



2019-21

ALLOTMENT INSTRUCTIONS

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ABOUT THE INSTRUCTIONS

These instructions describe the requirements for allotments and related processes. They outline agency requirements for preparing and submitting:

- » Initial allotments – operating and capital
- » Allotment amendments – operating and capital
- » Major capital project and other capital allotment requirements
- » Special allocations and savings incentive program information

Agencies must use TALS-AMR (The Allotment System-Allotment Management and Review) for submitting allotments to OFM. The system offers many tools, including:

- » The ability to import data from the Salary Projection System (SPS).
- » The ability to import and export allotment data via Excel.
- » A full range of edit checks that ensure each allotment meets all required minimum standards, and alerts agencies to anomalies that warrant an explanation to OFM. In many cases, the edit check will provide the user with a link to the data elements causing the error. This will facilitate review and correction.
- » Flexible data views and reports that give common views to agencies and OFM.
- » Comment fields and a communication log feature.
- » The ability to build allotments for optional cash receipts and disbursements based on past patterns. See Chapters 2.6 and 2.7 for more information.

TALS has multiple avenues to provide both documentation and explanation of the agency spending plan. Agencies are urged to exploit this functionality. In addition to the ability to add comments for each component of the packet, an unlimited number of attachments may be included in the allotment request.

- » Agencies cannot provide “too much” information.
- » Consider the questions OFM or legislative staff may have asked in the past and provide that information as part of the allotment request.

Learn more

Training on the system is available for all users to help you take full advantage of system features.

To register for training, visit: <https://www.ofm.wa.gov/it-systems/allotment-system-tals>.

The class on TALS-AMR provides an introduction to the system and takes you through the sequential steps of building an initial allotment and subsequent amendments.

A TALS-AMR System tutorial is available to help guide users through all aspects of the allotment system application. The TALS-AMR tutorial found in the BASS Library at:

<https://www.ofm.wa.gov/it-systems/allotment-system-tals>.

CHAPTER 1

ALLOTMENT BASICS

1.1 What are allotments?

Allotments are a detailed plan of expenditures authorized in the budget, the assumed revenue estimates, and the related FTE estimates required by law ([RCW 43.88.110](#)).

Agencies, OFM, the Legislature and the public monitor an agency's actual spending and revenue against its allotments. Allotments must:

- » Conform to the terms, limits or conditions of legislative appropriations.
- » Reflect the priorities of the agency's strategic plan, the implementation of those strategies and the achievement of performance targets.
- » Serve as the agency's best estimate of how its authorized expenditures will be spent and the revenue it will earn each month of the biennium.

Allotments support good financial management

The executive and legislative branches monitor an agency's actual spending compared to its spending plan. This monitoring helps prevent over expenditure and improves the assumptions upon which budgets, spending plans and other financial decisions are based. Allotments enable the state to take advantage of the expected pattern of state spending for the timing of bond sales and state-level cash management. Additionally, actual revenues are monitored to revenue estimates to ensure that resources will be available to cover anticipated spending.

Allotments and allotment controls help ensure that:

- » Appropriations are used only for purposes that meet legislative intent.
- » Sufficient funding exists to allow the state to incur financial obligations.
- » Changes in the original budget assumptions are communicated and understood.

OFM monitors actual expenditures and revenue against allotments and posts monthly fiscal status reports on its [website](#). Other expenditure reports for operating and capital budgets are available on the OFM [website](#).

We expect agencies to monitor variances and to take management action as appropriate. Administering agencies should regularly track the fiscal health of accounts for which they are responsible. Agencies can order a variety of Enterprise Reporting Administering Agency reports to assist in this effort at <https://rp.dcs.wa.gov/>.

What are the required components of allotments?

Allotments and allotment amendments must contain the following fiscal data elements:

- » Monthly estimated expenditures for each program by object and expenditure authority code. (The Department of Social and Health Services (DSHS) must provide this data at the subprogram/budget unit level.) If desired, agencies may create allotments lower than the required levels.
- » Monthly estimates of Full-Time Equivalent (FTEs) separated into General Fund- State (GF-S) and Other Funds.
- » Monthly estimates of revenue by major source, source, and account.

Various reports, review protocols, data entry screens and system edits rely on the proper use of the packet purpose type to indicate the allotment purpose.

Use of an incorrect packet purpose type will result in either critical errors or the packet being returned by OFM, which will result in a delay in the approval process

Packet purpose types indicate the allotment purpose. OFM and the Legislature have a responsibility to view the allotments by purpose or type. TALS requires users to select a particular packet purpose.

Packet purpose types include:

- Initial Allotment (operating or capital)
- Operating 2nd Quarter Adjustments
- Operating 3rd Quarter Adjustments
- Operating 4th Quarter Adjustments
- Operating 5th Quarter Adjustments
- Operating 6th Quarter Adjustments
- Operating 7th Quarter Adjustments
- Operating 8th Quarter Adjustments
- Revenue and Cash Adjustments
- Capital Amendment (including emergency allocations)
- Capital Transfer, (e.g., project transfers)
- Operating Allocations (e.g., retrospective rating refund, parking revenues, and Savings Incentive Account)
- 1st Supplemental (operating or capital)
- 2nd Supplemental (operating or capital)
- Legislative Allotment Reduction (operating or capital)
- Governor's Cash Deficit Reductions (operating or capital)
- Unanticipated Receipts (operating or capital)
- Internal Adjustments (operating or capital)

1.2 The expenditure authority schedule and allotment controls

The expenditure authority (EA) schedule documents legal controls and budget assumptions. The EA schedule displays all components of an agency's budgeted expenditure authority, including appropriations, allocations, unanticipated receipts, Full Time Equivalent Staff (FTE), nonappropriated account and revenue assumptions. Schedules for the 2019-21 biennium will be available to agencies when published in early June and will reflect the enacted appropriations as signed into law by the Governor.

Agencies can access their EA schedules through the Enterprise Reporting System at <https://rp.des.wa.gov/>. Fortress users should use <https://secureaccess.wa.gov/>.

TALS will enforce expenditure authority schedule control totals

Total allotments – that is, the total dollars in allotted, unallotted and reserve status – for each appropriated expenditure authority code must equal the total expenditure authority amount shown for that code on the EA schedule.

Portions of the agency's expenditure authority that the agency does not yet have a plan to spend must be reported as *unallotted*. If the agency does not expect to spend the appropriation authority, these funds must be reported as *reserve* status. The total allotted and unallotted, plus reserve amounts, must match the agency's expenditure authority schedule.

Each time an agency submits an allotment, TALS will check to ensure that the combination of approved and submitted allotments match the EA schedule. The allotment cannot be released to OFM if the proposed total expenditure allotments do not match the EA schedule for appropriated dollars.

TALS will also compare allotments for revenue and nonappropriated accounts to the budget assumptions on the EA schedule. **If the proposed allotments vary significantly from the EA assumptions, agencies are required to provide an explanation to OFM.**

The checklists at the end of Chapters 2, 3, and 4 summarize these pre-release edits. Also see Appendix 4 of The Allotment System (TALS-AMR) Allotment Management & Review User [Guide](#) for a complete list of pre-release edits.

1.3 Other general preparation requirements

The Budget, Accounting and Reporting System Act (Chapter [43.88](#) RCW) outlines the legal authority and responsibility of the Governor and OFM to allot public funds. Key provisions include:

- » OFM reviews all agency allotments for technical accuracy.
- » OFM will review expenditure plans for reasonableness and conformance with legislative intent.
- » All public funds are subject to allotment unless specifically exempted by the OFM director.
- » After initial approval, expenditure plans can be revised only for changes in assumptions each quarter, legislative changes in appropriation levels or allocations, or across-the-board reductions mandated by the Governor.
- » Allotment revisions may not be made retroactively.
- » Whenever any money from the federal government, local government or private sources is received for a specific purpose, and there is no existing expenditure authority (or insufficient expenditure authority), the head of the agency must submit a request for expenditure authority and receive approval from OFM *before* expending these funds. (See Chapter 4 – Unanticipated Receipts.)

Although the expenditure allotment represents an official spending plan, the appropriation is the maximum legal authority for obligation of funds. **No agency is permitted to over-expend or over-encumber any appropriation, or to expend funds contrary to the conditions placed on that appropriation by the Legislature.** (The fiscal responsibilities of state officers and employees are enumerated in RCW [43.88.260](#) through [43.88.320](#).)

Generally Accepted Accounting Principles (GAAP) requirements for allotments

Submit expenditure and revenue allotments for budgeted governmental funds on a GAAP-modified accrual basis of accounting. This basis recognizes expenditures when the account liability is incurred, if measurable, and revenues in the period in which they become available and measurable. (See the State Administrative and Accounting Manual [SAAM] [80.20.50.b](#) for more information about the modified accrual basis.)

The following are exceptions:

- » Allotting budgeted loans as expenditures when disbursed, and allotting repayments as revenues when received.
- » Allotting capital leases as expenditures when paid.
- » Federal food commodities and food stamps are not allotted.

Omit encumbrances from OFM allotments

Encumbrances are obligations for goods, materials and services that have been ordered but not received by the end of the accounting period. **Do not include encumbrances in the operating or capital allotments sent to OFM.** Agencies are encouraged to make use of encumbrances in their accounting transactions, as defined in the SAAM.

You can find definitions of encumbrances, expenditures and accruals in the [SAAM](#).

Allotment requirements for mixed funds

If a fund has either appropriated or budgeted *and* non-budgeted components (a mixed fund), submit expenditure allotments only for the budgeted portion of proprietary funds. However, agencies may submit allotments for expenditures in Object F-Costs of Goods Sold or Object W-Depreciation if the agency uses a non-budgeted EA code (Z96 or Z98) with those expenditures, and enters the allotments in Program 850. This will allow agencies to view a more complete estimated expense picture in allotment reports and ensure that state databases tracking only budgeted amounts will not receive non-budgeted data.

For proprietary mixed funds, allot only the portion of revenues that pertain to these allotted expenditures. However, agencies allotting revenue for accounts from which other agencies spend must allot sufficient revenue to cover the other agencies' authorized spending, as well as their own spending, assuming there is sufficient revenue to cover all authorized spending.

Agencies may develop additional spending plan views

We understand that agencies may need alternative spending plan views suited to specific agency management purposes. Agencies may create additional spending plan views through the allotment system by preparing agency-use adjustment packets that can be combined with the OFM-approved allotments in reports. Use the "Internal Adjustment" packet purpose type for this purpose. These packets will not be forwarded to OFM for review and approval.

While internal packets serve a purpose for internal agency management, agencies must maintain their official allotment structure so that the Legislature, OFM, the public and decision makers have up-to-date information on projected agency spending.

1.4 What are the due dates?

Statute determines deadlines for submittal and approval

Agencies must submit proposed initial expenditure plans no later than 45 days after the beginning of the fiscal period, or within 45 days after the Governor signs the omnibus appropriations bill, whichever is later. Initial allotment packets are due to OFM no later than August 15, 2019.

Due dates for allotment amendments throughout the biennium can be found in Chapter 3.2.

1.5 TALS is used for submitting all required allotment data

Agencies must use TALS to submit allotments

The system offers many tools, including:

- » The ability to import data from the Salary Projection System.
- » The ability to import and export allotment data.
- » A full range of edit checks to ensure the allotment meets all required standards, and that it alerts agencies to other anomalies that may warrant a note to OFM. For many edits resulting in errors, the edit check will provide the user with a link to the data elements that are causing the error. This facilitates review and correction.
- » Flexible data views and better reports to give agencies and OFM common views.
- » The ability to build allotments for optional cash receipts and disbursements based on past patterns.
- » Comment fields and communication log features.

TALS allows for extensive comments and attached documents. Agencies are strongly urged to provide documentation supporting their allotment plan. Spreadsheets, explanatory documentation and notes anticipating questions from your OFM analyst will speed the approval process.

1.6 Resources

For questions on:

Allotment procedures and policies

Contact the [OFM budget analyst](#) assigned to your agency or contact Budget Operations at (360) 902-0534

Revenue allotment

Les Myhre, OFM Budget Analysis, Revenue, and Compensation, (360) 902-0614 or Les.Myhre@ofm.wa.gov

Expenditure authority schedules

Budget Operations at (360)902-0534

Also see Appendix B

Savings Incentive program

Send questions to the budget email at OFM.Budget@ofm.wa.gov

Other references:

Glossary of budget and allotment [terms](#)

Budget, Accounting and Reporting Act – Chapter [43.88](#) RCW

Unanticipated receipts and Savings Incentive Program – Chapter [43.79](#) RCW

State Administrative and Accounting [Manual](#) (SAAM)

TALS – AMR [tutorial](#)

CHAPTER 2

PREPARING INITIAL ALLOTMENTS

2.1 About the initial allotments

What is the purpose of the initial allotment?

The initial allotment represents the agency's initial spending plan for the enacted biennial budgets. It includes:

- » The agency's plan for the 2019-21 biennium for monthly revenue, expenditures and FTEs based on the terms, limits, conditions, and original assumptions in the legislative appropriations, budgets and applicable law.
- » The related optional monthly plan of cash receipts and disbursements.

Initial allotment packets — operating and capital — are due no later than August 15, 2019.

When will allotments be approved and available in the Agency Financial Reporting System (AFRS)?

OFM will review and approve the allotments as soon as possible within the statutory deadline of 45 days. We encourage agencies to use the checklist in Chapter 2.9 to minimize errors and questions that can delay the approval process. The allotments are transferred to AFRS when approved. Agencies can track the status of each allotment packet via the allotment system.

Temporary spending authority

The initial allotment is the only exception to the prohibition against retroactivity. The OFM director will authorize temporary spending authority for the period between enactment and allotment approval. Spending for the period under this temporary authority must be consistent with the assumptions for that same period in the initial allotments.

2.2 General requirements for initial allotment submittal

Use an initial allotment purpose type for initial allotment packets

Use the initial allotment packet purpose type for all initial allotment elements, including expenditures, FTEs, revenue estimates and optional cash receipts, and disbursements. All agencies (except DSHS) may only use a single packet for the initial operating allotment. DSHS should submit one packet for each program and must identify the appropriate program in the program field in the packet header.

Take advantage of TALS pre-release edits

One key benefit of TALS is that it automates the task of checking the completed allotments against the EA schedule release edits. If certain edit criteria are not met (i.e., critical errors), the agency will not be able to submit the packet to OFM. Other edit checks (warnings) will alert the agency to significant variances between the allotment and EA schedule, and situations where OFM requires an explanation. TALS provides several ways for agencies to include explanations and comments as part of the packet.

TALS will check to make sure codes and titles are consistent with established AFRS tables. TALS will also enforce a number of allotment requirements.

These **key edit criteria (critical)** must be met before initial allotment packets can be released to OFM:

- » The total of allotted, unallotted and reserve for each expenditure authority (EA) code must match the EA schedule. Operating and capital components will be checked separately to allow these packets to be submitted separately.
- » Expenditure allotments must be submitted at the required level for the agency. This is program level for all agencies except DSHS. Agencies may submit data at a lower level of detail than the level required.
- » Allotments for funds appropriated by fiscal year (for example, General Fund-State) must be allotted in the correct year.
- » The amount placed in reserve must be at least equal to any total legislative allotment reductions or Governor's cash deficit reductions on the EA schedule.
- » For Option 1 agencies, total dollars allotted by object must be equal *by month* to total dollars allotted by appropriation index.
- » If data is allotted in Object F-Costs of Goods Sold or W-Depreciation, a non-budgeted appropriation index and Program 850 must be used.
- » Internal agency expenditure allotments cannot exceed the appropriated EA control numbers.

Agencies will receive **warning messages** for the following conditions and must double-check and correct the data or provide an explanation to OFM:

- » If allotments for federal or private/local expenditures do not match allotments for federal or private/local revenue, respectively.
- » If allotted FTEs do not match the EA control numbers by fiscal year.
- » If allotments for Object T-Intra-Agency Reimbursement do not net to zero at the agency level by fiscal year.
- » If the pattern of allotments by object differs significantly from the current biennium pattern by object.
- » If the pattern of allotments by program differs significantly from the current biennium pattern by program.
- » If the allotted revenues differ significantly from the control numbers on the EA schedule.
- » If the total of allotted, unallotted, and reserve for a nonappropriated expenditure authority code does not match the EA schedule.
- » All warning edits must be corrected or explained in TALS prior to release of allotment packets.

Unexplained warnings will result in an OFM packet rejection for correction or inclusion of explanation.

2.3 Preparing FTE allotments

Record FTEs by month and fund source

FTEs represent the number of full-time equivalent staff months to be paid each month. For FTEs, agencies must designate at least one of two fund sources in the allotment: General Fund-State (001) and all other accounts (996). Include General Fund-Federal, General Fund-Private/Local, and all capital FTEs in the Other Funds (996) category.

While agencies are required to distinguish only between the two fund sources noted above, **agencies now have the option in TALS to indicate any specific account for FTE allotments if desired *or if so directed by OFM.***

Defining and calculating FTE staff months

A paid staff month of employment is defined as one full calendar month of paid employment (the equivalent of 174 paid hours), including callback, overtime and replacement help while an employee takes compensatory time. It also includes all paid leave.

To compute staff months for part-time positions or irregular hours, divide the number of paid hours by 174. The number of staff months should be entered with two decimal places.

How to allot FTEs and expenditures related to interagency agreements

Allotments are required for interagency agreements assumed in an agency's budget and must be included in the initial allotment packet. **The agency providing the funding should show expenditures in Object ER.** The agency receiving the reimbursement should reflect the expenditures in the appropriate object(s) and the reimbursement in the appropriate sub-objects for Object S. The FTEs are assumed available in the agency receiving the reimbursement. However, if additional FTEs are required for the service delivery of these agreements, agencies are permitted to exceed their allotted FTE control number as long as they provide an explanation with the allotment packet.

If an interagency agreement is executed during the biennium, the agency should submit a quarterly allotment amendment packet if the change is material. If the adjustment is the result of a supplemental budget, allotments must be made in a **supplemental packet purpose type**.

Use the TALS tool to allot FTEs

In order to ensure that OFM has a clear understanding of allotted and actual FTEs related to the enacted budget, you need to account for and segregate FTEs and expenditures related to interagency agreements.

A tool, known as the **User Defined Field**, is available in the "Add Expenditure Coding Structure" dialogue box in TALS-AMR. The tool allows agencies to easily identify FTEs and related expenditures tied to interagency agreements in their allotment submittals

Agencies with interagency FTEs are strongly encouraged to use this tool. In addition, all agencies with interagency FTEs should provide an attachment in the form of a spreadsheet that shows FTEs and estimated expenditures by the initiating agency, the agreement purpose, fiscal year, program and account. Narrative descriptions should be detailed and complete.

For more information, refer to the TALS-AMR [tutorial](#).

2.4 Preparing expenditure allotments

Provide monthly estimates of expenditures by object, account, and expenditure authority code

Agencies must provide estimates of monthly expenditures by object, account, expenditure authority code, and expenditure authority type.

The expenditure allotments should represent the agency's best estimate as to how and when expenditures will be incurred within the limits of the appropriation and budget proviso. Expenditures, in this case, include the total of accrued and cash expenditures. In developing expenditure plans contained in a specific proviso, please reflect any report or task completion dates contained in the proviso.

Placement of expenditure authority not planned for use in either unallotted or reserve status

Expenditure authority the agency does not yet plan to use must be placed in reserve or unallotted status. **Reserve status** applies to expenditure authority the agency does **not** expect to use because of circumstances such as the Governor's cash deficit allotment reductions, technical corrections or proviso compliance. Once funding is placed in reserve status, it usually is not allotted at a later time. **Unallotted status** refers to expenditure authority **not yet** specifically scheduled, but that the agency expects to allot at a future time.

If later in the biennium the agency does schedule expenditures for the authority originally placed in unallotted status, the agency must submit a quarterly adjustment packet purpose type allotment packet to move the authority from unallotted to allotted status.

Object codes must conform to SAAM

For more information on object codes, see [Section 75.70](#) in the SAAM.

Allotment reductions

Sometimes, rather than adjusting the individual agency appropriations, the Legislature includes a summarized allotment reduction in the appropriations bill. Usually found in the latter sections of the appropriations bills (back of the budget), and often supported by a LEAP document, the language will direct OFM to allocate the reduction to agencies on some basis. OFM will provide specific instructions for allotting these reductions once the bill is enacted. The instructions would describe the allotment reduction, the methods used to calculate the amount, and spreadsheets displaying specific amounts for each agency. Agencies would use a **Legislative Allotment Reduction** packet purpose type for these adjustments.

2.5 Preparing revenue allotments

Provide monthly estimates of revenue by major source, source and account

Provide monthly estimates by major source, source, and account for all revenue, including operating revenue transfers for which the agency is responsible. Revenues include the total of accrued and cash revenue. Agencies must submit allotments for all revenues they collect, even if those revenues are spent by other agencies.

Revenue transfers must be included in revenue allotments

Many transfers are coded and performed by Agency 701-Treasurer Transfers. However, some are not. Other agencies sometimes forget to include revenue allotments for certain types of transfers they will make (e.g., operating transfers and statutory transfers between accounts). These revenue transfers must be allotted.

Sometimes more than one agency or account is involved in a transfer. In these cases, the allotments must be consistent with the way each agency will record the actual transfer. In almost all cases, an agency records both sides of the transfer, even if the agency does not actually administer one or more of the accounts involved. In the event that another agency will record part of the transfer, please coordinate with that agency to ensure you are using the same assumptions in your allotment estimates.

Only the state treasurer should allot those transfers required by statute to be made by the Office of the State Treasurer (OST).

Constraints on federal and private/local revenue allotments

Provide revenue estimates for federal and private/local accounts to match expenditures authorized by the Legislature, or the amount expected, whichever is less. Revenue estimates for federal or private/local account sources must be equal to the total expenditures for both the operating and capital budgets.

There are only a few exceptions where federal and private/local revenue and expenditures are allowed to be out of balance. You must include an explanation with your allotments in these cases.

Known exceptions to the ‘federal match by agency’ rule include:

- » State Treasurer, Fund 113-Common School Construction Account.
- » Military Department, Fund 05H-Disaster Response Account. Federal revenue will exceed expenditures by the amount of recovery dollars received when disasters are closed out. These dollars become state fund balance, which offsets federal expenditure variance.
- » Health Care Authority (HCA), Fund 001-General Fund-Federal. After expenditures are settled, match revenue leaving a positive variance to offset negative variance in Veterans Affairs. These funds are Medicaid dollars booked at HCA but spent in support of state veterans’ homes statewide.
- » Department of Veterans Affairs, Fund 001-General Fund-Federal. Negative variance is offset to positive variance in HCA. Funds are Medicaid dollars booked at HCA but spent in support of state veterans’ homes statewide.
- » Employment Security, Fund 119-Unemployment Compensation Administration Account. Carry forward fund balance from previous biennium.

Similarly, private/local revenues must equal private/local expenditures shown in the agency’s budget (both operating and capital) **unless the agency receives private/local revenue that is spent by another agency**. In this case, private/local revenue and expenditures must net to zero at the statewide level.

Known exception to the ‘private local match by agency’ rule include:

- » DSHS, Fund 001-General Fund-Private/Local. After expenditures are settled, match revenue.

Revenue allotments must conform to the most recent forecasts

For those agencies with revenue subject to review by the Economic and Revenue Forecast Council or the Transportation Revenue Forecast Council, estimates must be consistent with the current GAAP revenue forecast. For agencies that prepare their own dedicated account forecasts, estimates must be consistent with their agency’s current forecast.

Allotting revenue for proprietary funds

In general, submit revenue allotments only for the budgeted portion of proprietary funds. Since expenses in proprietary funds are often not fully budgeted, only the portion of revenues that pertain to the budgeted expenses should be allotted. These estimates must contain sufficient revenue for all agencies spending from the account, and must cover compensation allocations if these are included in the budget.

The EA schedule provides the revenues assumed in the budget and official forecasts

TALS will compare the revenue allotments with the EA schedule, which shows the revenues assumed in the budget and official GAAP forecasts. Because the budget data usually reflect the

Governor's proposed budget, an agency's most recent estimates may differ significantly from the control numbers. If there is a significant variance, the agency will receive a warning message and a prompt to review and correct the allotment, or to provide an explanation to OFM. However, if, in spite of the warning, the allotments contain the agency's best estimate of revenue, you must provide that in the explanation area of your packet.

If you wish to discuss the EA schedule revenue assumptions, contact [Les Myhre](#) in Budget Analysis, Research and Compensation at 360-902-0614.

Revenue may be split between the capital and operating initial packets

Agencies may submit all revenue as part of the initial operating allotment or may divide revenue between the operating and capital initial packets, as appropriate. In the latter case, any revenue included in the capital allotment should be specifically related to capital purposes.

Allotments must utilize appropriate revenue source codes

[Section 75.80](#) of the SAAM lists appropriate revenue source codes and titles.

On what accounting basis should revenue be estimated?

In accordance with GAAP, revenue allotments in governmental funds should be based on the modified accrual basis. That means revenues are recorded when available and objectively measurable. "Available" means collectable within the 2019-21 fiscal period or soon enough thereafter to be used to pay the liabilities of the 2019-21 fiscal period. "Measurable" means the amount of the transaction can be determined.

In proprietary and fiduciary funds, revenue allotments should be estimated on an accrual basis. That means revenues are recorded when earned and objectively measurable.

Revenue allotments for 2019-21 should exclude revenue earned in 2017-19 even if the cash will be received in the 2019-21 biennium. Revenue allotments for 2019-21 should include any revenue earned in 2019-21, even if the cash is not expected to be received until the 2021-23 biennium.

2.6 Preparing cash disbursement allotments

The requirement to include cash disbursement allotment estimates was eliminated for the 2015-17 biennium. The optional nature of these allotments continues in the 2019-21 biennium.

Follow the instructions below if your agency chooses to submit cash disbursement allotments.

Agencies may choose to maintain cash allotments for their own internal management purposes, but OFM no longer requires them and will neither review nor enforce their accuracy. TALS-AMR will support cash allotments but all Critical Edits are disabled. Direct questions to your [assigned budget analyst](#).

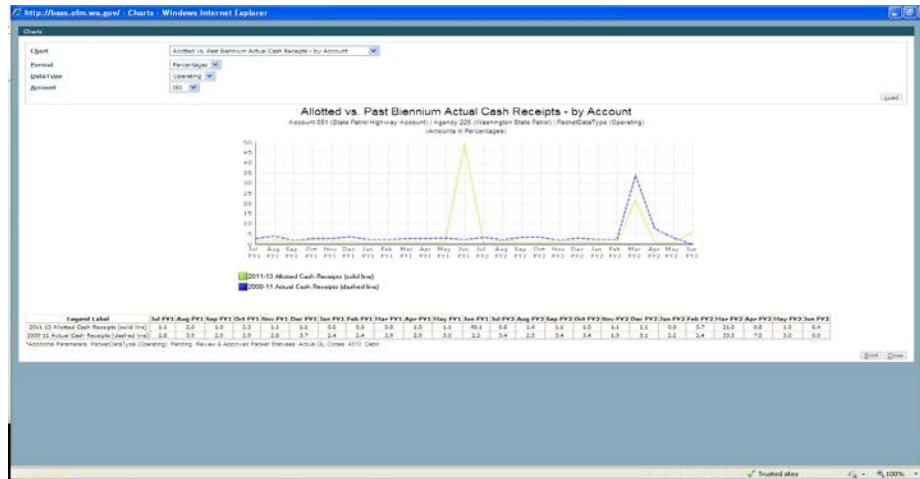
Agencies may provide monthly cash disbursement estimates at the agency/account level.

TALS provides a tool for estimating cash flows in the initial allotment

Monthly patterns of expenditures and cash disbursements do not usually match exactly due to timing differences between when expenditures occur and when the bill is actually paid. Agencies may wish to analyze the cash flow patterns of the 2017-19 biennium if developing a cash disbursement allotment for the 2019-21 biennium.

TALS assists agencies in developing an optional initial cash disbursement allotment. Agencies can identify the total expected cash flow for the fiscal period for a given account, and the system will develop a monthly allotment based on the pattern of the current biennium. Once this allotment is created, agencies can modify monthly amounts as needed. Use the charts available in TALS to compare the pattern of your allotment under development to the prior biennium actuals.

OFM urges agencies to use this tool to develop optional cash disbursement allotments.



2.7 Preparing cash receipt allotments

Follow the instructions below if your agency chooses to submit optional cash receipt allotments. Agencies may choose to maintain cash allotments for their own internal management purposes, but OFM no longer requires them and will not review nor enforce their accuracy. TALS-AMR will support cash allotments but all Critical Edits are disabled. Questions should be directed to your assigned budget analyst.

Elements of cash receipt allotments

Agencies may provide monthly cash receipt estimates at the agency/account level. Agencies may indicate the major source and source, but this is no longer required by OFM.

For agencies with revenue subject to review by the Economic and Revenue Forecast Council or the Transportation Revenue Forecast Council, cash receipt estimates, if provided, should be consistent with the current forecast. **For agencies that prepare their own dedicated account forecasts, cash receipt estimates should be consistent with their current forecast.**

Agencies may make incremental changes to Cash Allotments by using a **Revenue and Cash Adjustments** packet purpose type transmittal at any time.

2.8 Guide for estimating employee-related and central service agency costs

Salary and benefit rate information in this section is available in the Salary Projection System (SPS)

Numerous job classification adjustments were included in the operating and transportation budgets. The majority of the changes are being programmatically updated by OFM for state agencies, however about 30 percent of the changes require agency review and action to ensure proper allocation of positions into new or existing job classifications. **Some changes will be available in the SPS by June 14, 2019, following the State HR director's meeting to adopt all changes and release the final updates to HRMS.**

The system updates for the remaining job changes will not be available in SPS until after payroll processes for July 25, 2019. Any projections or work within SPS for allotments would ideally account for all job changes as a result of the biennial budgets. **A job classification list outlining the updates OFM is programmatically making, versus the updates agencies need to manually make, will be available by the first week of June, and we will email the link to this list once it is posted. We expect employee job/position updates (whether completed by OFM or by agencies) to be available for import into SPS on July 24, 2019. If agencies choose to begin their allotment work prior to July 24, the employee job/position updates will need to be done manually in SPS; you will likely need to collaborate with your human resources staff to identify the necessary changes.**

Changes available in SPS by June 14, 2019

- Salary schedules for the 2019-21 biennium (available now)
- Updated job classifications (revised job classifications, the addition of new job classes and end dating of abolished classes)
- Job class salary range changes

Changes available in SPS on July 24, 2019

- Changes in employee, job classification and position relationships (including IT professional structure reclassification changes)
- Changes in an employee's agency (employees moving from DSHS Juvenile Rehabilitation program to DCYF)
- Salary increases for directly valued employees (WMS, EMS, and exempt staff).

For additional information, refer to the [SPS tutorial](#) or contact the [OFM Helpdesk](#).

Include non-basic salary costs in the salary estimates

In addition to basic compensation, salary estimates should include callback, irregular hours compensation, terminal leave, and sick or annual leave buy-outs. The agency must also accommodate provisions of the Fair Labor Standards Act within available funds.

Rates for OASI payments (Social Security and Medicare projected rates for calendar years 2019 through 2021, subject to change)

Agencies should program OASI payments at the following rates:

- » Calendar year 2019: 6.2 percent of the first \$132,900 for Social Security purposes, plus an additional 1.45 percent of all salaries for Medicare (a total of 7.65 percent).
- » Calendar year 2020: 6.2 percent of the first \$136,800 for Social Security purposes, plus an additional 1.45 percent of all salaries for Medicare (a total of 7.65 percent).
- » Calendar year 2021: 6.2 percent of the first \$142,200 for Social Security purposes, plus an additional 1.45 percent of all salaries for Medicare (a total of 7.65 percent).

Medical aid estimates

Allotment estimates for the state's share of medical aid and industrial insurance payments should be based on current rates, which differ for various job types. Agencies should verify current occupational rate schedules with the Department of Labor and Industries.

State contribution to employee insurance program

For each eligible employee, the monthly employer-funding rate for fiscal year 2020 will be \$939, and for fiscal year 2021 \$976 per month. Health benefits are funded in each agency's regular appropriations and imbedded in the expenditure authority schedule.

Employer contributions to retirement systems

The total allotment for retirement system contributions must be based on the specific employer contribution rate as calculated by the Salary Projection System. Employer contribution rates can also be found at the State Actuary's [website](#). Most percentages include a contribution rate of 0.18 percent (0.0018) of total reportable salaries for the Department of Retirement Systems' (DRS) administrative costs for July 2017 through June 2019. DRS will notify agencies of any changes to this rate.

Personnel Service Account charge

The Personnel Service Account (Account 415) billing rate will be no more than 0.70 percent (.0070) of covered salaries and wages for the 2019-21 biennium. The amount will be invoiced quarterly at the beginning of each quarter. Applicable amounts should be charged to Sub-Object EN, Personnel Services. Agency costs for the Health Flexible Spending Accounts that were negotiated for certain employees by the Coalition for Health Insurance Bargaining will also be funded by charges to the Personnel Service Account. Funding for this cost is included in the agency funding for the collective bargaining agreements.

Higher Education Personnel Service Account charge

The initial billing rate for the Higher Education Personnel Service Account (Fund 455) will be no more than 0.35 percent (.0035) of covered salaries and wages for the 2019-21 biennium. The amount will be invoiced quarterly at the beginning of each quarter. Applicable amounts should be charged to Sub-Object EN, Personnel Services.

Unemployment compensation reimbursement

Agencies are required to reimburse the Employment Security Department for unemployment compensation paid to former agency employees. ESD will notify agencies quarterly of their actual unemployment compensation liability. Estimated unemployment compensation amounts are to be allotted in Object B, Employee Benefits.

Agency charge estimates and expected timings of billings for central services

Agency specific estimates for the 2019-21 biennial budget by central service allocation are available on OFM's [website](#) and will be updated during the 2020 supplemental budget. For information on accounting for these transactions, including assumptions about the timing of billings, please refer to Subsection [85.90.40](#) in SAAM. Remember that the allotments for central service agency charges represent estimates. Agencies are responsible for paying for actual goods or services received, regardless of the estimate

2.9 Checklist for initial allotment packets

This checklist helps ensure your initial allotment is complete and accurate before submittal to OFM.

Things to double-check:

- » Does the allotment reflect legislative intent for the timing of expenditures, distribution of expenditures between fiscal years, report due dates, task completion dates and other legislative assumptions?
- » Did you use an initial packet purpose type?
- » Do the average salary amounts per FTE make sense? (See report AMR 001 or AMR 002.)

Requirements enforced by the system

- » Does the total of allotted, unallotted and reserve for each appropriated EA code match the EA schedule?
- » Are the allotments at the correct level? (Program level for all except DSHS.)
- » Are allotments for accounts appropriated by fiscal year allotted in the correct year?
- » For Option 1 agencies, are the total dollars allotted by object equal by month to total dollars allotted by appropriation index?
- » If data is allotted in object F or W, is a non-budgeted expenditure authority code and Program 850 used?

TALS will prompt users when an explanation is required (warnings)

OFM requires an explanation in these cases:

- » If allotments for federal or private/local expenditures do not match allotments for federal or private/local revenue.
- » If allotted FTEs do not match the EA control numbers by fiscal year.
- » If allotments for Object T do not net to zero by fiscal year.
- » If the total of allotted, unallotted and reserve for a nonappropriated expenditure authority code does not match the EA schedule.
- » If the pattern of allotments by objects differs significantly from the current biennium pattern by object.
- » If the pattern of allotments by program differs significantly from the current biennium pattern by program.
- » If the allotted revenues differ significantly from the control numbers on the EA schedule.

If an explanation is not provided, the packet may be returned for revision or explanation.

CHAPTER 3

PREPARING ALLOTMENT AMENDMENTS

3.1 When are allotment amendments expected and allowed?

When are allotment amendments required?

OFM requires that operating allotment amendments be submitted for the following changes in the agency's initial expenditure, revenue and FTE plan:

- » Legislative changes to original appropriation, such as a supplemental budget.
- » Legislative requirements, such as an allotment reduction.
- » Executive changes to an expenditure authority schedule, such as expenditure reductions directed by the Governor because of a revenue shortfall; emergency fund allocations; retrospective rating refunds; Savings Incentive Account expenditure requests or other allocations (for example, state parking account); and unanticipated receipt requests.
- » Revised estimates of the amount or timing of revenue.
- » Any significant quarterly expenditure updates identified by the agency or requested by OFM.

Expenditure allotment amendments can be made quarterly

Agencies may submit expenditure allotment amendments quarterly, along with an explanation of the reasons for changes. OFM may request that agencies submit an allotment amendment. Instructions on this type of amendment are covered in Chapter 3.2.

What are the submittal deadlines?

Except where noted below, allotment amendments are due **no later than the 25th of the current fiscal month** to allow time for the OFM budget analyst to review them prior to the AFRS fiscal month cutoff.

Although most allotment amendments released to OFM by the required due date will be approved and entered into AFRS promptly, system problems or analytical issues may sometimes cause delays. Any allotment amendments that miss the AFRS cutoff date, for whatever reason, will be returned to the agency by TALS if it contains retroactive allotment transactions or transactions relating to a closed fiscal month.

Provide an explanation with allotment amendments

Agencies are required to submit a detailed explanation with the packet for the significant changes reflected in each allotment amendment. This explanation should make sense to someone not familiar with your agency codes and abbreviations.

TALS makes it easy to include an explanation as part of the packet. The system also requires an explanation to be included in the packet for quarterly allotment amendment packet purpose types.

3.2 Quarterly expenditure allotment amendments

Prepare quarterly allotment amendment when expenditure assumptions change significantly

The assumptions upon which the initial allotment plan is based may change over time. When changes are significant, agencies should prepare an allotment amendment for the next quarterly update and also submit narrative explanations.

OFM and the Legislature will be monitoring actual expenditures against the allotments, and looking to understand significant variances from the initial allotments. OFM encourages agencies to anticipate questions about such variances and to submit allotment amendments and assumption changes in any quarter necessary to provide reviewers with an accurate understanding of the expected spending plan and variances. OFM may require an agency to submit an allotment amendment.

OFM is particularly interested in amendments to reflect changes in the initial assumptions of key budget drivers, including caseloads, population, client patterns and revenue. OFM is also interested in significant changes in the planned timing and implementation of programs and services. Agencies should submit allotment amendments and narrative explanations for these changes. OFM encourages agencies to include any other updates that will make the allotment more useful as an expenditure plan.

Do not make retroactive adjustments

Agencies may **not** make retroactive expenditure allotment amendments (changes to allotments for closed fiscal months), per RCW [43.88.110\(7\)](#).

Use “adjustment amount” field to reduce allotment distortion

Agencies have said it is difficult to use the official allotments for management purposes because the statute prohibiting retroactive adjustments and system limitations led to distortions of the allotment picture. In this case, the entire adjustment for prior months had to be made in the current fiscal month, distorting the allotment picture for that month.

TALS solves this problem by offering an “adjustment amount” field (aka: the bucket). This allows agencies to move allotment capacity from closed fiscal months without skewing the current month or changing the official allotment record for closed months.

Note: The “adjustment amount” field may only be used for quarterly allotment adjustments. Agencies may not use this tool in any other packet purpose type.

The total adjustment from closed months can be placed into the adjustment month field, and the current month amount will contain the actual change desired for that month. The adjustment amount will show as a separate entry on the TALS-AMR reports. For now, the adjustment amount will continue to be posted to AFRS in the current fiscal month. OFM’s long-range plan is to enable use of this field in AFRS and all reporting.

This adjustment amount feature is intended to provide a way to handle retroactive allotment adjustments. This will reduce the need for internal allotment adjustments.

When are the quarterly allotment amendment deadlines?

Quarter	Due Date
2	October 25, 2019
3	January 25, 2020
4	April 25, 2020
5	July 25, 2020
6	October 25, 2020
7	January 25, 2021
8	April 25, 2021

Requirements for submitting the allotment amendment

Use the appropriate Operating Quarter Adjustment packet purpose type. Expenditure revisions may include altering expenditure estimates by month, program, or object; shifting estimates between allotted and unallotted status; and updating nonappropriated account estimates. Revenue, cash receipt, and cash disbursement amendments are optional and may be included in the packet when appropriate.

See Chapters 2.3-2.7 for general requirements for expenditure, FTE, revenue and cash allotments. Also, see the allotment amendment checklist at the end of this chapter.

Requirements for submitting the explanation

Agencies must provide a brief description of how the spending plan assumptions have changed from the initial allotment for any significant revisions included in the amendment. If the answer to any of the following questions is “yes,” the system will require that an explanation be included in the packet:

- » Have any assumptions of key budget drivers — caseloads, population and client patterns, or revenue — changed significantly from those in the initial allotments?
- » Has there been a significant change in the planned timing and implementation of programs or services? For example, a new institution will open three months later than originally planned.
- » Has there been any other significant change in assumptions from the initial allotment? For example, new requirements identified in the design phase of an information technology project will cause a significant change in project scope and project costs. OFM would not consider as significant, for example, cost shifts due to a delay in purchasing a small number of personal computers or to fill vacancies.

3.3 Revenue allotment amendments

Revenue allotment amendments for forecast and other assumption updates

Revenue amendments are required whenever the quarterly revenue forecasts of the Economic and Revenue Forecast Council or the Transportation Revenue Forecast Council are revised. Revenue estimates for agencies not reporting to these councils should be amended to reflect any change in the amount or timing of projected revenues, or to adjust for actual collection experience.

Agencies must report material adjustments for any of the approximately 400 accounts with current revenue allotments.

Submittal deadlines for forecast allotment updates

Submit forecast-related amendments by the 25th of the month following a forecast. Submit other revenue amendments by the 25th of the month to ensure approval prior to the AFRS cutoff. See Chapters 2.5-2.7 for general requirements for revenue allotments.

Agencies may submit cash allotments when assumptions change significantly

Because cash allotments are optional where there is an agency value in information for the agency's cash management needs, agencies may submit cash allotment amendments whenever assumptions for cash receipts and disbursements change significantly.

3.4 Allotment amendments for legislative budget changes

Supplemental budgets are the most common legislative budget change

When an agency's budget is changed in a supplemental budget, the agency must submit an allotment amendment to reflect those changes. After a supplemental budget has been enacted and the expenditure authority schedules is updated, OFM will issue separate instructions for these allotments. Use the appropriate supplemental budget packet purpose type for these allotments and packet title as indicated in the separate instructions.

3.5 Allotment amendments for allocations

What are allocations?

For various reasons, the Governor may authorize allocations that increase or decrease an agency's spending authority. Some operating allocation examples include Emergency Fund allocations, Fund 03K-retrospective rate refund allocations, Fund 277-parking revenues, Fund 290-savings incentive, and certain legislated compensation allocations.

Instructions for allotting some of the more typical allocations are listed below. For other allocations, such as the IT Technology Investment Pool, OFM will distribute separate written instructions as appropriate.

Emergency capital allocations

For an emergency capital pool allocation, please see Section 5.5 for complete details.

Use the correct packet purpose type

Use the operating allocations packet purpose type for these allotment amendments along with a title that best describes the allocation packet.

Governor's Emergency Fund (001-4), expenditure authority code 611 (1st year) or 612 (2nd year)

The agency must send a letter to the Governor and OFM requesting an allocation and explaining the need and dollar amount. If approval is granted, the expenditure authority schedule is updated. An approval letter is sent to the requesting agency with instructions to allot the allocated amount.

Savings Incentive (290-6), expenditure authority code 976

This allocation applies only to agencies with a General Fund-State appropriation and existing credit remaining in Account 290, Savings Incentive Account. See Chapter 3.6 for additional information.

Parking revenue (277-6), expenditure authority code 977

All parking income collected from the fees imposed by state agencies for parking spaces at state-owned or leased facilities, including the Capitol Campus, are deposited in the state agency parking account. Only OFM can authorize expenditures from this account. Agencies can request for allotment only the beginning budget fund balance plus any amounts deposited into the account.

Agencies may use funds to:

- » Support their commute trip reduction program under RCW [70.94.521](#) through [70.94.551](#).
- » Support their parking program.
- » Support the lease or ownership costs for their parking facilities.

Retrospective rating refund (03k-6), expenditure authority code 978

These allocations relate to premium refunds earned by the agency. Expenditures cannot be higher than the refund amount earned by the agency. Per RCW [51.44.170](#), these funds may only be used to promote or provide incentives for employee workplace safety and health, and for early, appropriate return-to-work for injured employees. When submitting an allotment for these funds, the agency must include an explanation in the packet about how the money will be spent.

Allocation amounts are reflected in the EA schedule

Allocations are reflected on the EA schedule as they become available. An email notification is sent to the agency when a revised EA schedule is published.

For Savings Incentive, Parking and Retrospective Ratings Refunds, the amounts on the schedule reflect the beginning fund balance and any new revenues posted to AFRS by the agency. These amounts represent the maximum amount available for the biennium, not the current balance after expenditures. Note: Beginning fund balance roll-over will not be credited to the 2019-21 biennium until final AFRS close for the 2017-19 biennium in late August.

Agencies must have an approved allotment prior to spending any allocations

Agencies must comply with the Budget and Accounting Act and **may not** incur expenditures for any allocation until they have received OFM approval. When allocations have restrictions on how the money can be spent, agencies must provide an explanation in the packet to describe how the agency plans to spend the funds.

3.6 Checklist for allotment amendments

This checklist will help ensure that your allotment amendment is complete and accurate before submitting to OFM.

Things to double-check

- » Does the allotment reflect legislative intent for the timing of expenditures, distribution of expenditures between fiscal years, and other legislative assumptions?
- » Did you use the appropriate packet purpose type?
- » If you are submitting expenditure or revenue amendments, did you include optional corresponding cash allotment amendments, if appropriate?

Requirements enforced by the system

- » If you are submitting a quarterly expenditure amendment, have you included a detailed explanation in your packet?
- » Does the packet exclude retroactive allotments (allotments for closed fiscal months)? Does the total of allotted, unallotted and reserve for each appropriated EA code match the EA schedule for expenditures?
- » Are the allotments at the correct level? (Program level for all except DSHS). Are allotments for funds appropriated by fiscal year allotted in the correct year?
- » For Option 1 agencies, are the total dollars allotted by object equal by month to total dollars allotted by appropriation index?
- » If data is allotted in Object F or W, is a non-budgeted appropriation index and Program 850 used?
- » Are internal agency expenditure allotments equal to or less than EA control numbers? Does the amount you propose moving from unallotted or reserve status exceed the current amount in that status?
- » Is the amount placed or remaining in reserve at least equal to any total legislative allotment reductions or Governor's cash deficit reductions on the EA schedule?

In the following cases, TALS will prompt when an explanation is required

- » If allotments for federal or private/local expenditures do not match allotments for federal or private/local revenue.
- » If allotted FTEs do not match the EA control numbers by fiscal year.
- » If allotments for Object T do not net to zero at the agency level by fiscal year.
- » If the total of allotted, unallotted and reserve for a nonappropriated expenditure authority code does not match the EA schedule for expenditures.
- » If the allotted revenues differ significantly from the control numbers on the EA schedule.

If an explanation is not provided, the packet may be returned for revision or explanation.

Chapter 4

UNANTICIPATED RECEIPT ALLOTMENT AMENDMENTS

4.1 About unanticipated receipts

Definition of an unanticipated receipt

Agencies may receive federal or private/local funds for a specific purpose not anticipated in the enacted budget. The Governor is authorized to grant agencies expenditure authority for these funds under certain conditions.

Appropriate use of the unanticipated receipt process

The Constitution grants the Legislature sole authority to make appropriations. The unanticipated receipt process acknowledges that the state may receive grants when the Legislature is not in session. It is often in the best interest of the state to spend these revenues as long as they are consistent with legislative intent. On behalf of the Governor, OFM determines if the request for additional expenditure authority is consistent with the Budget and Accounting Act.

Contact your OFM analyst when unanticipated receipts are received during legislative session

During the legislative session, it is assumed that unanticipated grants or other outside funds will be included in the budget rather than processed as unanticipated receipt allotments. Agencies should contact their OFM budget analyst if the timing of these receipts makes inclusion in the budget impossible.

Criteria for an unanticipated receipt

An agency's request must be consistent with the legal definition of an unanticipated receipt:

- » It was not anticipated in the agency's enacted budget;
- » The grantor mandates a specific use for the funds; and
- » The revenue comes from a source outside of state government and is not controlled by the state agency.

Grants that create new activity or policy for the state

If a grant is for something that sets a new policy direction for the state, agencies should include it as part of their budget request submittal instead of treating it as an unanticipated receipt request. Please consult with your assigned budget [analyst](#) if you have questions.

Agency budget request or unanticipated receipt?

If the timing of the grant allows, agencies are encouraged to use the normal budget process to request expenditure authority for additional federal and private/local revenues. This allows a more complete review by OFM and consideration by the Legislature.

An example of this is a new grant that covers several biennia. The agency should request only the amount necessary for the current biennium and include the remainder in a separate decision package in a budget request.

4.2 Submittal requirements for unanticipated receipts

Agencies may not combine multiple grants in an unanticipated receipt packet

Each individual grant for which an agency requires unanticipated appropriation authority must be submitted in separate packets.

Agencies may not legally incur expenditures for any unanticipated receipt without OFM approval

An agency also may not make an expenditure or incur obligations in excess of the actual funds received, or for a purpose different from the one for which it was received and approved.

Appropriation authority lapses at the end of the biennium

If an agency has received an advance payment during the 2017-19 biennium, and a portion of this amount can be carried over to 2019-21, the agency must submit an unanticipated receipt request as soon as possible after July 1, 2019, unless the carryforward amount has been included in the enacted 2019-21 biennial budget. The amount of the advance payment carried forward must show as estimated revenue in 2019-21. This section does not apply to nonappropriated funds.

Due dates for unanticipated receipt amendments

To be included in that month's transactions, unanticipated receipt amendments and the associated request form are due at least 10 days prior to the commitment of any funds and at least 15 days prior to the AFRS fiscal month cutoff date. The unanticipated receipt process requires a 10-calendar day waiting period between OFM's receipt of the agency's package and the approval to allow Joint Legislative Audit and Review Committee (JLARC) and legislative fiscal committee staff to review the package.

The last date that agencies can submit unanticipated receipt amendments for the 2019-21 biennium is June 20, 2021.

TALS automates the unanticipated receipt process

TALS automates the unanticipated receipt process. The unanticipated receipt request information is collected in TALS. Agencies must attach the requested grant documents and send the request and the related allotment amendment to OFM at the same time. Instructions for completing the unanticipated receipt request are located in the TALS-AMR [tutorial](#).

Submittal requirements for agencies

- » Submit an unanticipated receipt request through TALS that describes the source of funding, purpose of the grant or contract, and why the expenditure is consistent with legislative and executive intent.
- » Attach a copy in Word or PDF format of the executed grant award and other available contract documentation.
- » Submit an allotment amendment to indicate the proposed expenditure plan for the funds. Use the unanticipated receipt (capital or operating) packet purpose type.
- » Each grant award requires a separate unanticipated receipt packet.
- » Each packet must include expenditures as well as revenue data.

The request and the allotment amendment should cover only the current biennium portion of the receipt if the grant period also includes future biennia. In the case of expenditure-driven grants or contracts where the state receives revenue based upon the expenditures incurred against the grant or contract total, revenues must be equal to total expenditures as a matter of state law.

Only these expenditure authority codes may be used for unanticipated receipts:

Operating – Federal	700-940, 7A0-7F0, 8A0-8Z0 EA Type 3
Operating – Private/Local	9A0-9Z0, ZA0-ZZ0 EA Type 9
Capital – Federal	V10-W90 EA Type 3
Capital – Private/Local	X10-Y90 EA Type 9

Tip: The third digit is always zero.

When a granting entity provides additional money for purposes previously identified in a prior unanticipated receipt, re-use the original unanticipated receipt appropriation code. If the purpose of the project differs, a new expenditure authority code must be used.

Instructions for completing the unanticipated receipt request

Include the following information in the unanticipated receipt request form in TALS:

- » **Purpose of grant and description of how funds will be used.** Clearly describe the reason for the grant and specific activities that will be initiated with new funding. Explain why the expenditure is consistent with legislative and executive intent.
- » **Time period for grant/award.** Indicate the begin date and end date for which these funds will be used. If a portion of the grant period occurs after the next legislative session, that portion of the grant should be included in the agency’s next budget submittal.
- » **Type of grant/award.** Select the type that best describes the request:
 - *New* – the agency needs additional spending authority to spend the grant.
 - *Renewal* – the agency received the grant previously. If the grant/award is made on a recurring basis, it should be included in the agency’s next budget request.
 - *Addendum* – the agency received additional funds for an existing grant award and/or the purpose of the grant has been expanded.
 - *Carryover* from previous biennium – the agency has funds remaining from a previously approved unanticipated receipt from the previous biennium. Agencies must reference the Allotment Packet number used in the previous biennium.
- » **Pass-through only.** Check this box if the full amount will be passed on to recipients and explain the nature of the pass-through.
- » **Budget impact summary.** To capture the full fiscal picture of the unanticipated receipt request, the agency must provide fiscal information as it relates to the type of the grant/award. In cases where the grant award crosses biennial lines, record the portion that applies to the 2019-21 biennium in the “Current Biennium” column and place the excess under the “Ensuing Biennium” column of the table. If available for expenditure, this excess funding must be incorporated into the agency’s future budget request. For example, if the agency selects “Renewal,” fiscal information is expected for all three biennia affected. Carryover requests must include fiscal information from the previous biennium as well as the current biennium.
- » **Additional FTEs.** Indicate the average annual FTEs added by the unanticipated receipt. Do not use staff months or biennial totals. For example, if Fiscal Year 2018 has 10 FTEs and Fiscal Year 2019 has 12 FTEs, you should enter 11 FTEs (10 plus 12, divided by 2).

- » **Matching funds.** If required by the grant, indicate the amount of matching funds and the expected source of those funds. If matching funds will come from the agency’s current budget, indicate which programs and activities or capital projects will be affected. The grant/award amount shown under the Current Allotment Request must agree with the data entered in the unanticipated receipt allotment packet.
- » **Analysis.** Complete all four questions in the analysis section.
 1. *Can these funds be substituted for presently allotted funds?*
 - Whenever unanticipated receipt revenues can be used for expenditures currently funded with state fund sources, those state funds must be placed in reserve in the unanticipated receipt allotment packet, and the unanticipated receipt dollars used instead.
 - The first question on the unanticipated receipt form asks whether the federal (or other) funds received can be substituted for presently allotted funds.
 - Agencies must provide specific justification whenever the “no” box is checked in response to this question. Federal or other grantors frequently stipulate that grant funds cannot be used in place of state funding. The documentation of this requirement should be in the form of specific language or a legal citation that prohibits the supplanting of state funds.
 2. *Does acceptance of these funds commit the state to further expenditures in a later period?* Conditions of acceptance of grant awards can commit the state to additional expenditures in a later period. If this is the case, agencies must indicate the intended source of future funding as requested in the second question.
 3. *Will the activity supported by these funds generate a permanent program or service within state government?* If a grant is for something that sets a new policy direction for the state, agencies should include it as part of their budget request submittal instead of as an unanticipated receipt request. Agencies should consult their OFM budget analyst about this particular kind of grant.
 4. *What is the plan after the grant ends?* Indicate the specific plan for termination or continuation of the program beyond the anticipated length of time and funding.

4.3 Checklist for unanticipated allotment amendments

This checklist will help to ensure that your unanticipated receipt allotment is complete and accurate before submitting to OFM. Things to double-check

- » Is the unanticipated receipt request form complete?
- » Did you use the unanticipated receipt packet purpose type?
- » Is the information on the request form consistent with the allotment amendment? Are you submitting the unanticipated receipt packet and request to OFM at least 10 calendar days prior to the planned commitment of funds to allow time for OFM and legislative review?
- » Have you allotted only the amount the agency expects to spend in the current biennium? Have you also included the related allotments for revenue and FTEs (if applicable) in the packet?

System will prompt the agency for required explanations

- » Is the grant award or other contract documentation attached?
- » Do the allotments for federal or private/local expenditures match the allotments for federal or private/local revenue?

If an explanation is not provided, the packet may be returned for revision or explanation.

Chapter 5

ADDITIONAL INSTRUCTIONS FOR CAPITAL ALLOTMENTS

5.1 Capital allotment basics

This chapter focuses on special requirements for capital allotments and supplements the more general requirements in Chapters 1-4 of these instructions.

Capital projects include:

- » The acquisition of real property.
- » Additions, repairs, renovations or improvements to existing facilities. The acquisition of building equipment. The pre-design, design and construction of new facilities.
- » Grants and loans to government or community organizations.

For purposes of Chapters 5 and 6, “capital projects” refer to items in the capital appropriations bill(s).

The allotment process provides a clear picture of project activity

Capital allotments provide a baseline understanding of how the enacted capital budget will be implemented and what will be accomplished as a result. Allotments are also used for projecting cash flow needs for general obligation bonds and project monitoring.

OFM must approve allotments before expenditures can be incurred

RCW [43.88.110\(7\)](#) and the capital budget appropriations bill provide that an agency may incur no expenditure nor enter into any obligation for capital projects until it has received OFM approval for the expenditure of funds. Agencies should contact their OFM capital budget analyst if there is a need to expedite an allotment review.

Use a capital packet purpose type for the capital allotments

OFM views allotments by purpose or type. TALS requires users to select a particular packet purpose. Packet purposes for capital allotments are:

- » Capital initial allotment - use for all components of the initial biennial allotment, including related revenue allotments (section 5.2)
- » Capital amendment – use for allotment adjustments (Section 5.3) and emergency allocations (Section 5.5)
- » Capital 1st supplemental – use for changes to the initial allotment plan or adding new project spending plans as prescribed by the 1st supplemental budget.
- » Capital 2nd supplemental - use for changes to the initial and 1st supplemental allotment plans as prescribed by the 2nd supplemental budget.
- » Capital Governor’s cash deficit reductions
- » Capital unanticipated receipts
- » Capital internal adjustments – use for allotment adjustments for agency access only. These are not viewable by OFM.
- » Capital legislative allotment reductions
- » Capital transfer – use for transfer of funds to another project (Section 5.4)

Agencies may request that unexpended funds be transferred to another project

Subject to certain restrictions, the Governor, through OFM, may transfer unexpended funds from one project to another in specific situations as described in the capital appropriations bill and RCW [43.88.145](#). The agency **must** submit a written request to OFM and receive an approval letter before making such a transfer. The process and requirements for a transfer are outlined in Chapter 5.4 and the capital budget instructions.

Allot and charge only appropriate costs and FTEs to capital appropriations

If the agency plans to charge FTEs or administrative costs to a capital appropriation, the agency allotments should reflect this. However, agencies must follow OFM Capital Budget Instructions about the type of costs that can be charged to capital appropriations.

Capital construction funds (whether funded with bond proceeds, revenues from fees, or other cash) are generally dedicated to the acquisition, construction and renovation of fixed capital assets and will not be used for regular maintenance of capital facilities or to subsidize operating budget costs. However, costs incurred by agencies in the direct development and administration of capital projects can be considered part of the project cost. Other costs, such as managing an agency's capital facilities or creating a capital budget, should be charged to the agency's operating budget and not the capital budget.

Refer to the [OFM Capital Budget Instructions](#) for information on allowable costs for capital appropriations.

General guidelines for developing expenditure allotments

Capital allotments should be based on the agency's best estimate of monthly expenditures during the current biennium. The following guidelines can assist agencies in developing estimates, but these should not be a substitute for analysis and planning:

- » Most all project funds that are re-appropriated should be spent during the first year of the biennium, if possible.
- » Allotments for omnibus or minor works appropriations should approximate the spending plan for the entire group of sub-projects within the appropriation.
- » Grant allotments should approximate planned expenditures for the individual grants and loans.
- » Individual appropriated projects should approximate the project schedule as provided in the agency's capital budget request until an updated plan is available. Avoid estimating expenditures by dividing the appropriation by 12 months or 24 months. Please make an effort to reflect reasonable spending estimates through the biennium, as these spending plans are used in calculations that impact bond sales.
- » In the absence of more specific project information, construction spending can be approximated as 25 percent spent over the first one-third of the construction period; 50 percent spent during the second one-third of the construction period; and 25 percent spent during the last one-third of the construction period.
- » Following initial allotments, OFM will require updates to capital allotments on November 1 and May 1 to collect more accurate spending data as projects progress and to align with the timing of bond sales conducted by the Office of the State Treasurer.

For each project, describe the phases covered by the allotment

TALS provides fields for comments and explanations to help OFM better understand the intent of the allotment. Agencies must describe the phases covered by each project's allotment. For example: "The allotment for project # 20090001 is for the predesign phase only."

Matching funds requirements

Projects that require a matching share from non-state (including federal) sources are subject to RCW [43.88.150](#). This statute requires the expenditure of any matching funds to be proportional to state funds. For example, if an appropriation for \$100,000 requires an additional local share of \$200,000, then for each state dollar spent, two dollars in non-state funds must be spent at the same time. This statute prohibits an agency from spending the state appropriation prior to spending other funds.

When will OFM review and approve allotments?

OFM is committed to responding to requests within two weeks of receipt of the supporting information. To expedite this review, contact OFM staff periodically and discuss progress on projects. Joint communication between agency and OFM staff can alleviate issues before they arise.

5.2 Additional requirements for initial capital allotment

See Chapter 2 for general initial allotment requirements

Chapter 2 provides instructions for preparing initial appropriation, expenditure, and revenue allotments. Unique capital requirements for the initial allotments are detailed in this section.

The initial allotment defines the initial plan after the budget is enacted

The initial capital allotment presents the agency's detailed plan for monthly revenue and expenditures based on the terms, limits, conditions and original assumptions in the new appropriations and reappropriations approved by the Legislature. The initial allotments should provide these estimates for every month of the biennium and **must include all projects in one Capital Initial Allotment packet**.

Revenue may be split between the capital and operating initial packets

Agencies may submit all revenue as part of the initial capital allotment or may divide revenue between the operating and capital initial packets, as appropriate. In the latter case, any revenue included in the capital allotment should be specifically related to capital purposes and must not exceed total available revenue.

If the agency does not have expenditure plans ready for all of its projects at the time the initial allotment should be submitted for approval, the agency should place unallotted amounts in unallotted status in the initial allotment packet. The agency will then need to submit an allotment amendment to place those funds in allotted status and receive OFM approval before those dollars may be obligated or spent.

Take care to avoid over-expenditure when preparing the reappropriation allotment portion of the initial packet

The initial allotment must include allotments for reappropriations assumed in the budget. It is important to remember that reappropriations assumed in the budget do not include the most up-to-date information on agency spending patterns. As you prepare your initial allotment, estimate the likely ending balances for projects and put into allotted status only the amount you believe will truly

be available for reappropriation. The balance of the reappropriation amount assumed on the EA schedule should be placed into reserve in the initial allotment.

Following the 2017-19 biennial close in October, the reappropriation amounts will be recalculated and the EA schedule will be updated. Using a Capital Amendment packet purpose type, agencies will be asked to submit allotment updates at that time to conform to the new control totals.

Minor works prioritized subproject list for initial allotments

Initial capital allotments for minor works appropriations that contain priority lists of subprojects must include an updated prioritized project list reflecting legislative intent. Submit the agency minor works subproject list, including requested revisions to the subproject list, via email to your OFM capital budget analyst for review and approval, and to the House Capital Budget and Senate Ways and Means committee staff for review and comment. Agencies must also attach this list electronically to the allotment packet. Allotments will be returned to the agency if the project list is not included in the packet.

Minor works subproject list details must include:

- Parent project number and project title.
- Minor works projects and budget estimates.
- Explanation of variances from the enacted capital budget minor works lists.
- Alternate minor works projects, if applicable.

No expenditures may be incurred prior to OFM's written approval of the updated minor works lists and allotment schedule. With OFM approval, savings from a minor works subproject may be transferred to another minor works subproject for which the project budget allocation is insufficient, or to fund an alternate minor works subproject that is approved by OFM. OFM recognizes that flexibility is required but will monitor substitutions carefully. Use the following criteria when considering substitutions:

- Determine if there is adequate funding to support a newly identified project within the minor works appropriation.
- Verify that this new project is of higher importance or priority than what is currently assumed in the minor works appropriation.
- Review the rest of the agency's capital budget to determine if the new project falls within the scope of appropriation language of another project.

Please refer to the capital budget instructions for more information on the restrictions on minor works.

Grant and loan program subproject lists for initial allotments

Initial capital allotments for loan or grant program appropriations that contain lists of subprojects must be submitted according to the prioritized subproject list reflecting legislative intent.

If a draft or final project list is developed after the enactment of the budget, agencies are required to provide the final project list via email to your OFM capital budget analyst, including project title, project summary, city, county, legislative district and latitude/longitude for each project. The project summary should consist of a short description of what the particular subproject will accomplish.

If not previously submitted, include a review letter from Department of Archaeology and Historic Preservation (DAHP) with initial allotment

Per [Executive Order 05-05](#), agencies must consult with DAHP and the Governor's Office of Indian Affairs on all capital construction projects and land acquisitions before a project can be considered for funding. When the agency submits an initial allotment or supplemental budget allotment, the agency should attach a letter from DAHP confirming that the project has been reviewed if the agency had not already submitted the letter to OFM during the budget process.

5.3 Additional requirements for capital allotment amendments

Capital allotments are amended for changes to the initial allotment plan

Agencies may submit allotment amendments for changes to the initial allotment plan at any time during the biennium for:

- » Project phases, including pre-design, design and construction
- » Projects originally placed in unallotted or reserve status
- » Optional cash disbursement revisions
- » Revised reappropriation amounts as determined by OFM after audited accounting actuals for the prior biennium are known in the fall. Updated allotments will be required to support these revisions
- » Updates to capital-funded staffing levels
- » Approved substitutions or changes to minor works and omnibus appropriation subproject lists
- » For major projects, spending plans for the next phase (See Chapter 6 for more information)

Capital allotment amendments for minor works project list additions, substitutions, or cost changes

After initial allotments, there may be instances where an agency desires to add or substitute projects within a minor works appropriation, or change project cost, based on circumstances or events unknown at the time of the initial budget request or allotment. Funding of newly identified minor works projects must be approved by OFM prior to obligating or expending allotments on the new project. Please refer to the capital budget instructions for more information on the restrictions on minor works. Submit the revised agency minor works subproject list via e-mail to your OFM capital budget analyst for review and approval, and to the House Capital Budget and Senate Ways and Means committee staff for review and comment. If approved, please attach the revised minor works list electronically to the capital amendment allotment.

Even if there are other fund sources being used to complete a minor works subproject, the agency **may not proceed** with the substitute project without prior notification to OFM and the Legislature and approval from OFM.

Prepare an allotment amendment when expenditure assumptions change significantly

The assumptions upon which the initial allotment plan is based may change over time. When changes are significant, agencies should prepare an allotment amendment, in addition to the November 1 and May 1 required allotment updates. Agencies must use a **Capital Amendment packet purpose type** to reflect these changes. Refer to Chapter 3 for the biannual allotment amendment submittal deadlines.

Chapter 3 also provides instructions for preparing expenditure, revenue and optional cash allotment amendments. Chapter 4 provides instructions for preparing unanticipated receipt allotments. Requirements unique to major capital projects are included in Chapter 6.

5.4 Capital project allotment transfers

Agencies may request that unexpended funds be transferred to another project

The capital budget bill may allow for the transfer of unexpended funds from one project to another in certain situations as described in the capital appropriations bill and the capital budget instructions. The agency **must** submit a written request to OFM to make such a transfer. Please contact your OFM capital budget analyst for assistance prior to submitting a capital transfer request. The transfer request must include the following information:

- » Project names
- » Project numbers
- » Fund sources
- » Appropriation codes
- » Appropriation amounts
- » Savings amount
- » Description of the transfer

The process and requirements for a transfer are as follows:

- » Funds to be transferred must be in excess of the amount required for the completion of the project, either because bids have been let out on a project and it appears to a substantial certainty that the project as defined in the notes to the budget can be completed for less than the amount appropriated or the project as defined in the notes to the budget is substantially complete and there are funds remaining.
- » No transfer may be used to expand the capacity of any facility beyond that intended in the original appropriation. Transfers are allowed only between capital appropriations within a specific department, commission, agency, or institution of higher education.
- » Transfers are allowed only between capital projects funded from the same fund or account.
- » No transfers may occur between projects within local government agencies except where the grants are provided within a single omnibus appropriation, and where such transfers are specifically authorized by the implementing statutes that govern the grants.

The intent is that each project be defined as proposed to the Legislature in the Governor's budget document, unless it clearly appears from the legislative history that the Legislature intended to define the scope of a project in a different way.

If approved, OFM will update the expenditure authority schedule to transfer the funds from the substantially complete project expenditure authority amount to another project's expenditure authority amount. The agency must then submit an allotment amendment packet using a **Capital Transfer packet purpose type** for the transferred funds. In addition, transfers in excess of \$250,000 require notification to the legislative fiscal committees and will not take effect for 30 days. Agencies must attach any correspondence relating to the transfer as an attachment to the allotment packet.

5.5 Emergency projects

A project request may be submitted for emergency repairs in accordance with RCW [43.88.250](#) and as described in the capital appropriations bill. All emergency project requests must include:

- » A written request from the agency director to the OFM director with a clear description of the emergency.
- » The proposed scope of emergency repair work.

- » Cost estimates provided for this purpose.
- » Identification of other funding that may be applied to the project.

Agencies may not spend appropriation authority without:

- » Approval of the agency request from the OFM director;
- » An updated EA schedule; and
- » Submittal and approval of the allotment amendment.

Upon approval, agencies submit for allotment of the emergency funds through a capital amendment packet type and attach the emergency fund approval letter to the packet. Agencies are required to provide status updates on emergency projects including notice of project closure and any remaining emergency funds. Emergency pool allocations lapse at the end of the biennium.

Note: A separate request and approval is required for each individual emergency project.

5.6 Cash flow estimates for bond-funded projects

Certain agencies and accounts must complete a cash flow estimate form

OST asks selected agencies to provide information about bond fund cash flow estimates and descriptions of the expected use of bond proceeds. This is used by OST to prepare sales plans for state bond sales. The sales plans are also used to prepare allotments for bond retirement principal and interest expenses included in the budget.

OST will contact the agencies to obtain information which will be evaluated in conjunction with the allotment expenditure data submitted in TALS. This must be submitted for each appropriation independently.

5.7 Other capital allotment-related information requirements

Excess funds

When updating allotments after project bids, agencies must clearly identify any excess project funds. Excess funds are not to be placed in project contingencies, but instead must be placed in reserve status. These funds will then be available for transfers or will lapse at the end of the biennium. Excess funds must not be used to increase the project scope beyond legislative intent.

Update facility inventory data

Agencies that own or lease facilities are required to report and update facility owner, location, type, condition, size and space use data annually to OFM. New instructions will be published in June 2019, and all agencies will be required to submit facility inventory data to OFM by September 2019 through the new facilities portfolio management tool. Details of the Facility Inventory System can be found at: <http://www.ofm.wa.gov/budget/facilities/fis.asp>.

Coordinate with Department of Enterprise Services

Agencies that work with Engineering and Architectural Services (E&AS) at the Department of Enterprise Services (DES) must submit a Public Works Requisition and shall make all necessary project information available to DES including budget requests, C-100s, and appropriation amounts, prior to expenditures being made against the allotment.

Agencies should also coordinate with the E&AS program to obtain assistance with meeting LEED requirements

For additional information on work provided by E&AS or for assistance with the preparation of public works requisitions, contact:

Engineering and Architectural Services [Program](#)
Department of Enterprise Services
(360) 902-7272

[Coordinate with Washington State Arts Commission](#)

Capital appropriations for the original construction of public buildings (including K-12 facilities) and, in the case of higher education institutions, renovations costing more than \$200,000, require the purchase of public artwork. Artwork acquisition is coordinated in conjunction with the Washington State Arts Commission Art in Public Places program. Agencies should enter the allotment for the art allocation during the initial allotment, particularly for design, when possible. If needed, agencies should also consult with the Washington State Arts Commission and execute an interagency agreement for the Art in Public Places program and to plan for the most effective use of the artwork allowance.

[Washington State Arts Commission](#)
P.O. Box 42675
Olympia, WA 98504-2675
(360) 753-3860

Chapter 6

PREPARING ALLOTMENTS FOR MAJOR CAPITAL PROJECTS

6.1 Major capital projects

What are major capital projects?

Major capital projects cost in excess of \$5 million, \$10 million for higher education institution projects, or have been designated by OFM or the Legislature as having complex technical or program aspects. Agencies receiving appropriations for major projects follow special guidelines for allotment review and project approval. The steps in this process, and the information required, are designed to help keep projects within the limits and intent of the appropriation.

Major capital projects typically receive appropriations over two or more biennia, depending upon their complexity and size. A major project could receive separate appropriations for predesign, design, and construction. Ongoing contact with OFM capital budget staff will promote a better understanding of the current status of major projects and expedite allotment approval.

Agencies must submit additional information for different project phases

Agencies must submit certain materials with the allotments at each major project phase. A description of these materials and other allotment considerations is provided below.

Pre-design study allotments

Allotment requests for pre-design studies, when appropriated through the capital budget, should be submitted as an initial capital allotment package. Supporting information for the allotment request should include a statement about the conceptual understanding of the major capital project. Pre-designs paid from nonappropriated funds do not require a capital allotment and will not be reimbursed from appropriated funds. For additional guidance, refer to the [OFM Pre-design Manual](#). When funding is appropriated for both pre-design and design phases, only allot funding for the pre-design phase. OFM will only authorize allotments for design funding after the pre-design is approved.

Design services allotments

Design allotments may be submitted after the pre-design is approved by OFM and an appropriation for design is available. In the allotment system, provide a narrative explanation of any scope or cost changes from the enacted budget.

Allotments for design services may include the following project elements:

- » acquisition costs
- » consultant services
- » project management
- » pre-construction services if GC/CM
- » public artwork design funding for the Washington State Arts Commission

Allotment requirements for alternative public works contracting

Generally, public works requirements are structured to award contracts in lump sum awards to the lowest responsive bidder. However, Chapter [39.10](#) RCW allows for alternative public works

contracting under certain circumstances. Agencies and institutions choosing to use either the design-build or general contractor/construction manager (GC/CM), contracting procedures must contact their OFM capital budget analyst prior to releasing their initial allotment plan to clarify allotment instructions.

The design allotment for an alternative public works contracted project must include:

- » A copy of the final determination of the contracting procedure that will be used. A concise statement of the principal reasons for selecting the preferred alternative construction method must accompany this determination.
- » Documentation indicating agency or project approval from the Project Review Committee (PRC) of the Capital Projects Advisory Review Board for the selected alternative public works procedure, if the agency must receive approval from the PRC.
- » A description of any incentives that may be incorporated into the contract.

Construction allotments

Construction allotments may be submitted after an appropriation for construction is available, and after bid opening or negotiation of the MACC (if using an alternative public works method). Provide a narrative explanation of any scope or cost changes from the enacted budget.

The structure of construction bids should be consistent across all agencies and institutions, with base bids reflecting a complete and functional project. Provide the bid tabulation and identify separately the additive alternates that improve project durability or serviceability.

Note: Deductive alternates are not acceptable because they do not typically achieve full value. The base bid scope of work may only include the agency core project requirements. If project scope is shown as deductive in bid documents, it must not be a core requirement and should be included as an additive alternate. Deductive alternates should be avoided unless approved in advance by OFM for special circumstances. The use of additive alternates should be minimized as much as possible to avoid paying for design services for project scope that is not included in the accepted contract.

Allotments for construction funds may include the following project elements:

- » acquisition costs
- » consultant services that occur during the bidding and construction phase
- » construction contracts
- » construction contingency
- » art allocation to the Washington State Arts Commission
- » project management costs

Value engineering

As part of the construction allotment, the agency must submit to OFM an executive summary of the recommendations of the value engineering study (completed during the design phase) that were accepted or rejected, and the supporting reasons.

Life Cycle Cost Tool (LCCT)

After a project enters the design phase, agencies must use OFM's LCCT to demonstrate how the building design contributes to energy efficiency and conservation. The LCCT is required for facilities with an area of 5,000 square feet or greater ([Executive Order 13-03](#)). The LCCT evaluates the tradeoff over time from increased initial capital investment in high performance energy system

components that may include (but are not limited to) the building envelope, HVAC system, water using fixtures and/or lighting. OFM will not allot construction funds until the analysis is completed.

The tool, instructions and training webinars are located at <http://ofm.wa.gov/budget/forms.asp>.

Furniture, fixture and equipment allotments

Allotments for furniture, fixtures and equipment (FF&E) may be submitted when the project is in, or has completed, the construction phase and an appropriation is available. Generally, capital expenditures for FF&E must follow criteria outlined in the capital budget instructions.

State agencies, excluding higher education, are required to purchase office furniture from the Division of Correctional Industries (Correctional Industries). Higher education institutions should strive to purchase 2 percent of the total goods and services required for a project from Correctional Industries in accordance with RCW [28B.10.029](#).

The contact information for Correctional Industries procurements is <http://www.washingtonci.com> or (360) 725-9131.

As with all mandatory contracts, purchasing goods or services from any vendor other than through the state contract requires a written exemption using the best buy process from DES' Office of State Procurement, and is subject to audit. Additional information is available from:

Office of State Procurement

Department of Enterprise Services
P.O. Box 41017
Olympia, WA 98504-1017
(360) 902-7400

OFM will approve funds for the purchase of FF&E upon review of the following:

- » A copy of the final architectural/engineering cost estimate for the FF&E.
- » Certification that the requirements of RCW [39.26.251](#) have been met. The agency or institution will provide a copy of the exception if one has been granted.
- » A listing of all FF&E to be purchased.
- » For higher education institutions, a summary of the percentage of FF&E intended to be procured from Correctional Industries, if known at the time of the allotment request.

Unforeseen costs and contingency allotment

The CBS cost estimate allows for a contingency amount. Appropriate contingency amounts are dependent on the degree of risk present and the extent of the technical challenge surrounding the task. Construction contingencies should be limited to 5 percent on new construction and 10 percent on remodeling work.

Reasonable amounts of funds will be allotted for contingencies based on the scope, complexity and phase of the project. Allotment approval for contingency funds is explicit approval to expend those funds only on unforeseen contingencies and not for extra work or additives. If a portion of the contingency remains in reserve or unallotted, additional allotments of contingency may be made upon written request to OFM.

Contingencies should not be considered as opportunities for additional scope or used to change original budget decisions.

6.2 Required supporting information for major capital project allotments

The following list is intended as a general reference guide for the required supporting information for allotments for major capital projects. Please contact your capital budget analyst to discuss if additional attachments may also be necessary or prudent. Allotments without this supporting documentation will be returned to the agency.

Predesign. A statement about the conceptual understanding of the major capital project.

Design

- Predesign approval letter from OFM
- Alternative contracting
 - A copy of the final determination of the contracting procedure that will be used. A concise statement of the principal reasons for selecting the preferred alternative construction method must accompany this determination.
 - Documentation indicating agency or project approval from the Project Review Committee (PRC) of the Capital Projects Advisory Review Board.
 - A description of any incentives that may be incorporated into the contract.

Construction

- Completed life cycle cost tool
- Summary of value engineering outcomes

Furniture, Fixtures and Equipment

- A copy of the final architectural/engineering cost estimate for the FF&E.
- Certification that the requirements of RCW [39.26.251](#) have been met. The agency or institution will provide a copy of the exception if one has been granted.
- A listing of all FF&E to be purchased.
- For higher education institutions, a summary of the percentage of FF&E intended to be procured from Correctional Industries, if known at the time of the allotment request.

APPENDIX A

2019-21 Allotment exemptions

The following funds/accounts are exempt from expenditure, revenue and cash allotments. Inactive funds/accounts do not need allotments. If an account becomes active again, it will be determined at that time if allotments are necessary.

Account Code	Account Name
01P	Suspense Account
01R	Undistributed Receipts Account
01T	Local Leasehold Excise Tax Account
034	Local Sales & Use Tax Account
035	State Payroll Revolving Account
076	Treasury Income Account
07B	Organ and Tissue Donation Awareness Account
07K	Special License Plant Applicant Trust Account
08B	Foster Care Endowed Scholarship Trust Account
08N	State Financial Aid Account
09K	Life Sciences Discovery Account
09T	Washington Main Street Trust Fund Account
12H	Uniformed Service Shared Leave Pool
12N	GET Ready for Math and Science Scholarship Account
143	Institutions of Higher Education - Federal Appropriation
145	Institutions of Higher Education - Grants/Contracts Account
147	Institutions of Higher Education - Plant Account
148	Institutions of Higher Education - Dedicated Local Account
165	Salary Reduction Account
16C	Real Estate and Property Tax Administration Assistance
17A	County Enhanced 911 Excise Tax Account
18G	Opportunity Scholarship Match Transfer Account
18K	24/7 Sobriety Account
19V	Cancer Research Endowment Fund Match Transfer Account
20D	CPA Scholarship Transfer Account
241	COP Construction Account
252	Higher Education Non-Proprietary Local Capital
387	UW Facilities Bond Retirement Account
401	Correctional Industries Account
403	Self-Insurance Revolving Account
409	Investment Income Account
411	Natural Resources Equipment Account
416	Surplus/Donated Food Commodities Revolving Account
432	King Street Railroad Station Facility Account
440	Institutions of Higher Education - Stores Account
443	Institutions of Higher Education - Data Processing Account
446	Industrial Insurance Rainy Day Fund Account
448	Institutions of Higher Education - Printing Account
449	COP/Other Financing Account - Local
450	Institutions of Higher Education - Other Facilities Account

457	Institutions of Higher Education - Retirement Benefits
460	Institutions of Higher Education - Motor Pool Account
477	Lottery Investment Account
482	Dairy/Forage Facility Revolving
495	Toll Collection Account
505	University of Washington - University Hospital Account
508	Miscellaneous Enterprise Activities
512	Institutional Stores Account
522	Institutions of Higher Education - Associated Students
523	Public Funds Investment Account
524	Institutions of Higher Education - Bookstore Account
525	State Employee Combined Fund Drive
526	Veterans' Memorial Account
527	Administrator for Intestate Estates
528	Institutions of Higher Education - Parking Account
534	Wash Graduate Fellowship Trust Fund
547	Liability Account
569	Institutions of Higher Education - Food Services Account
570	Institutions of Higher Education - Other Enterprises Account
573	Institutions of Higher Education - Housing & Food Account
575	Vocational Education Revolving Account - Corrections
601	Agricultural Permanent Account
603	Millersylvania Park Trust Account
604	Normal School Permanent Account
605	Permanent Common School Fund
606	Scientific Permanent Account
607	State University Permanent Account
610	Accident Reserve Account
614	Volunteer Firefighters' and Reserve Officers' Relief and
615	Washington State Patrol Retirement Fund Plan I Account
616	Judges' Retirement Account
620	Unemployment Compensation Fund
622	Unemployment Compensation Federal Employees' Benefit
630	WSP Retirement System Plan 2 Account
631	Public Employees' Retirement Plan I
632	Teachers' Retirement Plan I Account
633	School Employee Combined Plan 2 & 3
635	Public Safety Employees' Retirement System Plan 2 Account
636	Foster Care Trust Account
641	Public Employees' Retirement Plan II
642	Teachers' Retirement System Combined Plan II & III
644	Community Services Revolving Account
646	Higher Education Retirement Plan Supplemental Benefit
649	Discrete Component Units Processing
651	Institutional Residents' Deposit
653	Washington Distinguished Professorship Trust Fund
660	Natural Resources Deposit Fund
687	Rural Rehabilitation Account
688	Fed Local Rail Service Assistance
721	Public Employees/Retirees Insurance

722	Deferred Compensation Principal Account
729	Judicial Retirement Principal Account
730	Public Employee/Retiree Ins Reserve
731	Child Care Facility Revolving Account
732	Nursing Home Civil Penalties Account
733	Capitol Campus Reserve Account
734	Centennial Document Preservation/Modern
737	High Occupancy Vehicle Account
738	DSHS Trust Account
739	Certificate of Participation and Other Financing
743	College Faculty Awards Trust Fund
749	Governor's ICSEW Account
752	Institutional Clearing/Transmittal
753	DSHS Child Support Service Account
755	Community Services Office Administrator
757	Maritime Historic Restore/Preserve
768	Local Real Estate Excise Tax Account
773	Prof Student Exchange Program Trust
774	UW License Plate Account
775	Seized Contraband Account
776	WSU License Plate Account
778	WWU License Plate Account
779	EWU License Plate Account
783	CWU License Plate Account
784	Miscellaneous Transportation Programs Account
786	TESC License Plate Account
789	Advanced Environmental Mitigation
790	College Clearing Account
795	State Investment Board Commingled Monthly Bond Account
797	Local Tourism Promotion Account
799	Washington Achieving a Better Life Experience Program
800	Institutional Welfare/Betterment
801	Opportunity Scholarship Custodial Account
819	L.E.O.F.F. Retirement Plan I Account
821	Impaired Physician Account
829	L.E.O.F.F. Retirement Plan II Account
837	Washington Promise Scholarship Account
838	LEOFF Retirement System Benefits Improvement Account
840	Institutions of Higher Education - Agency Account
841	G. Robert Ross Endowment Account
842	American Indian Scholarship Endowment Account
843	Exceptional Faculty Awards Endowment Account
846	Grants-In-Aid Scholarship/Fellowship Account
849	Institutions of Higher Education - Student Loan Account
850	Institutions of Higher Education - Work Study Account
852	Foster Care Scholarship Endowment Account
857	Institutions of Higher Education - Annuity & Life Income
859	Institutions of Higher Education - Endowment Local Account
860	Institutions of Higher Education - Long-Term Loan Account
865	SIB Commingled Trust Account

877	OASI Contribution Account
878	Federal Forest Revolving Account
880	Advance Right-of-Way Revolving Account
881	Supplemental Pension Account
882	Washington Judicial Retirement Account
883	Second Injury Account
893	Radiation Perpetual Maintenance Account

APPENDIX B

Allotment/expenditure authority (EA) schedule Q& A

What is an expenditure authority (EA) schedule?

The expenditure authority schedule is the official list of appropriations – the legislative authorization for agencies to make expenditures and incur obligations for specific purposes from designated resources estimated to be available during a specified period of time – translated from the appropriation bills and other bills containing appropriations. The schedule lists appropriation amounts, funds and assigned appropriation codes.

What is an expenditure authority code?

The appropriation code is a three-character code assigned by OFM to identify each legislative authorization to incur expenditures.

The EA code creates and enforces the relationship between the appropriations act(s), allotments and Statewide Accounting data (AFRS). These codes are essential for monitoring the implementation of the budget to ensure that agencies are spending in accordance with legislative authorization and intent.

Can agencies use any expenditure authority code?

No. EA codes are assigned by OFM Budget Operations based on a strict coding schema. The allotment system and AFRS will only accept official EA codes found on your expenditure authority schedule.

My current expenditure authority schedule includes suspense account codes. Will these codes continue into the next biennium?

No. Suspense Account codes are subject to OFM approval each biennium. Request Suspense Account utilization by email detailing justification to [Garry Austin](#), Senior Budget Assistant for Operations.

Where do I find the expenditure authority schedule for my agency?

Expenditure Authority reports are accessed through Enterprise Reporting at <https://rp.des.wa.gov/>.

My agency has authority to use a non-appropriated account subject to allotments. However, the account and expenditure authority code does not display on the EA schedule. How do I obtain a code for this account?

EA codes are assigned to non-appropriated accounts provided they are captured in an agency's budget. Agencies should contact [Budget Operations](#) and a code will be assigned with -0- dollars.

Why is there an EA code for base appropriations with zero amounts?

In order to create codes for provisos, a separate code must first be established for the base appropriation. From there, separate EA codes for provisos are assigned. If the proviso(s) equal or exceed the base appropriation, the EA code for it will be zero. (Also, see question below.)

What would cause a difference between a proviso and the EA schedule?

If the proviso is not captured on the EA schedule, it could be the result of a Governor's veto. Drafting errors in the bill can result in provisos exceeding the base appropriation. In these cases, OFM will prorate or distribute the funds based on an evaluation of the Legislature's intent. The sum of all provisos may not exceed the base appropriation; the only remedies are a partial veto or correction of the language via a supplemental appropriation.

Provisos related to annual appropriations (e.g., General Fund-State) must be specific for each fiscal year. If the proviso does not specify a fiscal year(s), then no EA code is assigned.

Another instance would be a case where a proviso provides funding contingent on other legislation. If the bill specified in the proviso is not enacted, then it becomes null and void and no funding or EA code is provided.

The bill has a proviso but there is no separate EA code for it?

Often the Legislature will utilize a proviso to provide “guidance” on how funds are spent or what action the agency must take. A proviso must contain the elements necessary to meet the test of “Provided solely for” regardless of the actual language.

How are expenditure authority levels for non-appropriated accounts determined?

OFM will assign expenditure authority codes for non-appropriated accounts based on the amounts included in the budget database received from the Legislature. Agencies can view this data via the Agency Budget System ([ABS](#)) or Enterprise Reporting ([ER](#)) once the budget is enacted.

Non-appropriated accounts which are missing or dramatically incorrect can be updated subject to approval by your assigned budget analyst.

What is the difference between Option 1 and Option 2 in TALS-AMR /AFRS?

TALS-AMR allows agencies to construct their allotments in one of two ways:

- » Option 1. The more complicated version wherein the total dollars allotted by object must be equal by month to total dollars allotted by appropriation index.
- » Option 2. The easier method wherein the total for objects has to match the total funds, by month.

Both options have pros and cons:

- » Option 1 requires agencies to dive deep into their spending plan in order to tease out what they buy from what source. This information can be invaluable for internal management and monitoring purposes but clearly requires a great deal of work to initiate (i.e., first time) and manage over time. Option 1 allotments are subject to more stringent release edits.
- » Option 2 is less work and expedites the allotment development/review process. For single fund, one-dimensional agencies, Option 2 is the most reasonable choice.

TALS option designation changes are subject to OFM approval. Contact your [assigned budget analyst](#).