



DEPARTMENT OF BUDGET & MANAGEMENT  
OFFICE OF BUDGET ANALYSIS

## Section B:

# BUDGET SUBMISSION GUIDANCE

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**JULY 2021**

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## B.1 BEST PRACTICES FOR BUDGET SUBMISSION

To assist agencies with the completion of the FY 2023 Budget Submission, DBM has generated a list of best practices created in consultation with agencies and budget analysts that are applied by the most successful agencies during the budget submission process. Many of these best practices are strategies for using the BARS budget system. DBM encourages agencies to utilize the following guidelines during the lead-up to the FY 2023 Budget Submission, where applicable.

- Use the “Support” button in BARS and related user guides to diagnose issues with adjustments or processes in the system. If the problem persists:
  1. If there is an Application Error, contact the service desk ([service.desk@maryland.gov](mailto:service.desk@maryland.gov)).
  2. If there is a Chart of Accounts or Fund Source change needed, contact the DBM Budget Processing Team ([dlbudgethelp\\_dbm@maryland.gov](mailto:dlbudgethelp_dbm@maryland.gov)) copying your OBA analyst.
  3. If there is any other issue, contact your OBA analyst (and additional OBA staff, if instructed) as issues arise.
- Utilize validation error guides available in the “Support” tab in BARS to identify solutions for submitting adjustments and the Budget Request Submission module. Additional guides and summaries may be found in Section B.5.
- Manage the agency position complement actively throughout the year using Workday, if applicable. Agencies are strongly encouraged to have all location data (unit, program, and subprogram) as well as job classification and step information for filled and vacant positions updated in Workday.
- Use the “Copy Workday” function in BARS during the Position Reconciliation exercise to the extent that the information is well-maintained in Workday. This significantly reduces the amount of time required to manage each PIN individually in the system for the Budget Year, and eliminates the need to change the vacancy status for each position.
- Submit all changes to positions during the Position Reconciliation process such that no additional position-related adjustments are necessary during the FY 2023 budget submission.
- Use Ad-hoc to confirm adjustments as they are entered into the BARS budget system. Ad-hoc may be used
  1. before adjustments have been “Released” to identify areas where additional detail needs to be loaded, or
  2. to check items as they are being loaded into BARS to get a sense if those adjustments were loaded into BARS as intended.

In addition, a number of pre-formatted ad-hoc reports are available, including reports displaying Budget Year GF Target Tracking, 3 Year Expenditure, 3 Year Revenue, 3 Year Adjustment Tracking, and SD Tab related reports.

- Agencies are also encouraged to use Reports in BARS to observe what is currently “Released” or baseline in the system. Reports may be expanded to view detail from adjustments in mid-flight by selecting adjustments with the “In Review” or “Reviewed” status in Reports. The “Agency Adjustment Summary” provides agencies a list of all of their budget adjustment transactions for the last three budget years and provides these filters and groups in an intuitive tool.
- Emphasize reading Section I.1 “New and Reminders for FY 2023” and Section A.1 “Standard Rates and Calculations” to all staff responsible for the budget. These sections represent the most important information for agency fiscal staff where DBM rates or recommendations have changed year-over-year.
- Zero out comptroller subobject 0189 budgeted turnover in the FY 2021 Agency Actuals.
- Engage regional offices well in advance of the budget submission deadline during the spring and summer interim to determine needs. Agencies are encouraged to use the interim to set expectations of what should be requested through the budget and how the submission process should proceed.
- Engage staff in internal training after the finalization of the Governor’s Allowance to identify areas of deficiency for staff and/or offices that may require additional training or emphasis during the interim.
- Develop internal training for onboarding new or existing staff onto the BARS system. Agencies are encouraged to engage their budget analysts and the Office of Budget Analysis during the spring and summer to gain mastery with the BARS system, particularly in new budget requirements that were particular pain points during the prior year’s submission.
- Download the BARS grid formats from each of the data entry tabs in BARS to assist in the creation of new data for BARS. In agencies where there are field offices responsible for the update and submission of their own budget, DBM recommends downloading those budget grids for each individual office from BARS and distributing them for update and completion.
- Utilize pre-formatted Ad-hoc reports available for download from BARS to monitor the holistic budget preparation prior to final submission through the Budget Request Submission module.
- Export and save time-intensive grids from BARS as a backup. Create an internal file structure to save these exported grids as information is added and adjustments are made. If changes are required to data entered by the agency, it may be easier to update the exported Excel file and re-import the data than micromanage multiple lines in a BARS grid.
- Submit Over-the-Target and Deficiency requests alongside the budget request using the Budget Request Submission module. DBM will not accept additional requests outside of the system for the FY 2023 budget submission.

- Provide reliable data in the Fund Balance tab when finalizing the Budget Request Submission module. This will avoid extensive questions from DBM and DLS regarding fund balances, particularly for special funds.
- Export and save the completed Fund Balance tab in the Budget Request Submission module once it has been populated prior to submission. The Fund Balance tab in the final submission module is wiped each time new adjustments are added and refreshed for inclusion in the submission, and having a backup file from the export can save significant time and effort.
- Run the Budget Request Submission module early and often before the submission is complete, omitting the Workflow comment to ensure failed validation. This process can help identify wider issues with the budget submission or give the submitter a sense of the remaining detail required for the submission.
- Prepare for the most common Budget Request Submission module validation errors:
  1. Contractual FTEs are at least \$20k per 1.00 FTE
  2. Comptroller Subobject 0192 equals \$0 across the entire agency
  3. Target lock requirements must be met (these can be reviewed in the [Targets Tab](#))
  4. Reduction target totals are met via Reduction adjustments within the submission

**B.2 CHECKLIST OF SUBMISSION REQUIREMENTS**

Submitted Electronically

✦ Because of the level of budget detail captured by the BARS budget system, State agencies are no longer required to submit hard copies of the budget submission. However, please use this checklist for reference of what budget submission requirements are still required to be submitted electronically outside of the BARS system.

**Agencies should send an email to [dlbudgethelp\\_dbm@maryland.gov](mailto:dlbudgethelp_dbm@maryland.gov) and the OBA budget analyst to confirm the agency’s submission of the FY 2023 budget request, and attach the following documents and forms in that message.**

**Submission Requirement**

<input type="checkbox"/>	DA-25A and DA-25B: Pay Plan Adjustment or New Classification Request: <u>Justification</u> , and <u>Details &amp; Summary</u>
<input type="checkbox"/>	Organizational Chart
<input type="checkbox"/>	DA-8: Motor Vehicle Operation & Maintenance
<input type="checkbox"/>	DA-27: Indirect Cost Recovery and Reversion Reporting

*✦ DBM once again requires the submission of the DA-8 for vehicle requests. DA-28 supporting detail forms are no longer necessary for adjustments to the Current Year appropriation as Budget Amendments will be submitted and requested through BARS for the FY 2022 Working Appropriation. Budget Amendment detail must be submitted no later than the budget submission or October 15, 2021, whichever comes first.*

*✦ REMINDER: the DA-1, DA-2, DA-3A, DA-20, DA-21A, DA-21B, DA-22, DA-23, DA-24 and DA-28 supporting detail forms are no longer necessary as this information is now captured in the BARS budget system.*

*✦ Managing for Results has a separate submission deadline of September 3, and should be emailed to [oba.mfr@maryland.gov](mailto:oba.mfr@maryland.gov) and the OBA analyst by that date.*

## B.3 DOCUMENTATION REQUIREMENTS

### B.3.1 ORGANIZATIONAL CHARTS

Section 28 of the FY 2022 budget bill requires that the Department of Budget and Management (DBM) submit to the Department of Legislative Services (DLS) a **one-page** organizational chart for each agency that depicts the allocation of personnel across operational and administrative activities.

In order to accommodate this requirement, agencies are requested to submit a one-page organizational chart to DBM with the budget submission.

**Agencies must submit the organizational chart in either Microsoft Word or Adobe PDF format.** Agencies should submit the electronic file to their DBM budget analyst and [dlbudgethelp\\_dbm@maryland.gov](mailto:dlbudgethelp_dbm@maryland.gov) as part of the budget request submission process. The file must be sent at the same time as DA-forms and the confirmation that the agency has completed the Budget Request Submission module in BARS. **DBM is responsible for forwarding these charts to DLS. Agencies should not submit the files directly to DLS.**

If you have additional questions, please contact your assigned DBM budget analyst.

### B.3.2 LOCAL AID

Agencies that distribute local aid are required to include in the budget submission an estimated and preliminary distribution of local aid for FY 2021 actual expenditures, the FY 2022 appropriation, and the FY 2023 request.

The submission should include the supporting documentation that was used to arrive at the distributions in each fiscal year. Between the submission of the budget request and the end of December 2021, any additional information that would affect the distribution of local aid in the request year should be submitted to the assigned DBM budget analyst and directly to Nathan Bowen at [Nathan.bowen@maryland.gov](mailto:Nathan.bowen@maryland.gov).

As the Governor's Allowance is finalized, DBM will ask the agency to submit revised distributions based on the allowance. The budgets that contain local aid include:

<b><u>BUDGET</u></b>	<b><u>STATEWIDE PROGRAMS</u></b>
D21A0102	Governor's Office of Crime Prevention, Youth, and Victim Services, Local Law Enforcement Grants
D21A0103	Governor's Office of Crime Prevention, Youth, and Victim Services, State Aid for Police Protection Fund
D26A0702	Senior Citizens Activities Centers Operating Fund
D38I0103	State Board of Elections (Voting System Funding)
D50H0106	Fire, Rescue, and Ambulance Fund
J00A0102	Operating Grants-In-Aid/Payments in Lieu of Taxes (PILOT)
J00B0105	County and Municipality Funds (Highway User Revenues)

J00H0106	Statewide Programs Operations
K00A0401	Revenue Equity Program
K00A0505	Land Acquisition and Planning (Instant Bingo Revenue to Calvert County)
K00A0510	Outdoor Recreation Land Loan (Program Open Space, local programs)
K00A1001	Critical Area Commission
M00F0207	Targeted Local Health Services
M00L0102	Behavioral Health Crisis Response
P00E0102	Maryland Racing Commission –Division of Racing
P00E0106	Video Lottery Terminal (VLT) – Local Impact Grants
P00G0114	Adult Education
Q00A0104	Emergency Number Systems (911) – State Grant
Q00G0001	Police and Correctional Training Commissions – General Administration (Law Training Center Grants)
R00A02--	Aid to Education (All programs with General Funds or Education Trust Funds)
R00A0602	School Safety Aid
R00A0702	School Construction Aid
R11A1102, 03, and 04	Aid to Libraries
R62I00--	Aid to Community Colleges – Formula, Special Grants, and Fringe Benefits
S00A24--	Neighborhood Revitalization
W00A0108	Vehicle Theft Prevention Council

### B.3.3 INDIRECT COST RECOVERY AND REPORTING REQUIREMENTS

**All agencies receiving Federal Funds must determine whether the funds are eligible for indirect cost recovery.** Once such eligibility is established, the agency must initiate, negotiate and establish an indirect cost recovery rate with the federal government. A copy of the latest approval letter from the relevant federal agency must be submitted to DBM.

Agencies are instructed to budget for internal indirect cost recoveries only after notifying the assigned DBM budget analyst of the intent to do so. No agency may budget the use of Statewide Indirect Cost Recoveries. **ALL STATEWIDE INDIRECT COST RECOVERIES MUST BE REVERTED TO THE GENERAL FUND.**

#### **DA-27 Form Detail Requirements**

**All agencies** must complete a DA-27 form (even if there are no recoveries to report). Agencies should use the DA-27 form to specify the exact amounts and types of indirect cost recoveries and reversions made. Data should be provided at the program level and totaled to the unit level and the agency level. **Please report data for FY 2021, as well as estimates for FY 2022 and FY 2023.** The following information will be required:

1. List the **Statewide Indirect Cost Recoveries**. This is the amount of total recoveries allocated to Statewide Indirect Costs. The allocation percentage is determined by dividing the amount of Statewide Indirect Costs used in the Indirect Cost Allocation Plan by the total

amount of indirect costs used in the calculation of the **Federally Approved Indirect Cost Recovery Rate**. The resulting percentage is the **Federally Approved Statewide Cost Recovery Rate**. Please note that both of these rates are required in the two farthest right columns of the DA-27 form.

2. List the **Internal Indirect Cost Recoveries**. This is the amount remaining from total indirect cost recoveries after Statewide Indirect Cost Recoveries have been subtracted.
3. Report the amount of Indirect Cost Recoveries **reverted to the General Fund**. This amount should not be less than the amount of Statewide Indirect Cost Recoveries, but may be more.
4. Report the amount of **Indirect Cost Recoveries Retained by the Agency**. This amount should be no greater than the amount of Internal Indirect Cost Recoveries, but may be less.

Copies of the **DA-27 form** and the most current **Negotiated Agreement Letter** must be included in the agency's budget submission, and electronic copies of the DA-27 form and the most current agreement letter must be sent to Michelle Pack, [michelle.pack2@maryland.gov](mailto:michelle.pack2@maryland.gov), and the DBM budget analyst. This information is reported in Appendix I of the Governor's Budget Highlights Book.



## B.4 FUND FILE FOR NON-GENERAL FUNDS

Many agencies have revenue from sources other than the General Fund in the budget request - special, federal, reimbursable, and non-budgeted funds. In BARS, the fund source detail is specified on the “Revenue Tab” in each adjustment, and thus may interchangeably be referred to as “Revenue Data.” All agencies must provide fund source detail in BARS that reconciles with the budget submission fund type splits at the program level.

**For the FY 2023 Budget Submission, all agencies are required to complete the “Fund Balance” Tab in the Budget Request Submission (BRS) module to submit income and balance data for all Special and Federal fund sources. The FY 2023 budget request cannot be submitted in BARS without this information.**

BARS requires that fund source detail be provided in every adjustment made, which means that agencies no longer need to submit separate fund source detail in an Excel template. While users will specify fund sources as they work, they will also have the opportunity to create revenue-only adjustments before submission to DBM to adjust the fund source breakdown after viewing the entire budget submission in aggregate.

### Non-General Fund Submission Requirements

1. Fund Source Detail by Program:  
Specify in each BARS adjustment, as well as realign if necessary before submitting the entire Budget Request Submission.
2. Fund Source Income and Balance Data for Special and Federal Funds:  
Provide the prior year fund balance and three years of income (PY actual and CY/BY estimates) for each individual special and federal fund source.

BARS will verify that the expenditure amounts submitted in the fund file are exactly the same as the expenditure amounts reported in the budget files at the program level.

### **1. Updating Fund Source Detail by Program in BARS**

For FY 2023, BARS currently has fund source detail by program that rolled over in parallel with the FY 2022 budget data to create the FY 2023 Agency Request stage. To the extent DBM created non-General Fund target adjustments, specific fund sources were indicated by the OBA analyst creating the adjustment. This means that, like the budget detail, the fund detail already has a “baseline” and all actions made to change the budget will be adjustments against that baseline.

To help agencies manage fund sources used in the budget, the following tools will be provided:

- The “Fund Balance” tab in the Budget Request Submission module in BARS, which aggregates fund and revenue detail from all adjustments across all three submission years that have been bundled for the submission, and
- Reports and ad-hoc templates that aggregate all the fund detail and will also show if a fund is overspent once users provide opening balance and income information for the fund (see #2 below).

If, when seeing all the fund detail in aggregate, the agency wishes to adjust at which level each fund source supports each program, a BARS adjustment can be created that makes NO changes to expenditures and only updates revenues.

**2. *✎* Updating Fund Source Income and Balance Data (Special Funds and Federal Funds)**

BARS requires agency submitters to enter opening balance data for FY 2021 as well as actual income for FY 2021 and estimated income for FY 2022 and FY 2023 for each individual special and federal fund source. With these four numbers, BARS can generate the balance, income, and expenditure summary information for each fund, which is a mandatory piece of the submission and a requirement from both DBM and DLS. Agencies must complete this part of the submission for all special funds as well as relevant multi-year federal fund block grants. For federal funds, agencies should report the balance as the remainder/carryover of spending authority on a multi-year grant, as federal funds do not technically have a “balance.”

This information is entered in the “Budget Request Submission” module where agencies can review the budget request in aggregate before submission to DBM. Please contact your OBA analyst with any questions about how to enter in this data.

- **Before final submission to DBM, agencies should review whether there are negative ending fund balances in any fiscal year – if there are, please contact your OBA analyst ahead of the submission to explain why.**
- **Special Fund beginning balances entered in BARS must match the figures in FMIS – DBM will compare the values against a report provided by GAD.**
- Agencies should keep in mind rules that govern various special funds when budgeting funds in FY 2023 and when reporting income and balances. Some special funds cannot carry a balance, and any remaining unspent revenue is reverted to the General Fund, while other special funds have percentage limits of what amount of revenue can be kept as fund balance for use in the next fiscal year.

Agencies are responsible for...

Fund Revenue	A		B		C		D				
	Fund Source	FY 2019 Starting Balance	FY 2019 Revenue	FY 2019 Expenditures	FY 2020 Starting Balance	FY 2020 Revenue	FY 2020 Expenditures	FY 2021 Starting Balance	FY 2021 Revenue	FY 2021 Expenditures	FY 2021 Closing Balance
44 93 600 Head Start	\$0	\$135,969	\$135,969	\$0	\$126,912	\$126,912	\$0	\$126,931	\$126,931	\$0	\$0
45 93 936 Cooperative Agreements to Supp	\$0	\$63,955	\$0	\$63,955	\$63,571	\$63,571	\$63,955	\$63,313	\$63,320	\$63,948	\$63,948
46 96 001 Social Security-Disability Insuran	\$0	\$38,024,240	\$38,024,240	\$0	\$45,108,114	\$45,108,114	\$0	\$44,940,558	\$44,940,558	\$0	\$0
47 96 006 Supplemental Security Income	\$0	\$5,847,931	\$5,847,931	\$0	\$6,128,813	\$6,128,813	\$0	\$6,075,774	\$6,075,774	\$0	\$0
48 AA R00 Federal Indirect Costs	\$0	\$2,122,423	\$2,122,423	\$0	\$1,817,850	\$1,817,850	\$0	\$2,019,310	\$2,019,310	\$0	\$0
49 AB R00 National Association of Educatio	\$0	\$99,213	\$99,213	\$0	\$163,370	\$163,370	\$0	\$163,370	\$163,370	\$0	\$0
50 R00300 Special Indirect Costs	\$0	\$595,000	\$595,000	\$0	\$39,362	\$39,362	\$0	\$39,364	\$39,364	\$0	\$0
51 R00301 Third Party Recoveries-Vocatio	\$0	\$62,167	\$62,166	\$1	\$129,757	\$122,572	\$7,186	\$122,573	\$122,573	\$122,573	\$7,186
52 R00305 Fees	\$0	\$293,399	\$189,211	\$114,188	\$344,194	\$40,950	\$35,242	\$334,611	\$342,614	\$28,069	\$28,069
53 R00309 Blind Vendors Program	\$0	\$2,811,701	\$2,811,701	\$0	\$4,014,338	\$4,014,338	\$0	\$4,014,302	\$4,018,802	\$0	\$0
54 R00312 Maryland Public Secondary Sch	\$0	\$353,207	\$353,207	\$0	\$405,664	\$405,664	\$0	\$419,534	\$419,534	\$0	\$0
55 R00326 Blue Ribbon Schools	\$0	\$34,840	\$23,115	\$11,725	\$40,378	\$40,378	\$0	\$40,807	\$40,807	\$11,725	\$11,725
56 R00332 National Board for Professional	\$0	\$255,603	\$216,717	\$38,886	\$261,115	\$300,000	\$1	\$300,000	\$300,000	\$38,886	\$1
57 R00347 Public Education Partnership Fu	\$0	\$427,254	\$427,255	\$0	\$1,246,919	\$1,246,919	\$0	\$1,328,944	\$1,328,944	\$0	\$0
58 R00355 Teacher of the Year	\$0	\$294,954	\$294,954	\$0	\$291,566	\$291,566	\$0	\$294,603	\$294,603	\$0	\$0
59 R00356 Web Based Learning	\$0	\$68,754	\$73,666	\$15,877	\$220,877	\$220,877	\$15,877	\$163,043	\$163,043	\$15,877	\$15,877
60 R00364 Medical Assistance Administrat	\$0	\$1,267,070	\$1,135,830	\$1,240,000	\$5,295,814	\$5,295,814	\$0	\$5,295,814	\$5,295,814	\$1,240,000	\$100,362
61 R00365 Public Boarding School - SEED	\$0	\$5,091,840	\$5,091,840	\$0	\$5,295,814	\$5,295,814	\$0	\$5,295,814	\$5,295,814	\$0	\$0
62 R00366 Licensing Fees	\$0	\$1,538,950	\$1,474,547	\$64,403	\$1,540,868	\$1,540,868	\$0	\$1,540,868	\$1,540,868	\$64,403	\$1,540,868
63 SWF305 Cigarette Restitution Fund	\$0	\$12,672,078	\$12,672,078	\$0	\$12,666,000	\$12,666,000	\$0	\$10,290,355	\$10,290,355	\$0	\$0
64 SWF318 Maryland Education Trust Fund	\$0	\$555,803,155	\$555,803,155	\$0	\$483,795,337	\$495,815,972	(\$12,020,635)	\$291,906,726	\$291,906,726	\$291,906,726	(\$12,020,635)
65 AA 000 - Initial Capital and Subsequent Op	\$0	\$17,391,916	\$1,719,276,863	\$1,719,059,896	\$17,810,880	\$2,027,189,515	\$2,045,296,266	\$9,505,129	\$2,012,528,661	\$2,027,733,006	(\$15,699,216)

These columns are auto-populated by your selected adjustments

**Special Funds**

For Special Funds unique to a specific agency, use the first three characters of the R\*STARS Financial Agency Code followed by a unique 3-digit code that will be in the range of 301-450. **Agencies must submit a list of any new or revised fund source codes and titles to the OBA Budget Processing Team (BPT) with a copy to the OBA analyst.** Codes should be *clearly* and *separately* labeled as “NEW” and/or “REVISED.” BPT email: [dlbudgethelp\\_dbm@maryland.gov](mailto:dlbudgethelp_dbm@maryland.gov).

**Statewide special funds** are not unique to any agency and use the following codes. Agencies planning to include statewide funds in their FY 2023 Budget Request **must confirm funding availability** with the DBM budget analyst.

Code	Statewide Fund Name
swf302	Major Information Technology Development Project Fund (do not include any new, requested projects; only ongoing projects use this code)
swf305	Cigarette Restitution Fund
swf307	Dedicated Purpose Fund
swf309	Chesapeake Bay Restoration Fund
swf310	Rate Stabilization Fund
swf313	Higher Education Investment Fund
swf314	State Police Helicopter Replacement Fund
swf315	Chesapeake Bay 2010 Trust Fund
swf316	Strategic Energy Investment Fund – RGGI
swf317	Maryland Emergency Medical System Operations Fund
swf318	Maryland Education Trust Fund
swf319	Universal Service Trust Fund
swf320	Speed Monitoring Systems Fund
swf321	Video Lottery Terminal Proceeds
swf322	Housing Counseling and Foreclosure Mediation Fund
swf323	Fair Campaign Finance Fund
swf324	Mortgage Loan Servicing Practices Settlement Fund
swf326	Public Utility Customer Investment Fund
swf327	Contingent Fund
swf330	Strategic Energy Investment Fund - Other
swf331	The Blueprint for Maryland’s Future Fund
swf332	not in use
swf333	Dedicated Purpose Account - Covid 19
swf334	Rainy Day Fund – COVID-19
swf335	Marketplace Facilitator Revenue
swf336	Recovery Now Fund

### **Federal Funds**

Agencies should use the six-character Catalog of Federal Domestic Assistance (CFDA) number, which is five digits plus a decimal point. *Please report any new CFDA numbers and Fund Names to the OBA Budget Processing Team (BPT) and the OBA budget analyst.* For Federal Funds that do not have a CFDA number, use a code in the format aa.rst where “rst” is the R\*STARS Financial Agency Code (e.g., q00).

Examples:      97.072    National Explosives Detection Canine Team Program  
                  17.503    Occupational Safety and Health-State Program  
                  20.233    Border Enforcement Grants  
                  93.778    Medical Assistance Program

### **COVID-19 Data – Federal Funds**

For federal funding associated with the COVID-19 Coronavirus Aid, Relief and Economic Security (CARES) Act, the Families First Coronavirus Response Act, the Coronavirus Response and Relief Supplemental Appropriations Act (CRRSAA), and the American Rescue Plan Act (ARPA), Agencies should use legislation-specific coding to indicate each of these initiatives as federal funds in agency budgets. Additional guidance is provided in Section B.5.

For all federal fund appropriations in the FY 2023 budget submission, the amount of expenditures must equal the amount in the budget file for each of the three years (Actual, Appropriation, Request).

### **Reimbursable Funds**

Agencies should typically use the six-character R\*STARS appropriation code for the agency that is the source of funds. For reimbursable activity where funding is from many agencies, for example “print shops,” the fund code will be the first three characters of the agency R\*STARS Financial Agency Code, followed by a unique three-digit code in the range of 901-999.

Agencies must verify that any requested Reimbursable Fund amounts are in the budgets of agencies providing the funds. When submitting budget requests, include copies of the appropriate signed reciprocity agreements.

**✎ For new reimbursable fund agreements, agencies must notify DBM of any reimbursable fund agreements where the source funds originate as general funds. In order for reimbursable fund amendments to occur for FY 2022, supporting budgetary language must be authorized via legislation and primarily via the Budget Bill. DLS will not approve reimbursable fund amendments with general funds as the source funds after the end of the Legislative Session.**

### **Non-Budgeted Funds**

Each agency using non-budgeted funds must include a separate program statement providing a description of any current and proposed activity to be financed with non-budgeted funds. All funds received from special and federal sources must be reported in the agency’s operating budget request and reflected in programs summarizing the various sources.

## ADDITIONAL NOTES FOR ALL AGENCIES

**NOTE: Institutions of Higher Education** must provide an income listing in two forms:

- **Form 1:** Summary of Current Unrestricted and Restricted Funds equal to amounts expended, appropriated, or requested, in accordance with the *Financial Accounting and Reporting Manual* of the National Association of College and University Business Officers (NACUBO).
  - **Form 2:** Revenue Analysis listing tuition, fees, and revenues generated by fiscal year. Total revenue reported usually exceeds a given year's expenditures with differences reported as fund balance.
- 
- **In the ongoing attempt to decrease the number of budget amendments,** agencies relying on Special Fund and Federal Fund revenue should **carefully evaluate revenue and expenditure expectations** before submission of the budget request. A careful evaluation of cash flow needs will enable each agency to provide reasonable estimates of special and federal fund revenue.

## B.5 FEDERAL RELIEF FUNDS GUIDANCE

✎ For the FY 2023 Budget Submission, all agencies that have received federal COVID-19 relief funds are required to submit the budget with legislation-specific coding in each fiscal year. The intent is to capture and record the difference in the budget detail where federal relief funds have been received and expended. These funds are aggregated as total Federal Funds in the “Fund Balance” Tab in the Budget Request Submission (BRS).

✎ For the FY 2023 Budget Submission, agencies should not request additional federal relief funds as part of the agency budget request for FY 2023. Instead, agencies should request an over-the-target for federal relief funds required in FY 2023 or a budget amendment for funds required in FY 2022. For additional guidance, please contact your OBA budget analyst.

This section provides additional guidance for all of the following federal relief bills:

- Coronavirus Aid, Relief, and Economic Security (CARES) Act
- Coronavirus Response and Relief Supplemental Appropriations Act (CRRSAA)
- American Rescue Plan Act (ARPA)

✎ For any new federal relief funds, including federal relief funds utilizing existing fund sources, contact [DLBudgetHelp\\_DBM@maryland.gov](mailto:DLBudgetHelp_DBM@maryland.gov) to set up a new federal fund CFDA code related to any federal relief funds in BARS.

1. In the “Subject” line, input: New FF CFDA – CARES - ##.###.
2. In the Body of the email, provide the name of the CFDA and confirm which relief act the funds are sourced from.
3. If the CFDA code existed pre-COVID-19 relief under Fund 05 (FF) and is now also using federal relief funds, this new CFDA code will now receive a MD-specific alphabetical coding to indicate that it is a federal relief funding stream.

**Some existing CFDA codes have an established alphabetical coding. Please use the following coding structure for entry into BARS.**

- CARES Act: CFDA ##.###**C**; Fund 0525 in FMIS; Fund 25 (**FC**) in BARS.
- CRRSAA: CFDA ##.###**D**; Fund 0535 in FMIS; Fund 35 (**FD**) in BARS.
- ARPA: CFDA ##.###**E**; Fund 0545 in FMIS; Fund 45 (**FE**) in BARS.

4. Once a confirmation email has been received from the Budget Processing Team (BPT) [DLBudgetHelp\\_DBM@maryland.gov](mailto:DLBudgetHelp_DBM@maryland.gov), the agency is free to use this source and coding in BARS for federal relief related expenditures. **Please see Section A.4 for guidance regarding personnel expenditures using federal relief funds.**

This guidance applies only to those agencies eligible for direct federal CARES, CRRSA, and/or ARPA funding **and** any agency being reimbursed by MDH for COVID-19 Relief Fund expenditures. Federal guidance for ARP State and Local Fiscal Recovery Funds can be found at the following URL: <https://home.treasury.gov/policy-issues/coronavirus/assistance-for-state-local-and-tribal-governments>. Additional resources for individual program grants at various federal agencies can be found on the National Association of State Budget Officers website at the following URL: <https://www.nasbo.org/resources/covid-19-relief-funds-guidance-and-resources#ARP>. As always, please reach out to your OBA analyst if you are unsure which guidance applies to your agency.

The American Rescue Plan builds upon those federal stimulus packages passed and enacted in 2020. A summary of the \$1.9 trillion stimulus package can be found at the following link: <https://www.ncsl.org/ncsl-in-dc/publications-and-resources/american-rescue-plan-act-of-2021.aspx>.

## **B.6 BARS GUIDANCE, AGENCY ADJUSTMENT TYPES, AND SUBMISSION RESOURCES**

### **General Guidance for Working in BARS**

While DBM is providing some basic guidance and ideas for how to approach the budget request, we recognize that each agency will complete the request in BARS differently. The following content provides an approach to using the BARS system among several possible approaches. DBM encourages agencies to share best practices internally and with DBM and agency colleagues as Maryland continues to refine and improve its guidance for budget submission through BARS.

### **BARS Agency Help Guide**

Guide: <https://dbm.maryland.gov/budget/Documents/operbudget/2023-instructions/BARS-Agency-Help-Guide.pdf>

Agencies should go through a prescribed list of resources to investigate issues that may arise while using BARS. DBM has emphasized a tiered system of user assistance and contact information depending on the type of issue. DBM urges agencies to be patient as the BARS system continues to evolve.

### **Stages, Statuses, and the Adjustment Paradigm**

Guide: <https://dbm.maryland.gov/budget/Documents/operbudget/2023-instructions/BARS-Stages-Statuses-Adjustment-Paradigm.pdf>

Video: TBD

BARS operates on an adjustment basis, utilizing individual workflows called “adjustments” to enter data into the system. This has been borne out to be vastly different from previous budget operations in the HOBOS system and requires a new paradigmatic way of thinking. This guide includes information for processing adjustments and knowing when detail in the system is “final.”

### **Explaining Adjustment Types**

Guide: <https://dbm.maryland.gov/budget/Documents/operbudget/2023-instructions/BARS-Explaining-Adjustment-Types.pdf>

Video: TBD

BARS includes a variety of adjustment types that dictate the method and point and time that certain types of data are entered into the budget. A short reference guide is appended at the end of this section.

### **Creating an Adjustment**

Guide: <https://dbm.maryland.gov/budget/Documents/operbudget/2023-instructions/BARS-Creating-Adjustment.pdf>

Video: TBD

Each adjustment has individual pieces of data that indicates which agency, which fiscal year, and which part of the budget (Positions, Contractual Positions, Contracts and Grants, Real Estate, General Expenditures, and Fund Sources) is being affected by the adjustment in question. There are always minimum data requirements in order to submit an adjustment successfully.



## Adjustment Validations

Guide: <https://dbm.maryland.gov/budget/Documents/operbudget/2023-instructions/BARS-Adjustment-Validations.pdf>

Video: TBD

Each adjustment also has individual pieces of data that comprise those minimum data requirements, called “validations.” Depending on what the user would like to do, different validations may trigger to ensure sufficiency. Many of these are self-explanatory, while a select few require a deeper knowledge of the interactions between pieces of an adjustment.

## Using the Import/Export Function

Guide: <https://dbm.maryland.gov/budget/Documents/operbudget/2023-instructions/BARS-Using-Import-Export-Function.pdf>

Video: TBD

Each data entry “tab” in BARS allows for the import and export of detail to Microsoft Excel to expedite data entry and/or analysis. Excel is among the fastest ways to manage the detail in BARS, which is arranged into “grids” that must be adjusted manually to implement any changes. There are many rules to using the import/export function, and the method differs in certain tabs.

## Position Reconciliation for FY 2023

Guide: <https://dbm.maryland.gov/budget/Documents/operbudget/2023-instructions/BARS-Position-Reconciliation-Guide.pdf>

Video: TBD

Prior to the availability of the Target and Agency Request, agencies can begin by ensuring that Workday is current with staffing and position information. This process includes the ability to fix differences between Workday and BARS and update BARS for anticipated detail for FY 2023.

## Contractual Positions

Guide: <https://dbm.maryland.gov/budget/Documents/operbudget/2023-instructions/BARS-Contractual-SD.pdf>

Video: TBD

Agencies should have a conceptualization of the FY 2021 Actuals, FY 2022 Working Appropriation, and FY 2023 Budget Request for contractual positions prior to engaging in BARS. Contractual positions utilize the Contractuals Supporting Detail (SD) tab. Contractual positions must always maintain a minimum of a \$20,000:1.00 FTE ratio, with lower salaries equating to a partial FTE.

## Contracts/Grants

Guide: <https://dbm.maryland.gov/budget/Documents/operbudget/2023-instructions/BARS-ContractsGrants-SD-tab.pdf>

Video: TBD

Agencies are also required to enter all Object 08 Contracts and Object 12 Grants into the BARS budget system in a separate SD tab. This SD tab information is specific to the Object 08 and Object 12 expenditures at the subprogram level in the agency budget. **Note: All interagency agreements of \$50,000 or more must be reported in the Contract/Grant SD tab. Agencies must use Subobject 0885, “In-State Services – Other,” to budget expenditures related to interagency agreements. This Subobject also may be used for agreements with local government entities.**

### **Contracts/Grants Maintenance Screen**

Guide: <https://dbm.maryland.gov/budget/Documents/operbudget/2023-instructions/BARS-Maintain-Contracts-Grants-Module.pdf>

Video: TBD

Agencies must provide detail for all contracts and grants over \$50,000, including description data and the term of the contract and/or grant. The Contracts/Grants Maintenance Screen holds this data and allows agencies to maintain its own library of contracts and grants for use in the Contracts/Grants SD tab.

### **Real Estate**

Guide: <https://dbm.maryland.gov/budget/Documents/operbudget/2023-instructions/BARS-Real-Estate-SD-Tab.pdf>

Video: TBD

Agencies must enter all Comptroller Subobject 1301 Non-DGS leases into the Real Estate SD tab. This SD tab includes detail that has been required in the agency budget submission before BARS existed. This SD tab information is specific to the Subobject 1301 expenditure at the subprogram level in the agency budget. Make the requisite adjustments in FY 2021 to reconcile to the Actuals, and make changes where necessary in FY 2023.

### **Real Estate Maintenance Screen**

Guide: <https://dbm.maryland.gov/budget/Documents/operbudget/2023-instructions/BARS-Maintain-Real-Estate-Leases-Module.pdf>

Video: TBD

Similar to the Contracts/Grants process, agencies should have accumulated a list of real estate leases that have a specific duration, total cost, description, name, and cost of the lease. The Real Estate Maintenance Screen holds this data and allows agencies to maintain its own library of non-DGS leases for use in the Real Estate SD tab.

### **Turnover Tab**

Guide: <https://dbm.maryland.gov/budget/Documents/operbudget/2023-instructions/BARS-Turnover-Tab.pdf>

Video: TBD

This is a unique “SD” tab that allows an agency to set its budgeted turnover rate at the subprogram, program, unit, or agency-wide level. This tab allows agencies to set varying budgeted turnover rates in concert with the detail located in the SD tab and overwrite the turnover rates budgeted within the “Expenditures” tab.

### **Revenue Tab and Realigning Revenues**

Guide: <https://dbm.maryland.gov/budget/Documents/operbudget/2023-instructions/BARS-Revenue-Tab-Realigning-Funds-Revenues.pdf>

Video: TBD

In BARS, all expenditures must match revenues by fund type at the program level. Prior to the implementation of BARS, this was performed manually and revenues were “plugged” in certain fund sources, sometimes with little consideration of the resulting effect published in the Budget Book. BARS and DBM now demand accountability in the form of fund source detail for all funds entered into the Expenditures tab in BARS, such that all adjustment actions with a dollar figure difference by fund type require a fund source to be identified explicitly.

## **BARS Ad-Hoc Guide and Data Dictionary**

Excel and Pivot Tables Guide: <https://dbm.maryland.gov/budget/Documents/operbudget/2023-instructions/BARS-Using-Excel-and-Pivot-Tables.pdf>

Video: TBD

BARS allows the ability to download pivot table data sets of budget information that has been stored in the system. These enhanced pivot tables are specific to the user's permissions and are informed by the available data detailed in the "BARS Data Dictionary." Due to the numerous fields, agency users that are unaccustomed to pivot tables or BARS are encouraged to use the BARS Data Dictionary as a guide for this incredibly powerful tool. This tool may be located by clicking "BARS Analysis" and is colloquially called "Ad-hoc reporting" by BARS users.

## **Submitting the Budget Request**

Guide: <https://dbm.maryland.gov/budget/Documents/operbudget/2023-instructions/BARS-Submitting-the-Budget-Request.pdf>

Video: TBD

Once all of the adjustment detail has been entered into BARS pertaining to the Budget Request, an agency then "bundles" these adjustments and aggregates them into the Budget Request Submission (BRS) module that is submitted to DBM. This compiled submission runs additional validation checks prior to submission to confirm that the budget submission as a whole is valid and sufficient, including checks to determine if the General Fund target or other target "locks" have been exceeded. This budget submission method represents the final step in the agency budget submission before it is received by DBM analysts.

## **Creating an Amendment – Budget Amendments**

Guide: <https://dbm.maryland.gov/budget/Documents/operbudget/2023-instructions/BARS-Creating-Budget-Amendment.pdf>

Video: TBD

DBM now requests that agencies submit budget amendments utilizing BARS—with the exception of year-end closing amendments. DBM continues to work to maintain the Working Appropriation and keep it as updated as possible to limit massive changes when agencies are required to finalize their Actuals for the Budget Request Submission. DBM will require all agencies to provide line item detail to accompany the budget amendment submission, even if that budget amendment was not submitted in BARS. For those agencies who do not have access to BARS and need to process an amendment, DBM requires the submission of a traditional amendment format as well as accompanying line item detail so that DBM can enter the amendment into BARS on behalf of the agency.

## **Various Reports**

Subobject Analysis Guide: <https://dbm.maryland.gov/budget/Documents/operbudget/2023-instructions/BARS-Using-Reports-Subobject-Analysis-Report.pdf>

3-Year Agency Report Guide: <https://dbm.maryland.gov/budget/Documents/operbudget/2023-instructions/BARS-Using-Reports-3Year-Report.pdf>

Position Detail Report Guide: <https://dbm.maryland.gov/budget/Documents/operbudget/2023-instructions/BARS-Using-Reports-Position-Detail-Report.pdf>

Video: TBD

In addition to Ad-hoc reporting in Excel, BARS provides a variety of easy-to-use reports that are preformatted to appear similar to reports from past budget cycles. These reports can provide a shortcut to much of the information located within the grids, and can even show information before it has

been “Released” and finalized in the grids. DBM recommends a combination of pre-formatted reports and Ad-hoc reports to provide a full sense of the budget prior to the budget submission.

**Reference: Agency Adjustment Types in BARS**

Adjustment Type	Description	PY	CY	BY	Stage	OBA Approval?
Agency Actuals Adjustment	Allows an agency to adjust their stated actuals for the Prior Year in whatever way they need to.	Y	N	N	Agency Actuals	N
CY Adjustment	Allows CY adjustments which are not budget amendments (i.e., realigning within program by fund type). Not a requirement for the budget request.	N	Y	N	Agency Working	N
Deficiencies	Agency deficiency requests for the Current Year.	N	Y	N	Agency Add'l Working	Y
Agency Adjustments	These are changes which agencies submit as an adjustment which do materially change programs, but fall within an agency's target (e.g. a reorganization between programs).	N	N	Y	Agency Request	N
Over the Target Requests	Agency "Over the Target" additional funding requests.	N	N	Y	Agency Add'l Request	Y
Reduction Options	Reduction options submitted by an Agency.	N	N	Y	Agency Add'l Request	Y
Position Reconciliation	Allows an agency to perform a position reconciliation which does not allow net changes to FTE counts. These are the only adjustments that may be submitted outside of the Budget Request Submission module.	N	N	Y	Agency Request	N