



STATE OF INDIANA

Eric J. Holcomb
Governor

STATE BUDGET AGENCY
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Zachary Q. Jackson
Director

Capital Budget Development Process for FY 2022 and FY 2023

June 24, 2020

Dear Colleagues,

Successful capital planning and budgeting require long-term planning, looking well beyond the current biennium to determine the investments that need to be made to maintain, and possibly extend, the useful life of the asset, and to ensure that capital investments are closely aligned with agency and program goals. To that end, additional emphasis is again being placed on the planning and execution of preventive maintenance (PM). With proper long-term planning and timely PM, additional large and/or unexpected capital investments should be minimized.

Agencies are expected to prioritize the reduction of deferred maintenance over line item projects and capital expansion.

The goal is to provide safe, clean, and efficient facilities for the taxpayers and the citizens whom we serve, as well as state employees.

The accomplishment of this goal will be measured in the following ways:

1. Demonstrated relationship between the agency's proposed capital budget and its mission and program objectives, as defined in each agency's operating budget requests.
2. Effective use of a master plan in the development of an agency's or facility's request. Long-term, master planning is key to the success of capital budgeting as it ensures proper maintenance of existing facilities, provides transparency into future needs, and requires decision-makers to consider and plan for programmatic changes that may affect future capital needs.
3. The completion of a capital forecast that analyzes the lifecycle and replacement costs of certain assets. This includes assets that require periodic replacements.
4. Detailed calculation of the impact the capital requests will have on future operating costs and ongoing maintenance cost needs, and a well-crafted plan of how the agency will manage these costs within available funding. It is of the utmost importance that agencies understand the costs associated with a capital asset throughout its lifecycle, including acquisition, management in-use (including both capital and operating expenses), and disposition.

In summary, proposed projects should contribute to statewide and agency objectives while improving productivity and/or customer service at the lowest practical cost. Or, put another way, the State's capital

assets should be maintained as if they were our own personal property, and state tax dollars should be spent as if we were spending our own money.

As explained in the following pages, an agency's capital budget request must include each of the following items:

1. A capital transmittal letter,
2. A master plan for the facility or campus,
3. A capital forecast,
4. An inventory of deferred maintenance,
5. A capital spending request form for each project, and
6. A Capital Project Questionnaire for each project.

These items are to be submitted to your Budget Analyst in addition to the submission of your capital budget request in Hyperion.

Key deadlines associated with capital budgeting are:

Wednesday, July 1	Request that the Division of Public Works develop a master plan (if you do not have a master plan)
Friday, July 31	Master plans submitted to your Budget Analyst
Tuesday, September 1	Capital forecast submitted to your Budget Analyst
Tuesday, September 1	Inventory of deferred maintenance submitted to your Budget Analyst
Tuesday, September 1	FY 2022 and FY 2023 PM (preventive maintenance) spending plan and Capital Transmittal/Overview Letter submitted to your Budget Analyst
Tuesday, September 1	Electronic submission of FY 2022 and FY 2023 agency budget

My staff and I are available to assist and answer any questions that you have about these instructions and the capital budget development process.

Sincerely,



Zachary Q. Jackson
Budget Director

cc: Governor Eric J. Holcomb

I. INTRODUCTION

These instructions set the process to request and justify PM, repair and rehabilitation, construction, capital lease rental, and other capital projects for FY 2022 and FY 2023. These instructions apply to all state agencies, institutions and other entities, except state universities, planning to make capital budget requests for FY 2022 and FY 2023. Capital budget requests should continue to be submitted by agency, by division or by institution/site. Please note the following areas in particular:

1. Agencies must submit capital budgets through the Hyperion system. See the Operating Budget Instructions for more information on this process.
2. Agencies are required by Indiana statute to have a master plan for each major facility or campus. The master plan should be updated annually depending on which projects were or will be accomplished in the current biennium and which projects need to be adjusted and/or added to future years. The master plan must follow the format detailed by the Division of Public Works, including a checklist of PM items to be completed each year and a schedule of prioritized projects. Agencies should focus their efforts on two important components of the master plan: (1) Schedule of PM and repair and rehabilitation projects required to maintain the asset, and (2) Planned agency and program changes that will impact the use or lifecycle of the asset (e.g., change in mission, expansion or disposition plans, etc.).

The Division of Public Works will assist agencies in completing/updating master plans, and must approve all plans. If you do not have a master plan, you should submit a request by Friday, June 19 to the Division of Public Works (with a copy to your Budget Analyst) to develop a plan. The status of your agency's master plan(s) should be addressed in your capital transmittal letter, and a copy of your master plan(s) should be submitted to your Budget Analyst by no later than Friday, July 31.

Note: For bonded facilities, agencies should continue to work with the Indiana Finance Authority and the Division of Public Works (IDOA) to ensure that the facility master plan is being adhered to.

Note: Master Plans must look out at least 10 years and should include a detailed list of anticipated capital projects, including PM, over that time period. Although capital budget development is a biennial process, the State Budget Agency and the Division of Public Works are dedicated to continuing a more disciplined budgeting process that includes both long-term planning and additional details about lifecycle costs of state assets. These plans should be adjusted and updated annually to account for changes in project timelines, needs, costs, funding and/or agency missions and objectives.

The following is a list of some of the factors to be considered when developing a solid master plan:

- a. Facility condition assessment, including age and condition
- b. Deferred maintenance impacts (could initiating a smaller project today prevent the need for more expensive repairs in the future)
- c. Health and safety concerns (previously referred to as Life/Safety factors)

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- d. Code compliance (including Americans with Disabilities Act and other structural codes)
 - e. Environmental concerns (will the investment have detrimental or beneficial environmental impacts)
 - f. Future operating costs (e.g., utilities)
 - g. Agency efficiency (for instance, will a given capital investment allow a more efficient staffing pattern)
 - h. Financing structure (if applicable, debt service impacts on spending)
 - i. Matching support from federal, local, or private sources
 - j. Agency program needs (e.g., caseload or enrollment trends)
 - k. Customer service focus (preference is given to investments that benefit Indiana residents or the clients of agencies directly)
 - l. Statewide space needs considerations (for instance, considering whether an agency could co-locate with another, rather than building new space)
 - m. Strategic priorities (does the investment support state government core missions such as economic development and job creation, education, public safety, and health)
 - n. Long-term plans for demolition, sale, or disposition of assets (avoidance of investments in structures that will not be needed in a few years)
3. Agencies must submit a capital forecast by facility. This forecast must address the age, remaining useful life, and replacement costs for replaceable assets such as roofs, boilers, HVAC systems, water systems, electrical, plumbing, pumps, generators, pavement, building facades, windows, etc. A forecast template is attached which includes an example. The capital forecast should be submitted to your Budget Analyst by no later than Tuesday, September 1st.
 4. Agencies must submit an inventory of deferred maintenance by facility to the State Budget Agency. The inventory should be submitted to your Budget Analyst by no later than Tuesday, September 1st.

The inventory of deferred maintenance by facility must contain:

- a. Plan for addressing the deferred maintenance
 - b. Cost for addressing the deferred maintenance
 - c. Consequences of continuing to defer the maintenance
 - d. Current use of the asset
 - e. Future use of the asset once the deferred maintenance has been addressed
 - f. Buildings to be demolished and estimated cost of demolition
5. Each agency must prioritize its capital projects. Generally, projects should be prioritized according to the agency's objectives. The criteria used to prioritize projects should be addressed in your capital transmittal letter.

Agencies are expected to prioritize the reduction of deferred maintenance over line item projects and capital expansion.

It is important that agencies prioritize previously planned projects alongside new projects, as agency priorities or circumstances may have changed since the last budget development process. The prioritization of all uninitiated projects, whether they have received an appropriation in a

prior budget or are being requested for the first time, should be included in your capital transmittal letter.

In Hyperion, the prioritized list of projects must include the following information:

- Capital project name
- Project priority
- Type of project
- Initial biennium of appropriation
- Legal fund (e.g., General Fund, State Construction Fund, etc.)
- Biennial budget appropriation

These changes are explained in more detail in each appropriate section of the instructions. If you have questions regarding any part of these instructions, please contact your Budget Analyst.

II. DEFINITIONS

Each capital budget request must fall within one of the five categories defined below:

1. **Preventive Maintenance (PM)** – Budget Agency defines PM as expenditures for goods, supplies or services related to the routine upkeep of existing structures and other assets. PM expenditures do not result in a function, use, or mission change, and do not collectively constitute a repair and rehabilitation or construction project. For instance, lumber, building supplies, and paint needed to repair minor damage resulting from ordinary wear and use of an existing structure would be appropriately considered PM.
2. **Capital Lease Rentals** – This category includes payments made to a financing authority under the terms of one or more leases or similar agreements as consideration for use and occupancy of a capital asset financed by the financing authority. For example, the Indiana Finance Authority (IFA) financed construction of a new state hospital for use by the Family and Social Services Administration (FSSA). Under the indenture securing the bonds, the Indiana Department of Administration (IDOA) is responsible for making lease payments to the IFA. Those lease payments are capital lease rentals.
3. **Repair & Rehabilitation (R&R)** – This category is defined as a broad range of expenditures (generally grouped together as a project) to maintain or increase asset utility, improvement of existing assets, or to address deferred maintenance. This includes projects such as the replacement of a roof or HVAC system on an existing building.
4. **Line Item Projects** – This category is defined as a broad range of expenditures (grouped together as a project) resulting in the creation of a new or different fixed asset such as a building or structure which may be free-standing or affixed to an existing asset. For example, expenditures necessary to construct a new State Police Post (whether it resulted in an additional new structure or replaced some existing building) would be considered a construction project.

Line Item Projects also may also reflect a change in an asset's function, use, or mission. For instance, expenditures necessary to transform a cold storage facility into a vehicle repair facility

would be considered a Line Item Project because it would result in a major upgrade and mission change for an existing structure.

5. **Other Capital Requests** – This category includes expenditures that do not fall within the foregoing definitions and for which incorporation into the capital budget is in the best interest of the State. These requests may be submitted to Budget Agency with appropriate supporting information. For example, expenditures required to acquire land would be considered a project, and may be included in your capital budget request.

All other requests must be made in your operating budget submission.

III. CAPITAL TRANSMITTAL LETTER

The agency must submit a Capital Transmittal/Overview Letter to Budget Agency no later than Tuesday, September 1st. The agency overview letter should be submitted electronically to your Budget Analyst separately from loading actual budget data via Hyperion. The letter should include the following:

- A general statement of the condition of the agency's physical plants – include a discussion of progress made in the current biennium and special challenges facing the agency for the next biennium
- A summary of the agency's current mix of owned (including IFA bond-financed) vs. leased (rented) facilities – include a discussion of how the decision is made whether to own or lease facilities
- A description of how each of the agency's facilities fits into the agency's current and long-term plans
- If current master plans are not available for all facilities, an explanation as to the status
- A prioritized list of projects
- A discussion of the criteria used to prioritize requested projects

IV. PM BUDGET REQUEST

Preventive maintenance requests are entered as PM-type change packages. A priority number does not need to be assigned to a PM request. For those agencies with multiple PM appropriations, list all PM requests for the agency with the appropriate division or institution. For example, the Department of Correction should submit a PM request for each correctional facility.

Generally, your PM budgets for FY 2022 and FY 2023 should not exceed your PM appropriation for the current FY 2020 and FY 2021 biennium.

Your PM request may exceed your FY 2020 and FY 2021 PM appropriation if a new facility that did not receive a PM appropriation in the current biennium is included in the request. For simplicity, increased PM expenditures associated with repair and rehabilitation or construction projects to be completed, or which commence operation, in FY 2020 or FY 2021 may be incorporated into the PM budget request, but the increased amount should be discussed and justified in the narrative.

If you are an agency or facility that receives PM funds (or will be seeking PM funds in the FY 2022-2023 budget), then you must develop a PM plan that details how the funds will be spent for FY 2022 and FY 2023. The PM spending plan must include an itemized list of specific contracts (e.g., HVAC, elevator maintenance), scheduled projects (e.g., painting, roofing patchwork, tuck pointing brick, etc.) and other building maintenance (e.g., snow removal, landscaping, mowing).

The PM spending plan requires the following information:

- Project name
- Project description
- Project category (i.e., contract, scheduled project, other building maintenance)
- Fiscal year of expenditure
- Name of contractor
- Estimated duration of project
- Actual/estimated costs

This information must be submitted to your Budget Analyst no later than Tuesday, September 1st.

Note: Inadequate maintenance of capital reduces the asset's ability to meet agency needs efficiently and effectively and also causes a decline in capital asset value. Agencies and facilities that have failed to use PM funds in prior years may have their requests for R&R and construction projects prioritized below those agencies and facilities that have maintained their existing assets. PM, if properly executed, should minimize the need for more expensive repairs and capital projects in the future.

V. CONSTRUCTION PROJECT REQUEST

Agencies are asked to focus their construction project requests upon facility needs in line with the priorities outlined below.

Requests for individual projects (capital lease rentals, R&R, and line item projects) will be entered on the Capital Spending Request forms in Hyperion. Narratives will be used to define and justify requests and explain how the projects were prioritized. In addition, each capital construction project request must also contain a completed Capital Project Questionnaire. A link to this questionnaire will be distributed by August 1st.

Prioritization Criteria

The State Budget Agency will be using a new capital project scoring tool to assist planning the state's capital priorities for the FY 2022 and FY 2023 biennium. Each agency submitting a capital budget request must register, and complete the online survey, making sure to include all justifications and attachments in the scoring tool. Please attach the Capital Spending Request Form in the survey. Failure to complete the Capital Project Questionnaire may cause requests to be placed lower on the prioritization list.

Problem/Need Statement/Justification

This statement will be entered in the “Project Description” field on the Capital Spending Request form. Briefly explain the need for the proposed project. Identify whether it relates to a current or a proposed new initiative, and explain how it will improve the effectiveness and productivity of the agency, protect the agency’s existing capital investments, or enhance/expand services. Explain how you assigned the priority ranking, preferably by linking it to your agency’s mission, objectives, and key performance indicators. Finally, explain the financial analysis performed to determine that the proposed project has an appropriate scope and cost. This could include a cost-benefit analysis, a net present value (NPV) calculation, life cycle costing, or other types of analytical methods as appropriate. Please contact your Budget Analyst with questions.

Other Information to include in the Project Description field:

- Related Projects – Indicate any current or proposed projects which affect or are affected by this proposed project request. Explain how the projects are related, and the impact of funding only one, some, or all of the projects. Use the Division of Public Works project number(s), if available.
- Deferral Consequences – Note the cost, policy, or programmatic consequences of deferring (postponing) this project request as it relates to the Problem/Need Statement described above.

VI. COST ESTIMATE

Enter a project cost estimate for your project request by using the following applicable categories on the “Construction Projects” cost form:

- Site Investigation
- Land Acquisition
- Site Development
- Hazardous Materials Abatement
- Design Fees (Usually estimated at 10% of estimated construction costs)
- Construction Costs
- Contingency
- Furnishings – Equipment
- Utilities
- Capital Lease Payments
- Other

The source of the estimate should be documented in the Project Description field.

Note: Insufficient details supporting your request will negatively impact the ability to prioritize your project(s) against other state priorities, potentially placing funding for your project(s) at risk.

VII. FUNDING

Funding source information is entered at the bottom of the “Construction Projects” form, below the total of the cost categories. This identifies the legal fund and PeopleSoft fund that will support the appropriation request. In Hyperion, total funding must match total spending for each fiscal year.

VIII. DEDICATED FUNDS

Projects funded with dedicated funds must demonstrate that they are using dedicated funding sources to the fullest extent while maintaining the integrity of the legal fund. Please contact your Budget Analyst if you have questions regarding your legal fund balances.

IX. SUBMITTING CAPITAL BUDGET REQUESTS

The capital and operating sections will be submitted as one budget. Please submit in Hyperion by the deadline of Tuesday, September 1st.