

# FY 16 / FY 17 BUDGET GUIDELINES

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### **PURPOSE AND AUTHORITY**

All entities desiring an appropriation during the 2016 General Session of the Utah Legislature must follow these guidelines for submitting a budget request to the Governor, pursuant to UCA 63J-1-201(3)(a):

The governor shall require the proper state officials, including all public and higher education officials, all heads of executive and administrative departments and state institutions, bureaus, boards, commissions, and agencies expending or supervising the expenditure of the state money, and all institutions applying for state money and appropriations, to provide itemized estimates of changes in revenues and appropriations.

#### **GOMB'S BUDGET APPROACH**

The Governor's Office of Management and Budget's (GOMB) budget process seeks to meet legitimate agency needs while also maximizing existing and potential capacity. GOMB intends that the process recognize those agencies that solve problems internally and reduce the overall number of budget requests by prioritizing only truly necessary needs that will lead to measurable increases in quality and throughput. The FY 2016/FY 2017 budget process will continue with key elements implemented last year, including the following:

- GOMB begins the formal budgeting process by developing budget options to fund the Governor's
  priorities and key budget drivers. These key budget drivers represent nearly 80 percent of the budget
  and include public education, higher education, corrections, Medicaid, capital infrastructure and debt,
  and employee compensation. This process allows the Governor to establish placeholders for his top
  priorities before considering other resource requests.
- 2. Agencies are expected to identify ways to fund needs internally through a reallocation of funds or through process improvement prior to submitting requests for additional funding. While this was emphasized last year, GOMB believes further progress can be made. These efforts will allow state agencies to better communicate to the Governor, Legislature, and citizens what is already being done to get the most out of existing resources. Additionally, this will better prepare agencies for base budget reviews that will likely be performed by appropriations subcommittees.
- 3. Requests for new resources will be limited through two approaches. GOMB will formally invite agencies to submit specific requests for incremental budget changes. The basis for formal invitations will occur through dialogue with leadership, base budget reallocation plans, historical submissions, the Governor's priorities, and available resources. Absent a formal invitation from GOMB, agencies will also be able to submit requests for new funding. However, such requests will be required to meet rigorous standards in order to justify the investment of taxpayer dollars into a program or service.
- 4. Agencies with closely aligned missions, typically falling under the jurisdiction of the same appropriations subcommittee, will present requests for incremental budget changes to GOMB during the same meeting. This approach allows agencies to be aware of each other's competing resource priorities and to develop collaborative solutions for meeting common goals.
- 5. A fundamental GOMB guiding principal is that most systems have room for improvement. Funding requests should outline efforts the agency has taken to find hidden capacity and/or plans to do so. GOMB will work with agencies to implement an evidence-based practice and/or business case approach for new funding requests focused on improving agency performance through innovation or untested strategies. Central to this approach is connecting a rigorous evaluation plan to any new funding request to determine if the investment of new dollars does, in fact, result in the intended outcomes.

### REQUIRED FORMS

GOMB will collect information during the budget cycle using six forms. The forms are very similar to those used last year. One noticeable difference is that the numbering of the forms has been changed from 1000 - 5000 to 1 - 6. GOMB has added Form 6 to collect reports now required by statute on pass-through funding. Blank forms are included as Appendix A of these guidelines; however, agencies should use the Budget Google Site to download blank forms and submit completed forms. An overview of each form and any changes that have been made since the last budget cycle is provided on the following pages.

# Using the Budget Google Site to Submit Forms

Agencies should download and submit all forms using the Budget Google Site at <a href="https://sites.google.com/a/utah.gov/budget/">https://sites.google.com/a/utah.gov/budget/</a>. Access to the site is currently available to all agency finance directors and any additional staff that had access last year. Agencies who wish to add or remove users should contact the GOMB Budget, Revenue, and Policy Analyst (BRAPA) or Financial Operations Specialist (FOS) assigned to their agency. New users will need to sign in through their State of Utah Google Account to access the site.

Users should complete and save Forms 1-6 using either *Adobe Acrobat Pro* or *Adobe Reader Version 9* or above. These software downloads are free. Please contact DTS for assistance in downloading the software.

Form templates are available on the Budget Google Site. To complete and submit a form:

- 1. Complete the form using *Acrobat Pro* or *Reader* and save the completed form using the naming conventions described below. Be sure to save the form where it is easily accessible.
- 2. Navigate to your agency page on the Budget Google Site, click the "Add File" button and select the file you just saved.
- 3. Your file should now appear in the file list. Check the box to its left, click the "Move To" button and choose the relevant folder (e.g., move Forms 1 to the Fee Request Forms Folder).
- 4. GOMB will treat the files residing on the Budget Google Site as official submissions. Agencies may delete and re-upload files until final deadlines and notify GOMB using the comments tool at the bottom of the agency page. After the published deadlines, GOMB will change agency access to "read only" and agencies must coordinate any changes through GOMB.

The written justifications and business cases for incremental budget changes (attachment to Form 4) should be uploaded as a Word Document.

# Form 1, Supplemental Information for Fee Proposals

Agencies should submit Form 1 for each request to increase an existing fee or to impose a new fee that is entered into Fee Prep. Form 1 should be uploaded to the Budget Google Site no later than **Wednesday**, **September 23** (the date Fee Prep data entry must be completed). Each form should be saved as **Form\_1\_XXX\_ZZZZ.pdf** with XXX representing the department code (e.g., 100 for the Department of Administrative Services) and ZZZZ representing the Fee ID from Fee Prep. Fee IDs may be obtained from the Fees Data Download Excel report in Fee Prep.

#### Form 2, Requests to Return or Reallocate Existing Budgets

Agencies should submit Form 2 for each request to return or reallocate existing funds. The form can be used to detail four types of reallocation requests:

- Return existing funding due to the utilization of existing capacity or other savings. This funding will become available to support the Governor's budget priorities.
- Technical reallocation between line items. This should only be used when funding is being moved to a
  new line item without any significant operational changes to the programs supported by the funding.
- Non-technical reallocation between line items. This should be used any time program savings or reductions are reallocated to a program that falls under a different line item. This includes existing programs and new programs.

 Non-technical reallocation within a line item. This should be used anytime program savings or reductions are reallocated to a program that falls under another appropriation unit within the same line item. This includes existing programs and new programs.

You do not need to use Form 2 to detail the use or reallocation of non-lapsing balances. Any use or reallocation of non-lapsing balances should be entered and noted in Budget Prep and detailed on Form 3, the Non-lapsing Balances Justification. Each Form 2 should be uploaded to the Budget Google Site no later than Wednesday, September 23 and should be saved as Form\_2\_XXX\_AAA\_NN.pdf with XXX representing the department code, AAA representing the appropriation code where the funding is to be reallocated, and NN representing a unique identifying number (e.g., 01, 02, 03, etc.). You can use "GOV" for the appropriation code in the file name when returning funding to support the Governor's budget priorities. The reallocations in Form 2 should not be included in the FY 16 and FY 17 figures entered in Budget Prep before receiving approval from GOMB. GOMB will inform individual agencies of which reallocation requests have been approved and denied by Thursday, October 1 and work with those agencies to adjust Budget Prep accordingly.

### Form 3, Non-lapsing Balances Justification

Agencies should submit Form 3 describing, in detail, all beginning non-lapsing balances included in Budget Prep. The form identifies if these balances are authorized in statute, have already been approved through intent language passed in the 2015 General Session, or will require new intent language during the 2016 General Session. For example, intent language that specifies that unexpended funding shall not lapse at the end of FY 2015, should be listed as FY 2016 beginning balances on Form 3. New intent language for non-lapsing authority should be included only on Form 3 and should not be included on Form 5. Each Form 3 should be uploaded to the Budget Google Site no later than **Wednesday**, **October 14** (the date that Budget Prep closes) and should be saved as **Form\_3\_XXX\_LLLL.pdf** with XXX representing the department code and LLLL representing the line item code. GOMB will inform individual agencies of any new non-lapsing funding requests that have been denied by while performing the final review of Budget Prep submissions and work with those agencies to adjust Budget Prep accordingly.

# Form 4, Incremental Budget Change Requests

Form 4 combines Form 4000 and the Business Case Technical Template that were used last year. Based on discussions with agencies during August and September, GOMB will extend an invitation by Wednesday, September 23 for agencies to propose specific incremental budget changes. Agencies will have the opportunity to propose other uninvited incremental budget changes by Thursday, October 1. The September 23 and October 1 target dates will be used to develop a list of potential budget changes with a short description and dollar amount, so Form 4 does not need to be submitted before the September 23 and October 1 deadlines. Form 4 will be used to provide technical information for both the invited and the uninvited budget changes. Agencies should submit Form 4 for each request to detail sources and uses of funds and the impact(s) of the proposed expenditures. Form 4 should include a brief description of the request. This should briefly describe what funding will be used for. In addition to submitting Form 4, agencies must provide a separate written business case for each invited or uninvited budget change request. The written business case will focus on why the funding is needed. The expectations for the business case are discussed later in these guidelines. Each Form 4 should be uploaded to Budget Google Site no later than Wednesday, October 14. Each form should be saved as Form\_4\_XXX\_AAA\_NN.pdf with XXX representing the department code, AAA representing the appropriation code, and NN representing the agency priority. Priorities should be given to each comprehensive request (i.e., all funding sources and years ranked together). Priorities should be ranked in numerical order, with a request ranked "1" as the most important, "2" denoting the second-most important, etc.

# Form 5, Intent Language Proposals, Excluding Non-lapsing

Agencies should submit proposed legislative intent language, excluding language for non-lapsing balances, using Form 5. Intent language for non-lapsing balances should be submitted using Form 3, not on Form 5. A separate form should be submitted for each line item. Each Form 5 should be uploaded to the Budget Google Site no later than **Wednesday**, **October 14** and should be saved as **Form\_5\_XXX\_LLLL.pdf** with XXX representing the department code and LLLL representing the line item code.

### Form 6, Pass-through Funding Report

HB 312, which was enacted during the 2015 General Session, requires agencies to report pass through funding to GOMB, unless specifically exempted by the bill. GOMB is required to report this funding with the Governor's budget recommendations. Form 6 should be completed for each pass through item. In May 2015, GOMB issued "Guidance on HB 312, Reporting and Expenditure of Public Funds Amendments" to clarify pass through definitions, tracking requirements, and reporting requirements enacted under HB 312. For further clarification, please refer to this guidance, which will be posted on the Budget Google Site. Each Form 6 should be uploaded to the Budget Google Site no later than **Wednesday**, **October 14** and should be saved as **Form\_6\_XXX\_AAA\_NN.pdf** with XXX representing the department code, AAA representing the appropriation code, and NN representing a unique identifying number (e.g., 01, 02, 03, etc.).

#### **BUDGET DATA SUITE**

In addition to the required forms, agencies should use Fee Prep, Comp Prep, and Budget Prep to submit detailed budget data. Comp Prep will open on **Thursday, August 20**. We anticipate that Fee Prep will open on **Wednesday, August 26**, but will inform users if that date is moved forward or back. Budget Prep will open on **Wednesday, September 16**.

Data entry deadlines for each system are as follows:

- Fee Prep Wednesday, September 23
- Comp Prep Wednesday, September 23
- Budget Prep Wednesday, October 14

Guides for each system are available on the Budget Google Site. Users should coordinate with GOMB for more in-depth support.

# **BUDGET CHANGE BUSINESS CASE JUSTIFICATION**

GOMB will formally invite agencies to submit specific requests for incremental budget changes before **Wednesday, September 23**. Agencies should notify their GOMB BRAPA before **Thursday, October 1** if they plan to submit an additional budget request. At this point GOMB will only need a basic description and dollar amount for anticipated requests. Before **Wednesday, October 14**, all invited or additional incremental budget changes must be submitted through Form 4 along with a detailed business case. The same template will be used for both types of budget change requests; however, additional requests will be required to meet rigorous standards in order to justify the investment of taxpayer dollars into a specific program or service. The template identifies the requirements and expectations for the business case that should accompany each

invited and additional budget change request. The template for written justifications and business cases are included as Appendix B.

#### **ELIMINATING FEES**

To the extent possible, agencies should eliminate fees that are not being used, are not aligned with the cost of services provided, are for programs that do not align with or substantially contribute to the agency mission, cause undue burden on the customer, or could be provided without a fee through the implementation of operational efficiencies.

To begin the process of eliminating nonessential fees, GOMB will identify specific fees that have not been a significant source of revenue over the past several years. A list of these fees will be distributed to each agency along with a request to reevaluate and justify the use of a fee. In some instances, a fee may be listed because of a change in revenue source code, a change in fee name, the combining or breaking out of individual fees, or other administrative change. Please work with your GOMB BRAPA contact to demonstrate how the fee has changed and how the current, active fee is being used to support the agency mission and provide value for the customer.

#### **LEGISLATION**

Agencies must coordinate all legislation through the Governor's general counsel and provide the details of any legislation associated with an incremental budget change request in the written business case submitted along with Form 4.

#### **EXPENDITURE OF BALANCES CARRIED FORWARD FROM FY 2015 INTO FY 2016**

GOMB will obtain a copy of end of FY 2015 carry-forward balances from the Division of Finance upon completion of final close-out and auditing. In early September, GOMB will distribute a report to each agency showing the trend of ending balances as a percent of beginning balances. The balance report generated by the Division of Finance should be used as the basis for Form 3 submissions. Last year, agencies were instructed to complete Form 3000 any time non-lapsing balances decreased and to explain how those balances were being expended. Last year's Form 3000 has been replaced by Form 3, which must be filled out for all non-lapsing balances that are carried over from FY 2015 in to FY 2016 or from FY 2016 in to FY 2017. Additionally, new intent language for non-lapsing authority should be included only on Form 3 and not Form 5 (previously Form 5000). Budget Prep has been upgraded this year to provide additional flexibility with the display of nonlapsing balances. In some cases, non-lapsing authority is provided at the line item level. In these cases, Budget Prep will allow for closing non-lapsing balances in one appropriation unit to be moved to the next year's beginning balance of another appropriation unit within the same line. When this or other reallocations of non-lapsing balances occur, a note can be added in Budget Prep to explain the movement of the balances. The revamped Form 3 and additional flexibility within Budget Prep will allow GOMB to better understand how existing non-lapsing balances will be used and evaluate requests for new non-lapsing authority. GOMB will also track this data to better manage buffer funding pools.

#### FEDERAL FUNDS REPORT

Any agency currently receiving or planning to receive federal aid must complete a Federal Funds Request Summary Report that GOMB will send separately with corresponding instructions. Although the report is separate from the budget request package, the amounts should tie to those in Budget Prep. The report must be completed electronically by **Wednesday, October 14**.

Any federal grant application in excess of \$10 million in federal funds, \$1 million in state match, or that requires 11 or more additional permanent employees, must be approved by the full Legislature during the general session. Agencies may not begin a new program with federal aid without prior approval from GOMB and, when applicable, the Legislature. This precludes any expectation that the program or its infrastructure will continue after the grant expires or is reduced.

Agencies may accept or use federal aid only for programs that are consistent with the needs and goals of the state and its citizens and that are not prohibited by the provisions of state law. For more information on accepting federal aid, see Sections 63J-5-101 through 204 of the Utah Code.

All applications for federal aid must be submitted to GOMB for review and approval throughout the year. Submissions will be compared to entries in the Federal Funds Summary Report to assess changes. GOMB will work with the Legislative Fiscal Analyst (LFA) to ensure applications needing legislative action are reviewed by the Executive Appropriations Committee in a timely manner during the interim.

Any agency that manages a grant or a loan fund should budget for estimated revenue, expenditures, and loan amounts for funds that are appropriated.

#### **VACANCY SAVINGS REPORT**

GOMB will develop a Vacancy Savings Report for each agency using data from DHRM and personnel services budget data from FINET. Agencies should review this report for accuracy and provide suggested amendments by **Wednesday, September 23**.

# **VEHICLE REQUESTS**

An agency wishing to increase their number of fleet vehicles must do so by providing: (1) intent language via Form 5; and, (2) and the source of the vehicle funding via Form 2 (realigning existing funding), Form 3 (non-lapsing balances), or Form 4 (incremental budget change).

# SHARING INFORMATION WITH THE LEGISLATURE

To maintain the integrity of the Governor's budget recommendation process and ensure the consistency and accuracy of information available prior to the release of the Governor's budget recommendations, agencies should refrain from discussing detailed budget requests with legislators and their staff. Agencies may still be

responsive to legislative requests to gain a broad understanding of issues but should coordinate such requests through GOMB.

### **SUMMARY OF KEY DATES**

**Thursday, August 20** Comp Prep system opened for data entry

Distribution of instructions and forms

**Tuesday, September 1** Fee Prep system opened for data entry

**Wednesday, September 16** Budget Prep system opened for data entry

Wednesday, September 23 Comp Prep data entry complete

Fee Prep data entry complete

Form 1 due Form 2 due

GOMB invites agencies to submit certain budget changes

Vacancy Savings Report review complete

**Thursday, October 1** Agencies inform GOMB of intent to submit uninvited budget changes

GOMB approves reallocations and savings for inclusion in Budget Prep

Wednesday, October 14 Budget Prep data entry complete

Form 3 due Form 4 due Form 5 due

Written business case for budget changes due

Form 6 due

Federal Funds Report due

# Form 1 Supplemental Information for Fee Proposals

Agencies should provide a separate form for every fee increase or new fee proposal entered into the Fee Prep System. Complete all fields (except history data for new fee requests). Completed forms should be saved and uploaded to the Google Budget Site (see FY 16/ FY 17 Budget Guidelines for instructions).

Department	FY 12 Fee*	FY 12 R	evenue*
Fee Name	FY 13 Fee*	FY 13 R	evenue*
New Fee?	FY 14 Fee*	FY 14 R	evenue*
Fee Prep Fee ID	FY 15 Fee*	FY 15 R	evenue*
App Code	FY 16 Fee*	FY 16 R	evenue*
Revenue Source	FY 17 Fee	FY 17 R	evenue
Last Change	FY 18 Fee	FY 18 R	evenue
	*Required for req	uests to modify existing fees	
Provide a description of the proposed fee, the objectives of the program, and the problem that is being solved or unmet need being filled - why is the fee being proposed?			
What happens if the fee request is not approved and what alternatives have been explored? What other funding options exist?			
What service is being provided, who is the customer paying the fee, and is the fee voluntary?			

Page 1 of 2 FY 16/ FY 17 Form 1

# Form 2 Requests to Return or Reallocate Existing Budgets

Agencies should provide a separate form for each request to return budget savings, reallocate existing funds between line items, or reallocate existing funds within line items. Completed forms should be saved and uploaded to the Google Budget Site (see FY 16/ FY 17 Budget Guidelines for instructions).

Agency				F	Request Title							
Request Type 🧣												
Allocate Funds	To:											
(positive entries	s)	FY 16 One-Time	FY 17 One-Time		FY 17 Ongoing				Sour	ces		
Unrestricted Fu	ınds											
Restricted Fund	ds 1											
Restricted Fund	ds 2											
Dedicated Cred	lits 1											
Dedicated Cred	lits 2											
Federal Funds	1											
Federal Funds	2											
Transfers												
Other						Other Source						
Total						Notes						
Provide a descript	tion of	how reallocat	ed funds will	be u	ısed. How wi	ll expen	diture of	these fu	nds impac	t QT/OE	?	
low were savings achieved and how will the programs from which funds are being reallocated be impacted?												

Page 1 of 2 FY 16/ FY 17 Form 2

# Form 3 Non-lapsing Balances Justification

Submit a Form 3 for each line item that reports FY 2016 or FY 2017 beginning non-lapsing balances in Budget Prep. The form should cover any non-lapsing balances that have been approved through intent language or statute or that will require new approval through intent language.

Agency		Line Item		
FY 2016 Beg	inning Balances:	•		
Appropriation			Status	\$ Amount
-	Use and Justification		Intent Language	ge or Statute
Appropriation			Status	\$ Amount
	Use and Justification		Intent Langua	ne or Statute
	OJE GROJOJANICA GRO		men congac	
Appropriation			Status	\$ Amount
	Use and Justification		Intent Language	ge or Statute
Appropriation			Status	\$ Amount
	Use and Justification		Intent Language	ge or Statute
Appropriation			Status	\$ Amount
-	Use and Justification		Intent Language	ge or Statute
			-	
			Total FY 2016 Beginning Ba	lances Page 1 of

# Form 4 Incremental Budget Change Request

Submit a separate Form 4 and justification for each incremental budget change request. See FY 16 / FY 17 Budget Guidelines for instructions on business case requirements for non-invited requests and how to save this form and the corresponding justification on the Google Budget Site.

Agency		Request Titl	е
Appropriation Code			Invited Request
source of funds	FY 16 One-Time O	FY 17 FY 17 Ongoing	Sources
Unrestricted Fund	s		
Restricted Funds 1			
Restricted Funds 2			
Dedicated Credits	1		
Dedicated Credits	2		
Federal Funds 1			
Federal Funds 2			
Transfers			
Other			Other Source Notes
Total			Notes
use	of funds	FY 16 FY One-Time One-1	
	Total		
Agency Priority		New FTE	

FY 16/FY 17 Form 4

# Form 5 Intent Language Proposals Excluding Non-lapsing

Submit proposals for new legislative intent language using this form. Do not include language for non-lapsing authority, which should be included on Form 3. Submit a form for each line item. Enter FY 2016 proposals on page 1 and FY 2017 proposals on page 2.

Agency		Line Item	
FY 2016	Proposals:		
FY 2016 1			
FY 2016 2			
FY 2016 3			
FY 2016 4			
FY 2016 5			

Page 1 of 2 FY 16/ FY 17 Form 5

# Form 6 Pass Through Funding Report

HB 312, which was enacted during the 2015 General Session, requires agencies to report pass through funding, unless exempted by the bill, to GOMB. GOMB is required to report this funding with the Governor's Budget Recommendations. Complete a Form 6 for each pass through item. See the May 2015 GOMB Guidance on HB 312, Reporting and Expenditure of Public Funds Amendments for further guidance on items to include and exclude. Completed forms should be saved and uploaded to the Google Budget Site (see FY 16/ FY 17 Budget Guidelines for instructions).

ency		Appropria	tion Code	
me of Pass Th	rough Item			
	Source of Funds	FY 16	Use of Funds	FY 16
		0		0
		0		0
		0		0
		0		0
	Total	0		С
*Notes for				0
Other			Total	C
rief descriptic	on of the purpose and uses of	the pass through funding	j:	
ow does the i	pass-through funding align wi	ith your agency's mission	and any SUCCESS framework QT/OE ratios fo	or the agency?

FY 16/FY 17 Form 6