Administrative Circular 20-01

Commonwealth of Pennsylvania
Governor’s Office

Subject: 2020-21 Budget Hearing Materials  Date: January 10, 2020
By Direction of: Jen Swails, Secretary of the Budget  Expiration Date: January 10, 2021

Contact Agency: Governor’s Budget Office, Bureau of Budget Administration, Telephone 717.787.2542

Agencies must provide budget hearing materials to the House and Senate Appropriations Committees prior to budget hearings. All materials must reflect the decisions contained in the Governor's 2020-21 Executive Budget.

Attached is a reproduction of a request received from the Senate and House Appropriations Committees. Unless otherwise indicated in the attachment, all requested materials must be compiled and submitted directly to each committee no later than 10 days before an agency’s scheduled hearing. Agencies should review the attached letter carefully and note the following:

1. The emphasis on and the request for information regarding agency program goals/objectives, measures, performance, and effectiveness.

2. The formats requested by the committees for operating and program appropriations are attached to the letter.

3. A total of 48 copies of the hearing material are required by the House of Representatives. The Senate requires 42 copies. Listings of contracts/grants may be submitted solely in electronic format.

4. Agencies not scheduled for a hearing before the appropriations committees must submit the required information to the committees by March 6, 2020.

5. In addition to the paper copies due prior to the hearings; provide by March 6, 2020, an electronic list of contracts and grants in excess of $5,000 that allows the user to search and sort by categories and groupings.
In response to Item 10 in the letter requesting templates for budget information, the Governor's Budget Office will provide information to agencies for their review.

**Also, agencies have been asked to provide the status of pending litigation. This information will be provided to the committees by the Office of General Counsel and the Office of the Budget. Agencies should not include this information with the budget hearing materials.**

As indicated, Request for Approval of Federal Funds (RAFF) forms are to be packaged separately and submitted with the hearing materials. Dollar amounts for 2020-21 should agree with the amounts printed in the Governor's Budget. If revisions to the Governor's Budget estimate for a federal appropriation are necessary, agencies must notify the Governor's Budget Office. Identify the appropriation title, the Governor's Budget estimate, the revised estimate, and the reason for the change in a memorandum to the Governor's Budget Office accompanying the Budget Office's copies of the RAFFs. All copies of the RAFFs must be clear and legible. Incomplete forms and illegible copies may be returned to the agency or not processed.

One additional copy of all hearing materials, plus one set of the RAFF forms, are to be submitted to the Governor's Budget Office **three days prior** to submission to the committees. Supplemental material requested by any of the committee chairmen is to be submitted to all four chairmen and the Governor's Budget Office. The committees have asked that all supplemental information requested during the agency hearings be supplied no later than five workdays following the day of the agency hearing.

Agencies will be notified by the committees of their individual hearing date, time, and location. Preparation of the historical data should begin immediately, along with any other data that can be assembled at this time. However, before completing the briefing package, each agency should thoroughly familiarize itself with the proposed amounts, policies and initiatives in the Governor's 2020-21 Executive Budget.

Incomplete information makes timely and thorough analysis difficult; therefore, incomplete or improper submissions may be returned for resubmission. Please give this request for material top priority and the appropriations committees your utmost cooperation.

**Enclosure 1 - House and Senate Appropriations Committees and Attachments**
January 6, 2020

Honorable Jen Swails
Secretary of the Budget
238 Main Capitol Building
Harrisburg, PA 17120

Dear Secretary Swails:

In order to ensure that taxpayer dollars are invested wisely and directed to those programs providing the greatest return on that investment, we will again approach the upcoming budget with the intent of targeting spending to programs that produce demonstrated results. We will carefully examine programs to determine where need or performance and results do not warrant the continued expenditure of state funds. As part of that effort, we request that agencies provide detailed program performance information and data in their budget presentations. Such information should be based on materials already developed by agencies in preparing their budget requests or budget justifications.

We understand that each cabinet officer or official asked to appear before the Appropriations Committees is subject to many demands on their time. We ask you to understand that the same is true for the members of the House and Senate Appropriations Committees and to make every effort to ensure that your cabinet members are available to testify on the date and time designated in the House and Senate appropriations hearing schedules. Deviation from the established schedule has a ripple effect that makes the coordination of hearing times extremely difficult.

Below is a detailed list of the information that must be submitted at least ten days prior to the budget hearing for each agency. **For agencies scheduled for a hearing during the week of February 17, 2020, hearing materials must be submitted by February 7, 2020.** All hearing material should also be available in electronic format and be accessible on the Budget Office FTP server. Those agencies that are not scheduled for a hearing should submit the information no later than March 6, 2020. Forty-eight (48) copies should be prepared for the House Appropriations Committee and forty-two (42) copies for the Senate Appropriations Committee. Listings of contracts can be submitted solely in electronic format. Each agency head must also submit an electronic copy of the agency’s budget request to each committee.

1. **Table of Contents:** All hearing materials should have a table of contents, which refers to numbered pages in the document.

2. **Mission Statement:** Each agency should articulate its fundamental mission and identify the operational priorities reflected in its budget request. The mission statement should communicate the agency’s mission; outline the agency’s goals and objectives; and briefly describe the agency’s strategies and methods for achieving such goals and objectives.

3. **Appropriations:** The description of each program should include how the request was computed, what goals/objectives are to be achieved with the funds, and quantifiable information on which program performance can be gauged. Please include all the statutory authority that established the program and authorizes the expenditure of funds. **Please note, in an appropriation where no funding is proposed for FY 2020-21, agencies must still provide the preceding information for fiscal years 2018-19 and 2019-20.** In addition, each Agency should:
(a) Provide a detailed explanation of all assumptions used in the development of the appropriations request including assumptions related to complement, operating, fixed asset and grant and subsidy expenditures.

(b) Identify any FY 2018-19 obligations (including dollar amounts) rolled forward to FY 2019-20 and any FY 2019-20 obligations (including dollar amounts) proposed to be rolled forward to FY 2020-21.

(c) Identify the amount of any prior-year appropriations waived pursuant to Act 146 of 1980 and Management Directive 310.3 and the intended use of those funds.

(d) For all appropriation authority remaining in prior and current fiscal years, please indicate any amounts that will remain unencumbered and unexpended as of June 30, 2020, including funding currently in Budgetary Reserve or Pending Lapse in the Commonwealth’s accounting system.

(e) Identify any appropriations for which a FY 2019-20 supplemental appropriation is needed and provide an explanation for the need. Please provide a dollar amount and date when the current appropriation will be exhausted.

(f) If funds have been placed in budgetary reserve for FY 2019-20, please indicate if these funds have been restored in the FY 2020-21 proposal and provide an explanation/justification for the restoration.

(g) Identify cost savings, including GO TIME initiatives, which are part of the budget request and provide a description of the impact of the proposed program funding changes.

(h) Provide special fund financial statements and budgetary detail for each special fund which requires an appropriation or executive authorization in both hard copy and electronic format. **Statements provided in electronic format should be in Excel with formulas where calculations occur.** Budgetary detail should be provided for the actual, available, budget and budget planning years. For funds that have a FY 2020-21 ending balance in excess of 10% of annual revenue, please note any future-year commitments the committee should consider when reviewing those ending balances. As an example of how this information should be presented, we have attached a financial statement and budget detail for the PACE fund.

(i) Agencies should also provide the status of pending litigation and potential federal disallowances related to programs they administer and include the potential impact to the Commonwealth’s fiscal position along with a brief description of each instance.

(j) For each appropriation with complement, provide an aggregate calculation of benefit costs as a percentage of salary costs for the actual, available and budget years.

As an example of how agencies should present their appropriations requests, we have enclosed several pages from the Department of Human Services’ FY 2019-20 budget book. **Agencies that do not follow the requested format will have their information returned, and agency funding needs will not be considered until information is presented in the requested manner.**
(4) **Program Initiatives:** New or expanded programs should be explained in detail, identifying the objective, the cost implications, personnel requirements and how the impact of the program will be measured and evaluated. The programmatic description of the initiative should also include the proposed implementation timeline.

(5) **Fee Increases:** If a fee increase is proposed, agencies should include the statutory or regulatory citation for the fee, the planned effective date, current and proposed fee schedule, most recent fee transaction count, estimated additional revenue to be generated and appropriation/fund where the additional revenue will be directed.

(6) **Federal Augmentations:** The Request for Approval of Federal Funds form (RAFF) should be filled out for each federal augmentation that is requested in the FY 2020-21 budget. One copy of each form is to be provided to each executive director. The forms should be packaged by agency and should be submitted with the rest of an agency’s presentation. As in the past, it is our intention to use this form throughout the year for all requested changes to the federal augmentations included in the General Appropriations Act.

(7) **Restricted Receipt Accounts:** Provide a list of all restricted receipt accounts which will be necessary in the State Treasury. Also provide justification for each restricted receipt account including a RAFF form for federal restricted receipt accounts.

(8) **Federal Block Grants:** Each agency should provide a spending plan of how they would like block grant money appropriated and of each programmatic area (including administration) within those appropriations. These spending plans should be provided in comparable format for state fiscal years 2018-19, 2019-20 and 2020-21. In addition, for fiscal year 2020-21 each agency should provide detail on the qualifying activities that may be funded with federal block grants and justify the activities it is proposing to fund with the federal block grants. Each agency should also describe the types of organizations, public or private, eligible to provide block grant services.

(9) **Contracts/Grants:** Provide an electronic list of contracts/grants in excess of $5,000 that includes the dollar value, the appropriation that funds it, the name, general location, and in the event that a trade or corporate name is used, list the trade or corporate name and principals. Provide the purpose of each contract, including contracts for the provision of consulting services. In addition, please provide a separate electronic list of interagency agreements and memorandums of understanding. The list of contracts/grants should be for the entire 2018-19 fiscal year, the 2019-20 fiscal year to date, anticipated contracts for the remaining portion of the 2019-20 fiscal year and, where possible, a list of anticipated contracts for fiscal year 2020-21. Within the electronic format, users should be able to search and sort by categories and groupings. An example from the Department of Military and Veterans Affairs’ FY 2019-20 materials is attached. This information should be available via the Budget Office’s FTP server no later than March 6, 2020, for those agencies not scheduled for a hearing. **Please note, for an appropriation for which no funding is proposed for FY 2020-21, agencies must still submit a list of contracts and grants for fiscal years 2018-19 and 2019-20.**

(10) **Templates:** In addition to the written material being requested from each agency, please provide one copy of the appropriation summary, complement summary, major object summary, special fund financial statements, and special fund appropriation budgets. Please provide this information in detailed computer files in Excel format for each appropriation or special fund and submit via the Budget Office’s FTP server. **All Excel files should contain formulas rather than values in cells where calculations occur.** Please provide a detailed explanation of all assumptions used in the development of the appropriation request including assumptions related to complement, operating, fixed asset and grant and subsidy expenditures.
All templates submitted via the FTP server must be in Excel format and must reflect and support the expenditure levels contained in the FY 2020-21 Governor’s Budget submitted to the General Assembly. In addition, templates must permit the Appropriations Committees to update the data contained therein to reflect subsequent changes in complement, payroll, benefit rates and factors, retirement rates, etc. All data should be accessible on the FTP server no later than March 6, 2020.

Incomplete information makes timely and thorough analysis of the budget difficult. Please impress upon the various Agency Heads the necessity of complying with the format outlined and advise them that incomplete or improper submissions will be returned for resubmission. **For all materials that are provided in electronic format, please ensure that the materials are readable before forwarding to the committees.**

Additional items of information may be requested under separate letter from either the Majority or Minority Chairman of the Appropriations Committees as well as by individual members and staff during the committees’ hearings.

Since much of the information requested relates to appropriation decisions for the coming fiscal year, all requests for information made by committee members or staff during a hearing must be supplied to the committee chairman no later than five working days following the agency’s hearing.

In those exceptional cases when an agency believes it cannot comply with a particular request within the allotted time period, a letter justifying the need for additional time (including an alternate delivery date) must be supplied to the committee chairman during the initial five working-day period.

Sincerely,

John Guyer, Executive Director  
Senate Appropriations Committee (R)

Mark Mekilo, Executive Director  
Senate Appropriations Committee (D)

David Donley, Executive Director  
House Appropriations Committee (R)

Anne Baloga, Executive Director  
House Appropriations Committee (D)

*Attachments:  Format for Financial Statements – PACE Fund Example  
Format for Justification – Department of Human Services Example  
Format for Contract and Grant Lists – Department of Military and Veterans Affairs Example*
# Pharmaceutical Assistance Fund
## Financial Statement
### 2017-18 Governor’s Budget

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*a* Reflects recommended appropriation reduction of $20,000,000.

*b* Expenditures from restricted accounts in the Department of Health and Human Services.
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DEPARTMENT OF HUMAN SERVICES  
BUDGET REQUEST FOR FISCAL YEAR 2019-2020  
($ Amounts in Thousands)

| APPROPRIATION: Information Systems |

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<tr>
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<tr>
<td>State Funds</td>
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<td>$180,321</td>
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IA. REQUESTED SUPPLEMENTALS (Included above)

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II. DETAIL BY MAJOR OBJECT  
($ Amounts in Thousands)  

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III. HISTORY OF LAPSSES  
($ Amounts in Thousands)  
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IV. COMPLEMENT INFORMATION  

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V. DERIVATION OF REQUEST / LEGISLATIVE CITATIONS / DISBURSEMENT CRITERIA

Derivation of Request:

This appropriation provides funding for Human Services' on-going Information Technology (IT) support of the Department’s benefit delivery systems, network infrastructure and enterprise data warehouse. In addition, operating funding provides for on-going operational maintenance and enhancements of specific IT projects, including the Client Information System, the Home and Community-Based Services Information System, the Child Care Management Information System, and Child Welfare Information Solution.

Detail on the appropriation request is outlined in Section IV, entitled “Explanation of Changes” on the following pages.

Legislative Citations:

62 P.S. § 101 et seq.; 71 P.S. § 61

Disbursement Criteria:

Disbursements are made based on invoices submitted for operating expenses incurred and fixed assets purchased in the operation of the program.
<table>
<thead>
<tr>
<th>VI. EXPLANATION OF CHANGES ($ Amounts in Thousands)</th>
<th>APPROPRIATION: Information Systems</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>OPERATING</strong></td>
<td><strong>State $</strong></td>
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<tr>
<td>1. Reflects an increase in operating costs associated with Information Technology Delivery Center (ITDC) shared services:</td>
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<td>2. Reflects one-time cost to move the ITDO from the Department of General Services annex - Harrisburg campus:</td>
<td>$2,551</td>
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<tr>
<td>3. Reflects a decrease in cost associated with multiple projects moving from design and development to production, the largest of which is related to Community HealthChoices Implementation:</td>
<td>($5,645)</td>
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<tr>
<td>4. Reflects an increase in the costs associated with the implementation of the IT Support and Services contract:</td>
<td>$2,188</td>
</tr>
<tr>
<td>5. Reflects an increase in costs associated with the procurement of enterprise solutions relating to program analytics, financial management, and departmental licensing systems:</td>
<td>$83</td>
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<tr>
<td>6. Reflects a decrease in the costs associated with Electronic Data Center moving expenses:</td>
<td>($153)</td>
</tr>
<tr>
<td>7. Reflects an increase in non-recurring telecommunication costs associated with the Commonwealth-wide telecommunications upgrade:</td>
<td>$1,091</td>
</tr>
<tr>
<td>8. Reflects a decrease in costs associated with the Pennsylvania Compule Services:</td>
<td>($929)</td>
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<tr>
<td>9. Reflects a decrease in the costs associated with the Department's Desktop help desk:</td>
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<tr>
<td>10. Reflects a net increase in costs associated with the purchase of software:</td>
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<tr>
<td>11. Reflects an increase in costs associated with contracted staff:</td>
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<tr>
<td>12. Reflects an increase in the costs associated with phase two procurement of the Child Welfare Information Solution:</td>
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VI. EXPLANATION OF CHANGES
($ Amounts in Thousands)

APPROPRIATION:
Information Systems

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<th></th>
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</table>
INFORMATION SYSTEMS

PROGRAM STATEMENT

The Department of Human Services’ (Department) information systems appropriation provides operational support primarily for case management, eligibility determination, administrative, and enterprise level network and personal computer services. Most of the Department’s information systems are partially funded by the federal government and must comply with federal guidelines and regulations. These systems are critical in providing benefits to approximately 3.2 million eligible recipients in the Commonwealth of Pennsylvania.

CLIENT INFORMATION SYSTEM

The function of the Client Information System (CIS) is to provide automated data processing for multiple eligibility programs including but not limited to: Cash Assistance, Medicaid, Low Income Home Energy Assistance Program (LIHEAP) and Supplemental Nutrition Assistance Program recipients. It supports over 6,600 County Assistance Office (CAO) staff statewide, with a total caseload of approximately 3.2 million clients. Over the past several years, the Department has incrementally modernized portions of CIS from legacy mainframe to an open systems solution.

In Fiscal Year 2019-2020, the Department will focus on continuation of system modernization (with a focus on moving the remaining eligibility rules as well as an initial set of batch processes from legacy mainframe to open systems) as well as initiatives that support state and federal priorities, increase CAO staff efficiencies and promote enhanced customer service. The Department will continue to conduct maintenance activities to support public assistance programs as required by regulation or policy.

HOME AND COMMUNITY-BASED SERVICES INFORMATION SYSTEM

The Home and Community-Based Services Information System (HCSIS) is a centralized, web-enabled, consumer case management system that provides data collection and state-level program management. It also functions as the daily operating system for the 49 County Intellectual Disability and Early Intervention Administrative Entities. Major functional areas within HCSIS include: client management; eligibility determination; coordination management; provider management; financial management, including authorization of claims; quality management; and reporting.

Planned HCS S project activities in Fiscal Year 2019-2020 include continued support of Community HealthChoices rollout, enhanced provider monitoring functionality, updates to the Enterprise Data Warehouse reporting, enhancements to the Early Intervention system and coordination of behavioral health activities.

CHILD WELFARE INFORMATION SOLUTION

The Child Welfare Information Solution (CWIS) supports the ChildLine application and maintains a self-service portal for obtaining child abuse clearances and reporting child abuse. This system also supports data exchanges with the 67 County Children and Youth Agencies and electronic exchanges of reports of children in need of protective services between the Department and counties.

In Fiscal Year 2019-2020, the Department will seek a solution for CWIS to allow the collection of child-specific data required for annual and semi-annual reports to the federal government. Outcome processing efficiencies will also be addressed, including the management of investigation outcomes, ability to merge and unmerge data related to persons, validation and expunction of data, and dashboard/alert
management. Further, this solution is planned to support the broader needs for case management across the Department's enterprise.

**PENNSYLVANIA'S ENTERPRISE TO LINK INFORMATION FOR CHILDREN ACROSS NETWORKS**

The Pennsylvania Enterprise to Link Information for Children Across Networks (PELICAN) is an integrated management system that supports Child Care Works (the subsidized child care program), Early Intervention, Early Learning Services (Head Start, Pennsylvania Pre-K Counts, and Keystone STARS programs), Provider Certification, and the Early Learning Network. The system provides online information for citizens about quality early learning opportunities and providers. In addition, PELICAN provides the Commonwealth a means to assess and monitor program accountability and integrity across the entire early learning continuum.

Planned PELICAN activities for Fiscal Year 2019-2020 include continued Care Check updates for Child Care Works to ensure compliance with the Child Protective Services Law and Enhancements to Early Learning Resource Centers (ELRC). The ELRC's have been created as a single point of contact for families, early child care and education providers, and communities to find information and access services to support children and families with the goal of improving the quality, accessibility, and affordability of early childcare and education services in Pennsylvania.
The Education of Veterans Children appropriation provides grants for children of honorably discharged veterans who have been certified as having wartime service-connected disabilities rated as totally and permanently disabled, have died of war service-connected disabilities or died in service during a period of war or armed conflict.

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<tr>
<th>Appropriation</th>
<th>Vendor PA Cty Code</th>
<th>Vendor</th>
<th>Commitment item</th>
<th>Exp. and Commitments 2017-18</th>
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The American Battle Monuments appropriation provides a grant to the American Battle Monuments Commission, Washington, D.C. for the maintenance and repair of the Pennsylvania State Memorial at Varennes, France and the Pennsylvania Eighteenth Division Memorial Monument at Nantillois, France.

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The Armory (Readiness Centers) Maintenance and Repair appropriation is utilized for various critical statewide projects such as the replacement, repair and installation of heating systems, roofs, electrical distribution systems, plumbing and sewer systems, painting and waterproofing of buildings, etc.

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The Civil Air Patrol appropriation provides costs to the Pennsylvania Wing, Civil Air Patrol, Inc. (PAWG). Funds are to utilize services of CAP and its volunteers for the public good. CAP has the ability to quickly generate and organize large numbers of highly trained and motivated volunteers with ready access to up-to-date equipment, which results in extremely cost-effective support to government agencies.

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The Burial Detail Honor Guard funds are used to provide burial detail honor guards from veterans groups for veteran soldiers who are to be buried at the Fort Indiantown Gap National Cemetery, the National Cemetery of the Alleghenies and Washington Crossing National Cemetery.

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The General Government Operations appropriation is used to provide administrative, technical, programmatic and clerical support to operate the Pennsylvania National Guard and Pennsylvania veterans.

<table>
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