal budget documents that are of the highest quality. This is the 22<sup>nd</sup> year in which the Alachua County Office of Management and Budget has received this prestigious award.

**Adoption of Financial Procedures:** This year the Office of Management and Budget formalized individual financial policies to ensure clarity, transparency, and ease of access. These financial policies were adopted by resolution of the Board during the annual budget process, and will be in effect until changed or modified by Board action. This year, the process was modified from previous years to clearly identify individual procedures, reference-related statutory requirements, and provide better alignment with the State Chart of Accounts and Consolidated Annual Financial Report.

**Certificate of Excellence for the County's Performance Management Program:** The County received the highest designation by the International City/County Management Association Center for Performance Analytics. The Certificate of Excellence recognizes local governments that have an outstanding performance management program focusing on continuous improvement, transparency, and community engagement. The County utilizes performance measurement, benchmarking, goal setting, and reporting to ensure we continue in a positive direction while providing quality services, transparency, and accountability to all of Alachua County's citizens.

**Formal Bid Process:** The Procurement Section continues to renew or re-solicit approximately 70 bids annually. This has been completed without any valid bid protests by vendors or other interested parties. The success of this process is attributed to thorough application of the County's Purchasing Code, Purchasing policies and procedures, and the dedication of highly qualified staff.



## **Opportunities for Positive Change (Pitfalls)**

**New World system to replace HTE System:** The Clerk of the Circuit Court's Finance & Accounting Department, in conjunction the County, is implementing a new financial and purchasing system to replace the decades-old mainframe support system. This will have a major impact on internal operations over the next year to two years in areas such as procurement, accounting, budgeting, and position control. In the near term, the purchasing functions will be tasked with implementation of procurement system best practices and update of procedures, codes, forms, and training to ensure a successful transition of the purchasing module. In the following year, Management and Budget will evaluate use of the New World system to complete annual budget processes.

**Comprehensive Capital Improvement Program:** The Office of Management and Budget will be working to formalize and document the Comprehensive Capital Improvement Program (CCIP) as part of the annual budget process to ensure consistent processes, budgeting, and approval along all functions, including but not limited to: Facilities, Parks, Information Technology Infrastructure, and other related areas. The formalized process will be constructed with input from all operational areas and leadership to increase quality and transparency of the CCIP, and to reduce the need for emergency capital and capital preservation activities. (We are currently researching quantity and reason(s) for emergency capital and capital preservation emergency authorizations and will include this data in the next update of the Business Plan.)

**Self-Funded Health Insurance Plan:** The County recently faced a situation where the actual health insurance claims were outpacing the estimated expenditures. To effectively manage the plan and ensure fiscal stability, the County increased premiums for the FY16 plan year. Risk Management is in the process of aggressively managing multiple components of the plan to reduce costs while maintaining high level, quality services. One positive improvement, to be implemented in FY16, is the establishment of a comprehensive Employee Health and Wellness Center (full service employee health clinic), with the goal of providing high quality health services to employees and their dependents at reduced costs. Risk Management will actively monitor migration, retention, and quality of health services at the clinic. A number of performance metrics were worked into the clinic's administrative contract. Another component of plan management will be the recommendation by Risk Management for a full-scale audit of health insurance claims. This recommendation has not been fully vetted, but will be thoroughly evaluated for cost versus



benefit, and will be brought before the appropriate teams for review and final recommendation.

UPDATE: (March 2016) Alachua County opened the Alachua County Employee Health and Wellness Center in January 2016. Employee interest and appointments at the new Health and Wellness Center have been high since opening in January. We will continue to monitor employee use of, and migration to, the Wellness Center.

## **Process Flow Chart**

Through the Business Planning process, Budget and Fiscal Services decided to delve deeply into the Comprehensive Capital Improvement Program (CCIP) process. The CCIP is a multi-year process involving many stakeholders. The focus of this exercise is the components of the CCIP related to the activities and programs contained within the department, including budgeting of Capital Improvement Program, funding allocation, bids, contracts (including scope of work), insurance requirements, and project close-out.

The flow chart will be broken into the following processes:

- Project identification, CCIP project ranking, and Board approval
- Project bid, contract, insurance requirements, and notice to proceed
  - o Micro chart for CCIP bid process
  - o Micro chart for contract process
  - o Identification of minimum standards for risk insurance

**EXHIBIT A** - Current CCIP process flow chart

**EXHIBIT B** - The proposed CCIP process flow chart is based on the existing Board approved policy and incorporated best management practices recommended by a team of Budget and Fiscal Services staff. The new process will incorporate more controls at multiple levels of the organization to ensure the projects are ranked by the appropriate chain of command, and include detailed information to ensure projects are funded closer to the anticipated construction date. The proposed flow chart will be the basis for recommending revisions to the existing policy and will be used extensively to develop a CCIP procedures manual.

- Phase I – CCIP Project identification through Board Approval of 5 Year CCIP
- Phase II – CCIP Project Requisition through Notice to Proceed



**EXHIBIT C** - Process Waste Analysis Matrix for both Phase I and Phase II

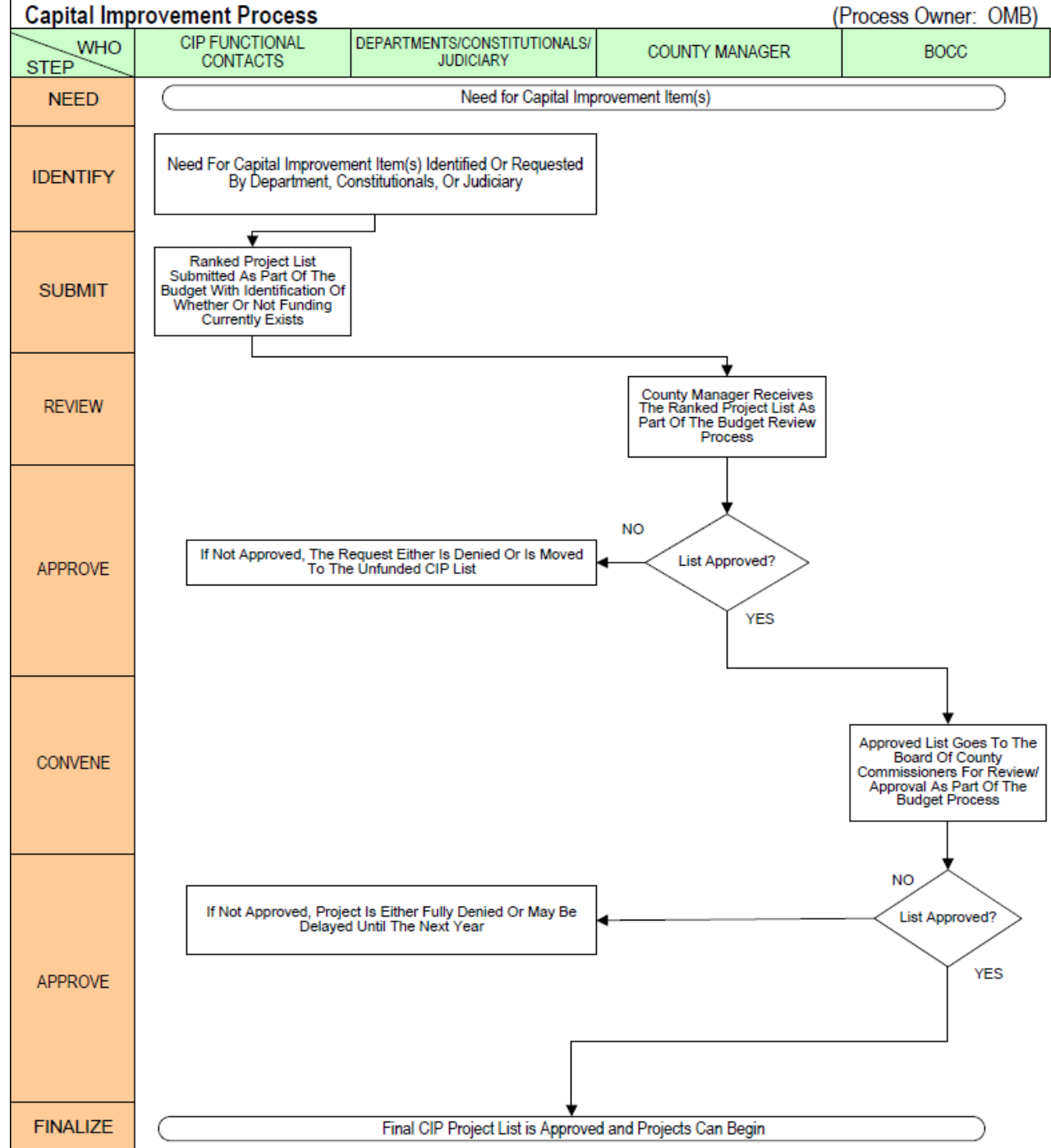
**EXHIBIT D** - Process Control System measures for both Phase I and Phase II





# Appendices

## EXHIBIT A – Current CCIP Process Flow Chart:

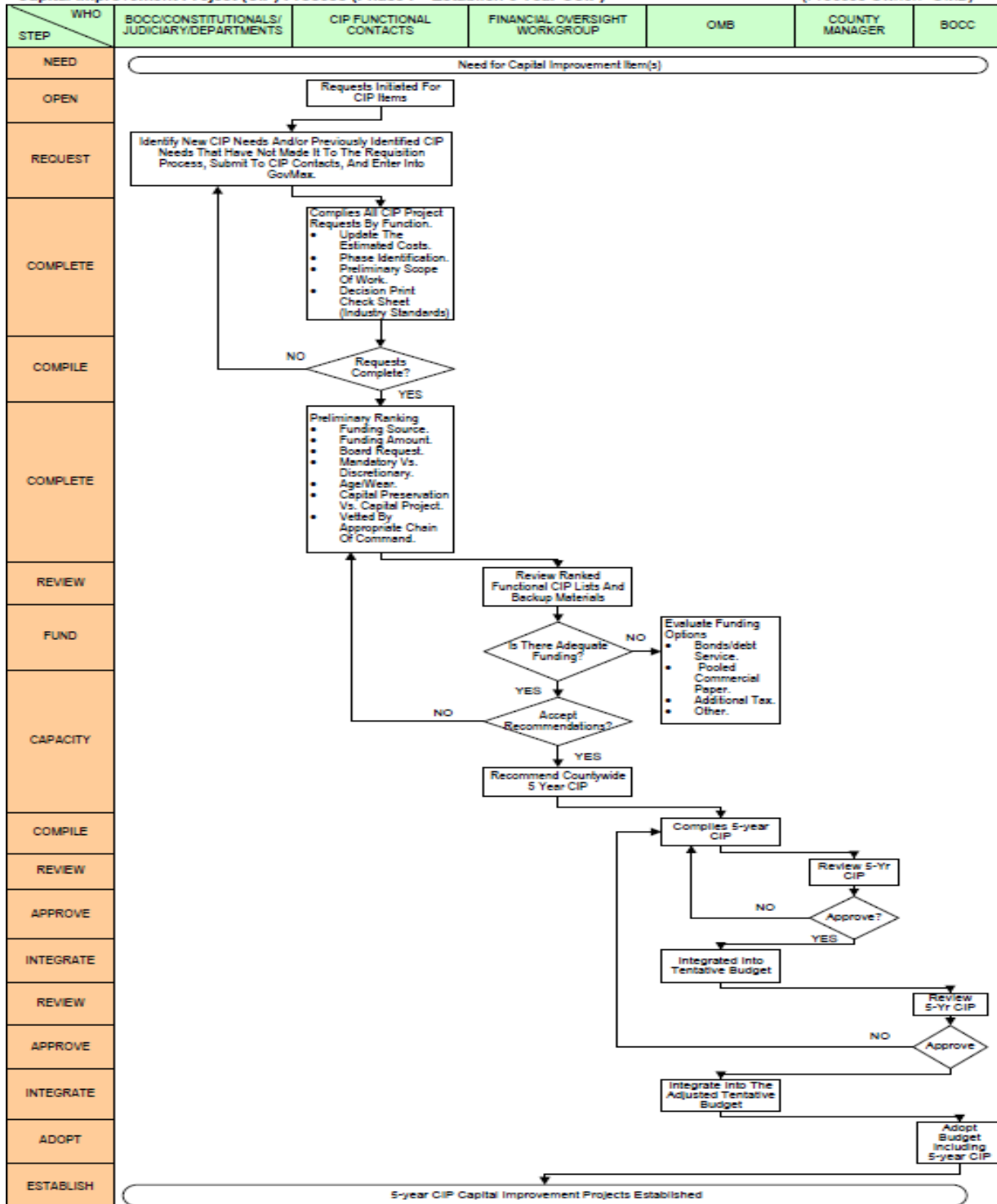




## EXHIBIT B – Proposed CCIP Process Flow Chart (Phase I):

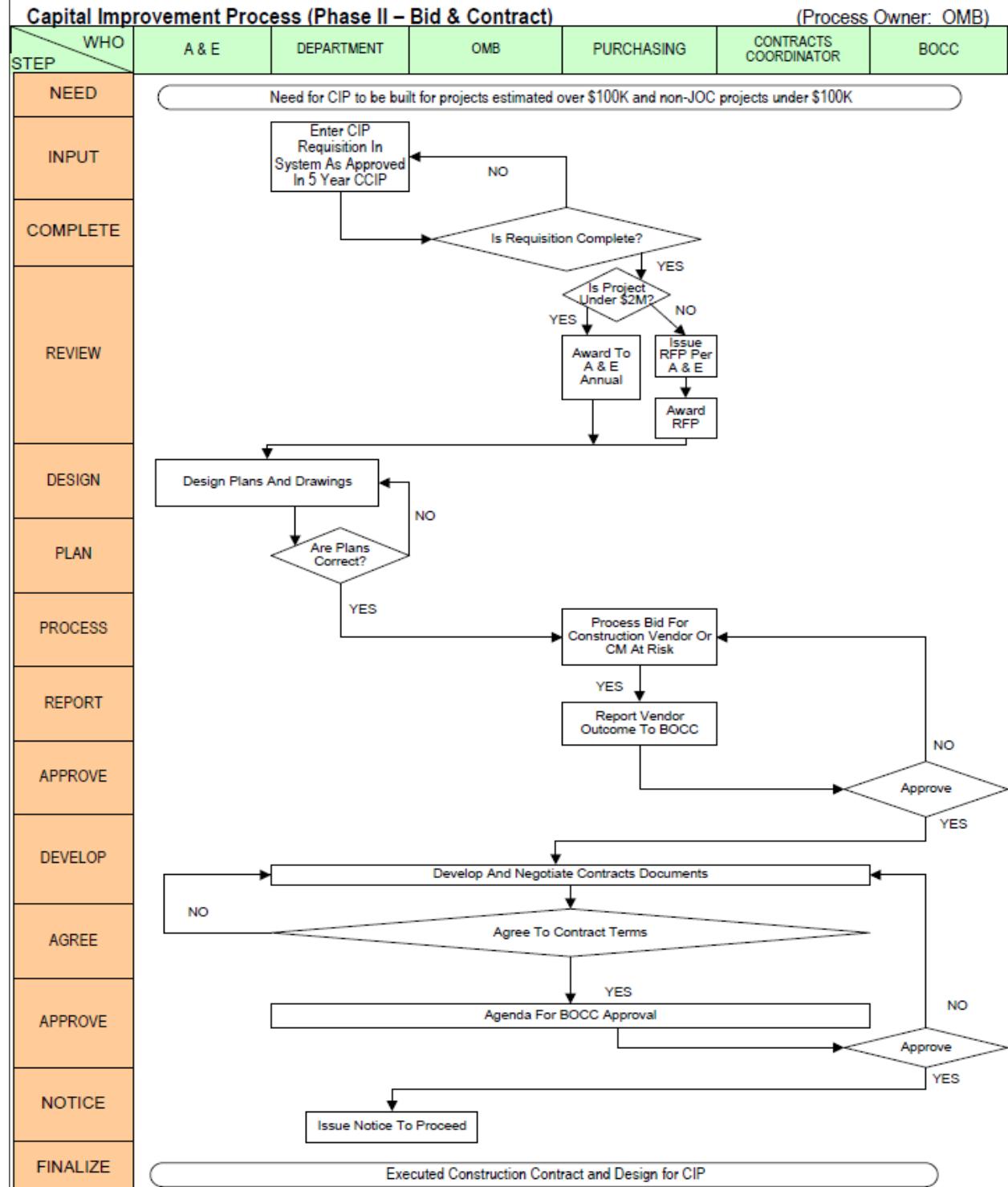
Capital Improvement Project (CIP) Process (Phase I – Establish 5 Year CCIP)

(Process Owner: OMB)





## EXHIBIT B – Proposed CCIP Process Flow Chart (Phase II):





## EXHIBIT C – CCIP Process Waste Analysis Matrix

### Waste Analysis for Process: Comprehensive Capital Improvement Program

Process Step	Wastes Found							Possible Action(s) to Implement	Improvement Selection Matrix			
	H	O	W	R	U	I	M		A Effective- ness	B Ease to Implement	C= A X B Overall	Implement? Y/N
1 Identify new CCIP needs				X				Develop a CCIP submission template to avoid receiving requests with missing or incomplete information	4.0	5.0	20.00	Yes
2 Evaluate Funding Options			X					Implement Phases for CCIP such as Scope/Bid, Right of Way acquisition, Contract Negotiation, and Construction to ensure funding allocation is identified closer to the actual need	5.0	4.0	20.00	Yes
3 Scope of Work Detail				X				Conduct more thorough planning meeting prior to A&E to fully identify and vet the scope of work for any CIP project	5.0	4.0	20.00	Yes



## EXHIBIT D – CCIP Process Control System Measures

Process Control System					
Process Name: Comprehensive Capital Improvement Program (CCIP)			Process Owner: OMB		
Process Customer: All Board Departments, Constitutional and Judicial offices, the citizens			Critical Customer Requirements: Complete CCIP timely		
Process Purpose: Ensure capital projects are ranked, funded, and completed in the best interest of the customer			Current Sigma Level: TBD		
Process and Quality Indicators			Checking / Indicator Monitoring		Contingency Plans / Misc. • Actions Required for Exceptions • Procedure References
Process Indicators	Control Limits	Data to Collect	Timeframe (Frequency)	Responsibility	
And					
Quality Indicators	Specs/ Targets	What is Checking Item or Indicator Calculation	When to Collect Data?	Who will Check?	
Number of emergency CCIP requests	0	Number of emergency CCIP requests	Annual	Purchasing Mgr/OMB	Approval by Deputy Manager
\$\$ allocated to approved CCIP past fiscal year	< 25%	\$\$ allocated to CCIP past fiscal year as a % of total allocated \$\$	Annual	OMB	Report to CCIP function manager and OMB Dir
Variance in anticipated months to completion and actual months to completion in each approved Phase	< 10%	Variance in anticipated months to completion as compared to actual months to completion in each approved Phase	Annual	OMB & CCIP function mgr	Report to OMB Dir and Deputy Mgr
Time from CCIP approval by BoCC to Completed A&E	<6 mos	Number of months from BoCC approval of 5 year CCIP to completed/approved A&E	Quarterly	OMB, Purchasing, CCIP function mgr	Report to CCIP function manager and OMB Dir
\$\$ variation between estimated CCIP cost and Construction Contract	<10%	\$\$ variation between estimated CCIP cost and Construction Contract	Annual	OMB, Purchasing, CCIP function mgr	Report to OMB Dir and Deputy Mgr
Time from A&E to approved Construction Contract	< 3 mos	Number of months from approved A&E to approved Construction contract	Quarterly	OMB, Purchasing, CCIP function mgr	Report to CCIP function manager and OMB Dir
# change orders required during construction process related to scope of work	0	# change orders required during construction process related to scope of work	Quarterly	OMB, Purchasing, CCIP function mgr	Report to OMB Dir and Deputy Mgr
\$ value of scope of work change orders	0	\$ value of scope of work change orders	Quarterly	OMB, Purchasing, CCIP function mgr	Report to OMB Dir and Deputy Mgr