

**OFFICE OF THE GOVERNOR**  
**BUDGET AND PROGRAM PLANNING**  
STATE OF MONTANA

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GOVERNOR



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**'25B - Memo 7**  
**2 Attachments**

May 4, 2022

**TO:** Misty Ann Giles, Department of Administration  
Malcom Long, Department of Transportation  
Angus Maciver, Legislative Auditor  
Christi Jacobsen, Secretary of State  
Jennie Stapp, Montana State Library  
Brendan Beatty, Department of Revenue  
Christopher Dorrington, Department of Environmental Quality  
Austin Knudsen, Attorney General

**FROM:** Ryan Osmundson, Budget Director, Office of Budget and Program Planning

**SUBJECT:** Guidelines for Fixed Costs Schedules for the 2025 Biennium Budget

The Office of Budget and Program Planning is beginning the process of developing the fixed cost allocations for the 2025 Biennium Executive Budget. These guidelines apply to the development of all fixed costs.

In addition to submitting its fixed costs, the Department of Administration will submit an equipment price list and natural gas procurement costs. The Department of Environmental Quality will submit the Energy Conservation Account repayment schedule.

As in previous years, any requests for increases in rates above the base must be thoroughly justified and will be scrutinized very closely.

**Fixed Costs**

For the following agencies, please submit the proposed rate for the following services:

SOS: Administrative Rules, Records Management, and Microfilming/Imaging Services  
DOJ: Agency Legal Services  
DOR: Revenue Collection Services

## Fixed Cost Allocations

For the following agencies, please submit the fixed cost allocations for each client agency. If there is a change in the allocation method, please discuss with Sonia Powell at OBPP. Consolidate your documentation into as few files as possible, using multiple tabs within Attachment 1 - Proprietary Fund Excel Template – 2025B.

<u>Exp. Account</u>	<u>Name</u>	<u>Administering Agency</u>
62104	Insurance & Bonds – Fixed Costs	DOA
62113	Warrant Writing Services	DOA
62114	HRIS Service Fees	DOA
62122	Audit Fees	LAD
62148	SABHRS Administrative Costs	DOA
621L1	NRIS/GIS	MSL
62307	Messenger Services – D Of A	DOA
62527	DOA Facilities Management Fee	DOA
62888	Statewide Indirect Costs (SWCAP)	DOA
62114A	Workers' Comp Program Fees	DOA
621ITSD	SITSD Services	DOA

For the following agencies, submit the requested new rates for the following accounts:

<u>Exp. Account</u>	<u>Name</u>	<u>Administering Agency</u>
62404	In-State Motor Pool	MDT
62510	Motor Pool Leased Vehicles	MDT

## General Guidelines

The administering agency must assure compliance with the Office of Management and Budget (OMB) Uniform Guidance cost allocation requirements when developing the rates. These requirements can be currently found under Title 2, Appendix V to Part 200 – State/Local Governmentwide Central Cost Allocation Plans at [www.ecfr.gov](http://www.ecfr.gov).

## Supporting Documentation for Rate Development

You will need to provide sufficient documentation to support your rates. The following are two key statutes.

*17-7-123, MCA ... fees and charges in the internal service fund type, including changes in the level of fees and charges, projected use of the fees and charges, and projected fund balances. Fees and charges in the internal service fund type must be approved by the legislature in the general appropriations act. Fees and charges in a biennium may not exceed the level approved by the legislature in the general appropriations act effective for that biennium.*

*17-8-101, MCA... fees and charges for services deposited in the internal service fund type must be based upon commensurate costs. The legislative auditor, during regularly scheduled audits of state agencies, shall audit and report on the reasonableness of internal service fund type fees and charges and on the fund equity balances..... The payment of funds into an internal service fund must be authorized by law.*

Remember, rate increases by administering agencies will impose budget constraints on the other state agencies.

Give a general description of the service(s), a projection of demand for each service, a projection of the rate, and the rate methodology.

When building your analytical reports, please include FY 2020 through FY 2021 actual revenue, expenses, and year-end working capital balance.

- For FY 2022, include estimated expenses through fiscal year end at the second level. If your actual expenditures are materially different at fiscal year- end closing, you will need to resubmit.
- For FY 2023, project expenses at second level and utilize your anticipated revenue.
- Calculate FY 2024 and FY 2025 operating expenses and rates using FY 2023 expenses and zero inflation.
- If there are major objects of expenditure which are expected to increase or decrease by amounts significantly different than a zero percent inflation factor, identify the cost assumptions and provide supporting documentation.
- Be able to break new funding requests into decision packages (both PL and NP) that show how it will affect rates.

*For example, a 5% increase in elevator service contracts equals a 5 cent per square foot increase in rental rates.*

- Propose a rate structure, by service, with and without decision packages to the agencies affected.

## **Working Capital**

Working capital reserves are analyzed in determining the proposed rate. At the end of the 2025 biennium, projected working capital reserves may not exceed 60 calendar days of average daily expenses, unless a different number of days have received federal approval.

For state budgetary and rate calculation purposes, working capital is defined as the amount of cash that would remain if all of the current assets were converted and all of the current liabilities were paid at their book value.

## **Appendix V to Part 200 – State/Local Governmentwide Central Service Cost Allocation Plans, G. Other Policies, 2. Working Capital Reserves**

*“Internal service funds are dependent upon a reasonable level of working capital reserve to operate from one billing cycle to the next. Charges by an internal service activity to provide for the establishment and maintenance of a reasonable level of working capital reserve, in addition to the full recovery of costs, are allowable. A working capital reserve as part of retained earnings of up to 60 calendar days cash expenses for normal operating purposes is considered reasonable. A working capital reserve exceeding 60 days may be approved by the cognizant agency for indirect costs in exceptional cases.”*

Because the working capital used in the state’s budgetary process and OMB Uniform Guidance focuses on an allowable 60-day working capital balance, material inventory balances and other current assets not readily converted to cash will generally be excluded from this calculation.

The state accounting policy on working capital is found in SAB - Governmental Accounting Overview (302), Section XI, B.

### **Segregation of “Service Categories” & Inclusion of All Services within a Category**

Account for all service categories, regardless of whether there are separate funds. A service category is defined as a set of closely related services (two or more). The policy for this requirement is that intra-governmental services should be managed as a cooperative enterprise. The “customers” for one service category should not subsidize another unless such subsidies have been explicitly considered in the policy-making process and are justified from the perspective of the state enterprise.

### **Due Date**

All requested information must be e-mailed to Sonia Powell at OBPP by July 8, 2022.

### **Next Steps – Dog Days of Summer**

The OBPP will analyze these schedules and rates in July. On August 3, 2022, OBPP will host a Fixed Costs Workshop for agencies to discuss and question service providers regarding their rates. Please prepare a presentation for this dialogue.