

## Chapter 5

# Carry-Forward and Maintenance Levels

## 5.1 WHAT IS THE CARRY-FORWARD LEVEL?

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### What is the carry-forward level?

The carry-forward level is a reference point created by calculating the biennialized cost of decisions already recognized in appropriations by the Legislature.

### OFM calculates and provides carry-forward level to agencies.

In consultation with legislative staff, OFM calculates the carry-forward level for each agency and provides agencies with a worksheet indicating the amount by account that must be placed in budget submittals. OFM budget analysts will discuss these calculations with agencies as soon as possible after passage of the 2014 supplemental budgets. We expect carry-forward levels to be finalized in June 2014.

At the agency and fund level, the carry-forward level in the agency budget submittal must match the total for each account-appropriation type on the OFM carry-forward cost worksheet. Agency budget submittals should display at least one incremental step between the current biennium and carry-forward level to reflect total changes. Since the OFM budget database will already contain all the incremental items that belong in carry-forward level, it is not necessary for an agency to create a decision package for each item.

OFM uses Recommendation Summary (RecSum) codes to summarize common items of change at the statewide level. These codes are identified on the report sent to agencies that indicate carry-forward level amounts by account. Agencies should consider using these codes in their own budgets for consistency and comparative purposes.

### How OFM calculates the carry-forward level.

The OFM calculation starts with the 2013-15 expenditure authority as represented by current appropriations, compensation or other allocations, and the nonappropriated funds assumed in the legislative budget. Governor's Emergency Fund allocations are considered nonrecurring costs and are not typically added to the base. Adjustments are then made for biennialization of workload and service changes directed by the Legislature, and for deletion of costs that the Legislature considered nonrecurring. Nonappropriated funds are adjusted to match allotments. These ensuing biennium revisions generally match legislative assumptions of "bow wave."

Unanticipated receipts received and approved in 2013-15 that will continue in 2015-17 are also considered part of carry-forward level if approved prior to the finalization of the carry-forward cost calculation. (See Chapter 5.3.)

### Examples of carry-forward level adjustments.

- **Legislatively directed workload changes**

Only those changes already recognized by the legislative appropriation level in 2013-15 (or for nonappropriated accounts through a change in the legislative budget database or allotments) are included. Examples include staffing for opening of new facilities and biennialization of the cost of mandatory caseload, enrollment, or population growth that occurred during 2013-15.

- **Legislatively directed changes in level of services**

Again, only the carry-forward of those changes recognized by the Legislature through revised appropriations are included in carry-forward level. Examples include a change from annual to semi-annual inspections or an increased resident-counselor ratio.

- **Nonrecurring costs**

Nonrecurring costs usually reflect deletions of what the Legislature has identified as projects or other short-term expenditures. Legislatively directed nonrecurring costs are eliminated in carry-forward level. Agency-generated savings would be shown as negative adjustments in maintenance level.

**Some changes will not be part of carry-forward.**

Increases in the 2013-15 biennial expenditure levels not specifically authorized by the Legislature, such as agency reallocation of dedicated funds, are excluded from the bow wave calculation for carry-forward level.

**Recommendation Summary reports submitted must contain OFM's carry-forward level amount.**

Carry-forward decision packages prepared in BDS will not be released to OFM; OFM will use its calculated carry-forward level as the base data. However, OFM and legislative staff do use the Recommendation Summary reports provided by the agency in its budget submittal. **These reports must match the OFM-approved carry-forward level or OFM will ask agencies to resubmit correct reports. Agencies will not be able to electronically release the budget from BDS when the carry-forward level for the version does not match OFM's carry-forward level.**

## 5.2 WHAT IS MAINTENANCE LEVEL?

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**What is maintenance level?**

Maintenance level reflects the cost of mandatory caseload, enrollment, inflation, and other legally unavoidable costs not contemplated in the current budget. Expenditure adjustments may be positive or negative, depending on expected experience in the ensuing biennium. Agencies will notice that BDS splits maintenance level into two different levels to indicate different kinds of maintenance level costs.

**Who prepares maintenance level?**

Agencies prepare the maintenance level component of the budget submittal. Like the carry-forward level, maintenance level is a reference point for budget consideration. It is not a guarantee of that amount of funding.

**Maintenance Level 1 includes mandatory caseload and enrollment changes.**

A mandatory caseload or enrollment change arises from an explicit statutory requirement for state-funded services. A change in the demand or the need for a service is not mandatory unless the recipients of that service (or benefactors of the activity) are entitled by statute or rule. Mandatory maintenance level changes are entered as Maintenance Level 1 items in BDS.

Be sure to identify projected caseload growth separately for each discrete service provided by the agency at the same level of detail as forecasted by the Caseload Forecast Council.

**Maintenance Level 2 includes inflation and other rate changes.**

Costs related to inflation and mandatory rate changes are included in BDS as Maintenance Level 2 items. Examples of these types of changes are OASI rate revisions, salary increments (for agencies with fewer than 100 FTE staff), current lease/purchase contract payments, utility expenses, and increased costs for current leases. Costs for new leases, moves, or acquisition of new space not associated with mandatory caseload, workload or service level changes should be included in a performance/policy level budget request.

Also included in Maintenance Level 2 are:

- Costs related to replacing existing, but worn out equipment.
- Operating costs for just-completed capital projects. These costs should be previously assumed in the capital project plan. Operating costs related to changes in assumptions or scope should be included in the policy/performance level.

**Merit System salary increments.**

Because vacancy rates typically result in savings that can offset salary increment costs in large agencies, agencies exceeding 100 FTE staff per year should not include merit system salary increments in their maintenance level calculation. The Court of Appeals (which functions as three autonomous courts each with fewer than 100 FTEs) and other smaller agencies may identify increments as long as the cost does not exceed 2.5 percent of annual salaries for classified staff.

If agencies believe they have justification for salary increments beyond these limits, they should include the increments in their performance/policy level. Merit System salary increments should not be added for exempt or Washington Management Service staff.


**Nonappropriated expenditure adjustments.**

Unless they are part of a performance/policy level decision package, budgeted/nonappropriated expenditures beyond current allotment belong in the Maintenance Level 2 category. Decision packages for nonappropriated accounts that reflect a policy change should be requested in the performance level of the agency's budget.

The 2015-17 budgeted level for nonappropriated funds will become the Expenditure Authority (EA) control numbers for the 2015-17 allotment of those accounts. For this reason, agencies should budget the maximum amount they anticipate spending in the ensuing biennium.

**Agencies must use OFM-specified RecSum codes for selected maintenance level items.**

OFM has recommendation summary (RecSum) codes to more clearly identify certain maintenance level items of change at the statewide level. Agencies must use the RecSum codes identified below for these maintenance level changes. Agencies are free to use other available codes and titles for other maintenance level items.

Budget Level	RecSum Code	Description
<b>Workload, caseload and utilization type adjustments</b>		
ML1	8A	Federal requirements workload, DSHS
ML1	93	Mandatory caseload adjustments (for officially forecasted caseloads only)
ML1	94	Mandatory workload adjustments (for DSHS, HCA, and DOC)
ML1	95	Enrollment/workload adjustments, SPI
ML1	96	Utilization changes (DSHS and HCA)
<b>Wage and compensation type adjustments</b>		
ML1	9C	Initiative 732 COLA
ML2	8C	Minimum wage adjustments
ML2	97	Merit system increments (Only for agencies with fewer than 100 FTEs)
ML2	99	OASI adjustments
ML2	9P	Pension adjustments, other than rate changes
ML2	8R	Retirement buyout costs
<b>Budget structure change, cost allocation and transfer type adjustments</b>		
ML2	8D	Budget structure changes (LEAP-approved)
ML2	9T	Transfers (between programs, agencies, years or funds)
ML2	8Y	Cost allocation adjustment (cost must net to zero in the agency)
<b>Specific cost type adjustments</b>		
ML2	8F	Fuel rate adjustments
ML2	8L	Lease rate adjustments (Also see: 8V – Lease Adjustments > 20,000 sq. ft.)
ML2	8M	Mileage rate adjustments
ML2	8P	Postage rate adjustments
ML2	8U	Utility rate adjustments (for non-Department of Enterprise Services utility billings)
ML2	8V	Lease Adjustments > 20,000 sq. ft. ( <i>See Chapter 11</i> ) 
ML2	9E	Other Fund Adjustments
ML2	9F	Federal Funding Adjustment
ML2	9H	FMAP match adjustment
ML2	9I	K-12 inflation
ML2	9J	Nonappropriated Fund Adjustment
ML2	9K	Levy equalization update (SPI only)
ML2	9L	Local Funding Adjustment
ML2	9Q	Equipment Maintenance/Software Licenses
ML2	9S	Equipment Replacement Costs
ML2	9U	Unanticipated Receipts not in Carry-Forward Level
ML2	9V	Operating costs for just-completed capital projects (costs previously planned)
ML2	9W	Operating costs for proposed capital projects
ML2	9M	Medical inflation
<b>Summary and recast type adjustments</b>		
ML1	90	Maintenance level revenue (all maintenance level revenue not related to individual expenditure decision packages)
ML2	9Z	Recast to activity
<b>OFM use only</b>		
ML2	91	Workers compensation changes (OFM use only)
ML2	92	Central service agency charges (OFM use only)
ML2	98	General inflation (OFM use only)
ML2	9D	Pension rate changes (OFM use only)
ML2	9X	Self-insurance premium (OFM use only)

**How to treat payments to central service agencies in maintenance level.**

Do not include maintenance level changes for payments for the central service accounts listed in Chapter 13.1 in the agency budget submittal. They will be added by OFM in the fall when decisions have been made on these central service agency budgets. Agencies will be provided with a base amount and proposed fund splits in the spring and will be asked to review and request changes to fund splits at that time. (See Chapter 13 for more information.)

**5.3 HOW TO TREAT UNANTICIPATED RECEIPTS**

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**What are unanticipated receipts?**

Unanticipated receipts are monies received from the federal government or other non-state sources that were not anticipated in the budget approved by the Legislature and that can be used only for a purpose specified by the grantor. A statutory process described in RCW [43.79.270](#) allows agencies to request expenditure authority for these unanticipated revenues through OFM.

**Where should they be included in the budget?**

OFM will work with agencies to review unanticipated receipts already approved this biennium to determine if there is a realistic expectation that the original funding source support will continue. If the support is expected to continue, and if the activity remains consistent with statewide priorities, the funding should be included in the 2015-17 budget requests. This will enable the Legislature to consider the activity as part of the regular budget process.

OFM will confirm if the item should be included in carry-forward or other budget level. You must use the federal or private/local appropriation type rather than an unanticipated receipt appropriation type for these items.