

**COLORADO GENERAL ASSEMBLY  
JOINT BUDGET COMMITTEE**



**FY 2013-14  
STAFF RECOMMENDATIONS  
FOR  
JOINT BUDGET COMMITTEE  
FY 2013-14 BUDGET REQUEST**

**JBC Working Document - Subject to Change  
Staff Recommendation Does Not Represent Committee Decision**

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## **JOINT BUDGET COMMITTEE FY 2013-14 BUDGET REQUEST NARRATIVE**

### **MISSION STATEMENT**

The Joint Budget Committee staff provides the General Assembly with objective, nonpartisan budget and policy analyses related to the operations, programs, and fiscal needs of Colorado state agencies.

### **FY 2013-14 BUDGET REQUEST**

#### **PERSONAL SERVICES**

This amount is the salaries and benefits for the staff. The office is authorized for 16.0 FTE in FY 2012-13. These positions are 1.0 Staff Director, 13.0 Analysts, and 2.0 Support Staff. Since 2008, 0.2 FTE of the 13.0 analysts have been held vacant as a result of the economic downturn. The FY 2013-14 request is for a continuation of the existing 16.0 FTE. The FY 2013-14 request includes:

- *A2.0 percent increase for salary survey adjustments based on Executive Committee direction.*
- *A1.6 percent increase for merit adjustments based on Executive Committee direction.*
- *An increase for health, life, and dental insurance based on the estimated number of participants and the rates in common policies.*
- *Increases for the additional Amortization Equalization Disbursement and the Supplemental Amortization Equalization Disbursement for PERA as required by statute.*

#### **OPERATING EXPENSES**

This amount is the operating costs associated with the work performed by the staff and the Committee. The request is for \$27,683 which includes an increase of \$4,700 General Fund over the amount appropriated in FY 2012-13. The increase is included in order to restore past reductions to the operating expenditures.

#### **TRAVEL**

The request is for \$5,500 for travel which includes an increase of \$4,000 General Fund over the amount appropriated in FY 2012-13. The increase is included in order to restore past reductions to the travel expenditures. These funds will be used for staff travel to meet with departments within the State of Colorado, attend the national NCSL convention, and Committee travel for interim site visits.

#### **TOTAL**

The overall FY 2013-14 request is for a continued level of 16.0 FTE and a 4.9 percent increase above the appropriation for FY 2012-13.

## **AGENCY BACKGROUND**

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Pursuant to Section 2-3-201, C.R.S., the Joint Budget Committee has the following powers and duties:

- to study the management, operations, programs, and fiscal needs of the departments of Colorado state government;
- to hold hearings and to review the budget requests of the departments;
- to make estimates of revenue from existing and proposed taxes, and;
- to study and from time to time review the state's fund structure, financial condition, fiscal organization, and its budgeting, accounting, reporting, personnel, and purchasing procedures.

The primary function of the staff is related to preparation of the Long Bill. Analysts review budget requests, prior year staff write-ups, statutes, appropriations reports, audit reports, interim committee reports, other pertinent information, and meet with agency personnel and other individuals to learn about programs, departments and their operations. As soon as practical after November 1, the JBC schedules hearings with the departments. The staff analysts brief the Committee on each budget request a few days prior to the hearing with the department. Briefings and hearings for most departments are scheduled in November and December before the General Assembly convenes in early January.

JBC staff briefings consist of written and oral presentations of budget issues and a review of expenditures and requests. Briefings are aimed at stimulating discussion among the Committee members about each department's budget request, its operations, issues of efficiency and effectiveness, and plans for the future. After the briefing, Committee members decide which issues they wish to discuss with the department. These may be topics presented by the staff during briefings, or other topics Committee members wish to pursue. Staff analysts prepare a detailed agenda of these topics for the hearing. The hearing agenda also allows time for the department to discuss its priorities with the Committee. In addition, the Committee may request staff to work with Legislative Legal Services to prepare bills to address issues raised during the briefing and hearing process.

In January, the Committee considers requests from departments for additional funds, called supplementals, for the current fiscal year. JBC analysts review these requests for additional funding and make recommendations to the Committee. The Committee makes decisions on these requests during the staff supplemental presentations. In order for the state to have a balanced budget, the JBC may also need to find areas in the budget where funds can be taken back. When revenue shortfalls occur, the Governor must ask departments to restrict spending in order for the state to stay within projected revenues. The JBC staff analysts review these restrictions and make recommendations to the Committee. The Committee then decides where funds can be taken back. Committee decisions are prepared and introduced as supplemental appropriation bills, which are acted on by the General Assembly.

The JBC makes funding decisions for the upcoming fiscal year during February and March. As part of this process, analysts make recommendations that are explained line item by line item to the Committee on the number of employees, funding, and footnotes/requests for information for

each department. The Committee votes on each line item recommendation. Analysts recalculate where applicable based on the Committee's final decisions and draft the Long Bill. The Capital Development Committee (CDC) submits its recommendations on funding for capital projects. The JBC reviews the CDC's recommendations and incorporates them into the Long Bill. At the end of the figure setting process, Committee members make changes to bring total funding in line with the revenue projections, constitutional limits, and statutory spending limits. Staff analysts prepare the Long Bill and write a narrative to explain the decisions made by the Committee. The narrative also provides comparative information to the rest of the General Assembly.

After the Long Bill is introduced, legislative consideration begins in the party caucuses, where JBC members explain their decisions and answer questions from their colleagues, with help from the staff. The staff drafts all changes requested by legislators as amendments for action during floor debate. The staff is also responsible for enrolling amendments and adjusting totals as the Long Bill progresses through the process. The JBC members act as conference committee to resolve differences between the houses after both houses pass the Long Bill. The staff assists the Conference Committee during the conference committee deliberations and is responsible for drafting the various parts of the conference committee report. Then, working with Legal Services, the staff ensures the entire report is written correctly. The conference committee report is then presented to both houses for consideration.

In addition to assisting the Committee in preparing the Long Bill and any supplemental appropriations bills, the JBC analysts staff the Appropriations Committees in the House and the Senate. JBC staff and Legislative Council Staff Fiscal Note staff prepare an Appropriation Packet that is presented to the appropriations committees. The packet includes a JBC staff analysis, any technical amendments for appropriations meetings, and a Legislative Council staff fiscal note. JBC staff also provides analysis of sponsor amendments to bills scheduled for appropriations so that appropriations committee members have this information available at the meeting.

After the legislative session is over, the JBC staff writes the Appropriations Report and the Budget in Brief which explains funding decisions made by the General Assembly. These documents are published by July 1 of each year. During the summer and fall, the Committee meets as needed (typically two to three times during the June to October time frame for one to three days each meeting). Members tour areas of the state to visit state facilities and meet with groups and individuals to receive input on budget and management issues. State agencies also request to meet with the Committee to inform members of a problem or to seek direction on various matters. During the interim staff members are assigned to follow interim committees and assist in their deliberations if needed.

Department : Legislature  
Agency: Joint Budget Committee

ITEM	Actual		Appropriated		Request		Percent Change Approp
	FY 2011-12 Total Funds	FTE	FY 2012-13 Total Funds	FTE	FY 2013-14 Total Funds	FTE	
<b>PERSONAL SERVICES</b>							
Salaries:							
Staff Director		1.0		1.0		1.0	
Chief Leg. Analyst		2.8		3.0		3.0	
Principal Leg. Analyst		1.0		3.0		3.0	
Senior Leg. Analyst		6.0		4.0		4.0	
Legislative Analyst		3.0		3.0		3.0	
Administrative Personnel		<u>2.0</u>		<u>2.0</u>		<u>2.0</u>	
Subtotal - Salaries	1,213,568	15.8	1,225,378	16.0	1,222,314	16.0	-0.3%
Salary Survey (2.00%)			0		22,409		
Reclassifications (0.0%)/Performance (1.60%)			0		17,927		
Vacancy Adjustment (0.0 percent of PS Base in FY 2013-14)			(24,508)		0		
Restore Funding for Vacant Position			0		0		
Paperless Adjustment			<u>21,444</u>		<u>0</u>		
Total Salaries Adjusted for Salary Survey/Vacancy Adjustments	1,213,568		1,222,314		1,262,650		3.3%
Associated Costs:							
PERA @ 10.15%	76,184		124,376		128,159		
Medicare Tax @ 1.45%	16,740		17,768		18,308		
Short Term Disability @ 0.177%	2,066		2,169		2,235		
Health/Life/Dental Insurance	<u>80,480</u>		<u>89,255</u>		<u>99,100</u>		
Subtotal - Associated Costs	175,469		233,568		247,802		6.1%
<b>TOTAL PERSONAL SERVICES - GF</b>	<b>1,389,038</b>	<b>15.8</b>	<b>1,455,882</b>	<b>16.0</b>	<b>1,510,453</b>	<b>16.0</b>	<b>3.7%</b>

Department: Legislature  
 Agency: Joint Budget Committee

ITEM	Actual		Appropriated		Request		Percent Change Approp
	FY 2011-12 Total Funds	FTE	FY 2012-13 Total Funds	FTE	FY 2013-14 Total Funds	FTE	
<b>OPERATING EXPENSES</b>							
2220 Building Maintenance	0				0		
2230 Equipment Maintenance	772				1,000		
2253 Rental of Equipment	3,432				3,700		
2610 Advertising	0				1,500		
2630 Telephone	9,406				9,500		
2680 Printer Repair Services	0				0		
2830 Office Moving-Purchase Services	120				0		
3115 Data Processing Supplies	133				100		
3116 Purchase PC Software	6				100		
3118 Food and Food Services	890				900		
3120 Books/Periodicals	0				0		
3121 Office Supplies	5,010				6,883		
3123 Postage	608				500		
3128 Equipment	0				2,500		
4220 Registration Fees	2,250				1,000		
<b>TOTAL OPERATING EXPENSES - GF</b>	<b>22,627</b>		<b>22,983</b>		<b>27,683</b>		<b>20.4%</b>
<b>TRAVEL</b>							
2510 In-State Travel (includes JBC Interim Travel)	924		1,500		2,250		
2530 Out-of-State Travel	0		0		3,250		
<b>TOTAL TRAVEL - GF</b>	<b>924</b>		<b>1,500</b>		<b>5,500</b>		<b>266.7%</b>
<b>TOTAL JBC Before AED and SAED - GF</b>	<b>1,412,589</b>		<b>1,480,365</b>		<b>1,543,636</b>		<b>4.3%</b>
<b>JBC PERA AED (3.4% for 7 months. 3.8 % for 5 months)</b>	<b>31,907</b>		<b>38,804</b>		<b>45,035</b>		<b>16.1%</b>
<b>JBC FY 12 PERA SAED (2.0% for 7 months. 2.5% for 5 months)</b>	<b>25,453</b>						
<b>JBC FY 13 PERA SAED (2.5% for 7 months. 3.0% for 5 months)</b>			<b>33,187</b>				<b>23.3%</b>
<b>JBC FY 14 PERA SAED (3.0% for 7 months. 3.5% for 5 months)</b>					<b>40,510</b>		<b>22.1%</b>
<b>GRAND TOTAL JBC WITH PERA AED AND SAED</b>	<b>1,469,948</b>	<b>15.8</b>	<b>1,552,356</b>	<b>16.0</b>	<b>1,629,180</b>	<b>16.0</b>	<b>4.9%</b>