Guide for Capital Budget Requests	FY 2025
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FY 2025 Capital Budget Requests Guide

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Introduction

Each year, State agencies submit their capital funding requests to the Department of Budget and Management (DBM) Office of Capital Budgeting (OCB). This document outlines the overall process through which agencies prepare for and submit budget requests. It includes helpful hints, links, and checklists to ensure accurate and complete submissions. Detailed instructions on how to use the Capital Budget Information System (CBIS)—the State's online capital budget submission software—can be found in the <u>CBIS Manual</u>. Please be sure to review the Capital Budget Memo sent to agency heads and capital budget managers on May 10, 2023 to understand expectations and additional guidance from the Moore-Miller Administration.

Each State agency is assigned a capital budget analyst, who provides technical assistance in preparing budget submissions, facilities master plans, capital project proposals (Part I/II Facility Programs), equipment eligibility lists, and any other documentation required by OCB. OCB analysts use the information submitted by agencies to develop recommendations for the Governor's annual capital budget and five-year Capital Improvement Program (CIP).

All agencies should use their assigned OCB analyst as a resource before, during, and after the budget submission process. OCB strives for open and ongoing communication throughout the year to create a streamlined submission process for agencies. Once an agency submits its request, the assigned OCB analyst will review the request and reach out with questions or request additional information as necessary. The analyst may also require agencies to revise and resubmit requests that lack complete, accurate information.

To save time and effort, please make full use of the guideline and instruction documents, including the information outlined in this guide. This guide provides critical information to ensure submission of a high quality, complete, and accurate request, which will reduce the need for revisions and resubmissions. For more information, please contact your OCB analyst or visit <u>The</u> Department of Budget and Management – Capital Budget Homepage.

Important and Helpful Links

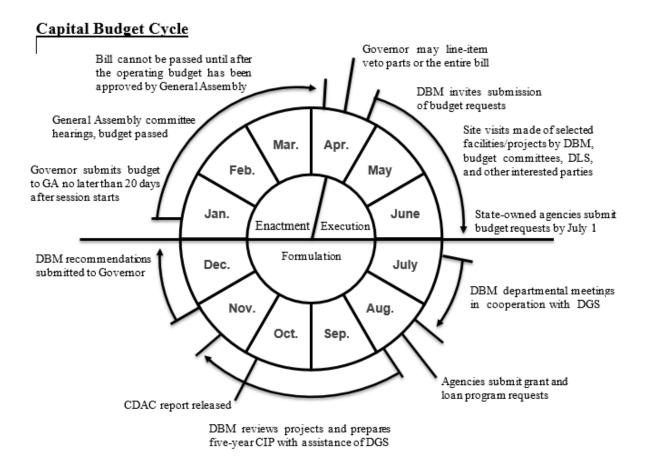
Please consult the following links as you prepare your budget submission.

- <u>Capital Budget Homepage</u>
- <u>Capital Budget Analysts Contact Information</u>
- <u>CBIS Manual</u>
- <u>FY 2024 Capital Improvement Program (CIP)</u>
- FY 2024 Capital Budget Bill (MCCBL of 2023)
- <u>CEW Template</u>
- Cash Flow Template
- <u>Project Funding Status Report Form</u>
- Growth and Conservation Criteria (GCC) Form
- <u>GCC Interactive Map</u>

- <u>Coast Smart Program</u> and <u>Project Screening Form</u>
- Completed **Project** and **Program** example worksheets
- Capital Equipment Guidelines and Capital Equipment Request (Form G)
- Equipment Allowance Calculator (higher education agencies only)
- Part I/II Facility Program Manual

Budget Process

Maryland operates its finances according to the fiscal year calendar, which begins on July 1st. To plan for future capital needs of the State, OCB develops a five-year capital plan for Maryland. This Capital Improvement Program (CIP) is updated annually through the capital budgeting process. Agencies submit requests for capital projects and programs annually (including projects with pre-authorizations or planned funding) by July 1st or August 15th, depending on the type of request (State-owned vs. grant and loan). DBM, with input from the Department of General Services (DGS), reviews submissions and develops recommendations to the Governor. The Governor incorporates these recommendations and other considerations into his five-year CIP, which is proposed to the General Assembly in January. The General Assembly votes only on the proposed capital budget for the first year ("budget year") of the CIP, which becomes law.



CDAC: Capital Debt Affordability Committee CIP: Capital Improvement Program DBM: Department of Budget and Management DGS: Department of General Services DLS: Department of Legislative Services GA: General Assembly

Source: Department of Legislative Services

Important Dates

July 1st, 2023: Deadline for State-owned requests submitted in CBIS, and supporting documentation submitted to DBA via email.

August 15th, 2023: Deadline for grant and loan requests and non-State-owned requests in CBIS, with supporting documentation submitted to DBM via email.

Facility Program Deadlines

Ensure you have submitted an electronic version of your facility program, if applicable. Note: OCB analysts generally prefer electronic submissions. Please ask your <u>assigned OCB analyst</u> if they require a hard copy prior to submission.

For FY 2025 - FY 2029 requested projects, Part I Facility Programs must be submitted by **June 30th** of the calendar year in which the using agency initially submits a capital budget request. This assumes the project will be requested in the final years of the CIP (e.g. FY 2028 - 2029). Please note that it typically takes well over a year, at least, for DBM to review and approve a facility program following submission. Agencies should not expect a project to be included in the fiscal year immediately following submission.

The deadline schedule for Part II of the facility program is as follows:

- FY 2025 requested projects: March 1, 2023 (past due)
- FY 2026 requested projects: March 1, 2024
- FY 2027 requested projects: March 1, 2025
- FY 2028 requested projects: March 1, 2026
- FY 2029 requested projects: March 1, 2027

Capital Budget Submission

To be considered for capital funding, you must submit a complete and accurate budget request. OCB requires you to submit your agency's request in CBIS and provide additional documents as appropriate for your agency, project, and program. Included in the <u>CBIS Manual</u> is an introduction, instructions for each type of budget request, an appendix, and Cost Estimate Worksheet (CEW) instructions. The introduction section of the manual lists which set(s) of CBIS instructions you must follow for your agency based on the four types of budget requests, which are <u>State-Owned</u> <u>Projects</u>, <u>State-Owned Programs</u>, <u>Grant and Loan Programs</u>, and <u>Non-State-Owned Projects</u>.

It is important that you understand, complete, and submit each document required for your project or program. Individual technical assistance and CBIS training sessions are available to agencies and budget preparers. Your OCB analyst will contact you to schedule a training session, which may be required at the discretion of the analyst. Please do not hesitate to contact your analyst if you have any questions during the budget submission process, before or after your training session.

Capital Budget Information System (CBIS)

CBIS is the web-based database utilized by OCB to process your capital budget request. To be considered for capital funding, you must complete several CBIS worksheets. Please refer to the CBIS Manual for complete, detailed instructions for submitting capital budget requests in CBIS. Additional guidance on select topics below. If you have questions, please contact your capital budget analyst.

Obtaining a CBIS Login or Password Reset

All capital budget requests must be submitted via CBIS. To obtain a username and password for CBIS, contact the Service Desk at (410) 697-9700 or service.desk@maryland.gov. Provide your name and agency and explain that you need a CBIS login when you call or email.

To reset your password, click the "forgot password" link and answer the security questions that you previously set. If this does not work, please contact the Service Desk for further assistance in resetting your password.

Cost Estimate Worksheet (CEW)

Most projects require a Cost Estimate Worksheet, though it is not required for some projects (e.g. projects within programs or selected facility renewal/deferred maintenance projects as determined by OCB). Cost estimates for each project requested for FY 2025 - FY 2029 must be supported by a CEW entered into CBIS, unless a CEW is not required. Step-by-step instructions for completing the CEW are available in Section IX of the CBIS Manual. Please contact your assigned OCB analyst if you have any questions about CEW requirements.

To account for inflation, CEW cost estimates escalate construction costs based on the midpoint of construction to account for inflation. Escalation will be calculated at 7.5 percent for calendar year 2023, 5.5 percent for 2024, and 5.0 percent for 2025 and each year thereafter. For projects already in the CIP and without construction contracts, increase the base costs by the 2022 escalation rate of 9.0 percent and update the "Estimate Reference Point" to 2023. Projects in design should use either A/E estimates or the inflation formula to estimate construction costs, depending on the situation.

DBM will revisit escalation rates in the fall. At that time, DBM may adjust projected escalation rates based on updated information about economic conditions and the construction market.

Regional Construction Factor (RCF)

In addition to escalation, certain counties have a regional construction factor (RCF) below or above the standard 1.0 to account for the variation in wage rates and other factors impacted by the project's location. Once design of a project has commenced, the RCF should be set to 1.0 depending on location. At this time, the base cost estimate should already factor in the project's location. The FY 2025 Regional Construction Factors are provided in the table below.

<u>County</u>	<u>RCF</u>	County	<u>RCF</u>
Allegany	1.25	Harford	1.00
Anne Arundel	1.00	Howard	1.00
Baltimore City	1.00	Kent	1.00
Baltimore County	1.00	Montgomery	1.00
Calvert	1.00	Prince George's	1.00
Caroline	1.00	Queen Anne's	1.00
Carroll	1.00	St. Mary's	1.10
Cecil	1.00	Somerset	1.05
Charles	1.10	Talbot	1.00
Dorchester	0.95	Washington	1.10
Frederick	1.10	Wicomico	1.05
Garrett	1.25	Worcester	1.05

FY 2025 Regional Construction Factors

New eMMA Transaction Fee

For all agencies that use the State's eMMA procurement system, a one-percent transaction fee for all sales under a contract (design or construction) will now be applied to contracts that cost up to \$5 million payable to Procurement 45 calendar days after the end of each reporting period. Failure to remit the fee may result in a third party analysis of all contract activity. A clause will be incorporated in the State's solicitation guidelines and requirements. For more information on the fee and payment, please contact the Office of State Procurement. This is likely to lead to higher contract unit prices, contributing to slightly higher project cost estimates. For qualifying projects that are required to submit CEWs, agencies should create "miscellaneous" construction and/or design line items to account for the one-percent fee in the CEW, until a contract has been awarded. Once the contract has been awarded, the fee may be incorporated in the base cost of the project.

Failure to remit the fee may result in a third party analysis of all contract activity. A clause will be incorporated in the State's solicitation guidelines and requirements. For more information on the fee and payment, please contact DGS's Office of State Procurement.

Green Building Premium

Going forward, the Green Building Premium will default to 0% because a premium is unnecessary for projects that will conform with LEED Silver or International Green Construction Code rating principles outlined by the Maryland Green Building Council. Agencies should include this premium only if the project is at least 7,500 GSF and if the project will achieve LEED Platinum or Net Zero Emissions. If the premium is greater than 0%, provide details on how the percentage was determined and what standards will be achieved in the Notes section.

Cash Flow Projections

Agencies that have projects that are not managed by DGS must submit a construction cash flow projection, in **Microsoft Excel format**, for projects for which construction funding is requested in FY 2025. OCB prefers a schedule showing projected expenditures by month. For projects with a construction contract, the cash flow must be based on projections provided by the construction contractor. For projects in design, the cash flow must be based on projections provided by the construction manager or A/E.

• <u>A cash flow template</u> is provided for your convenience, but agencies may use their own templates.

Please upload your cash flow in the "Justification" section of CBIS.

Printing Your CBIS Worksheets

The CBIS worksheets are the primary tool used by DBM to review and evaluate capital budget requests. You must review these worksheets to verify all data and information is correct. The worksheets will be the primary point of reference for discussion at your budget meeting with DBM. OCB strongly recommends you print a PDF or a hard copy of completed CBIS worksheets prior to submission For additional information or questions about how to print your worksheets, please consult our <u>CBIS Manual</u> or contact your <u>assigned budget analyst</u>.

Documents Completed Outside of CBIS

The following section discusses other documents that *may* be required for your capital project. Please ask your budget analyst if you are unsure whether you should complete a form.

Growth and Conservation Criteria (GCC) for Capital Budgeting

Under the Local and State Targeted Growth and Conservation Areas, Maryland will be able to better coordinate the smart growth efforts and programs of State government. The Smart Growth Subcabinet agencies collaborate with local governments to identify locations where targeted investments can promote growth and protect other areas where preservation and conservation should be a priority. DBM has developed GCC Guidelines for capital budgeting. All State agencies **<u>must</u>** consider these guidelines in their capital budget requests when prioritizing projects to be funded and when siting new capital projects.

GCC Guidelines for Capital Budgeting are:

- Use State investment in capital improvements to encourage development, redevelopment, and economic growth in locations best suited to accommodate growth and achieve GCC goals and objectives.
- Minimize State investments that may compromise or damage historic, cultural, and natural resources or environmentally sensitive lands. Encourage use or rehabilitation of available existing historic buildings where practicable and feasible when allocating State resources for capital projects.
- State-funded capital improvements for new construction will be guided by departmental plans and consistent with GCC goals. To the extent practicable, State capital investments should be made according to the following priority sequence:
 - 1. Protection of public health and safety.
 - 2. Infrastructure maintenance and system preservation.
 - 3. Redevelopment, enhancement improvements, and capacity expansions in Targeted Growth and Revitalization Planning Areas.
 - 4. Enhancement improvements in Established Community Areas in Priority Funding Areas (PFAs).
 - 5. Enhancement improvements in communities outside PFAs.

All agencies must complete the <u>GCC Spreadsheet</u>, using the <u>Local and State Targeted Growth and</u> <u>Conservation Areas interactive map</u> for projects requested in the five-year CIP. The GCC Spreadsheet must be submitted with your FY 2025 capital budget submission. Please follow the instructions in the 'Instructions' tab of the <u>GCC Spreadsheet template</u>.

For assistance with Growth and Conservation Criteria, please contact your capital budget analyst.

Coast Smart Construction Program

The Coast Smart Construction Program was developed by the Coast Smart Council under authority provided in Section 3-1001:1018 of the Natural Resources article. The program establishes siting and design criteria to address sea level rise and coastal flood impacts on capital projects.

All State and local capital projects that are at least 50 percent funded with State funds and have a total project cost of \$500,000 or more must be constructed in compliance with the Coast Smart Construction Program siting and design criteria. These criteria apply to all capital projects that include construction or reconstruction of a structure, or the construction of a highway facility.

The Local and State Targeted Growth and Conservation Areas interactive map provides an initial screening of whether the location of the capital project is within the Coast Smart-Climate Ready Action Boundary (CS-CRAB). For those projects initially identified as "CRAB - Yes" in the interactive map, a more detailed CS-CRAB Interactive GIS Map can assist agencies in screening projects. Agencies can access the <u>Coast Smart Construction Program</u> and <u>Project Screening Form</u> and the <u>Coast Smart CRAB map</u> on the OCB website, with additional information found on the <u>Coast Smart Council website</u>. For assistance with Coast Smart criteria, please contact the

Department of Natural Resources - Chesapeake and Coastal Services, Ms. Ryland Taylor, ryland.taylor@maryland.gov.

Capital Equipment

Projects with capital equipment funding requests are required to submit a DBM <u>Equipment and</u> <u>Furnishings Request - Form G</u> with the exception of higher education agencies that elect to use the formula allowance. Agencies must submit equipment lists no later than three months after design completion. Please review the <u>Capital Equipment Guidelines</u> before completing Form G.

State government units are **required** by State law and regulation (Ref: COMAR 21.11.05) to procure supplies and services from designated selling entities whenever possible – generally, this refers to Maryland Correctional Enterprises (MCE). If MCE cannot provide a specific product or item, the A/E must obtain a written waiver from MCE for that product. Products from alternate sources will not be accepted without a waiver from MCE. More information about MCE is available at https://mce.md.gov/.

Equipment List Escalation

- An annual escalation rate of three percent will be applied to the cost of capital eligible equipment once an equipment list is submitted.
- This rate will be calculated from the month the equipment list is submitted to DBM until the final month of construction.
- A line item with this rate will be included at the bottom of each Form G section.

Higher Education Agencies: Equipment Allowance Formula

- Higher education projects that are not fully funded and that do not have an approved equipment list are eligible to utilize an equipment cost allowance based on a percentage of the total structural cost of the net assignable square footage (NASF) of the building. The percentage allowance is as follows:
 - Community colleges: 23 percent of structure NASF cost
 - Four-year institutions: 29 percent of structure NASF cost
- The equipment allowance will be calculated by agencies annually using the "<u>Equipment</u> <u>Allowance Calculator</u>". This is the maximum amount of capital equipment funding that DBM will consider without reviewing a Form G equipment list. However, the estimate should be reduced to reflect the best estimate, if lower than the formula-produced estimate.
- "Escalation to Mid-Point" should be removed from the equipment allowance calculation when the project has a cost estimate from the architect/engineer (A/E) or construction manager (CM) and the base cost factors in an escalation estimate.
- Higher education agencies and DBM retain the option to have an equipment list reviewed in lieu of utilizing the equipment cost allowance.

State-Owned Requests

State-owned project requests require a Part I facility program submitted to DBM prior to being included in the CIP and a part II facility program prior to being included in the upcoming budget year. Please see the Important Dates section of this document for more information on the submission deadlines for facility programs.

A State-owned project request must include a Cost Estimate Worksheet (CEW) and a Growth and Conservation Criteria Spreadsheet. A cash flow estimate from the A/E or CM is required if you are requesting construction funds for a project in FY 2025. If you are requesting equipment funding in FY 2025 for a project requiring an Equipment and Furnishings Request - Form G, the Form G must be submitted to DBM. Independent procurement agencies are required to submit a Project Funding Status Report.

Please view an example of <u>a completed State-owned project request</u>. This example includes notations to help avoid common mistakes. Please review the example carefully while completing your request.

For program requests, please carefully review the CBIS Manual instructions to understand how to document program activity. Although some information is provided below, the CBIS Manual contains additional details necessary to accurately complete your request.

Documenting Current Year Planned Activity (Programs)

The Part II section of CBIS, Summary of Proposed Use of Available Funds for Current Fiscal Year ("Projects – Current Year Planned Activity" screen in CBIS) should reflect your **current spending plan** for FY 2024; this may be different from the Part IV project list from the FY 2024 worksheet (which CBIS rolls over to auto populate this year's Part II).

Documenting Encumbrance and Expenditure Activity (Programs)

- All State-owned programs must provide updated data in the Prior Appropriations ("Prior Activity" tab) and Encumbrance and Expenditure Summary sections in CBIS ("Activity" tab).
- Information that cannot be input into CBIS must be submitted in a spreadsheet in Excel or PDF format attached to the "Justification" section in CBIS.

Please view the <u>Grant and Loan Request Example Worksheet</u> for reference when completing the Current Year Planned Activity and Encumbrance and Expenditure Activity in CBIS. The example includes notations to help avoid common mistakes. Please review the example carefully while completing your request.

Grant and Loan Requests

Please carefully review the CBIS Manual instructions to understand how to document program activity. Although some information is provided below, the <u>CBIS Manual</u> contains additional details necessary to accurately complete your request

Documenting Current Year Planned Activity

The Part II section of CBIS, Summary of Proposed Use of Available Funds for Current Fiscal Year ("Projects – Current Year Planned Activity" screen in CBIS) should reflect your **current spending plan** for FY 2024; this may be different from the Part IV project list from the FY 2024 worksheet (which CBIS rolls over to auto populate this year's Part II).

Documenting Encumbrance and Expenditure Activity

- All State-administered grant and loan programs must provide updated data in the Prior Appropriations ("Prior Activity" tab) and Encumbrance and Expenditure Summary sections in CBIS ("Activity" tab).
- Information that cannot be input into CBIS must be submitted in a spreadsheet in Excel or PDF format attached to the "Justification" section in CBIS.

Please view the <u>Grant and Loan Request Example Worksheet</u> for reference when completing your grant and Loan request in CBIS. For programs with projects that require CEWs, please see the State-owned <u>CEW example</u>. The example includes notations to help avoid common mistakes. Please review the example carefully while completing your request.

For projects within grant and loan program requests, please refer to the <u>Growth and Conservation</u> <u>Criteria, Cost Estimate Worksheet</u>, and Cash Flow Projections sections of this document to assist with your capital budget request. Please also see the State-owned <u>CEW Example</u>. The example includes notations to help avoid common mistakes. Please review the example carefully while completing your request.

Requesting Project through State Capital Programs

The State has several capital programs, administered by State agencies, which provide funding for capital improvements throughout the state. Agencies should apply for funding through these programs to address eligible capital needs. The administering agency will submit a consolidated request to DBM for program funds. The following types of capital improvements are consolidated into a single statewide request by designated agencies:

- Requests for accessibility projects to comply with the Americans with Disabilities Act should be submitted through Keyonna Baker, Maryland Department of Disabilities (MDOD), at (410) 554-9245 or keyonna.baker@maryland.gov. The Department will review and prioritize these projects for funding through the Access Maryland program.
- Requests for infrastructure or facilities renewal projects, asbestos abatement or encapsulation, and underground heating oil storage tanks should be directed to Mr. Courtney League of DGS at (410) 767-5516 or <u>courtney.league@maryland.gov</u>. The Department of General Services collects, reviews, and analyzes all such requests from State agencies and prioritizes them on a statewide basis. Multiple requests for related projects at the same facility (e.g. roof replacements on multiple buildings at the same complex) with a total cost of more than \$2.5 million should be submitted as a stand-alone capital project

request. DGS administers the Facility Renewal Program and the Fuel Storage Tank Program.

In addition to these programs, the University System of Maryland administers a Capital Facilities Renewal program for its institutions.

Energy-Related Projects

Agencies **must** consider an energy performance contract (EPC) as a preferable alternative to capital debt for energy-related projects. Renovations, improvements, or replacements for central boiler plants, chillers, HVAC systems, lighting, energy management systems, controls, etc., should be designed, installed, maintained, operated, and financed through EPCs.

For assistance on projects that may be suitable for an EPC, please contact Mr. Courtney League, Acting Assistant Secretary of Facilities Planning, Design, Construction, & Energy at (410) 767-5516 or <u>courtney.league@maryland.gov</u>.

Maryland Department of Planning Coordination

- Agencies are required to prepare and submit an <u>Environmental Assessment Form</u> (EAF) to the Maryland Department of Planning (MDP) for each new project request.
- Please contact your assigned budget analyst for information regarding the EAF preparation process in general.

Expectations for FY 2025 - 2029

Please review the Capital Budget Memo sent to agency heads and capital budget managers on May 10, 2023. The memo includes additional guidance and expectations set forth by the Moore-Miller Administration.

The Office of Capital Budgeting will adhere to DBM's guidance and instructions when submitting capital budget requests for the FY 2025-2029 CIP. Agencies must provide compelling justification for capital funding requests to receive consideration. Please ensure that you have consulted the information above and read the information available on the <u>Capital Budget Homepage</u>. If you have further questions, please contact your <u>assigned budget analyst</u>.

A checklist is provided on the following page for submitting the capital budget request. The checklist and resources above will help with the significant undertaking of preparing and submitting a capital request.

Checklist for Capital Project Requests and Worksheets

General Information

- Correct agency/college
- Correct project title
- Project/Program titles do not include symbols (i.e.: & should be written as "and")
- Project/Program title contains no obscure abbreviations and acronyms
- Correct county identified
 - Specifies "Baltimore City" or "Baltimore County"
- Address information is correct
 - Correct jurisdiction
 - Correct legislative district
 - Correct longitude/latitude coordinates
 - Substantive explanation in the CIP Difference Section
- Agency has thoroughly reviewed PDF version of CBIS worksheet prior to submission

Project Descriptions

- Description begins with a verb (e.g. Construct, Renovate, etc.)
 - One or more sentences describing project
 - If an approved program exists, indicate GSF
 - If the program has not been approved, the NSF/GSF should not be in the description.
 - NSF/GSF of both the renovation and addition are individually indicated (if applicable)
- One or more sentences summarizing need for the project
- The NSF/GSF and costs match the CEW
-] CIP Difference Section, if applicable
 - Explanation of why budget year requested funding differ from planned funding
 - Be specific
- Concluding sentence:
 - Budget year project: "The FY 2025 request includes funding to..."
 - Projects extending beyond the CIP: "The estimated cost of this project totals \$---."

Budget Request and Schedule

Guide for Capital Budget Requests		FY	2025
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] Correct	state	share
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There are no negative numbers

Programs

- Description summarizes what the program funds
- One or more sentences describe the program's policy goal(s)
- Last sentence is "The FY 2025 budget includes funding for projects in jurisdictions."
- Project lists include correct phase codes (APCE codes) on all projects
-] CIP Difference Section, if applicable
 - Explanation of why budget year requested funding differ from planned funding
 Be specific
- Update Part II to reflect the current spending plan for FY 2024

Justification

Start from the DBM recommended comments from last year, if applicable		Start from the DBM	recommended	comments from	last year,	if applicable
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- Update changes in information, especially workload and performance measures
- The first sentence indicates the amount requested in the budget year
- The use (APCE) of the budget year funds is indicated
- Any differences from the planned amount are explained
 - Any differences from the approved program are explained
 - Program mods are identified
- Appropriate background information concerning the request is provided, including description of project scope
- Evidence and logic to support the request is provided
 - "This project will solve the following facilities problems: 1)....; 2)..."
 - Individual facilities problems are explained
- Consequences of facilities problems are clearly indicated
- Relevant and material information to justify the request is included
- Current project status for projects that have received prior funds
 - Stage of design/construction documents and project progress, schedule, budget, etc.
 - BPW item on XX date for XX contract