

# **BUDGET INSTRUCTIONS**

## **A Guide for State Agencies FY 2027**



**State of Kansas  
Division of the Budget**





# Budget Instructions to State Agencies

**Division of the Budget**  
July 2025

## **Electronic Access to Budget Instructions**

Information contained in this document can be downloaded at <https://budget.kansas.gov/agency-info/>.

## **DOB Staff Assistance**

Contact your agency's assigned budget analyst for assistance. Staff assignments and e-mail addresses for DOB budget analysts are available at <https://budget.kansas.gov/division-staff/>.

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# Budget Cycle

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The budget cycle can be divided into four categories: executive preparation, legislative consideration, execution, and audit/evaluation. These categories reflect the different effects that each branch of government has on the budget cycle. All categories require a significant amount of time, effort, and coordination between agency budget staff and the Division of the Budget staff. Items in bold denote dates when important budget items are transmitted from agencies or from the Division of the Budget.

**Executive Preparation** describes the processes the Governor, the Governor’s staff, and agency leadership follow in developing the Governor’s budget recommendations.

<u>Month</u>	<u>Activity</u>
<b>Year-Round</b>	<b>Agencies submit Information Technology Management Plans and Information Technology Project Plans.</b>
June	Agencies develop capital improvement budget requests.
<b>July 1</b>	<b>Agencies submit five-year capital improvement plans.</b>
July	Budget Director transmits funding allocations and general directions for agencies to follow in developing budget requests.
July—September	Agencies amend strategic plans, update performance measures, and develop budget requests according to instructions developed and distributed by the Division of the Budget.
<b>September 15</b>	<b>Agency strategic plans and budget requests are submitted to the Division of the Budget.</b>
September—November	Division of the Budget analyzes budget submissions in relation to strategic plans and available revenues and makes initial recommendations.
<b>November 10</b>	<b>Division of the Budget provides its budget recommendations to agencies.</b>
November	The Consensus Revenue Estimating Group meets to estimate State General Fund revenues.
November—December	Agencies may appeal the Division of the Budget recommendations. Governor makes final decisions and <i>The Governor’s Budget Report</i> is prepared.
January	Governor presents recommendations regarding agency budgets to the Legislature. Appropriation bills are introduced that reflect the Governor’s recommendations.

**Legislative Consideration** is the process the Legislature follows in receiving the Governor’s budget recommendations, making adjustments to those recommendations, and appropriating funds to agencies.

<u>Month</u>	<u>Activity</u>
January	Legislature receives the Governor’s budget recommendations. House and Senate appropriation committees divide the budget among subcommittees for review with legislative staff.
February—March	Appropriation bills are reviewed in both the House and Senate. Agencies explain their missions and strategic plans and present their budget requests to the Legislature.
February—April	The Governor may choose to issue Governor’s budget amendments to revise recommendations that were made in January.
March—May	Bills with differing positions go to Conference Committees and final budget decisions are made and reflected in appropriations bills.

**Execution** represents agencies’ carrying out approved budgets by implementing strategies and objectives while conducting state business. It is during this time that appropriations are spent and services are delivered. There are many factors that can influence the execution process; however, all spending must proceed in a manner consistent with appropriation laws.

<u>Month</u>	<u>Activity</u>
Year-Round	As the fiscal year progresses, strategic plans are revised as needed. Agencies track performance measures to ensure that the agency is accomplishing its approved mission.
May—August	Division of the Budget staff meets with agency staff to assist and provide support in refining the agency’s strategic plan.

**Audit/Evaluation** procedures can include performance or program audits as well as audits of records, facilities, systems, and other evidence to discover or verify information. These activities are performed by staff in the Legislative Division of Post Audit, private accounting firms, and other state agencies. Additionally, the Division of the Budget examines agency operations, the implementation of new programs, and expenditure trends of agencies.

<u>Month</u>	<u>Activity</u>
Year-Round	All agencies and staff members review strategic plans to ensure that the agency’s goals are being reached and the agency’s mission is being accomplished in the most efficient, effective, and lawful manner.

# Strategic Planning

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## Performance Based Budgeting

The 2016 Legislature passed and the Governor signed HB 2739 (KSA 75-3718b) which created a Performance Based Budgeting (PBB) initiative in Kansas. The intent of PBB is to emphasize performance measures and, to the extent possible, create correlations between dollars, outcomes, and objectives. Programs that demonstrate positive outcomes and results while also spending resources efficiently provide clear signals to decision-makers how best to approve funding. For this upcoming budget cycle, agencies should continue to evaluate, improve, and refine performance measures based on last summer's review by agencies, the Division of the Budget and the Kansas Legislative Research Department and based on the review of performance measures by the Legislature this past session. Please see the Division of the Budget's website (<https://budget.kansas.gov/pbb-resources/>) for resources on PBB. Also, please see the "Budget Preparation" section in this guide regarding PBB and budget reporting. Agencies should continue to submit budgets using the regular budget process and the strategic planning process discussed below. In addition, KLRD's PBB reporting tool is aimed at more clearly summarizing the key points of your PBB review. This spreadsheet should be submitted electronically to your DOB and KLRD analysts at the same time you transmit your budget narrative.

Strategic planning is a practical, action-oriented guide, based upon an examination of internal and external factors which directs goal-setting and resource allocation to achieve meaningful results over time.

An agency's strategic plan is an important source of information for the Governor, the Division of the Budget, the Legislature, as well as the public. It provides a useful context in which to place the dollars an agency requests in its budget. This section of the *Budget Instructions* discusses both strategic planning and strategic plans. Strategic planning is more than filling out budget forms or compiling a document. Most of the value of strategic planning is realized during the process of planning itself. Agencies should submit their strategic plan on paper or in an electronic file to their analyst as part of the budget submission in September.

### Elements of the Strategic Planning Process

Put simply, strategic planning asks and answers five questions:

<b>Question:</b>	<b>Strategic Plan Element:</b>
What do we do?	Mission
Where are we now?	External/Internal Assessment
Where do we want to be?	Philosophy, Goals, Objectives
How do we get there?	Strategies, Action Plans
How do we measure our programs?	Outcome and Output Measures

A successful strategic planning process has the following characteristics:

- It is flexible; it fits the organization; and it is user friendly.
- It is participatory. The process involves executives, managers, supervisors, and staff at all levels. Further, it is not left to planners; everyone plans.
- It clearly defines responsibilities and timetables. It is carried out by those who have the responsibility within the organization for achieving objectives, but is coordinated by a central figure, someone who has the "big picture."
- It energizes an organization; it produces understanding and common purpose throughout an organization.

- It remains aware of the environment in which it functions. It obtains perspectives from many levels and sources, both within and outside the organization.
- It is realistic about goals, objectives, resources, and outcomes. While not attempting to avoid all risk, it recognizes such constraints as public accountability, visibility, short-term horizons, personnel issues, overall fiscal conditions, and budgetary trends.
- It is convincing. It develops and conveys compelling evidence for its recommendations. (This characteristic is especially important in linking the strategic plan to an agency budget request.)

**Budget Scenarios.** An important dimension of the strategic planning process is linking the planning process to the development of budget requests and explaining how different budget scenarios relate to an agency’s performance. Different levels of funding, such as “reduced resources” and “allocated resources,” are expressions of budgetary input. There needs to be a clear linkage between the level of budgetary inputs for each of the scenarios and the anticipated outputs and outcomes for a given budget issue or program. Only in this way can rational decisions be made within limited budgetary resources at the different levels, with a clear understanding of the effect of those inputs on outputs and outcomes.

When an agency is constructing its strategic plan for an upcoming year, it may generate many internal documents that contain a great deal of detail, such as specific employees’ responsibilities and timetables. While all of this detail will not be included in an agency’s budget, there are elements to be included, such as:

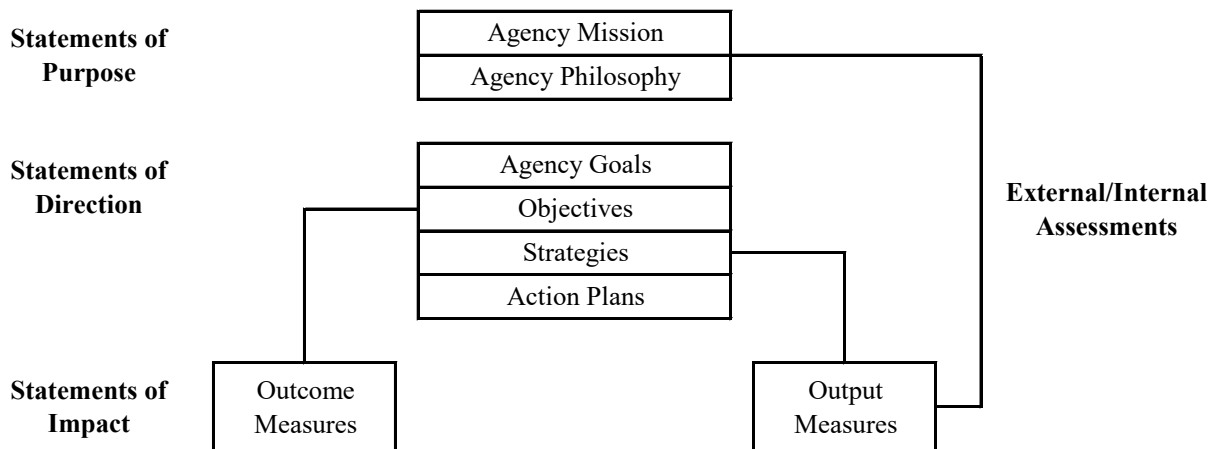
### **Elements of a Strategic Plan**

1. **Agency Mission**—What the agency does.
2. **Agency Philosophy**—The expression of core values and principles used by the agency to carry out its mission.
3. **External/Internal Assessment\***—An evaluation of key factors affecting the success of an agency in achieving its mission and meeting its goals.
4. **Goals**—The general ends to which an agency directs its efforts.
5. **Objectives**—Clearly-defined targets, in priority order, that quantify the achievement of an agency’s goals and the effectiveness in qualitative and quantitative terms of meeting those targets.
6. **Strategies**—Actions and methods to achieve objectives.
7. **Outcome Measures**—Reliable assessments derived from objectives that indicate the effectiveness of agency actions.
8. **Output Measures**—Used to evaluate the effectiveness of agency strategies, they measure efficiency of agency actions.
9. **Action Plans\***—Detailed methods that implement an agency’s strategy.

*\* Inclusion in the agency budget request is optional.*

These nine elements can be grouped into three types of categories which move from the general to the specific. The **Statements of Purpose** are broadly defined and help delineate the overall agency mission and philosophies. The second grouping, **Statements of Direction**, break down the agency mission and philosophy into goals and objectives which are the basic building blocks of the strategic plan. The **Statements of Impact** detail the measurable outcomes for the objectives and outputs for the strategies defined in the Statements of Direction.

The relationship between the various elements described above is depicted graphically below:



## 1. Agency Mission

**Description.** The agency mission identifies the reason for an agency’s existence. A mission succinctly identifies what the agency does (or should do), and why and for whom it operates. A mission reminds everyone—the public, the Governor, legislators, and agency personnel—of the unique purposes promoted and served by the agency. The mission should link with statutory requirements and the functional goals issued by the Governor and the Legislature.

**Guidelines.** The mission statement is all encompassing, rarely changed, and is the ultimate rationale for the existence of the agency. Representing the “what” and the “why,” an agency’s mission is the common thread binding its organizational structure and activities. A mission statement, generally one paragraph in length, should be clearly written to answer:

- Who are we?
- What do we do?
- For whom do we do it?
- Why do we do it?
- Why are public resources devoted to this effort?

**Example.** “The mission of the Department of Wildlife and Parks is to conserve and enhance Kansas’ natural heritage, its wildlife, and its habitats to assure future generations the benefits of the state’s diverse, living resources. The Department also strives to provide the public with opportunities for use and appreciation of the natural resources of Kansas, consistent with the conservation of those resources. Finally, to inform the public of the status of the natural resources of Kansas to promote understanding and gain assistance in achieving this mission.”

## 2. Agency Philosophy

**Description.** The agency philosophy expresses the critical values and operating principles for the conduct of the agency in carrying out its mission. Agency philosophy articulates management policies and principles. While the responsibility for creation of the agency’s vision rests with the agency head, effective visions are conceived through partnership between top management and all levels of the organization—in other words, those who will be implementing the vision.

**Guidelines.** The following consideration should be given to development of the agency philosophy:

- The philosophy represents how employees will conduct themselves as they carry out the agency mission.

- It embodies the organization’s values.
- It should describe agency aspirations for the future.

**Example.** “The State Corporation Commission will act according to the highest standards of ethics, accountability, and openness. We will regulate aggressively but fairly, in a competent, effective, and efficient manner. In serving the public, the Commission will balance the interests of consumers, regulated entities, and others—treating all with respect and dignity.”

### 3. External/Internal Assessment

**Description.** The assessment is an ongoing evaluation tool critical to the development of each agency’s strategic plan but is not necessarily a part of the plan itself. The determination as to whether it should be included as a part of the budget document is to be made on an agency-by-agency case. If all or a portion of the assessment has particular relevance to the budget request, then consideration should be given to including it.

Assessments refer to economic, political, technological, demographic, and social factors affecting the organization from a historical perspective to determine how well the agency has met the challenges presented by its internal and external environments. It is an evaluation of key factors influencing the success of an agency in achieving its mission and goals. The purpose of the external/internal assessment is to set the stage for the agency’s goal-setting process and to facilitate the agency’s recognition of current and future issues.

**External Assessment.** The external assessment is an analysis of key external elements or forces that influence the conditions under which an organization functions. Trends should be reviewed with examination given to forces that have the potential to affect or alter key elements of the environment. Major issues or problems should also be anticipated. Projections should be made with regard to future forces, environmental changes, and new opportunities that may be available. One of the biggest environmental factors for state agencies is the state’s fiscal status. No discussion of an organization’s operating environment would be complete without an understanding of the revenue and expenditure estimates of the state as a whole, as well as of individual agencies.

**Internal Assessment.** An internal assessment examines an organization’s performance, problems and potential; in other words, its strengths and weaknesses. It evaluates the agency’s capacity to respond to issues, problems and opportunities. It identifies customers and their expectations.

**Guidelines.** The ongoing process of external/internal assessment should consider the following elements:

- Who are the agency’s customers and stakeholders?  
The **customers** of government include anyone who receives or uses what a government agency produces or whose best interests are served by the actions of the agency. Customers can also be clients. Customers may be internal or external. Internal customers are units or persons (employees) in an organization whose work depends upon another unit or person within the same organization. External customers are end users of the organization’s products or services. On the other hand, **stakeholders** are individuals who have a vested interest or expect certain levels of performance or compliance from the organization. However, stakeholders do not necessarily use the products or receive the services of an agency.
- Where has the agency been?  
How well have the needs of the customers (both internal and external) been met? Have quality products or services been provided? Have improvements been made or has the agency been stagnant or in decline? Why?

- Where is the agency now?  
Identify current programs or activities. Does the existing structure of programs and subprograms make sense? What are the statutory mandates for those programs or activities? Why are the programs or activities needed? Do existing programs or activities support one another? Do existing programs or activities support those in other state agencies? Are any programs in conflict?
- Where are the opportunities? What are the strengths and weaknesses?  
What opportunities for positive change exist? How are the needs and expectations of customers changing? Does the plan accommodate that change? What are the constraints in meeting the customers' needs and expectation? What is the organization's capacity to act?

With respect to the third item of the above list, agencies need to review their program structures at least annually. Program structures should be revised when evidence indicates that a revision will improve agency operations, budgeting, fiscal reporting, or management. In development or revision of a program structure, agencies should consider the following:

- Programs should serve a single purpose and set of objectives.
- A program may span more than one organizational subdivision within an agency; however, activities included in a specific program should be integrated.
- Programs should be split into subprograms only if the division improves agency operations, budgeting, fiscal reporting, or management of resources.

Either the agency or the Division of the Budget may initiate a change in program structure; however, all changes in program structure must be approved by the Division of Budget before they are incorporated into the central accounting system. Although agencies may include subprograms in the accounting system for management purposes, not every subprogram necessarily would be reported separately in the budget. Agencies should discuss the program structure with the assigned budget analyst to determine the best reporting structure. An agency proposal to change the program structure should be submitted in writing and should include the following:

- Copies of current and proposed program structure charts.
- An explanation of problems encountered in using the current structure or the improvement to be gained.
- An explanation of all alternatives considered to resolve the problems.

#### 4. Goals

**Description.** Goals are the general purposes toward which effort is directed and are broad, issue-oriented statements reflecting an agency's priorities. They logically follow from, and are therefore consistent with, an agency's mission and philosophy. Within the context of an agency's external/internal assessment, they indicate what the agency intends to accomplish in the future. For strategic planning purposes, goals reflect the primary activities and strategic direction for the agency, programs or subprograms; they are not a comprehensive listing of every activity.

**Guidelines.** For agencies with more than one program, goals are generally reported in the strategic plan at the program level; however, more than one program could have the same goal. Also, the agency may report some goals at the agency level, rather than at a program level. Goals in the strategic plan should be reported in the programs where the responsibility for implementation is located. The following considerations will guide the development of goals:

- Achievement of goals should contribute to the fulfillment of the agency mission and philosophy.

- Goals should be realistically formulated in the context of external and internal constraints.
- Goals should be focused on agency customers and should be readily understood by agency customers.
- Goals should be presented in priority order based on level of importance or estimate of greatest effect.
- Goals should be limited to the number necessary to determine the agency's direction and provide a unifying theme for activities.

**Example.** The following examples compare well written to poorly written goals.

To rapidly and accurately respond to customer requests for information about \_\_\_\_\_.

vs.

To continue serving our customers.

*(Not challenging.)*

To ensure that the general public and industry representatives across the state are kept informed of important changes in \_\_\_\_\_.

vs.

To conduct one seminar in every county each year.

*(Unclear purpose; may be more appropriate as part of an objective or action plan.)*

To expedite processing of applications for \_\_\_\_\_.

*(Automation could contribute to making this goal more efficient.)*

vs.

To enter 3,000 agency records into the computer system by FY 2027.

*(Too specific and short-term; would be more appropriate as an objective or action plan item.)*

To improve employee morale and productivity.\*

vs.

To train our employees.

*(Unclear purpose; more appropriate as part of an objective or action plan.)*

*\* Note: Because this goal addresses internal management concerns, it might not be one of the key goals reported in the budget.*

## 5. Objectives

**Description.** Objectives complete the “Where do we want to be?” part of the strategic planning process. Objectives are specific targets designed to achieve a particular goal. In contrast to goals (which are broad, general statements of long-range end purposes), objectives are specific, quantifiable, time-specific statements of accomplishment or result. Similar to goals, they are presented in priority order. Objectives set the direction for action or strategies.

**Guidelines.** The following considerations help guide the development of objectives:

- **Specific:** Objectives should reflect specific accomplishments that are desired, not ways to accomplish them.

- **Measurable:** An objective must be measurable to determine when it has been achieved. Measurement helps track progress and will be useful in evaluating the accomplishments of a program. Accountability should be built into the planning process.
- **Aggressive but Attainable:** If objectives are to be standards for achievement, they should challenge, but should not demand the impossible. Objectives should be realistic and attainable. For example, it would be reasonable to reduce highway accidents, but not to eliminate them. Objectives should also be consistent with resources available.
- **Result-oriented:** Objectives should specify a result or outcome, not just an activity. An example of a result would be, “Respond to 75 percent of all correspondence within 30 days with an annual average response of 21 days or fewer.” An example of an activity would be, “To increase service to the public through improved correspondence content and turnaround.”
- **Time-bound:** Specify a timeframe for meeting objectives. Each objective should be attainable within a relatively short time period. Objectives which would take longer to achieve are generally more manageable and better integrated with the budget process if they are divided into smaller pieces.

**Example.** The following examples compare well written to poorly written objectives.

To reduce by 5.0 percent the average cost of processing new hires by 6/30/2027

vs.

To reduce processing time.

*(Not specific, measurable or time-bound.)*

To reduce the highway death rate by 10.0 percent in FY 2027.

vs.

To eliminate highway deaths.

*(Too broad, not realistic.)*

To complete 3,000 record searches during FY 2027.

vs.

To complete 3,000 record searches and 750 field investigations.

*(Actually two objectives, not time-bound.)*

## 6. Strategies

**Description.** Strategies are the methods or means an agency employs for transforming inputs into outputs. Thus, objectives indicate *what* the agency wants to achieve, and the strategies indicate *how* objectives will be achieved.

**Guidelines.** The following considerations will guide the development of strategies:

- Strategies should be action-oriented, not procedural, in nature.
- More than one strategy may be needed to accomplish a particular objective.
- Strategies should be undertaken with a view to any constraints identified in the external/internal assessment.
- Strategies should be chosen on the basis of their potential benefit, as compared with other possible strategies, in accomplishing objectives.

- Strategies also should be chosen on the basis of their cost or other consequences, as compared with other alternative strategies, in accomplishing objectives.
- Strategies are supported and financed by inputs, the budgetary resources the agency requests in its budget submission, and there should be a clear and direct linkage between the inputs requested and the outputs that are estimated to be produced.

**Example.**

Objective: Increase the retention rate of undergraduate students by 5.0 percent in FY 2027. Strategies to attain this objective:

- Improve advising services for freshmen and sophomores. A campus-wide committee, including faculty and students, will develop a new model for freshman and sophomore advising, by the end of the fall semester of 2027.
- Ensure students have convenient and adequate access to computers. Campus buildings will be canvassed to determine areas of inadequate access. A plan will be developed to address access needs by the appropriate faculty and support staff.
- Examine course scheduling to ensure students may complete course of study in a reasonable amount of time.

**7. Outcome Measures**

**Description.** Outcome measures are derived directly from the objectives and indicate the effectiveness of agency actions. They are expressed in a quantifiable form and indicate the degree to which an agency is achieving its objectives. Outcomes, as distinguished from outputs, measure the ultimate result or effect of a service on customers.

**Guidelines.** The following considerations will guide the development of outcome measures:

- Outcome measures should be directly related to an agency’s objectives and matched to an organizational unit responsible for achieving the measure.
- They should be reliable indicators (that is, consistent over time) of the objective to be measured.
- They should be quantifiable, and the information needed to support them must be available or obtainable without undue expenditure of agency resources.
- Outcome measures must be clearly formulated and readily understood.
- They should lead to a valid conclusion about an agency’s past or current actions and facilitate budget decisions for future actions.

**Example.**

Percentage reduction in auto emissions.

Percentage improvement in air quality.

Reduction in incidence of measles.

Percentage of discharged patients living independently (versus homeless or on public assistance).

Percent of decrease in repeat complaints to a regulatory board.

Percent of increase in new businesses attracted to the state.

Percent of increase in tourists.

Percent of reduction in recidivism for juvenile offenders.

Number of students increasing their earning capacity upon graduation from adult literacy program.

## 8. Output Measures

**Description.** Output measures indicate quantitatively the amount of goods and services produced by an agency. They are used to evaluate the effectiveness of agency strategies, and they measure efficiency by calculating the ratio of goods and services produced (output) divided by input. Outputs are what the agency produces as an intermediate step to outcomes, which ultimately benefit the agency's customers.

**Guidelines.** The following considerations will guide the development of output measures:

- Output measures should be directly related to an agency's strategies.
- Output measures should be reliable indicators (that is, consistent over time) of the strategy to be measured.
- Output measures should be quantifiable (in unit cost terms, if possible), and the information needed to support them must be available or obtainable without undue expenditure of agency resources.
- Output measures should lead to a valid conclusion about an agency's past or current strategies and facilitate budget decisions for future strategies.

**Output Measures versus Outcome Measures.** It may be useful at this point to emphasize, by way of example, the distinction between outcomes and outputs, because both are a result of agency actions and could easily be confused. Most performance measures included in agency budget submissions to date have been output measures, rather than outcome measures. The following illustrates the difference between outputs and outcomes.

Output: number of patients treated  
*is not the same as*

Outcome: number of discharged patients living independently

Output: number of vaccines given  
*is not the same as*

Outcome: reduction of incidence of disease

Output: number of permits issued  
*is not the same as*

Outcome: number of entities in compliance with requirements

Output: percentage of high school students who graduate  
*is not the same as*

Outcome: percentage of students attaining a specified level of knowledge or mastery of skills in certain subjects upon graduation

**Service Delivery.** The following diagram is intended to depict the proper relationship between various elements of an agency's service delivery system, particularly with respect to outcomes. Note the relationship between inputs—representing budgetary resources in support of people, time, space, and information—and outputs. It also shows the relationship between outputs, as an immediate product of the agency's effort, and outcomes, the effect the service has on the agency's clientele.

## Service Delivery System and Outcomes

Agency Delivery System (Processes within the Agency)					Outcomes (Results outside the Agency)	
Inputs	Input Indicators	Agency Activities	Output	Output Measure	Outcome	Outcome Measure
Personnel	\$ for salaries	Transportation: Road Repair	Lane-miles of road repair	No. of lane-miles repaired per \$ expended	Quality or condition of roads	Percentage of lane-miles in good condition
Supplies	\$ for asphalt/ aggregate					
Facilities	\$ for capital projects					

**Efficiency**  
“Doing things right”

**Effectiveness**  
“Doing the right things”

Another type of output indicator measures efficiency. An efficiency measure is generally stated as a ratio of output to input or as an average. Ratios are used to express the relationships between performance measures to convey information about the productivity and cost effectiveness of a program or subprogram. In the example above, the cost per lane-mile of road repaired is an efficiency measure.

### Checklist for Good Performance Measurement

Well-developed performance measures should include the following characteristics:

- **Meaningful:** measures are significant and directly related to the mission and goal.
- **Relevance:** data essential for understanding the accomplishment of goals and objectives are included.
- **Comparability:** there is a clear frame of reference for assessing performance.
- **Timeliness:** information is available to users in time to make decisions and assess accountability.
- **Consistency:** data are reported consistently from period to period. It should be reviewed regularly and modified or replaced as needed to reflect changing circumstances.
- **Reliability:** measures are derived from systems that produce controlled and verifiable data.
- **Comprehensibility:** measures are comprehensive enough to be a fair representation of the agency’s overall effort.
- **Dynamic:** estimates of future measures are not merely reflections of actual measures but show how the agency is moving towards its objectives and goals.

### Developing Performance Measures

- **Establish appropriate mission and goals as outlined above.**
- **Select initial performance measures.** Ideally, performance measures are established by program managers with feedback from customers and policymakers. The most effective measures are those which represent a consensus of what is intended and expected. Inputs are generally easiest to collect; outcomes tend to be the most difficult. Try to balance the measures to include both. Based upon a review of the agency’s mission, program goals and any existing measures:

Generate an initial list of inputs.

Generate an initial list of outputs.

Generate an initial list of outcomes. (It may be easier to identify these first.)

Generate an initial list of output measures.  
Generate an initial list of outcome measures.

- **Select the key performance measures.** For each program, review the list of initial measures and select those that are **most important** based upon the mission and goals. In other words, identify which are the vital few measures from a policy-maker's perspective.
- **Define performance measures.** Good performance measures need to be specifically defined. Clear explanations of what is being measured, the source of the information, and how the value is being calculated should be documented:

Have the terms been clearly explained? e.g., "poverty"  
How is the number calculated?  
What formulas are used?

- **Determine data requirements.** Information used to measure performance can take different forms. It can be financial (cost per application processed) or non-financial (infant mortality rate). To determine the data the agency needs to collect, ask:

What information do we currently gather? Will it meet our needs?  
What new information will be collected?  
Can data collection efforts be layered onto existing collecting efforts?  
What existing data collection should be discontinued? Why?  
What computer hardware and software exist to assist data collection and analysis?  
What new or modified forms will be needed to collect data?  
What resources will be needed to manage performance data?  
What are the constraints to changing data collections? (Money, technology, tradition, politics, privacy, etc.)  
How frequently will the data be collected? Monthly? Quarterly? Annually?

Performance data should be collected at the source of service because:

Those closest to program service know the program best.  
Those who deliver the service can identify collection problems very quickly.  
They also often have the best solutions to solving collection problems.  
It may be too costly to train someone else to collect the data.

- **Determine baseline performance.** The next step is to assess baseline performance (Where are we now?). A baseline is established with data collected at the beginning of an improvement process so that it can be compared with future data to measure progress and improvement. If historical data are available, they can be used to determine the baseline. The baseline is usually derived from the most recent one-year period, or a shorter timeframe if data are unavailable.
- **Use benchmarks to establish performance targets.** Benchmarks may be professional standards, national standards, accreditation standards or quality practices. After comparing baseline status and benchmarks for a particular program, managers and staff know how far the organization must go to equal the best performers. The difference or "gap" between the target and the actual performance represents room for improvement and should form the basis of expected improvements to agency performance.
- **Measure actual performance and report results.** An important way to measure progress toward the goals in the strategic plan is to measure actual performance. While agencies can never measure all the variables or identify true cause-and-effect relationships, unexpected results should be explained, if possible.

- **Review and Update Performance Measures.** Developing good performance measures is a process that evolves with time. Measures will need to be reviewed on an ongoing basis, and changed as necessary, based on experience.

## 9. Action Plans

**Description.** Action plans make up the “How do we get there?” part of the strategic planning process. The action plan contains the details of how objectives, and consequently the goals, programs and the mission of the agency will be implemented. In other words, who does what and when?

**Guidelines.** Action plans should contain as much detail as each level of management feels is important. The section, unit or individual who is responsible for implementing and reporting each objective will need the most detail. As with the external/internal assessment, they are not generally included in the budget request, but provide background information to the published strategic plan. To manage an action plan, it is necessary to:

- Assign responsibility for successful completion of the action plan.
- Set a timeframe for completion of the action plan.
- Detail the action plan in steps.
- Determine the fiscal effect of the action plan and the resources to carry it out.

### Example.

Goal: To ensure that all nursery and garden businesses meet the initial requirements for licensure.

Objective: Review materials submitted by individuals who seek licensure to ensure that they meet the requirements for licensure.

Strategy: Provide assistance to potential licensees who may not understand or meet all licensing requirements.

Action Plan: By March 1, 2027, Daisy Crabtree, Examiner II, will develop a brochure regarding licensure requirements for operating a nursery and garden facility.

By April 1, 2027, brochures will be printed and distributed to all post-secondary education institutions that have programs in horticulture or landscape architecture. For printing and mailing costs, \$200 is included.

By May 1, 2027, Ms. Crabtree will have an outline for an oral presentation to be given at the post-secondary institutions, high schools, or other pertinent groups, regarding the regulated profession.

By June 1, 2027, she will begin scheduling presentations around the state. \$500 is included in the next year’s operating budget for travel costs.

## Budget Preparation

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This section of the *Budget Instructions* is intended as an overview for agency budget request preparation. For those forms that will continue to be submitted in separate electronic files (such as the budget narrative), specific instructions are provided in this and other sections. Two requirements for submitting agency budgets deserve special notice. First, the data columns for all of the affected years must be completely filled out in detail in the Internet Budget and Reporting System (IBARS). Second, each agency must submit its budget to the Division of the Budget and the Legislative Research Department **no later than September 15**, or the first subsequent business day if that day falls on a weekend. Earlier submission is encouraged and is accomplished by following the instructions in the IBARS User Manual for submitting the agency request to the Budget and Legislative Research analysts. To assist budget system users, a reference guide has also been prepared to step agencies through the sequence of getting a budget submitted within the budget system and can be found on the DOB website: <https://budget.kansas.gov/ibars/>.

Most state agencies are required to submit complete budget estimates every year. For example, in September 2025, agencies are required to submit proposed revised estimates for FY 2026 and new estimates for FY 2027, as well as actual data for FY 2025. The 1994 Legislature authorized a biennial budgeting process for a prescribed list of small regulatory agencies, beginning in FY 1996. A new biennium starts with an even-numbered fiscal year. For the current biennium, FY 2027, all agencies will submit a one-year budget.

### Organization of Budget Data

An agency budget comprises many data elements, which are organized in various ways in the budget system. The budget database provides a structure from which specific data may be extracted to develop reports or examine trends. In order to obtain accurate reports, users of the system must understand this organization and follow the guidelines for entering the budget data. With the direct download of raw transaction data, the budget system is constrained to report expenditures and revenue information exactly as they were processed through the accounting system. To obtain the best information possible, the Division of the Budget continues to work with agencies and the accounting staff within the Department of Administration to change fund structures or other processes to enhance the usability of the system.

### Federal Funds

To distinguish expenditures paid from federal sources, the Division of the Budget, with the assistance of the Department of Administration, requires that new federal monies be identified in separate funds, generally segregated into fund by the federal program number assigned by the Catalog of Federal Domestic Assistance, also known as the CFDA number. As a general policy established by the Department of Administration, federal funds cannot be blended with state sources within a single fund. New federal funds will continue to be added, as necessary, to preserve the integrity of reporting expenditures from federal sources. Agencies must identify new funds to be added in their budget narrative, so that the Division of the Budget analyst can place them in the appropriation bill.

### Non-Expense Items

Non-expense items are excluded from total reportable expenditures. Because data are loaded automatically from SMART, users should understand how these expenditures are addressed. Within the budget detail, non-expense items are included on both the expenditure by account code (formerly object code) and by funding source. On standard budget system reports, no distinction is made between reportable and non-reportable expenditures. To distinguish these data, the custom DA 406/410 report excludes these expenditures from the agency and program reportable expenditures. The Division of the Budget excludes

certain funds from the budget system in their entirety so that the state budget is not improperly overstated. For further information, refer to the Glossary in these *Budget Instructions*, and for agency-specific questions on this issue, please contact your budget analyst.

## Record Class (Series)

In the budget database, expenditures and financing of those expenditures must be balanced not just by reporting level, but by series of expenditure, otherwise known as record class. The list below denotes the series used for data entry of expenditure and financing data. The budget system will verify that expenditure and financing data are in balance for each series upon budget submission. For ease of use, the system budget validation report indicates the series and reporting level(s) that are out of balance for the user to correct.

<u>Series Name</u>	<u>Record Class Identifier</u>
Salaries and Wages	1
Shrinkage	10
Contractual Services	2
Commodities	3
Capital Outlay	4
Capital Improvements	5
Debt Service—Interest	6
Debt Service—Principal	7
Aid to Locals	8
Other Assistance	9
Operating Adjustments	91
Non-Expense Items	92

## Overview of Fiscal Year Data

State law requires that expenditure and funding proposals for the upcoming fiscal year be accompanied by parallel information on spending and funding levels for the current and prior fiscal years. An agency's budget request must contain actual year data, the current year revised estimate and the budget year request. The budget system is configured with the columns listed below for the upcoming cycle.

Column 1	FY 2025 Actuals
Column 2	FY 2026 Posted Payroll
Column 3	FY 2026 Base Budget Entry
Column 4	FY 2026 Base Budget Request
Column 5	FY 2026 Agency Change Packages
Column 6	FY 2026 Adjusted Budget Request
Column 7	FY 2027 Posted Payroll
Column 8	FY 2027 Base Budget Entry
Column 9	FY 2027 Base Budget Request
Column 10	FY 2027 Agency Change Packages
Column 11	FY 2027 Adjusted Budget Request

## **Actual Year Expenditures**

The actual year data in column 1 represent expenditures which occurred in the prior fiscal year and provide a point of comparison. Data in this column come directly from the state's accounting system for reporting purposes in downloads. The download occurs in mid-July to incorporate updated actual expenditures.

Changes to actual year expenditures after the books have been closed must be negotiated with central accounting staff within the Department of Administration, which notifies the Division of the Budget for entry into the system. Agencies will not have an opportunity to change actual expenditures in the budget system, in order that data in the two systems remain identical.

## **Current Year Estimates**

**Within appropriation constraints, agencies should adjust projected current year expenditures to reflect the most current and realistic estimate of expected expenditures.** These estimates are a revision or modification of the approved budget for FY 2026.

Agencies will have the opportunity to enter revisions to their approved FY 2026 budget without using change packages in the system. Reallocations among expenditure types and programs may be done within the budget detail; however, if compelling circumstances require that an agency receive an increase in expenditure authority, a supplemental request should be included as an identifiable change package. Reappropriations should be entered as part of the revised request. This information can be found in the fund detail of the Special Fund Balance module in the budget system. If additional expenditures will be made using these reappropriated funds, agencies may enter these in the Base Budget Entry column 3. Column 4 is the sum of data in columns 2 and 3; it allows no direct data entry. Column 5 reflects current year policy changes to the budget, such as requests for supplemental appropriations, which must be presented in the form of change packages. Column 6 is the sum of data in columns 4 and 5; it allows no direct entry.

Instructions on how to develop a change package are found in the IBARS User Manual. These requests must be numbered on a priority basis and use the system categories "Group: Agency (A)" and "Type: Supplemental (C)." An overview of the supplemental request and offsetting savings should be provided as part of the change package description. This description should include an analysis of the reason(s) for the revised request, and a breakdown of revised needs by funding source.

## **Budget Year Information**

The budget year entries include data on the agency's request, including reduced resource packages and enhancement packages for which the agency is seeking funding and support. FY 2027 is the budget year that will be addressed in the September 2025 budget submission.

Agencies enter budget year request data in Column 8, accounting for approved funds, plus all other agency funding sources available in that year. Column 9 represents the total agency budget request, with the exception of enhancement packages. The FY 2027 budget request represents the best estimate of the agency's performance, within allocated resources. The Division of the Budget outlines certain criteria to be met for these requests, such as adjustments for estimated population or caseload changes. The agency budget requests are represented as an agency total on the various forms. Internal management initiatives or reorganizations that do not require additional funding or a change to the mission and goals of the agency can be represented in these budget scenarios. A significant change in policy direction should be discussed as an enhancement package, which is described below.

Column 10 will be used for change packages in the budget year. Agencies entering change packages should ensure that they are in balance (expenditure by account codes equals funding for every series). The budget system will require this balancing. Further detail is provided below on budget change packages. Column 11 is the sum of columns 9 and 10 and requires no entry on the agency's part.

## Enhancement Package Instructions

Any enhancement to the agency budget request is to be requested in a change package. Enhancement packages are incremental adjustments to the budget year request. Enhancements can include an expansion of an existing program, the establishment of a new program, or a significant shift in program direction. The package reflects the incremental expenditures and personnel requirements, as well as the method of financing for the requested enhancement for the budget year and three ensuing fiscal years.

Enhancement packages are an opportunity for an agency to demonstrate the effect of individual program expansions or new programs for the budget year. They also provide decision-makers with the necessary information to approve or deny an enhancement package based on performance and funding. The decision package is the key concept for the Governor to review the request.

Each package must contain complete information for that enhancement. The budget system provides that change package budget data be entered in the appropriate reporting level(s). Enhancement packages must be numbered on a priority basis and use the system categories "Group: Agency (A)" and "Type: Enhancement (E)." If an agency requests more than one enhancement, an agency-wide priority should be assigned to each enhancement, i.e., 1/3 (first of three). Each enhancement package should contain the following elements in the narrative:

1. A general description and justification of the requested enhancement. It should also include discussion of any change in the law that would need to occur to carry out the enhancement as well as a discussion of increases or changes in fees, federal or private grants or other method of financing.
2. Justification by major account code (salaries, commodities).
3. A discussion and demonstration of the related goals, objectives, strategies, and performance measures for the budget year and three ensuing fiscal years. Particular attention should be given to the enhancement's relationship to the agency mission and providing valid and reliable performance measures. **Requests without such information will not be considered.**
4. A discussion of the enhancement's effect on other agency programs or another state agency's programs.
5. Tables reflecting expenditures, financing, and personnel requested for the budget year **and three ensuing fiscal years.**

## Salaries and Wages

Salaries and wages information is entered into the personal services module (Position Detail Data) in IBARS. Entries for shrinkage adjustments should be made directly in the unique salary account code, 519990, in each applicable reporting level within this account code, as a negative amount. On the funding side, the same amount is taken out of appropriate fund(s) for salaries in each reporting level. No FTE position changes should be made for a shrinkage adjustment.

The budget system will automatically enter FTE and non-FTE unclassified permanent position data for each reporting level, for the current and budget fiscal years, when the position module is clicked to complete. Because agencies do not have access to column 1, the Division of the Budget will manually enter

the number of positions for the actual year, from data provided by the agency in the overview narrative.

Agencies sometimes request certain salary adjustments applied to positions in the classified service. Classification actions can take two forms: one for individual positions and one for groups of employees in the same or similar classifications. Requests for these actions are handled two ways. Agencies should include **individual** position classification actions as enhancement change packages in the format provided in these instructions; the number of positions affected should be identified. For **classification study actions** (including pay grade changes), agencies must receive approval from the Department of Administration's Office of Personnel Services prior to including the enhancement package in the budget request. Agencies may include personnel actions for unclassified positions (individual positions and studies) in the budget requests, also as enhancement packages.

Unbudgeted individual position actions (like a promotion) are allowed in recognition of the fact that agencies cannot always anticipate when such actions will be appropriate or required. However, unbudgeted personnel actions should be implemented only if the action can be financed from existing agency resources. These changes can be accomplished within the personal services module on the position information tab for a position in the appropriate fiscal year.

It must be emphasized that agency fiscal personnel are responsible for assuring that salary and wage costs do not exceed salary and wage resources available for the current fiscal year. Some personnel classification actions may be imprudent; however, responsibility for that judgment rests with the agency. Division of the Budget approval of unbudgeted actions is not required. However, requests for supplemental funding as a result of unbudgeted actions will be recommended only in exceptional circumstances.

## Capital Outlay

Unless capital outlay items are to be purchased as part of a larger capital improvements project, they are included in the proposed operating budget of the program or subprogram where they will be used. Agencies enter dollar amounts in the budget detail by account code. The budget request narrative for capital outlay should include discussion of current year purchases in the event that they differ significantly from purchases approved by the Legislature.

For FY 2027, requests for all vehicles should be included as part of the agency's operating budget. Assuming the purchase is not part of a program expansion, agencies should finance replacement vehicles from their base budget request. The following expenditure account codes are to be used in the budget system for these purchases:

<u>Account Code</u>	<u>Description</u>
540500	Passenger Cars
540600	Pickup Trucks and Passenger Vans

## Overview of IBARS Budget Versions

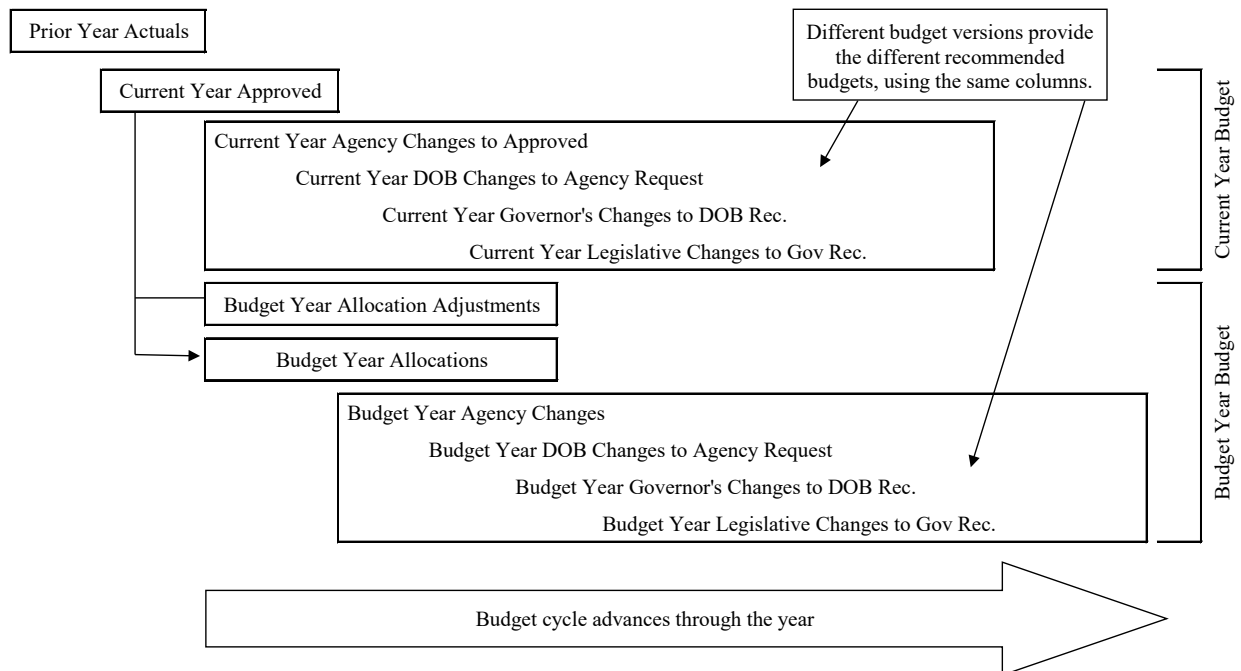
IBARS identifies different stages of budget data through the use of versions and accommodates several version types, as shown below. During data entry, an agency may create more than one version of its budget (generally designated as A02, A03 and so on). These various versions are "owned" by different users throughout the budget process for viewing and development.

The budget system is configured to include numerous version types:

Download	Initial "starting point" that includes prior year actual and cash balance data from SMART.
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Agency	Agencies' working copies of budget request, prior to submittal.
Agency Submitted	Agency final request, which is "submitted" and opened to the Division of the Budget and Legislative Research Department.
Division of Budget	DOB analysts' working copies of agency budgets.
DOB Submitted	Final DOB recommendations provided on November 10.
Governor	Division of the Budget working versions to formulate the Governor's recommendations.
Governor Submitted	Finalized Governor's budget recommendations opened to agencies and Legislative Research Department in January.
Legislative	Working versions used by Legislative Research Department during the legislative session.
Final Budget	Finalized budget data adopted by the Legislature.

The graphic below depicts how the budget system uses the same column structure throughout the budget cycle, with different versions to distinguish the agency budget from the Division of the Budget recommendation, the Governor's recommendation, or the Legislature's approved budget.



The ownership of the budget version dictates who has control over opening, closing, or limiting access to the budget data. The type of budget version identifies the ownership of the budget data. For example, an agency controls the agency version, while the DOB analyst controls the Division of the Budget and Governor's Recommendation versions. IBARS allows the party that controls the data to open or close access to the versions

### Overview of DA Forms

While the DA 400 series printed forms are no longer used for reporting of most budget data, the individual sections of the budget narrative continue to be referenced using the "DA" nomenclature and are discussed at the end of the instructions.

## Agency/Program Narrative—DA 400

The agency narrative provides information regarding the agency as a whole and each of its programs, as well as strategic planning and budget proposals. Narrative is provided to describe the mission, goals, and statutory directives of the agency as a whole. It is to illustrate the basis for budget requests which represent the translation of program goals, objectives, and strategies into funding requests. Program narrative provides a major source of background information to the Division of the Budget, the Governor, and the Legislature when budget requests are evaluated. In addition, KLRD's PBB reporting tool is aimed at more clearly summarizing the key points of your PBB review. This spreadsheet should be submitted electronically to your DOB and KLRD analysts at the same time you transmit your budget narrative.

As required by KSA 75-3717, the narrative description for each **new** or **expanded program** must include an estimate of anticipated expenditures that would be required to support the new or expanded program for the budget year and three ensuing fiscal years (see Enhancement Packages below).

When preparing narrative information for the agency and each of its programs, agencies should ask the following questions:

1. Have agency and individual program objectives, strategies for achieving those objectives, operations, governing statutes, and trends changed in the past year?
2. If changes in the agency program structure are necessary, how should they be incorporated into the program narrative?
3. Are there any new constraints, developments or trends affecting agency or program performance that a decision-maker should know about to make effective budget recommendations?

Budget narratives should be provided in electronic PDF format submitted by e-mail to the budget analyst. The Division of the Budget will retain the electronic files for archiving of budget data and information. For assistance in this area, please contact your budget analyst.

**Note:** Actual data for performance measures, revenue information (similar to the DA 405), and other background information should continue to be provided for two actual years.

The agency narrative should also include summary discussions of the budget year request, the reduced resource changes, and any enhancement package and its effect on agency operations and service delivery capabilities. In addition, actual data for performance measures, revenue information (similar to the DA 405) and other background information should be provided for the two previous years. Other specific narrative instructions are as follows:

**Actual Position Numbers.** As mentioned previously, the first column of budget data includes the prior year's actual expenditures and revenues. Numbers for actual filled positions in the prior year, however, are not filled in from either SMART or SHARP. The Division of the Budget analyst must manually enter these data for FTE positions as well as non-FTE unclassified permanent positions. Agencies are requested to provide this information within their agency overview narrative, on a reporting level or program basis, not only on an agency-wide basis.

**New Funds.** Agencies are requested to indicate as part of their budget request any new funds or accounts that they wish to have created. Agencies should include a suggested fund or account title consisting of three to five words that accurately characterize its intended purpose. Federal funds must have the word "federal" somewhere in the title. Also indicate the fiscal year or years for which the fund is needed. The Division of the Budget will use this information in drafting the appropriations bill. Particular attention should be paid to federal funds, given the standard that every federal grant with a unique CFDA number have its own designated fund.

## **Narrative for Expenditure Requests by Major Account Code (e.g., Salaries, Contractual Services, Commodities, Capital Outlay)**

Narrative should include an explanation of proposed expenditures for each major account code category. The following information should be provided for the current and the budget years:

1. Use of historical references, where relevant, to justify the level of expenditure.
2. Detailed description and supportive information of estimated expenditures that represent a significant portion of the overall account code request.
3. Meaningful discussion of what planned expenditures will or will not accomplish.
4. A description of the agency or program staffing pattern.
5. A description of any lease purchase or installment purchase contracts.
6. A description of significant adjustments to current year expenditures.

## **Aid to Local Governments and Other Assistance, Grants and Benefits**

The major account code categories of Aid to Local Governments and Other Assistance, Grants and Benefits require that additional narrative information be provided. Aid to Local Governments is defined generally as funds disbursed to counties, cities, public schools, community health centers, and other subdivisions of local government that have their own taxing authority.

The Other Assistance, Grants and Benefits category is defined as payments from state or federal funds for the benefit of eligible recipients. Payments for other assistance include personal claims, student financial aid, welfare assistance, and lottery prizes. In addition, this category can include shared revenue and funds disbursed to qualified non-state, not-for-profit organizations.

The narrative description on the DA 400 should provide a full explanation of the purpose of the aid or assistance request. If applicable, the narrative should also account for the effect of the expenditures on local governments or organizations. The narrative should include:

1. Description of the funding sources and matching requirements.
2. How and to whom the monies are distributed.
3. The population served.
4. Other revenue sources utilized by, or available to, the recipients.
5. Any other information necessary to describe the request.

## **Subprogram Narrative—DA 400**

Agencies may retain their regular budget narratives to report agency and program information in the same manner as explained in the section above regarding budget narratives and the DA 400. However, some agencies also may have subprogram information to report as a result of performance-based budgeting. If so, agencies should **at a minimum** use the subprogram narrative form. An example of the form is provided in the sample budget at the end of this section. A copy of the form can be found on the Division of the Budget website (<https://budget.kansas.gov/agency-info/>).

Subprogram narrative tables include the following information:

1. Agency name;

2. Program title;
3. Subprogram name;
4. Subprogram priority ranking;
5. Whether or not the program is required by statute;
6. Statutory citations;
7. If there is a Maintenance of Effort Requirement;
8. Purpose of subprogram; and
9. Consequences of not funding the subprogram;

If your agency does not have subprograms, **please indicate a program priority ranking in your regular budget narrative.**

### **Resource Estimate by Fund—DA 404**

The DA 404 reports are incorporated within the budget system and explain the factors that determine the amount of money available to, or required by, an agency from available funding sources. Examples of 404 reports from the budget system are part of the sample budget included at the end of this section. For instruction on entering revenue data in IBARS, refer to the IBARS User Manual. The functionality of the 404 has been improved to provide for automatic calculation of the balance forward from one year to the next.

### **Explanation of Receipt Estimates—DA 405**

As support for the information entered into the DA 404 reports, a narrative explanation should be provided using the DA 405 which explains the methodology used to estimate resources. **A DA 405 must be completed for every budgeted fund, except for the appropriated state funds** (State General Fund, Kansas Endowment for Youth Fund, Children’s Initiatives Fund, Economic Development Initiatives Fund, State Water Plan Fund, Expanded Lottery Act Revenues Fund, and the three building funds). The DA 405 forms are submitted with the narrative. Examples follow at the end of this section. Information on the form must include:

1. State law or rules and regulations that establish the fund and determine receipts that are credited to it.
2. A description of any fee structure used in the computation of estimated revenues.
3. The identification of any authorized or proposed fee according to the revenue account classification administered by the Department of Administration.
4. The appropriate level of balances that should be maintained in any particular fund and an explanation of the effect upon balances of the alternative expenditure levels.
5. Agencies responsible for accounts receivable estimated to be \$1,000 or more in the budget year must include the following information on the DA 405: accounts receivable balances, collection rates, and estimated revenue based on the probability of collection.
6. Agencies receiving federal funds should include federal law or rules and regulations that govern the distribution and utilization of those funds.

**Note:** Indicate two years of actual information on the DA 405 for each fund source (in the September 2025 budget submission, those two years will be FY 2024 and FY 2025).

This budget example is intended to serve as an illustration of the different parts of an agency's budget; it is neither a complete nor an actual replication of any single agency's budget. As it applies to your agency's budget narrative, it reflects the following outline:

1. Cover Letter
2. Agency Mission, Programs, Statutory History
3. Agency-wide Overview:
  - A. Current Year
    - i. Current Year Discussion
    - ii. Supplemental Funding Packages
  - B. Budget Year
    - i. Budget Year Discussion
    - ii. Enhancement Funding Packages
  - C. Actual Positions
  - D. New Funds Requested
4. Expenditure Justification by Object Code for Current and Budget Year for each program

**Narrative Information—DA-400**

Division of the Budget  
State of Kansas

Agency: Kansas Department of Commerce  
Program: International Trade Division

September 8, 2025

Mr. Adam Proffitt, Director  
Division of the Budget  
900 SW Jackson, Suite 504-N  
Landon State Office Building  
Topeka, Kansas 66612

Dear Mr. Proffitt:

As Secretary of the Department of Commerce, I hereby submit for your consideration the Fiscal Year 2027 budget document for the Department. It has been prepared in accordance with the instructions transmitted with your letter of July 7, 2025. To the best of my knowledge and belief, the information and explanation included in this budget request are correct and complete.

As always, my staff and I are prepared to provide any additional information which you or our budget analyst may require.

Sincerely,

David Toland  
Secretary

**Narrative Information—DA-400**

Division of the Budget  
State of Kansas

Agency: Kansas Department of Commerce  
Program: International Trade Division

**AGENCY MISSION**

To deliver the highest level of Business Development, Workforce and Marketing services that build a healthy and expanding Kansas economy.

As the state’s lead economic development agency, the Kansas Department of Commerce strives to empower individuals, businesses and communities to achieve prosperity in Kansas. To this end, the Department comprises a variety of programs and services that create jobs, attract new investment, provide workforce training, encourage community development and promote the state as a wonderful place to live, work and play.

**PROGRAMS ESTABLISHED TO ASSIST WITH AGENCY MISSION**

Business Development Division	Workforce Services Division
Administration	Tourism Division
International Trade Division	
Community Development Division	

**STATUTORY HISTORY**

The Kansas Industrial Development Commission was created by an act of the 1939 Legislature to promote Industrial Development and improve the economic welfare of the state. Upon recommendation of the Governor’s Economic Development Committee, the 1963 Legislature reorganized the Commission into a Department of Economic Development with increased responsibilities for community development. Executive Reorganization Order No. 7, K.S.A. 74-5002(a) created the Department of Economic Development as an executive cabinet-level agency in 1975.

K.S.A. 74-5008(a) through K.S.A. 74-5032 had major revisions in 1985 reorganizing the Department into four divisions: Small Business Development (K.S.A. 13-13a28); Community Development (K.S.A. 74-5009); Travel and Tourism and Film Services (K.S.A. 74-5032); and Industrial Development (K.S.A. 74-5008a) and two offices under the Secretary: Minority Business (K.S.A. 74-5012) and Advanced Technology (K.S.A. 13-13a27). Two divisions were abolished at that time: Housing and Minority Business.

In 1986, the name was changed to the Department of Commerce. In 1992, K.S.A. 74-5002(a) brought the Department under the provisions of the Kansas Governmental Operations Accountability law while abolishing the sunset provisions in K.S.A. 74-5049.

The 2003 Legislature adopted Executive Reorganization Order No. 30 which transferred the Division of Housing to the Kansas Development Finance Authority and changed the agency name to the Kansas Department of Commerce. This change was effective July 1, 2003.

The 2004 Legislature adopted Executive Reorganization Order No. 31 which transferred the Employment and Training Division of the former Department of Human Resources to the Kansas Department of Commerce, effective July 1, 2004.

The America’s Job Link Alliance of the Department of Labor was transferred to the Kansas Department of Commerce effective July 3, 2005.

The Travel & Tourism Division was moved to the Department of Wildlife & Parks by ERO 36, effective July 1, 2011.

**Narrative Information—DA-400**

Division of the Budget  
State of Kansas

Agency: Kansas Department of Commerce  
Program: International Trade Division

The Commission on Disability Concerns was moved to the Governor’s Office by ERO 35, effective July 1, 2011.

The Legislature adopted Executive Reorganization Order 48, which transferred the Division of Tourism from the Department of Wildlife and Parks to the Department of Commerce effective July 1, 2021.

**AGENCY-WIDE OVERVIEW**

**Current Year:**

There were a number of changes to the agency budget beginning in FY 2025. While a number of programs were moved to other agencies or eliminated, many new responsibilities were added: Animal Health Research Grant, Aviation Research Grant, Cancer Center Research Grant, Engineering Expansion Grants, Rural Opportunities Zones Program, Entrepreneur Technology Program (formerly KTEC), the Job Creation Fund, the oversight of the Governor’s Economic Council and the new Creative Industries Commission.

In addition to all of these changes, the EDIF block grant allocation was reduced by 5% or \$0.78 million. To maintain focus on delivering the agency’s mission, all necessary reductions were evaluated and prioritized to minimize impact to any one program or service. Programs impacted include: business recruitment and retention efforts, Women & Minority Business Program, KSBDC Passthrough, Network KS Passthrough, Main Street Program, Main Street Incentive Without Walls grants, KS Industrial Training/Retraining (KIT/KIR) programs, Kansas Athletic Commission, and Kansas Film Commission.

In addition, professional services, contractual services, administrative costs and marketing will be impacted, but with attention will be paid to ensure the programs Commerce has to ensure maximum impact to our state’s economy.

In accordance with the Division of the Budget instructions, Department of Commerce has submitted a budget within the amounts approved for FY 2026 by the 2025 Legislature. Where administrative savings have been found, those are detailed in the program-specific narrative.

**Narrative Information—DA-400**

Division of the Budget  
 State of Kansas

Agency: Kansas Department of Commerce  
 Program: International Trade Division

**Budget Years—Allocated Resource Budget:**

The national economy continues a sluggish recovery; however, there are indications that Kansas may be nearing an upturn in its outlook but with a conservative approach. As such, the FY 2027 allocations reflect a \$786,671 or 5% in reduced resources from the EDIF.

While Commerce continues to strategically evaluate all programs and services for continued focus on its mission, the continued cuts could have an impact on the agency’s ability to continue to serve Kansas and its businesses.

Programs impacted include: Women & Minority Business Program, Agriculture Value-Added Loan program, Simply Kansas programs, KSBDC Passthrough, Network KS Passthrough, Main Street Program, SCIP grants, Community Capacity Building grants, Main Street Incentive Without Walls grants, Office of Rural Prosperity, KS Industrial Training/Retraining (KIT/KIR) programs, Kansas Athletic Commission, and Kansas Film Commission.

Additionally, professional services, contractual services, administrative costs and marketing will be adversely impacted resulting in reduced services to Kansas and overseas businesses and clients.

**EDIF Operating Grant  
 Outcome Measures**

	FY 2024 <u>Actual</u>	FY 2025 <u>Actual</u>	FY 2026 <u>Estimate</u>	FY 2027 <u>Estimate</u>
Jobs Created	9,398	6,500	6,500	6,500
Jobs Retained	8,486	8,500	7,100	7,000
Payroll Generated	\$125,744,391	\$205,000,000	\$1,500,000	\$1,500,000
Capital investment in Kansas	\$256,148,633	\$313,000,000	\$515,000,000	\$315,000,000
Funds leveraged through match	\$18,117,349	\$16,500,000	\$16,500,000	\$16,500,000
Individuals trained	9,428	9,000	10,400	10,400
Sales generated	\$75,949,689	\$69,500,000	\$110,000,000	\$110,000,000
Increased visitation	348,758	318,000	334,000	334,000
Tourism revenue generated	\$33,102,594	\$32,000,000	\$33,600,000	\$33,600,000
Kansans served	4,462	4,400	4,450	4,450
Number of communities served	316	300	315	315

**Narrative Information—DA-400**

Division of the Budget  
 State of Kansas

Agency: Kansas Department of Commerce  
 Program: International Trade Division

**Actual Position Data:**

For FY 2026, the agency’s approved authorized FTE positions total 164.25, with 105.04 non-FTE unclassified permanent positions. The Department’s actual FTE data for FY 2025 was as follows:

<u>Program</u>	<u>FTE Positions</u>	<u>Non-FTE Unclassified Permanent Positions</u>
General Administration	44.25	5.00
Business Development	12.00	3.00
Rural Development	8.00	1.00
Trade Development	6.50	2.00
Workforce Development	89.25	89.00
Commissions	1.50	2.00
Agency Total	161.50	102.00

**New funds requested for appropriation bill:**

The Department of Commerce needs two new no-limit funds for FY 2027: “Business Revitalization Fund” and “Re-employment Services Assistance–Federal Fund.”

**Enhancement Package – FY 2027:**

The Department is requesting two enhancement packages for consideration by the Governor and the Legislature. They are listed below with brief descriptions.

1. **Pilot Program to Recruit Small Technology Companies** – The \$200,000 requested increase for FY 2027 will support a pilot program in coordination with other agencies and localities to target and attract small technology-based companies to Kansas. This pilot program, operated in conjunction with, and supported by Kansas State University, the University of Kansas, the Manhattan and Lawrence Chambers and those local communities will focus on attraction of a segment of technology-based companies that are not being effectively addressed by existing efforts. This effort will focus on small but promising companies whose technology is in an area of university expertise and in line with the state’s strategic opportunities for economic growth. Commerce’s overall business recruitment effort has been very effective but focused primarily on companies larger than those that would be the target of this pilot initiative. The universities can provide the research capability, technical expertise and the access to talent that is critical to the growth and success of these types of company but are not geared for recruitment of such companies. This new program managed and supported jointly by the collaborating partners will attempt to fill the gaps identified as critical in the successful recruitment of such companies. The \$200,000 requested would provide the basis for a fund that would be matched by the local communities and used to provide assistance necessary to successfully attract the target companies.
2. **Kansas Economic Opportunity Initiative Fund (KEOIF)** – The \$800,000 requested in FY 2027 increase will support the only cash incentive tool for small and rural companies. KEOIF is a performance-based forgivable loan incentive program which assists Kansas’ competitiveness in recruitment of new companies as well as encouraging existing companies’ expansions. It is an important retention tool to reduce company closings and departures. This increase would provide additional incentive opportunities to further stimulate the Kansas economy.

**Narrative Information—DA-400**

Division of the Budget  
State of Kansas

Agency: Kansas Department of Commerce  
Program: International Trade Division

The **Business Development Division** strives to grow the Kansas economy through the creation and retention of jobs and capital investment. This is done by recruiting new companies to Kansas and helping existing Kansas companies grow here. Our staff helps businesses:

- identify programs and incentives for which the company might be eligible
- assess the strengths and weaknesses of a particular site in Kansas
- conduct labor market research
- work with other state agencies
- meet licensing requirements

Financial incentives and programs we administer for businesses include:

- High Performance Incentive Program
- Kansas Economic Opportunity Initiatives Fund
- Kansas Enterprise Zone
- Promoting Employment Across Kansas (PEAK) Program
- Private Activity Bonds
- Wind and Solar Bond Financing
- Sales Tax Revenue (STAR) Bonds

Despite all the gloomy headlines about the national economy, Fiscal Year 2025 was one of our strongest years for recruitment of new companies and retention/expansion of existing companies. In fact, the Business Development Division combined to facilitate 110 successful relocations or expansions, which created or retained 19,454 jobs — 6,806 more than last year — and \$1.3 billion in capital investment. These results earned Kansas unprecedented media coverage from outlets like Area Development, Business Facilities and Site Selection magazines, which in turn has generated several new business leads for Fiscal Year 2025 projects.

**Recruitment**

Fiscal Year 2025 was Kansas' best recruitment year in decades. Our recruitment team facilitated 68 corporate relocations and expansions, which created 13,870 new jobs — 4,770 more than last year — and \$838 million in capital investment. Slightly more than half of these relocations involved professional service and white-collar-type office jobs, while 27 percent involved manufacturing jobs. Some of our largest recruitment projects included:

- Allen Foods, Topeka (50 jobs, \$30 million capital investment)
- Cerner Corporation, Kansas City (4,500 jobs, \$170 million capital investment)
- General Motors, Kansas City (1,000 jobs, \$88 million capital investment)
- J.P. Morgan, Overland Park (650 jobs, \$30 million capital investment)
- Jupiter Group, Junction City (169 jobs, \$3.2 million capital investment)
- Redbarn Pet Products, Great Bend (200 jobs, \$2 million capital investment)

**Narrative Information—DA-400**

Division of the Budget  
State of Kansas

Agency: Kansas Department of Commerce  
Program: International Trade Division

- Regent Asset Management, Overland Park (1,250 jobs, \$2 million capital investment)
- Tindall, Newton (400 jobs, \$66 million capital investment)
- U.S. Bank, Overland Park (1,100 jobs, \$21 million capital investment)

**Retention and Expansion**

In Fiscal Year 2025, our retention and expansion team facilitated 42 projects, which created 5,584 jobs — 2,036 more than last year — and \$471.3 million in capital investment. Eighteen of the 42 successful projects are manufacturing, while two are classified as aerospace and two are classified as energy. The remaining projects are either retail, professional services or agricultural. Some of our largest retention/expansion projects include:

- PTMW, Inc., Topeka (135 jobs, \$9 million capital investment)
- RTS International, Lenexa (165 new jobs, \$5.2 million capital investment)
- Sugar Creek Packing Co., Frontenac (295 new jobs, \$7.9 million capital investment)
- LDF Companies, Inc., Wichita (251 new jobs, 146 retained jobs, \$11.9 million capital investment)
- Watco Companies, Pittsburg (304 retained jobs, \$1.9 million capital investment)

**Media Accolades and Rankings**

Kansas' recruitment and retention/expansion success earned the state unprecedented media coverage and exposure among site location consultants nationwide. In fact, Kansas was recognized by six major media outlets, surveys, or publications for business excellence in 2025. Our key media accolades and rankings are as follows:

- Kansas was named Top 10 in eight of 20 categories in Business Facilities magazine's 2025 Rankings Report, our best-ever finish.
- Kansas was ranked No.3 in Southern Business & Development magazine's "Top Deals and Hot Markets" report, the state's best-ever finish and our second straight Top 5 ranking.
- Kansas was ranked the No. 7 most pro-business state in the Pollina "Top 10 Pro-Business States" report for the second straight year. It was our third straight Top 10 finish.
- Kansas was ranked No. 11 in CNBC's annual "America's Top States for Business" report for the second time in three years.
- Area Development magazine named Kansas the winner of the Silver Shovel Award for excellence in job creation and capital investment. This was our fourth Silver Shovel in five years.
- Site Selection magazine named Kansas one of the nation's Top 10 most competitive states for capital investment and facility development. This was our second straight Top 10 finish.

**Narrative Information—DA-400**

Division of the Budget  
State of Kansas

Agency: Kansas Department of Commerce  
Program: International Trade Division

**EXPENDITURE JUSTIFICATION BY OBJECT CODES**

**Object Code 100: Salaries and Wages**

The 13.00 FTE positions in Business Development work to retain, expand and attract business opportunities through assistance (oftentimes financial) provided directly to companies seeking to locate or expand in Kansas. We also provide a significant amount of technical and marketing assistance to small companies seeking to become established or grow their operations. Our FTE count includes a number of individuals who are dispersed throughout the state to provide a higher level of customer service and more immediate response to companies seeking to grow their operations in our state. Depending on need and situation, our staff can and does respond to a variety of informational and assistance needs.

FY 2026: \$1,351,531

FY 2027: \$1,346,125

**Object Code 200: Contractual Services**

Expenditures for contractual services are used to ensure that our broad base of clients receive the assistance necessary to encourage growth and development of the business in Kansas. Expenditures in this category are a reflection of the variety of services and assistance provided by the Division and range from printing costs for program guides, promotional materials, and advertising to contracts for professional services with individuals providing representation for Kansas in various markets. Rents are also a significant component of this expenditure category.

FY 2026: \$876,500

FY 2027: \$829,000

**Object Codes 300: Commodities**

Expenditures in this category are primarily for consumables like stationery, fuel and publications. This budget will see some reduction year-to-year, as we have reduced expenditures in several categories significantly in an effort to offset increased fuel costs and gain some budget savings.

FY 2026: \$16,275

FY 2027: \$17,100

**Object Code 400: Capital Outlay**

Expenditures in this category are almost exclusively for technology upgrades, primarily computer replacement.

FY 2026: \$1,500

FY 2027: \$1,500

**Object Code 500: Aid to Local Governments and Other Assistance**

The amount budgeted for these expenditures are reflective of program funding levels and anticipated demand. Adjustments in funding level seen here are good-faith attempts to define the demand for resources available through these programs.

FY 2026: \$ 218,075

FY 2027: \$ 300,000

**Narrative Information—DA-400**

Division of the Budget  
State of Kansas

Agency: Kansas Department of Commerce  
Program: International Trade Division

The **International Trade Division** works with Kansas companies to help them sell their products and services in international markets. The Division also works to recruit international businesses to establish facilities and create jobs in Kansas. These two goals comprise our overall mission – to help Kansas capitalize on opportunities in the global economy.

Our staff directly helps Kansas businesses by:

- providing information on foreign markets and trends.
- gathering export data and foreign market research.
- coordinating with local, state, federal and foreign agencies.
- conducting export seminars.
- recruiting and assisting company participation in international trade shows.
- hosting foreign delegations to Kansas.
- distributing foreign trade leads.
- locating export financing packages.
- maintaining international consultants in key global markets, including Mexico and China.

Some of our most popular programs and services include:

- Kansas International Trade Show Assistance Program
- Governor's Exporter of the Year Award
- Foreign Trade Offices

**Kansas Exports**

Despite the global economic recession, Kansas businesses totaled \$8.9 billion in exports in 2025, the state's third-highest export total in history. Prior to the global recession, Kansas had achieved record-high exports for four consecutive years – a trend that's likely to continue once the economy rebounds. As a result, the International Trade Division continues to see a high volume of activity and requests for assistance from Kansas businesses and foreign companies looking to buy Kansas goods. The activity and requests cover various industries, including aviation, agriculture and alternative energy.

**International Investment Projects**

The Division continues its efforts toward maintaining a stream of foreign direct investment into the state by promoting Kansas worldwide and recruiting foreign firms to establish new facilities in the state. In FY 2025, our team recruited three foreign companies to Kansas, resulting in 214 new jobs and \$25.9 million in capital investment. These projects were:

- CEVA Biomune, Lenexa (81 jobs, \$13 million)
- Megastarter, Manhattan (13 jobs, \$5.5 million)
- Jupiter Group, Junction City (120 jobs, \$2.4 million)

Kansas International Trade Show Assistance Program

**Narrative Information—DA-400**

Division of the Budget  
State of Kansas

Agency: Kansas Department of Commerce  
Program: International Trade Division

The Kansas International Trade Show Assistance Program (KITSAP) helps introduce Kansas companies to foreign markets by funding their participation in trade shows. Eligible companies are those whose product or service originates in Kansas or whose products receive substantial value-added processing in Kansas.

In FY 2025, the International Trade Division awarded a total of \$23,247 to six Kansas companies to attend a total of seven international trade shows. Those six companies reported sales of \$1.25 million, which translates to a return on investment of \$53.77 for every \$1 in trade show assistance. Three of the six companies found a new agent or distributor as a result of their participation in a trade show.

**Focus Groups and Seminars**

In FY 2025, our Trade Development specialists conducted seven focus groups throughout rural Kansas to obtain a fresh perspective on the needs and experiences of the state’s small business exporters. The two-hour sessions were held in Manhattan, Pittsburg, Independence, Leavenworth, Salina, Dodge City and Hays. Each group was asked to discuss their international marketing experiences, business risk, familiarity with the Kansas Department of Commerce, impact of exports on their business operations, and the use of social media to market and recruit.

Feedback from the Salina group included comments on the need for affordable, specialized training on European market regulations for manufacturers. As a result, the International Trade Division partnered with the Salina Chamber to co-sponsor a two-day program on CE (European conformity) marking, a topic of huge importance to businesses wanting to export to Europe. Priced to appeal to small business, the program sold out quickly and was a great success. Approximately 30 business executives attended.

**EXPENDITURE JUSTIFICATION BY OBJECT CODES**

Object Code 100: Salaries and Wages

FTE: 6.50

Summary: The Division administers two sections, International Marketing (export) and International Investment (foreign company investment). Current approved personnel for these two sections are 6.50 FTE positions within the International Trade Division (5.50 classified regular FTE positions and 1 unclassified regular position).

FY 2026: \$547,577

FY 2027: \$549,194

Object Codes 200: Contractual Services

Summary: The contractual services budget is the primary funding allocation for the International Trade Division. A major expense is the foreign office contracts, which provide the foundation of the export services available to Kansas companies. The State of Kansas foreign offices are strategically located in markets/regions that purchase (and have the potential for growth) Kansas products; China, Mexico, and Japan. In addition, we have in-country specialists in Argentina, Brazil, Chile, and Korea. Services provided in tandem with the in-house staff include market research for competitive analysis, price structures, agent/distributor searches, business travel itineraries, regulatory requirements, investment leads, and trade show/mission support. Other funding includes in-state travel for on-site company consultations, out-of-state travel for trade shows and trade missions, rent for the Wichita and Overland Park Trade field offices, and communication (phone, fax, mailings) fees.

**Narrative Information—DA-400**

Division of the Budget  
State of Kansas

Agency: Kansas Department of Commerce  
Program: International Trade Division

FY 2026: \$442,303. The requested funding would maintain the foreign office contracts and fees outlined above. However, this funding level will hamper our ability to secure in-country specialists that provide valuable market intelligence and research for Kansas companies in regions of the world where we do not currently have offices.

FY 2027: \$450,000. The requested funding would maintain the foreign office contracts and fees outlined above. However, this funding level will hamper our ability to secure in-country specialists that provide valuable market intelligence and research for Kansas companies in regions of the world where we do not currently have offices.

**Object Codes 300: Commodities**

Summary: These fees represent basic operational expenditures for the division to include office and professional supplies. The main expenses are for office supplies and trade resource directories, databases and journals.

FY 2026: \$6,200 funding will maintain level of office and professional supplies necessary to maintain basic office activity.

FY 2027: \$6,320 funding will maintain level of office and professional supplies necessary to maintain basic office activity.

**Object Code 400: Capital Outlay**

Summary: No capital outlay is anticipated.

FY 2026: None

FY 2027: None

**Object Code 550: State Special Grants**

Kansas International Trade Show Assistance Program (KITSAP)

Funding:

FY 2026: \$73,800

FY 2027: \$73,800

Award Process: Eligible recipients include Kansas companies who are currently exporting or ready to export. The grant program will reimburse up to one-half of expenses attributable to participation in an approved trade show. Awards are \$3,500 per foreign trade show, with an annual limit of \$7,000 total reimbursements per company per fiscal year. The grant program funds trade shows new to the Kansas Company only. Repeat shows are not eligible. A grant application must be received at least 60 days prior to the trade show requested for reimbursement. A KITSAP overview committee (3 international trade specialists) reviews the application to ensure compliance with KITSAP guidelines. When approved by the overview committee, the application is forwarded to the Deputy Secretary for final review. Upon approval, a contract between Commerce and the Kansas company is signed and kept on file. The company agrees to provide post show results within 30 days upon return of the show.

Impact: The KITSAP program facilitates participation by small and medium size a company in international trade shows that otherwise may be cost prohibitive to attend. Companies use trade shows as

**Narrative Information—DA-400**

Division of the Budget

Agency: Kansas Department of Commerce

State of Kansas

Program: International Trade Division

a primary source of marketing to new buyers across the globe. Attendance at the major industry trade shows will provide new potential buyers and contacts and increase sales revenues for the Kansas company. Export sales create new jobs in Kansas from existing industry. KITSAP was not funded in FY 2006 or FY 2009.

<b>Narrative – DA 400</b>	Agency:	Department of Commerce
State of Kansas	Program:	International Trade Division
Division of the Budget	Subprogram:	Export Consulting

**Subprogram Name**      Export Consulting

**Priority**                      1 of 3

**Required by Statute**      Yes

**Maintenance of Effort or Matching Requirement**      None.

**Statutory Requirements**      K.S.A. 74-5008a

**Purpose**                      Provide assistance to Kansas businesses and foreign companies looking to buy Kansas goods.

**Consequences of Not Funding**      Lower volume of activity and requests for assistance would lead to decrease in Kansas exports.

<b>Narrative – DA 400</b>	Agency:	Department of Commerce
State of Kansas	Program:	International Trade Division
Division of the Budget	Subprogram:	International Investment Promotion

<b>Subprogram Name</b>	International Investment Promotion
<b>Priority</b>	2 of 3
<b>Required by Statute</b>	Yes
<b>Maintenance of Effort or Matching Requirement</b>	None.
<b>Statutory Requirements</b>	K.S.A. 74-5008a
<b>Purpose</b>	Promote Kansas on a worldwide basis and recruit foreign firms to establish new facilities in the state.
<b>Consequences of Not Funding</b>	Decrease in jobs and capital investment from foreign companies.

**Narrative – DA 400**  
State of Kansas  
Division of the Budget

Agency: Department of Commerce  
Program: International Trade Division  
Subprogram: Focus Groups

**Subprogram Name** Focus Groups

**Priority** 3 of 3

**Required by Statute** Yes

**Maintenance of Effort or Matching Requirement** None.

**Statutory Requirements** K.S.A. 74-5008a

**Purpose** Conduct focus groups throughout rural Kansas to identify the needs of the state's small business exporters.

**Consequences of Not Funding** No capability to ensure small business exporters are receiving necessary information and expertise to penetrate various markets.

# 404 Report

Page: 1 of 8

Agency: 00300 Department of Commerce

Date: 9/07/2025

Version: 2027-A-02-00300

	FY 2025 Actuals	FY 2026 Adj Agency Budget Req	FY 2027 Adj Agency Budget Req
<b>Fund Number: 1000 0503</b>			
<b>Name: Operating Expenditures</b>			
R0001 APPROPRIATION	686,189	654,573	648,327
R0002 REAPPROPRIATION	45,611	2,233	0
R0005 LAPSES	(13,552)	(15,785)	0
R0011 SUPPLEMENTAL APPROPRIATION	0	0	0
Total Available	718,248	641,021	648,327
Total Reportable Expenditures	716,015	641,021	648,327
Total Expenditures	716,015	641,021	648,327
Balance Forward	2,233	0	0

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Agency: 00300 Department of Commerce  
 Version: 2027-A-02-00300

Date: 9/07/2025

Fund Number: 1800 6877

Name: Clean Water Grants

	FY 2025 Actuals	FY 2026 Adj Agency Budget Req	FY 2027 Adj Agency Budget Req
R0001 APPROPRIATION	425,000	500,000	475,000
R0002 REAPPROPRIATION	0	15,000	0
Total Available	425,000	515,000	475,000
Total Reportable Expenditures	410,000	515,000	475,000
Total Expenditures	410,000	515,000	475,000
Balance Forward	15,000	0	0

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Agency: 00300 Department of Commerce

Date: 9/07/2025

Version: 2027-A-02-00300

		FY 2025 Actuals	FY 2026 Adj Agency Budget Req	FY 2027 Adj Agency Budget Req
<b>Fund Number: 1900 0209</b>				
<b>Name: Grants to Local Communities</b>				
R0001	APPROPRIATION	15,864,867	12,502,835	12,497,234
R0005	LAPSES	(158,659)	0	0
	Total Available	15,706,208	12,502,835	12,497,234
	Total Reportable Expenditures	15,706,208	12,502,835	12,497,234
	Total Expenditures	15,706,208	12,502,835	12,497,234
	Balance Forward	0	0	0

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Agency: 00300 Department of Commerce

Date: 9/07/2025

Version: 2027-A-02-00300

	FY 2025 Actuals	FY 2026 Adj Agency Budget Req	FY 2027 Adj Agency Budget Req
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Fund Number: 2000 0983

Name: Child Care Facility Grants

R0001	APPROPRIATION	721,000	685,000	689,000
R0002	REAPPROPRIATION	7,692	0	0
Total Available		728,692	685,000	689,000
Total Reportable Expenditures		728,692	685,000	689,000
Total Expenditures		728,692	685,000	689,000
Balance Forward		0	0	0

# 404 Report

Page: 1 of 8

Agency: 00300 Department of Commerce

Date: 9/07/2025

Version: 2027-A-02-00300

	FY 2025 Actuals	FY 2026 Adj Agency Budget Req	FY 2027 Adj Agency Budget Req
<b>Fund Number: 2200 5400</b>			
<b>Name: Alcoholism Treatment Fund</b>			
R0007 CASH FORWARD	35,618	22,593	19,505
R1261 LIQUOR GALLONAGE TAX	694,726	767,447	786,633
R1262 LIQUOR--CLUB CATER DRINK EST	1,132,843	1,251,657	1,282,948
R2121 MOTOR VEHICLE OPERATOR & CHAUF	274,869	303,641	303,641
R2111 LICENSE FEE - ENGAGE IN BUSINE	900,861	904,980	994,980
R5409 OTHER FINES PENALTIES AND FORF	825,033	911,392	938,734
R2099 OTHER SERVICE CHARGES	15,330	23,578	23,578
R6601 OPERATING TRANSFERS IN	0	0	0
Total Available	3,879,280	4,185,288	4,350,019
Total Reportable Expenditures	3,856,687	4,165,783	4,226,753
Total Expenditures	3,856,687	4,165,783	4,226,753
Balance Forward	22,593	19,505	123,266

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Agency: 00300 Department of Commerce

Date: 9/07/2025

Version: 2027-A-02-00300

	FY 2025 Actuals	FY 2026 Adj Agency Budget Req	FY 2027 Adj Agency Budget Req
<b>Fund Number: 2234 1943</b>			
<b>Name: Land Survey Fee Fund</b>			
R0007 CASH FORWARD	9,409	15,307	18,057
R2040 CHARGES-CLERICAL SERV.ISSUE C	12,472	14,000	14,560
R2099 OTHER SERVICE CHARGES	3,299	4,000	4,160
Total Available	25,180	33,307	36,777
Total Reportable Expenditures	9,873	15,250	16,000
Total Expenditures	9,873	15,250	16,000
Balance Forward	15,307	18,057	20,777

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Page: 1 of 8

Agency: 00300 Department of Commerce

Date: 9/07/2025

Version: 2027-A-02-00300

	FY 2025 Actuals	FY 2026 Adj Agency Budget Req	FY 2027 Adj Agency Budget Req
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Fund Number: 3539 3590

Name: Title II Vocational Education

R0007	CASH FORWARD	9,873	6,529	0
R4050	FEDERAL GRANTS - EDUCATION AND	9,142,558	9,142,558	9,429,634
	Total Available	9,152,431	9,149,087	9,429,634
	Total Reportable Expenditures	9,145,902	9,149,087	9,429,634
	Total Expenditures	9,145,902	9,149,087	9,429,634
	Balance Forward	6,529	0	0

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Page: 1 of 8

Agency: 00300 Department of Commerce

Date: 9/07/2025

Version: 2027-A-02-00300

	FY 2025 Actuals	FY 2026 Adj Agency Budget Req	FY 2027 Adj Agency Budget Req
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Fund Number: 3314 5202

Name: Medical Assistance Federal Fund

R0007	CASH FORWARD	12,067,811	5,679,713	5,938,250
R4036	SRS-FFG-AID FOR MEDICAL ASSIST	853,376,517	968,641,113	966,387,711
R5909	OTHER MISCELLANEOUS REVENUE	889,302	216,934	222,357
R6210	ESTATE RECOVERY PROGRAM (AGY 6	2,479,752	2,548,898	3,043,263
R6215	GENERAL MEDICAL RECOVERIES(62	791,999	2,407,777	2,484,826
R6216	DRUG REBATE	17,790,799	21,133,540	21,767,546
R6602	OPERATING TRANSFERS OUT	0	0	0

Total Available

887,396,180      1,000,627,975      999,843,953

Total Reportable Expenditures

881,716,467      994,689,725      993,456,216

Total Expenditures

881,716,467      994,689,725      993,456,216

Balance Forward

5,679,713      5,938,250      6,387,737

## Explanation of Receipt Estimates--DA 405

Division of the Budget  
State of Kansas

Agency Department of Commerce

### 2220 Alcoholism Treatment Fund

**Statutory History:** KSA 79-41a2 establishes a 10% tax on the gross receipts derived from the sale of alcoholic liquor by any club, caterer or drinking establishment. KSA 79-41a23 requires that 5% of this tax be deposited to the community alcoholism and treatment fund. KSA 41-2622 prescribes an occupation or license tax on clubs and drinking establishments. Of that amount collected, 50% is credited to the Other State Fees Fund of the agency and 50% is credited to the State General Fund. KSA 41-501 requires the State Treasurer to credit 10% of the funds collected from taxes imposed upon alcoholic beverages to this fund.

<u>Revenue Source:</u>	<u>FY 2024 Actual</u>	<u>FY 2025 Projected</u>	<u>FY 2026 Projected</u>	<u>FY 2027 Projected</u>
Liquor-Club, Caterer or Drinking Establishment (1262)	1,091,627	1,132,843	1,251,657	1,282,948
Motor Vehicle Licenses (2121)	243,164	274,869	303,641	303,641
License Fee--Engage in Business (2111)	876,235	900,861	904,980	994,980
Liquor-Gallorage Tax (1261)	670,080	694,726	767,447	786,633
Other Fines, Penalties and Forfeitures (5409)	795,397	825,033	911,392	938,734
Miscellaneous Revenue	<u>9,423</u>	<u>15,330</u>	<u>23,578</u>	<u>23,578</u>
<b>TOTAL</b>	<b>\$ 3,685,926</b>	<b>\$ 3,843,662</b>	<b>\$ 4,162,695</b>	<b>\$ 4,330,514</b>

# Explanation of Receipt Estimates--DA 405

Division of the Budget  
State of Kansas

Agency Department of Commerce

## 2234 - Land Survey Fee Fund

**Statutory History:** 1988 HB 3024 was enacted, abolishing the Land Survey Advisory Committee and transferring the duties for the Land Surveys to the Department of Commerce & Housing. The statutes affected by this bill are KSA 58-2007 through 58-2011. The agency is authorized to charge a fee for the clerical costs of filing land survey documents with 80% of such fee deposited in the fee fund and 20% in the State General Fund. The revenue estimates shown for this fund are based on FY 2025 receipts which included a price increase effective in October of 2025. The agency uses the fund to pay a portion (\$9,000) of the clerical staff's salary who maintains the documents. In FY 2027, we intend to use \$10,000 to begin a long-term preservation project related to the filed notes. We will digitize them to provide access and preserve the originals, eliminating continued copying on standard copy machines. Given the size of this fund relative to the agency's entire budget, it is suggested the cash balance be left at \$10,000 or more.

## **Land Survey Fee Fund**

	<u>FY 2024 Actual</u>	<u>FY 2025 Projected</u>	<u>FY 2026 Projected</u>	<u>FY 2027 Projected</u>
Land Survey Fees	7,665	12,472	14,000	14,560
Land Survey Copies	<u>2,239</u>	<u>3,299</u>	<u>4,000</u>	<u>4,160</u>
TOTAL	\$ 9,904	\$ 15,771	\$ 18,000	\$ 18,720

## **3539 - Federal Title II Vocational Education**

Legal authorization comes from P.L. 100-297 and KSA 72-5112, et seq. As required by the new Carl Perkins Vocational and Technical Education Act of 1998, states develop and submit a four-year operation plan to the US Department of Education for approval. Approval of Kansas' plan was received on July 10, 2025, which allows the state to receive its grant award for the upcoming fiscal year. Of the \$10.0 million basic grant, 85% must be distributed to the local education agencies and the remainder may be reserved by the state. Of the 15% reserved by the state, no more than 5% may be used for administration and the remaining 10% must be used to fund state leadership activities. Essentially no cash balance is maintained in this fund.

# Explanation of Receipt Estimates--DA 405

Division of the Budget  
State of Kansas

Agency Department of Commerce

## 3314 Medical Assistance Federal Fund

Title XIX of the Social Security Act, also known as Medicaid, provides medical assistance for eligible individuals and families with low incomes and resources. In general, federal match for medical assistance is determined by the state's Federal Medical Assistance Percentage (FMAP).

Federal match is available on an open-ended basis for allowable medical services rendered to eligible individuals, as provided in federal law and regulations and as specified by the state in its State Medicaid Plan.

The FMAP for Kansas is as follows:

Federal Fiscal Year (Oct thru Sept)	State Fiscal Year (July thru June)	
2022	2022	39.96%
2023	2023	40.10%
2024	2024	38.30% (projected)
2025	2025	39.51% (projected)
2026	2026	39.82% (projected)
2027	2027	39.96% (projected)

Federal match for administrative costs of the program is generally 50.0 percent. Enhanced federal match is available for skilled medical professionals providing medical administration (75%), operation of the Medicaid Management Information System (75%), and 90% for design and implementation of changes to the MMIS. Sufficient cash is carried over from one fiscal year to the next so that the first month's bills may be paid in a timely manner.

Revenue Source:	<b>Estimated Receipts</b>			
	<u>FY 2024 Actual</u>	<u>FY 2025 Projected</u>	<u>FY 2026 Projected</u>	<u>FY 2027 Projected</u>
Federal Title XIX Medical Assistance Fund	717,510,682	853,376,517	968,641,113	966,387,711
Estate Recoveries	2,271,999	2,479,752	2,548,898	3,043,263
General Medical Recoveries	3,908,383	791,999	2,407,777	2,484,826
Drug Rebate	14,788,554	17,790,799	21,133,540	21,767,546
Miscellaneous Revenue	<u>571,518</u>	<u>889,302</u>	<u>216,934</u>	<u>222,357</u>
TOTAL	\$ 739,051,136	\$ 875,328,369	\$ 994,948,262	\$ 993,905,703

# Budget Mechanics

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Budgeting is quite different in function and scope from accounting. Budgeting deals with estimating and planning for the fiscal future, while accounting deals with the actual spending in fiscal past. Although quite different in function and scope, the budgeting and accounting worlds must necessarily interface. This section is intended to explain how the two interface and how appropriation language translates to the accounting system.

## Budgeting and Accounting Interface

### Nomenclature

Budgeting and accounting are two different functions, although the terminology used often refers to the same concept. The following table outlines some of these differences.

<b><u>Accounting</u></b>	<b><u>Budgeting</u></b>
Appropriation	Appropriation
Reappropriation	Reappropriation
Limited Reappropriation	Limited Reappropriation
Lapse	Lapse
Expenditure	Expenditure
Encumbrance*	Expenditure
Account	Object Code
Fund	Fund, Line ID
Budget Unit	Account
Program	Reporting Level
DeptID (first 3 digits)	Agency
DeptID (last 7 digits)	Detail Under Program
Service Efforts & Accomplishments	Performance Measures

*\*Budget Actuals (expenditures) are the sum of SMART expenditures and encumbrance balances for the budget period (budget year).*

### Chart of Accounts

The Office of Accounts and Reports provides a chart of accounts (COA) for all agencies that delineates all available accounts an agency may use. The COA provides the Business Unit (Agency ID), Fund, Fund Description, Budget Unit, Budget Unit Description, Budget Period, Appropriation Type and the Appropriation/Limitation Amount.

The Chart of Accounts Query can be found in SMART using the following navigation:

Reporting Tools > Query > Query Viewer. Enter the Query Name “KS\_CHART\_OF\_ACCOUNTS.”

Business Unit—five digits

Fund—four digits (1000=SGF, 2000=Children’s Initiatives Fund, etc.)

Fund Descr—Fund name

Budget Period (formerly Fiscal Year)—four digits (Fiscal Year is a General Ledger term)

Bud unit—four digits

Bud Unit Descr—Budget Unit name

Approp Type—Appropriated, Limited or Unlimited

Appropriation/Limitation—Amount of appropriation or limitations (Note: unlimited funds have a limitation of \$999,999,999 (or greater) on the COA

Queries to obtain active ChartField values are available using the following navigation and Query Name:

Reporting Tools > Query > Query Viewer. Enter the Query Name:

<u>Chartfield</u>	<u>Query Name</u>
Program	FIN0052_VALID_PROGRAMS
DeptID	FIN0011_DEPARTMENT_CODES

Agencies may have responsibility for anywhere from one to many funds. For example, biennial fee agencies generally have one fee fund into which receipts are deposited and spent for agency operations. Some agencies are financed with only one State General Fund appropriation and do not have a special revenue fund (Legislative Coordinating Council, Kansas Guardianship Program). Other agencies are financed with State General Fund appropriations, fee funds, and a variety of other sources, such as federal or private monies. Agencies' charts of accounts reveal these funding combinations.

Similarly, agency program structures vary from a single program code (also referred to as PCA) to several hundred program codes. Because the state's budgeting system is directly tied to the state's accounting system, the program structure in the accounting system is closely reviewed with an eye to how agencies' budgets are developed.

## **The Budget Evolves over Time into an “Approved Budget”**

An approved budget is the total estimate of expenditures for a state agency for the current year or the budget year, as appropriated by the Legislature and signed by the Governor. The amount has a legal basis in appropriation bills, but it cannot always be determined by the appropriation bills alone.

### **How many budgets are there for FY 2027?**

#### **Calendar Year 2025**

1. Agency's original budget request in September
2. DOB's recommended budget in November

#### **Calendar Year 2026**

3. Governor's recommended budget in January
4. Governor's amendments in April to the recommended budget
5. Legislative approved budget in May
6. Approved budget in August after unspent monies reappropriate
7. Agency's revised estimate of expenditures in September
8. DOB revised recommended budget in November

#### **Calendar Year 2027**

9. Governor's revised recommended budget in January
10. Governor's amendments to the revised recommended budget in April
11. Legislative approved revised budget in May

## Components of the approved budget

The approved budget may include any combination of the following, depending on the agency's funding structure:

	SGF, EDIF, CIF, ELARF, SWPF*	Special Revenue Fund (with an expenditure limit)	Special Revenue Fund (no expenditure limit)
New money (appropriation)	Appropriations bill: <ul style="list-style-type: none"> <li>• Supp. for current FY</li> <li>• Reg. for budget FY</li> <li>• Capital for budget FY</li> <li>• Omnibus bill: for either current or budget year</li> <li>• Pay plan distributions</li> </ul>	<ul style="list-style-type: none"> <li>• All money appropriates but expenditures are constrained by a limit</li> </ul>	<ul style="list-style-type: none"> <li>• All money appropriates and any amount in the fund can be spent</li> </ul>
Old money (reappropriation)	<ul style="list-style-type: none"> <li>• With a limit</li> <li>• Without a limit</li> </ul>	<ul style="list-style-type: none"> <li>• (No distinction between new &amp; old money)</li> </ul>	<ul style="list-style-type: none"> <li>• (No distinction between new &amp; old money)</li> </ul>

\* There is another possible piece of the approved budget that has been rare. This occurs when the Finance Council allows all or part of a limited reappropriation to be spent.

## Documentation

The approved budget may include any combination of the following funding sources, depending on the agency's funding structure. The table explains how each of these types of funds and accounts is expressed in various documents. For example, the cell in the extreme upper left indicates that State General Fund (SGF) accounts are expressed as a specific line item in an appropriations bill. Notice under "How funds are cancelled" on the next page that SGF expenditure amounts and a few special revenue funds (EDIF, KEY, Children's Initiatives, ELARF and State Water Plan) will lapse unless there is specific reappropriation language for funds to carry forward into the next fiscal year.

With most special revenue funds, the monies are controlled by the expenditure limitation, so there is no need to make a distribution about new and old money. Sometimes there is reappropriation language on capital accounts. If there is no expenditure authority in the budget year, old money can carry forward automatically from blanket authority in the appropriations bill (see savings clause below). There must be lapse language to cancel expenditure authority for special revenue funds with limitations.

The following table displays how the different types of appropriation are addressed in the appropriation bill, the Chart of Accounts, and the DA 404 forms.

	SGF, EDIF, KEY, CIF, ELARF, Water Plan	Special Revenue Fund (with a limit)	Special Revenue Fund (no limit)
Appropriation in appropriations bill	Specific line item dollar amount	Specific line item dollar amount	Name of fund, Just says “no limit”
Reappropriation in appropriations bill	Specific reappropriation language is needed for the old money to carry over into the new fiscal year	Expenditure limit governs. Monies do not reappropriate unless language in the bill specifically does so or the “savings” clause kicks in when there is no line item in the new fiscal year (see below)	No limit allows all funds to be spent; reappropriations would be irrelevant
DA 404	Dollar amount ties exactly to bill	Dollar amount ties exactly to bill	Dollar amount on DA 404 only
Chart of Accounts	Dollar amount ties exactly to bill	Dollar amount ties exactly to bill	Name of fund, just says 0
How funds are cancelled in appropriations bill	Do not put in reappropriation language or lapse all or part of an appropriation by specifying the amount	Lapse part of an appropriation by specifying the amount	Lapsing would not apply because there is no control on the fund

**Savings Clause (at the back of the appropriation bill) for “limited” special revenue funds:**

*Savings.* (a) Any unencumbered balance as of June 30, 2025, in any special revenue fund, or account thereof, of any state agency named in this act that is not otherwise specifically appropriated or limited for fiscal year 2026 by this or any other appropriation act of the 2025 regular session of the legislature is hereby appropriated for the fiscal year ending June 30, 2026, for the same use and purpose as the same was heretofore appropriated.

(b) This section shall not apply to the expanded lottery act revenues fund, the state economic development initiatives fund, the children's initiatives fund, the state water plan fund, the Kansas endowment for youth fund, the Kansas educational building fund, the state institutions building fund or the correctional institutions building fund, or to any account of any of such funds.

# Information Technology Project Plans

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State law requires that whenever a state agency, in any branch of government, proposes a qualifying information technology (IT) project, the agency must prepare a project plan and submit it to the Chief Information Technology Officer (CITO) of the agency's branch. The project plan is required to provide specific information to Joint Committee on Information Technology (JCIT) through the JCIT Advice and Consult process and must be approved by the branch CITO before implementation of the project begins. ITEC-2400-P requires branch CITO approval twice in the commencement of an IT project: first *prior to procurement activity*, and then, with additional information reported, *prior to the project entering execution*. The KITO Approval and Reporting System (KARS), is implemented to determine significant risk for KITO project determination and manage the process of IT project plan submittal, review, approval and reporting.

The Kansas Information Technology Office (KITO) supports the statutory responsibilities of the executive branch Chief Information Technology Officer (CITO) and the Chief Information Technology Architect (CITA). The judicial and legislative branch CITOs can leverage the KITO process for IT project reporting or use their own process so long as it meets the statutory responsibilities. The Information Technology Executive Council (ITEC) is responsible for approval and maintenance of all information technology policies, IT project management procedures, strategic information management plan for the Executive Branch and the statewide technical architecture, It also serves as the planning committee for any Executive Branch IT consolidation as required by House Sub for SB 291.

## Information Technology Project Defined

KSA 75-7201 defines an information technology project as an information technology effort by a state agency of defined and limited duration that implements, effects a change in or presents a risk to processes, services, security, systems, records, data, human resources, or architecture. Risk is determined with the completion of a business risk assessment.

Refer to the website at <https://ebit.ks.gov/kito> for further information on obtaining approval of information technology projects. Detailed instructions are maintained on the KITO and ITEC websites.

### Demand Approval

A high-level IT project plan, or Demand, must be submitted to the Joint Committee on Information Technology (JCIT) for advice and consultation and receive CITO approval prior to contract award and/or project execution. This Demand will be submitted in the KITO Approval and Reporting System (KARS) and will include:

- IT initiative information is required, including business case, project duration, financials, funding source, cost plans, benefit plans, and risks. For additional information, along with KARS procedures, please visit the KARS Help Center.
- Options and feasibility analysis information is required if a proposed demand is over \$10.0 million to ensure sufficiency of planning, resulting in thorough market research, options analysis, and justification for the selected option.
- Compliance acknowledgements consist of agency review, acknowledgement, and agreement to comply with policies and regulations pertaining to architecture, ownership of software code and intellectual property, accessibility, electronic records retention, security, and data compliance.
- Specifications related to a proposed demand shall be submitted for branch CITO approval per [K.S.A. 75-7209](#).

- The Executive Authority Approval provides entity authorization for the demand to be submitted for CITO approval. The executive authority approval is granted via response to a system-generated email message sent to the executive authority.

When a demand has received branch CITO approval, the state agency is thereby authorized to procure. An executive summary of the approved demand will be sent to the Division of the Budget, JCIT, all three branch CITO, the Office of Procurement and Contracts, and the Legislative Research Department.

## Project Approval

**Project Overview** – In KARS, a project (formerly known as a detailed-level project plan) is a strategic or operational IT initiative that has received demand approval, for which an agency must request branch CITO review and approval to proceed with execution. The branch CITO approval to execute is the second of two approval gates in the approval and reporting process, as required by statute and reinforced by JCIT policy.

When project specifics are fully determined, such as after the selection of a vendor, the project plan data is updated by the agency in the project application in KARS to include comprehensive, detailed information about the proposed IT initiative. The project is first submitted to KITO for evaluation and acceptance. Once the project has gained KITO acceptance, it is delivered to the branch CITO for review and approval. The CITO project plan approval authorizes the state agency to begin execution of the IT project.

Information required for approval in the project form includes a business case justification, project milestones, financials, options and feasibility analysis, compliance evaluations and approvals, an IT Project Risk Assessment, and the Executive Authority Approval.

For information on completing documentation required for each proposed project, please refer to the [KITO website](#), noted above.

\*The KARS process outlined in this document primarily pertains to the executive branch. The implementation of House Sub for SB 291, effective July 1, 2024, allows for the judicial and legislative branches to either continue using this process or create a process of their own that still complies with statute.

# Capital Improvements

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State agencies maintain buildings of various types all over the state. Given the financial commitment the state's facilities demand, expenditure requests for capital projects are made in a distinct process within the budget cycle. The state gives priority to maintaining its existing facilities before considering new construction. Other criteria for assessing the priority of capital projects include safety for state employees and visitors, compliance with prevailing building codes, modifications to enhance accessibility for the disabled, physical modifications caused by program changes, and cost effectiveness. Most projects are funded through direct appropriations from dedicated capital funds, as well as the State General Fund and other special revenue or federal funds. The use of revenue bonds for financing capital projects is also an option.

## Overview of Capital Improvement Process

Agencies requesting expenditure authority for capital projects submit a five-year facilities plan each July 1, consisting of the forthcoming fiscal year and the following four years. Capital projects are reviewed by the Division of the Budget for development of the Governor's recommendations. They are also reviewed by the Kansas Legislative Research Department as well as the Office of Facilities and Property Management within the Department of Administration, which provides technical support to the State Building Advisory Commission, an Executive Branch body responsible for reviewing the cost estimates and technical aspects of projects.

State agencies requesting funding for capital improvement projects must submit two hard copies and one electronic copy of the summary five-year capital budget plan (DA 418A) and project request explanation (DA 418B) to the Division of the Budget, one hard copy to the Office of Facilities and Property Management for the State Building Advisory Commission, and one hard copy to the Kansas Legislative Research Department for the Joint Committee on State Building Construction. KSA 75-3717b specifies a deadline of July 1.

Contact the Division of the Budget (785-296-2436) with any questions about these instructions or completion of the forms. Questions about project cost estimates and project phasing should be addressed to the Office of Facilities and Property Management (Design, Construction, and Compliance) within the Department of Administration (785-296-8899).

Agencies should use the following categories when requesting capital projects:

1. **New Construction and Additions:** all new construction and building additions;
2. **Remodeling:** all major projects that substantially change the existing structure and its uses;
3. **Acquisition:** the purchase of an existing facility;
4. **Razing:** the demolition of existing structures; and
5. **Rehabilitation and Repair:** routine, major, or emergency maintenance; restoration; replacement of fixed equipment; energy conservation; requests related to compliance with the Americans with Disabilities Act (ADA); and code compliance projects as well as projects needed to meet program requirements.

The first four categories require a separate line item appropriation for each project. The final category is a single line item appropriation with discretion given to the agency as to the most immediate need for the funds.

## Debt Service

Capital improvements can be financed through a direct appropriation of funds or debt financing. Budgeting through debt financing can be complicated because, in the accounting system, one set of funds and account codes is used for budgeting purposes and another set for the bond-related transactions of the Kansas Development Finance Authority (KDFA). KDFA, which is responsible for overall administration of the debt, uses mostly enterprise funds (5XXX) and capital project funds (8XXX) in the accounting system. The overall debt obligation is paid off using several sources of revenue, such as investment earnings on the bond proceeds that KDFA manages. The main source, however, is the amount for debt service that agencies include in their budgets. These instructions apply only to the funds that are used to pay the portion of the debt service that comes from agency budgets. Debt service for capital budgeting purposes does not include bond proceeds or payments to contractors.

Accordingly, agencies should use the following expenditure account codes for debt service payments on capital projects (1) to enter their debt service estimates into the budget system and (2) for coding vouchers that make debt service payments from the State General Fund or any special revenue fund.

560200	Revenue Bond Principal Payments
561200	Interest & Service Charges on Revenue Bond Debt
561950	Arbitrage Rebate Expense on Revenue Bond Debt

The principal portion of the debt service payment is a capital expenditure, because only that portion constitutes a capital asset when the debt is retired. Interest and arbitrage payments are operating expenses, and for budgeting purposes these expenditures are reportable. Agencies should use the amount identified by KDFA as principal (560200) to be paid from budgeted debt service funds and code the remainder of those budget funds as interest (561200). To avoid duplicating expenditures, 56XX funds are treated as reportable and all other 5XXX funds are non-reportable. The three building funds, the Educational Building Fund (8001), the State Institutions Building Fund (8100), and the Correctional Institutions Building Fund (8600), are reportable, but all other 8XXX funds are non-reportable for budgeting purposes.

**For bonds to be issued in FY 2026, agencies should budget estimated debt service payments for FY 2026 and explain that these amounts are estimated.**

For budgeting purposes, the Facilities Conservation Improvement Program, through the Kansas Corporation Commission, constitute debt service payments on capital improvements. Agencies should use the following account codes for debt service payments on these projects:

542100	Facilities Conservation Improvement Program—Principal—Buildings and Improvements—Capital/Inventory
542110	Facilities Conservation Improvement Program—Interest—Buildings and Improvements—Capital/Inventory

## Instructions for Preparing DA 418B Forms

A Project Request Explanation (DA 418B) must be prepared for every project proposed in all years of the plan period. Projects proposed for the out years need not be described to the same extent as projects proposed for the budget year. However, the incorporation of out-year projects in an agency's five-year capital improvement plan implies that the agency has given serious consideration to the eventual need for each project. An out-year project should be explained sufficiently so that it can be considered for approval during the plan period. Following are instructions for completing the DA 418B.

**In Item 1, enter the project title using terminology suitable for an appropriation title.** Care should be exercised in the choice of terminology to assure the title clearly reflects the nature and scope of the proposed project. Also, in Item 1, enter the agency name.

**In Item 2, enter the priority designation(s) assigned to the project.** Projects proposed by umbrella agencies, such as institutions under the jurisdiction of the Board of Regents, are to be assigned both an agency priority and a system priority. The system priority is to reflect the assigned status of the project in relationship to all projects requested for the entire system. For example, if all institutions under the jurisdiction of the Department for Aging & Disability Services collectively have proposed 50 projects over the period, then the system priority designations would range from 1 to 50. Accordingly, a state hospital might assign a priority of 3 to a particular project while the Department might assign a priority of 10 to the same project. In this instance, the appropriate designation to be placed in Item 2 would be “A3-S10,” with the A designating agency and the S designating the system.

**In Item 3, provide a description of and a justification for the project.** All projects should be explained as thoroughly as possible. For example, in the case of the proposed construction of a classroom building, the description should indicate the number of teaching and student stations in classrooms and laboratories, the type of utility systems, and the estimated gross and net usable square feet of the structure. Also, provide an analysis of the alternative means by which the space needs could be satisfied. In the case of a project to re-roof a building, the description would include information about the type of roof to be provided and the number of squares of roof to be replaced. The forecasted effect of projects on an agency’s operating budget must be clearly noted and explained. Examples may include additional utilities and maintenance costs attributable to new space. If the project constitutes only one phase of a larger project, this information should be included in the project description. If the project request is for rehabilitation and repair of existing facilities, any part of the request that is for ADA purposes is to be explained and its cost identified separately.

Agencies should not feel constrained in their justification for a project by the space on the DA 418B. If additional space is needed, continue the narrative on a separate sheet of paper. A complete written program statement must be provided for any project proposed for the budget year that will require the services of a project architect or engineer.

**In Item 4, enter the cost of each of the following major components of the proposed project:**

1. **Construction.** This includes the cost of construction, site work, and the cost of fixed equipment built into the project.
2. **Architect or Engineer Fee.** This includes the costs for preliminary planning (schematic design and design development), final planning (construction documents), bidding services, and construction administration services. When estimating project architect or engineer fees, the fees should be calculated on the basis of the fee schedule included in KSA 75-1263. The fees are subject to the guidelines set forth in the “A/E” Fee guidelines in Chapter 2 of the current edition of the Department of Administration’s, Office of Facilities and Property Management, Building Design and Construction Manual. The guidelines take into account cost, complexity, type of work and services required of the architect or engineer.
3. **Moveable Equipment.** This is a cost estimate for capital outlay equipment, which must be purchased to place the facility in operation. Included in this category is all equipment not built into the actual structure.
4. **Project Contingency.** This is the amount included in the project cost to finance unforeseen occurrences during the construction phase.

5. **Miscellaneous Costs.** These are costs other than those included in Items 1-4 associated with the project. These costs include land acquisition, site survey, subsoil investigation, printing and mailing of plans and specifications, consultant and design services, and construction management services permitted by KSA 75-1265. In addition, this item includes the fees charged for architectural, engineering, or management services provided by the Department of Administration for capital improvement projects.

**In Item 5, the estimated total project cost reflected in Item 4 should be broken down into three major phases: preliminary planning, final planning, and construction.** Not all projects will include costs for each project phase.

1. **Preliminary Plans.** This phase includes the costs of preparing preliminary plans (schematic design and design development) for the project based on 35.0 percent of total architect or engineer fees attributable to the entire project. This amount includes miscellaneous costs that will be incurred during this phase of a project. Examples would be costs for a site survey, subsoil investigation, etc.
2. **Final Plans.** This phase includes costs attributable to the services of a project architect to develop detailed plans (construction documents). This amount is 45.0 percent of the architect or engineer fee for the entire project. Of the total amount, 5.0 percent is the portion of the architect or engineer fee for bidding services and all miscellaneous costs that will be incurred during this phase.
3. **Construction.** This phase includes costs attributable to construction of the project (or remodeling, renovation, or rehabilitation and repair). In addition, this amount should include miscellaneous and other costs that will be incurred during this phase of a project. For example, this would include costs for the remaining 20.0 percent portion of the architect or engineer fee for construction administration and costs for acquisition of moveable equipment, etc.

With respect to Items 4 and 5, agencies should submit a separate sheet, labeled appropriately, which provides additional information concerning the estimated project cost and the manner in which this cost has been broken down into the three project phases. Examples of the type of information that should be provided include the cost per gross square foot and any inflation assumptions used in generating the project estimate. If the project is a roof project, the cost per square of roofing is provided. Also, a breakdown of the architect's fee and miscellaneous costs and how these costs have been reflected in the project phases should be provided.

**Item 6, enter in the appropriate column the amounts necessary to show the total cost of the project by funding source.** If the project will be financed from sources other than the State General Fund, the amounts should be placed in Columns 2 through 5, with the columns labeled with the proper funding source. The fiscal year in which the cost of the proposed project would be incurred should be entered on a fiscal year line. If the total cost is to be incurred in a single year, then only the appropriate fiscal year should be entered. For those projects that require multi-year financing, one DA 418B form should be prepared. The form must indicate the fiscal year in which the initial funding of the project is proposed. If multi-year financing is requested, the appropriate fiscal years should be entered. If a major project is proposed to extend beyond the five-year plan period, financing for subsequent fiscal years should also be shown. An entry on the prior year's line should be made only if an appropriation has been made for any fiscal year prior to the current year. Current year, budget year, and subsequent fiscal year expenditures are noted separately.

## **Instructions for Preparing DA 418A Forms**

The DA 418A provides a summary of all projects proposed for the five-year planning period and should have every project listed for which a DA 418B was prepared. The Five-Year Capital Budget Plan

should include projects for which financing has already been provided, but additional expenditure authority is needed. Instructions for the DA 418A are detailed below:

1. **Project Title.** Enter in this column the title of each project proposed for the plan period as it appears on the DA 418B. The projects must be listed in numerical order in accordance with the agency priority that has been assigned to each project.
2. **Estimated Project Cost.** Enter in this column the estimated cost for each project. For those projects to be financed over more than one year, the estimated project cost should represent the total cost of the project.
3. **Prior Fiscal Years.** An entry in this column should be made for any project that has funds already approved prior to the current fiscal year. In this way, proposals for additional expenditure authority can be evaluated in the context of the total project.
4. **Current Fiscal Year.** This column will contain all estimated current year expenditures for each project request. Any supplemental appropriation requests for capital projects must also be noted here.
5. **Five-Year Plan.** Enter in the appropriate column the fiscal year(s) for which funding of each project for the plan period is proposed. In the case of projects recommended for multi-year financing, an entry will be made for each applicable fiscal year.
6. **Subsequent Years.** Depending on the proposed timing of a major project for which multi-year financing is recommended, funding for a project could extend into fiscal years beyond the limit of the plan period. While these fiscal years will be identified on the project's DA 418B, for purposes of the DA 418A, all funding for fiscal years beyond the limit of the plan period should be totaled and the sum entered in this column.

After making appropriate entries in columns on the DA 418A, all amounts should be added down to reflect fiscal year totals.

### Five-Year Capital Budget Plan--DA 418A

Division of the Budget  
State of Kansas

Agency Name Department of Wildlife, Parks & Tourism

Project Title	Estimated Project Cost	Prior Years	Current Year FY 2026	FY 2027	FY 2028	FY 2029	FY 2030	FY 2031	Subsequent Years
1. Lake Scott Water Main Replacement	176,000	37,924	102,076	36,000	--	--	--	--	--
2. Glen Elder Office Addition	80,000	--	50,000	30,000	--	--	--	--	--
3. Prairie Dog Water Well Replacement	10,000	--	--	--	10,000	--	--	--	--
4. Rehabilitation and Repair	500,000	--	--	100,000	100,000	100,000	100,000	100,000	--
<b>Total</b>	<b>\$ 766,000</b>	<b>\$ 37,924</b>	<b>\$ 152,076</b>	<b>\$ 166,000</b>	<b>\$ 110,000</b>	<b>\$ 100,000</b>	<b>\$ 100,000</b>	<b>\$ 100,000</b>	<b>\$ --</b>

## Project Request Explanation--DA 418B

1. Project Title:  Agency: Department of Wildlife, Parks & Tourism		2. Project Priority:  1																			
3. Project Description and Justification:  <p>The agency is requesting funds to continue replacement of a galvanized water main which was installed by the Corps of Engineers in the early 1970s. It has become a high maintenance item, as the metal pipe has rusted through, requiring excessive staff resources, time, and equipment expense to locate and repair leaks. It will be only a few years until the total line is rusted to the point where maintenance or repair will be impossible. Therefore, before this happens, it is essential that the old line be removed and a new line installed.</p> <p>Preliminary and final planning for the project was conducted in FY 2024, Phase I was completed in FY 2025 at a cost of \$37,924. This phase replaced the section of the water main from the treatment facility to campground A.</p> <p>Phase II will be completed in FY 2026 at a cost of \$102,076. This phase will replace the water main leading to campgrounds B, C, E, and G.</p> <p>Phase III will be completed in FY 2027 and will replace the remaining sections of the water main, which lead to campgrounds D and F. The cost for this phase will be \$36,000. There will be no requests for additional funds for operating expenditures as a result of the project.</p>																					
4. Estimated Project Cost:		5. Project Phasing:																			
<table style="width: 100%; border-collapse: collapse;"> <tr><td style="padding: 2px;">1. Construction (including fixed equipment and sitework)</td><td style="text-align: right; padding: 2px;">149,000</td></tr> <tr><td style="padding: 2px;">2. Architect or engineer fee</td><td style="text-align: right; padding: 2px;">11,970</td></tr> <tr><td style="padding: 2px;">3. Moveable equipment</td><td style="text-align: right; padding: 2px;">3,210</td></tr> <tr><td style="padding: 2px;">4. Project contingency</td><td style="text-align: right; padding: 2px;">8,550</td></tr> <tr><td style="padding: 2px;">5. Miscellaneous costs</td><td style="text-align: right; padding: 2px;">3,270</td></tr> <tr><td style="text-align: right; padding: 2px;"><b>Total</b></td><td style="text-align: right; padding: 2px;"><b>\$ 176,000</b></td></tr> </table>	1. Construction (including fixed equipment and sitework)	149,000	2. Architect or engineer fee	11,970	3. Moveable equipment	3,210	4. Project contingency	8,550	5. Miscellaneous costs	3,270	<b>Total</b>	<b>\$ 176,000</b>	<table style="width: 100%; border-collapse: collapse;"> <tr><td style="padding: 2px;">1. Preliminary plans (including misc. costs)</td><td style="text-align: right; padding: 2px;">2,993</td></tr> <tr><td style="padding: 2px;">2. Final plans (including misc. and other costs)</td><td style="text-align: right; padding: 2px;">6,583</td></tr> <tr><td style="padding: 2px;">3. Construction (including misc. and other costs)</td><td style="text-align: right; padding: 2px;">166,424</td></tr> <tr><td style="text-align: right; padding: 2px;"><b>Total</b></td><td style="text-align: right; padding: 2px;"><b>\$ 176,000</b></td></tr> </table>	1. Preliminary plans (including misc. costs)	2,993	2. Final plans (including misc. and other costs)	6,583	3. Construction (including misc. and other costs)	166,424	<b>Total</b>	<b>\$ 176,000</b>
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3. Construction (including misc. and other costs)	166,424																				
<b>Total</b>	<b>\$ 176,000</b>																				
6. Amount by Source of Financing:																					
Fiscal Years	1. SGF	Land/Water 2. Cons. Fund	Total																		
Prior Years	32,924	5,000	37,924																		
FY 2026	67,076	35,000	102,076																		
FY 2027	18,000	18,000	36,000																		
FY 2028			--																		
FY 2029			--																		
FY 2030			--																		
FY 2031			--																		
Subsequent Years			--																		
Total	118,000	58,000	\$ -- \$ -- \$ -- 176,000																		

## Project Request Explanation--DA 418B

1. Project Title:		2. Project Priority:	
Agency: Department of Wildlife, Parks & Tourism		2	
3. Project Description and Justification:			
<p>The agency is requesting funds to continue to build an addition to the existing headquarters building in the River Pond area at Glen Elder State Park. The existing space does not meet state criteria for working space for the number of employees working out of the office. Employees using the office include the manager, rangers, clerical support staff, and workers involved in the Green Thumb Program. Moreover, additional space is required for record storage associated with permit sales and informational materials. The requested addition would provide 5,800 square feet of office space, including a conference room for meetings with highway engineers and contractors involved in park construction projects and programs for camping groups related to park information and promotion. Existing office space would be converted to enlarge the current maintenance area work space.</p> <p>For FY 2026, \$50,000 had been approved for the project. These funds will be used for planning and construction of the additional office space. The \$30,000 requested for FY 2027 will be used to construct the conference room and storage space.</p> <p>The project qualifies for matching funds under the Federal Land and Water Conservation program.</p>			
4. Estimated Project Cost:		5. Project Phasing:	
1. Construction (including fixed equipment and sitework)	72,433	1. Preliminary plans (including misc. costs)	1,000
2. Architect or engineer fee	4,000	2. Final plans (including misc. and other costs)	2,200
3. Moveable equipment		3. Construction (including misc. and other costs)	76,800
4. Project contingency	2,000		
5. Miscellaneous costs	1,567		
<b>Total</b>	<b>\$ 80,000</b>	<b>Total</b>	<b>\$ 80,000</b>
6. Amount by Source of Financing:			
Fiscal Years	1. SGF	Land/Water 2. Cons. Fund	Total
Prior Years			--
FY 2026	25,000	25,000	50,000
FY 2027	15,000	15,000	30,000
FY 2028			--
FY 2029			--
FY 2030			--
FY 2031			--
Subsequent Years			--
<b>Total</b>	<b>40,000</b>	<b>40,000</b>	<b>\$ -- \$ -- \$ -- 80,000</b>

## Project Request Explanation--DA 418B

1. Project Title:  Agency: Department of Wildlife, Parks & Tourism		2. Project Priority:  3	
3. Project Description and Justification:  <p>The agency is requesting funds to drill a new well to be used for public water supply at Prairie Dog State Park in FY 2026. There are two existing wells which provide drinking water and water for the shower facilities used by the public. One of the existing wells does not provide a consistent water supply during late summer when the water table is low. The new well would be drilled approximately 1/4 mile east of the existing well and would be drilled deeper to reach a more reliable water bearing stratum. The project includes a new force main and water lines connecting the new well with the existing water supply system.</p> <p>Preliminary and final planning will be done by agency staff avoiding any architect fee costs for the project. The project will qualify for a match from the Federal Land and Water Conservation Program.</p>			
4. Estimated Project Cost:		5. Project Phasing:	
1. Construction (including fixed equipment and sitework)	7,235	1. Preliminary plans (including misc. costs)	
2. Architect or engineer fee	1,367	2. Final plans (including misc. and other costs)	
3. Moveable equipment	500	3. Construction (including misc. and other costs)	10,000
4. Project contingency			
5. Miscellaneous costs	898		
<b>Total</b>	<b>\$ 10,000</b>	<b>Total</b>	<b>\$ 10,000</b>
6. Amount by Source of Financing:			
Fiscal Years	1. SGF	Land/Water 2. Cons. Fund	Total
Prior Years			--
FY 2026			--
FY 2027	5,000	5,000	10,000
FY 2028			--
FY 2029			--
FY 2030			--
FY 2031			--
Subsequent Years			--
Total	5,000	5,000	\$ -- \$ -- \$ -- 10,000

## Project Request Explanation--DA 418B

1. Project Title:  Agency: Department of Wildlife, Parks & Tourism		2. Project Priority:  4	
3. Project Description and Justification:  The agency has determined that it is necessary to begin a systematic program of rehabilitation and repair starting in FY 2027. Most of the facilities at the state parks were constructed in the late 1970s and early 1980s. As a result the age of the facilities makes routine repairs a necessity.  A list and short description of the projects will be included in next year's capital improvement request. Typical rehabilitation and repair items will include renovation of shower facilities, replacement of water treatment equipment, replacement of sewage pumps, and control of shoreline erosion.			
4. Estimated Project Cost:		5. Project Phasing:	
1. Construction (including fixed equipment and sitework) <span style="float: right;">500,000</span>	2. Architect or engineer fee	1. Preliminary plans (including misc. costs)	2. Final plans (including misc. and other costs)
3. Moveable equipment	4. Project contingency	3. Construction (including misc. and other costs) <span style="float: right;">500,000</span>	
5. Miscellaneous costs	<b>Total</b> <span style="float: right;">\$ 500,000</span>	<b>Total</b> <span style="float: right;">\$ 500,000</span>	
6. Amount by Source of Financing:			
Fiscal Years	1. SGF	Land/Water 2. Cons. Fund	Total
Prior Years			--
FY 2026			
FY 2027	50,000	50,000	100,000
FY 2028	50,000	50,000	100,000
FY 2029	50,000	50,000	100,000
FY 2030	50,000	50,000	100,000
FY 2031	50,000	50,000	100,000
Subsequent Years			--
<b>Total</b>	250,000	250,000	\$ -- \$ -- \$ -- 500,000

# Governor's Budget Amendments

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Although there is no statutory requirement for budget amendments, it has been long standing practice that the Governor can revise the original recommendations issued in *The Governor's Budget Report*, based on information arising after the budget submission in January. The amendment is a formal document submitted to the Chairs of the Senate Ways and Means Committee and the House Appropriations Committee. Generally, a Governor's budget amendment (GBA) addresses changes in policy, but may also relate to events occurring after the budget has been completed.

## Potential items include the following:

- Any technical changes required to correct errors in *The Governor's Budget Report*;
- Cost differences that require adjustments based on policy decisions contained in the Governor's recommended budget (such as increases or decreases in the estimated caseload for a grant program);
- Adjustments based on legislation that has passed with the Governor's support; and
- New issues which have arisen since the original budget recommendations were finalized.

## To initiate a request for a budget amendment, agencies should follow these steps:

1. Inform their budget analyst as soon as possible if they intend to request a Governor's budget amendment.
2. Assemble requests in priority order under a cover letter signed by the head of the agency and addressed to the Director of the Budget. Each requested issue should be described, including how costs were determined and the proposed sources of funding. Mention must be made of any future year costs, including full year costs, for any issues partially funded in the first year.

**Requests seeking restoration of funds requested earlier, but not recommended by the Governor should not be requested unless substantially new information is provided.** Agencies should make every effort to find savings within the recommended budget to offset the cost of any new items before requesting a Governor's budget amendment.

**Technical Corrections:** A budget amendment can be intended solely to correct errors made in *The Governor's Budget Report*. It can be released by the Division of the Budget during the early days of the session. Immediately after release of *The Governor's Budget Report*, agencies should carefully review the data provided by the Division of the Budget. Agency staff should compare these forms to the appropriation bills and notify the Division of the Budget if errors are found. If an error exists, it can be corrected in a budget amendment making technical corrections without additional information being required of the agency.



## State Finance Council

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The State Finance Council was created to act on budget matters that arise when the Legislature is not in session and that need resolution before the next session. The State Finance Council may consider only items that meet certain legal requirements:

1. The item must be characterized by statute as a matter of legislative delegation.
2. The request must be the result of an unforeseeable occurrence or the unascertainable effect of a foreseeable occurrence.
3. It must be shown that a delay would prevent the agency from carrying out a specific objective or goal which affects its powers and functions.
4. The proposed action must be an item that was not rejected by the most recent Legislature.

The Council consists of nine members: the Governor, the President of the Senate, the Speaker of the House, the Chair of the Senate Committee on Ways and Means, the Chair of the House Committee on Appropriations and the Majority and Minority Leaders of both houses of the Legislature. The Council's governing statutes are KSA 75-3708, et seq. Its powers include:

1. Approval of State General Fund transfers to the State Emergency Fund (KSA 75-3713),
2. Approval of certificates of indebtedness (KSA 75-3725a),
3. Increase of position limitations (KSA 75-3711c),
4. Increase of expenditure limitations (KSA 75-3711c),
5. Approval of the distribution of funds for implementation of the state employee pay plan, and
6. Other actions delegated by the Legislature.

The Division of the Budget maintains a list of appropriations that require Finance Council authorization prior to their expenditure. However, agencies must monitor these items as well. Meetings of the Council are not scheduled on a regular basis. The number and urgency of agenda items, in addition to accommodating the schedules of members, are the major determinants of when a meeting date will be established. Therefore, it is in the agency's interest to notify its budget analyst immediately of potential State Finance Council items. A request should follow as soon as possible with a brief cover letter addressed to the Director of the Budget that includes the following information:

1. The type of action requested that the Council is authorized to take;
2. A complete description of requested action, including the fiscal effect; and
3. A complete description of how the requested action meets the legal criteria as outlined above, and verification that the item has not been rejected by the prior Legislature.



## **Executive Directives**

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The Governor has the authority to issue formal orders that are a matter of public record and that implement certain personnel actions and fiscal decisions. The following functions are considered executive in nature and can be implemented by directives issued by the Governor:

1. Transfer of monies between appropriation accounts of the same fund within a state agency,
2. Reclassification or other adjustments to the classified pay plan,
3. Creation or deletion of job classes in the classified service, and
4. Authorization to expend federal funds for which no appropriation was provided by the previous Legislature.

Requests are submitted by the agency head in a letter addressed to the Director of the Budget. Executive directive requests will be handled as received from the agencies, although requests prior to the end of the fiscal year should be presented in time to anticipate the fiscal year closing of accounts. Agencies requesting an executive directive that affects its budget should always submit requests to the Division of the Budget first and avoid making requests directly to the Governor's Office. Agency requests should include:

1. Specific details of the request (such as which accounts are involved in the transfer),
2. The reasons for the requested action,
3. The fiscal year for which the action is requested, and
4. The fiscal effect of the action.

## **Internal Transfers**

In addition to executive directives, fund transfers may be executed under the authority of the Director of the Budget. These revenue transfers are authorized in the regular appropriations bill and generally allow for State General Fund or State Water Plan Fund money to be moved from one line-item of appropriation to another within an agency, such as the agencies financed from the State Water Plan Fund, or within a system of agencies, such as KDADS and its hospitals, Corrections and its facilities, and the Board of Regents and its universities. One example of this language is shown below.

(c) During the fiscal year ending June 30, 2026, the secretary of corrections, with the approval of the director of the budget, may transfer any part of any item of appropriation for the fiscal year ending June 30, 2026, from the state general fund for the department of corrections or any correctional institution, correctional facility or juvenile facility under the general supervision and management of the secretary of corrections to another item of appropriation for fiscal year 2026 from the state general fund for the department of corrections or any correctional institution, correctional facility or juvenile facility under the general supervision and management of the secretary of corrections. The secretary of corrections shall certify each such transfer to the director of accounts and reports and shall transmit a copy of each such certification to the director of the legislative research.

The agency submits a request in writing to transfer funds. Except in emergency situations, transfers would not ordinarily be authorized when the Legislature is in session, not as a matter of law, but because the Legislature could make the transfer in an appropriations bill. When transfer requests are granted, a letter from the Director of the Budget to the Director of Accounts and Reports is sent to initiate the transfer.



# Glossary

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## Account Code

A code used for accounting purposes in addition to a written description to describe the specific items or services purchased by state agencies within various expenditure categories. Expenditure codes are prescribed by the *Policy Manual*, Filing 7,002 prepared by the Division of Accounts and Reports.

## Allotment System

A procedure under which monies previously appropriated from a fund by the Legislature are legally reduced. The system, authorized by KSA 75-3722, is intended to assure that expenditures do not exceed available resources during a fiscal year.

## Appropriation

A specified amount of money for a particular purpose that an agency is authorized to spend during a fiscal year. Generally, the entire amount is available at the start of the fiscal year.

## Biennial Budget

A budget which plans revenues and expenditures for the two forthcoming fiscal years, rather than one year. KSA 75-3717(f) requires the following agencies to submit biennial budgets: Abstracters Board of Examiners, Board of Accountancy, Banking Department, Kansas Board of Barbering, Behavioral Sciences Regulatory Board, Board of Cosmetology, Department of Credit Unions, Kansas Dental Board, Kansas Governmental Ethics Commission, Board of Healing Arts, Hearing Instruments Board of Examiners, Board of Mortuary Arts, Board of Nursing, Board of Examiners in Optometry, Board of Pharmacy, Kansas Real Estate Appraisal Board, Kansas Real Estate Commission, and Board of Technical Professions.

## Budget

A plan of operation, including a strategic plan, an estimate of proposed expenditures and the means to finance expenditures, to meet the needs of the public.

## Budget Amendment

An action by the Governor to revise budget recommendations during the legislative session. Amendments are submitted by letter from the Governor to the Chairs of the Senate Ways and Means and House Appropriations Committees advising them of the budget revisions by the Governor.

## Budget Unit

The basic unit of classification in the budget process for agency monies; a sub-unit of a fund. Budget unit names and numbers can be found in the Division of Accounts and Reports' *Central Chart of Accounts*, which lists every active budget unit by agency. In the budget system, fund number is referred to as "line ID." Other definitions specific to the budget system are outlined in the Budget System User Manual. Budget units are referred to as "funds."

## Budget Version

A variation of a budget request. Different budget versions exist at various stages of the budget process. Examples include download versions that are the starting point of the budget process, agency work-in-progress versions, the budget request, DOB analyst work-in-progress versions, and the Governor's recommendations.

## **Capital Improvements**

Projects involving new construction, remodeling, rehabilitation and repair, razing, and the principal portion of debt service for capital expenses. The interest portion of the debt is an operating expense.

## **Change Package**

The incremental or decremental dollar amount associated with a particular budget issue. Similar to an enhancement package, a change package reflects some type of base budget adjustment. Examples include caseload changes, additional federal dollars, programs phased in or out, a supplemental appropriation request, budget amendments, executive directives, or Finance Council action.

## **Classified Positions**

Classified positions are regulated by the Kansas Civil Service Act. Under the state's personnel and payroll system, all classified positions are either:

*Regular*—A position that counts toward the agency's FTE position limitation with duties and responsibilities of an ongoing nature. Employees on a regular classified position receive full benefits, based on the percentage time of the position.

*Temporary*—An appointment that does not exceed 999 hours of employment in a 12-month period. Temporary positions do not count toward the agency's FTE position limitation. Employees do not receive fringe benefits, unless the person is employed on successive appointments, and works more than 999 hours in a year.

## **Demand Transfer**

Funds transferred annually from the State General Fund to specified expenditure accounts under the authority of laws other than appropriation acts. For FY 2026, there are two demand transfers authorized, Capital Outlay State Aid Fund and Capital Improvement State Aid Fund for school districts. The 2025 Legislature authorized two new demand transfers that will begin in FY 2027. Approved transfers to the Education Building Fund and State Institutions Building Fund will be considered demand transfers.

## **Employee Benefit Contributions**

State expenditures for retirement contributions, FICA, workers compensation, unemployment insurance, the state leave payment upon retirement assessment, and health insurance are employee fringe benefits. Each item is budgeted separately in the budget system salary module according to the rates in the cost indices at the end of these instructions.

## **Encumbrances**

Obligations in the form of purchase orders, contracts, or salary commitments which are chargeable to an appropriation and for which a part of the appropriation is reserved. They cease to be encumbrances when paid or unencumbered. Some encumbrances may be carried forward. In the budget process, encumbrances are considered expenditures in the year the encumbrance is made, not the year in which they are finally paid.

## **Enhancement Package**

A budget request which reflects either an increase to the services currently performed by an agency or the creation of new services. The package includes only the incremental cost of the increased expenditures to accomplish an activity.

## Executive Directive

A formal order issued by the Governor that is a matter of public record and implements certain personnel actions and fiscal decisions. Also see **Transfer (Gubernatorial)**.

## Expenditure

The actual payment of money out of any state fund or the commitment to make such a payment in the form of an encumbrance.

## Expenditures, Non-Reportable

Disbursements, such as refunds, that do not result in net reductions of statewide assets. Also considered non-reportable are certain “off-budget” expenditures, many of which occur in the Department of Administration. For example, dollars are spent by many state agencies for printing services at the Department’s printing plant. Those same dollars are spent again for the salaries, supplies, equipment, and other operating costs of the plant. To avoid reporting expenditures twice, the agencies’ costs are treated as reportable and the printing plant’s costs are non-reportable, or “off-budget.” The same treatment is applied to expenditure of bond proceeds. The state budget reflects the cost of the debt service to repay the bonds, while the expenditure of the bond proceeds themselves are non-reportable.

## Expenditure Categories

Classifications for goods and services purchased by state agencies. Primary among these are the following:

1. Salaries and Wages—Payments to state officers and employees for their personal services, and the state’s costs for employee benefits such as FICA, retirement contributions, workers compensation, unemployment insurance, the state leave payment assessment, and health insurance.
2. Contractual Services—Payments for various services including communications, travel, utilities, and consultant services.
3. Commodities—Payments for consumable materials, supplies, and parts used in the operation of the agency.
4. Capital Outlay—Expenditures for items having a normal life of more than one year, such as office equipment, machinery, furniture, and motor vehicles.
5. State Operations—An expenditure summary category incorporating agency costs for salaries and wages, contractual services, commodities, and capital outlay.
6. Federal and State Aid to Local Governments—Aid payments to counties, cities, school districts, and other local governments with taxing authority.
7. Other Assistance, Grants and Benefits—Payments made to or on behalf of persons as aid (and not as salaries and wages or contractual services), including public assistance benefits, retirement benefits, claims, unemployment benefits, property tax relief payments, and tuition grants.
8. Operating Expenditures—An expenditure summary category incorporating all agency expenditures, except capital improvements.
9. Debt Service—Payments of the interest and principal included in agency budgets on various forms of debt financing, including bonded indebtedness, PMIB loans, master lease, Facility Conservation Improvement Program, third-party and other miscellaneous debt.

10. Non-Expense Items—Disbursements such as refunds, advances, and investments which do not represent governmental costs. Expenditures for non-expense items, **which for budgeting purposes cannot be made from the State General Fund, KEY Fund, Economic Development Initiatives Fund, State Water Plan Fund, Children’s Initiatives Fund, Expanded Lottery Act Revenues Fund, or the building funds**, are considered non-reportable.
11. Operating Grants—A category of expenditure for budget request purposes only so that agencies, such as Regents institutions, can request funds without distributing them to the standard expenditure categories. This category does not exist in the accounting system.
12. Capital Improvements—Cash or debt service principal payments for construction of highways, buildings, or other facilities (including equipment necessary to place facilities in operation), remodeling and additions to existing structures, rehabilitation and repair projects, razing of structures, and the purchase or improvement of land.

### **Expenditure Limitation**

A limitation placed on expenditures that may be made from a special revenue fund.

### **Finance Council**

A state organization empowered to act on certain matters of legislative delegation, usually when the Legislature is not in session. The Council comprises the Governor (chair), President of the Senate, Speaker of the House of Representatives, Majority and Minority Leaders of each chamber, and the Chairpersons of the Senate Ways and Means and House Appropriations Committees.

### **Fiscal Year**

The state fiscal year runs from July 1 to the following June 30 and is numbered for the calendar year in which it ends. The “actual fiscal year” is the year which concluded the previous June. The “current fiscal year” is the one which ends the coming June. The “budget year” refers to the next fiscal year, which begins the July following the Legislature’s adjournment. “Out-years” refer to the years beyond the budget year.

### **Full-Time Equivalent (FTE) Position**

A permanent state position that counts against an agency’s position limitation authorized by the Legislature. FTE positions can be either full-time (1.00 FTE position), or part-time (a half-time position would be represented as a 0.50 FTE position). Limited term positions are included in an agency’s position limitation. Teaching positions that are on contract for nine months or more are considered 1.00 FTE position. Temporary positions are not counted as FTE positions for purposes of the appropriation limitation, including those employees appointed to temporary positions who receive retirement benefits.

### **Functions of Government**

Classifications for groups of similar agencies that reflect the basic purposes of state government. In Kansas, these functions and the primary agencies in each include the following:

#### Function 1—General Government

Legislative agencies, constitutional offices, judicial agencies, Department of Administration, Department of Revenue, and various regulatory boards.

#### Function 2—Human Services

Kansas Commission on Veterans Affairs Office, Department for Aging and Disability Services, Department of Labor, Department for Children and Families and the health programs of the Department of Health & Environment.

Function 3—Education

Board of Regents institutions, Department of Education, State Library, and other education-related agencies. The state's payment of local school employer retirement costs is also included in this function.

Function 4—Public Safety

Correctional institutions for adults and youth, Adjutant General, Kansas Bureau of Investigation, Fire Marshal, Department of Corrections, Highway Patrol, Board of Emergency Medical Services, Sentencing Commission, and the Kansas Commission on Peace Officers Standards and Training.

Function 5—Agriculture and Natural Resources

Department of Agriculture, Water Office, State Fair, Department of Wildlife, Parks & Tourism, and the environmental programs of the Department of Health & Environment.

Function 6—Transportation

Department of Transportation and part of the Department of Administration.

## Funds

Basic units of classification in both the budget process and the accounting system for agency monies. Monies in a fund may be used for a specific purpose as provided by law. Each fund is maintained in accordance with generally-accepted accounting principles with a self-balancing set of accounts recording all resources together with all related obligations, reserves, and equities. The major funds of the state include the following:

1. State General Fund—A fund for revenues not earmarked or dedicated for special purposes. It is used to finance governmental operations not provided for by other funds. The principal revenue sources for the State General Fund include individual and corporate income taxes, sales and compensating use taxes, severance and other excise taxes, and interest earnings.
2. State Water Plan Fund—A fund established under KSA 82a-951 to provide a dedicated source of funding to provide for the water resource needs of Kansas. For financing, the fund receives a transfer from both the State General Fund and the Economic Development Initiatives Fund. Other receipts come from fees charged to water users, pesticide label fees, fertilizer use fees, and environmental fines. Water Plan monies are appropriated to agencies, rather than transferred.
3. Economic Development Initiatives Fund—A fund established under KSA 79-4804 for financing economic development activities. The fund receives revenues from the sale of lottery ticket proceeds. There are transfers from the fund to the State Housing Trust Fund, the State Water Plan Fund, and the remaining balance is transferred to the State General Fund. Monies from the fund are appropriated to various agencies, according to appropriation acts passed by the Legislature.
4. State Gaming Revenues Fund—This fund is created under KSA 79-4801 and functions as a clearing fund, disbursing receipts from lottery sales, taxes, and fees on racing activities in accord with a statutorily prescribed formula. KSA 74-8711 sets out the formula for the distribution of the receipts. The current formula first transfers \$80,000 to the Problem Gambling Grant Fund, then 85.0 percent of the remaining receipts to the Economic

Development Initiatives Fund, 10.0 percent to the Correctional Institutions Building Fund, and 5.0 percent to the Juvenile Detention Facilities Fund.

5. Children's Initiatives Fund—This fund is used to benefit the physical and mental health, welfare, and safety of children in Kansas. The fund receives proceeds from the national tobacco settlement, which are appropriated by the Legislature for programs and activities benefiting children.
6. Expanded Lottery Act Revenues Fund—This fund is created under KSA 74-8768 and may be used for the reduction of state debt, state infrastructure improvements, the University Engineering Initiative Act, reduction of local ad valorem taxes and reduction of the unfunded actuarial liability of the KPERS System.
7. Special Revenue Funds—Funds into which statutorily earmarked receipts are deposited. There are several hundred such funds, and the revenues consist largely of special fees or levies assessed by the state as well as federal grant-in-aid receipts. Generally, these monies must be expended for purposes specified by state statutes, or in the case of federal grants, for purposes specified by the federal government. Another distinct class of these funds is the agency fee fund, which consists of receipts collected and retained by an agency. For reporting purposes, federal funds must be uniquely identified, separate from state monies.
8. State Highway Fund—Receipts are dedicated to the maintenance and construction of state and local streets and highways and to operations of the Department of Transportation and the Department of Revenue's Division of Motor Vehicles. Revenue sources include motor fuel taxes, motor vehicle registration taxes, driver's license fees, special vehicle permits, federal funds, and proceeds from the sale of bonds.
9. Enterprise Funds—Funds to account for charges for services, usually of a commercial nature, rendered to the public for compensation. The predominant use is accounting for dormitory operations at state universities.
10. Intra-Governmental Service Funds—Non-reportable funds that account for the provision of goods and services by state agencies for other state agencies. Through these funds, the cost of the goods and services is charged to and paid by the recipient agency. Most of these funds are excluded from the budget system.
11. Trust and Agency Funds—Funds containing monies received, held, and disbursed by the state acting as a trustee, agent, or custodian. Agency funds consist of monies collected by the state as agent and disbursed to other governments and individuals.
12. Clearing Funds—Non-reportable funds into which monies are transferred from other funds and then disbursed for a particular general expenditure, such as payroll. These funds are excluded from the budget system.
13. State Institutions Building Fund—A fund for constructing, equipping, and repairing buildings at the institutions under the Department for Aging and Disability Services, and the Department of Education, as well as the Veterans Commission Office and the state's juvenile correctional facilities. Income is derived from a one-half mill, statewide levy on property subject to ad valorem taxation.
14. Kansas Educational Building Fund—A fund for constructing, equipping, and repairing buildings at the state universities. Income is derived from a one-mill, statewide levy on property subject to ad valorem taxation.
15. Employment Security Fund—The fund from which unemployment benefits are paid through the Kansas Department of Labor. Deposits consist of employer taxes,

contributions, fines, and penalties levied on employers for unemployment benefits, as well as interest earned on unemployment trust funds deposited in the U.S. Treasury.

16. Retirement Funds—A class of funds including the several employee retirement funds managed by the Kansas Public Employees Retirement System. State employees and employees of local governments who have joined the system are eligible to receive retirement benefits from these funds. The funds are financed by both employer and employee contributions and investment earnings.
17. State Emergency Fund—This fund is generally used to meet state obligations arising from natural disasters, match federal payments to individuals and families, and offer rewards to catch wanted criminals. The State Finance Council is empowered to authorize expenditures from the fund. It is financed through transfers from the State General Fund.
18. Other Funds—A summary category used in the budget to refer to all funds other than the State General Fund.

Each fund in the state budget has a four-digit assigned number based on the following classifications.

1000	State General Fund
1700	Expanded Lottery Act Revenues Fund
1800	State Water Plan Fund
1900	Economic Development Initiatives Fund
2000	Children’s Initiatives Fund
2000 series	Special Revenue Funds—State
3000 series	Special Revenue Funds—Federal
4000 series	State Highway Fund
5000 series	Enterprise Funds
6000 series	Intra-Governmental Service Funds
7000 series	Trust and Agency Funds
8000 series	Capital Project Funds
9000 series	Clearing, Refund, and Suspense Funds

## **Lapse**

That portion of an appropriation not spent or reappropriated. A lapsed appropriation reverts to the fund from which it was made and becomes part of the unappropriated balance. State General Fund appropriations automatically lapse at the end of a fiscal year unless specific legislative authorization provides for the carryover of unexpended funds (see **Reappropriation**).

## **Limited Reappropriation**

That part of a reappropriation which exceeds the limitation established by the Legislature on expenditures from a reappropriation. Limited reappropriations may be expended only with approval of the State Finance Council or the Legislature.

## **Limited Term Appointment**

A type of an appointment to a regular classified position in state civil service which is tied to funding limitations stipulated in grant specifications or other contractual agreements. Employment ends when the funding ends and the employee does not have layoff rights. Limited term positions are included in agency FTE position limitations.

## **Line-Item Appropriation**

An appropriation made by the Legislature for a specific purpose. The term derives from the practice used in some jurisdictions of appropriating funds by narrowly defined “line-item” objects of expenditure.

## **Longevity**

Bonus payments made to eligible classified employees or non-judicial personnel based on \$40 per year of service multiplied by the number of years of state service. Minimum eligibility is ten years of service, and the maximum payment is \$1,000 for 25 years. Employees hired after 2009 are not eligible for this bonus.

## **MEGA Appropriations Bill**

Legislation which includes appropriations for all state agencies. Appropriation bills are effective for one year, unlike substantive statutes, which are effective on a permanent basis until amended or repealed. The MEGA bill contains supplemental appropriations and adjustments to the current fiscal year, appropriations for operating budgets for the upcoming fiscal year, and appropriations for capital improvements for the forthcoming fiscal year and any applicable out years as a multi-year appropriation.

## **Multi-Year Appropriation**

A legislative authorization to expend monies from a fund in more than one fiscal year.

## **Non-FTE Unclassified Permanent Position**

A position categorized in the SHARP payroll system as unclassified temporary and coded as a “P” or “L” but which receives retirement benefits, and is therefore counted as part of the permanent state workforce for budgeting purposes.

## **Object**

A generic term referring to the lowest level of data stored and accessed in the state’s budget system. Object identifies a specific budget item. An object type is associated with each object to differentiate between expenditures (E), funding sources (F), revenue (R), and FTE positions (S).

## **Omnibus Appropriations Bill**

A bill containing numerous individual appropriations for both the current and budget fiscal years that is considered during the “veto” stage of a legislative session. It finances items such as substantive legislation that passed and Governor’s budget amendments adopted by the Legislature.

## **Performance Budgeting**

A budgeting process that uses performance measures to distribute available financial resources. Outcome measures gauge the ultimate effect of programs on the problems or conditions they are intended to affect. Output measures indicate the level of resource input or intermediate agency work effort. Efficiency measures compare input to output.

## **Performance Information**

Quantitative expressions which describe the effect a program has on a given condition or problem. Performance information provides a framework within which the benefits of the given program may be evaluated. Components of this information are a program purpose, which states the policy

goal being served; objectives, which state the criteria for determining progress in accomplishing the purpose; and performance measures, which are the data used to measure progress.

### **Performance Measures**

Classes of data used to develop program performance information. Outcome measures are the most important, as they gauge the ultimate effect of agency programs. Effectiveness measures focus on how well program operations accomplish their particular goals. Workload or output measures indicate the level of resource input or intermediate outputs, while efficiency measures compare input to output.

### **Personal Services**

A term used by the budget system for salaries and wages paid to persons employed by the state.

### **Position Classification Actions**

Types of actions taken when it is necessary to change the classification of a position in the classified service. There are two types of actions: individual position classification actions and classification study actions. Individual position classification actions are changes in the classification of a position from one existing class to a different existing class (at the same or a different pay grade). Classification study actions may involve one or more positions in one or more classes. A classification study may redefine the work in a class or a class series, reassign pay grades, or establish new classes at the same or different pay grade.

### **Program**

A set of related operations that follows a planned course of action to achieve a specified purpose and set of objectives. Programs are used to classify agency services and provide a basic framework for resource allocation decisions.

### **Reallocation**

A change of funding levels between the programs in an agency, or object codes within a program. These changes reflect the adjustment of agency priorities or needs.

### **Reappropriation**

Unexpended funds remaining at the end of the current fiscal year that are carried over to the next fiscal year. If the reappropriation is subject to an expenditure limitation, the limitation controls the amount of the reappropriation that can be spent in the next fiscal year. If the reappropriation is not subject to an expenditure limitation, all of it can be spent in the next fiscal year (see **Limited Reappropriation**).

### **Reduced Resource Package**

A budget request which reflects a targeted reduction to a program or agency budget. The package includes only the decremental cost of the reduced expenditures. Information regarding the reductions, as well as the effect of the budget reduction, is included in a tabular and narrative format in the beginning of the agency budget, rather than being detailed on each budget form.

### **Reporting Level**

In the state's budgeting system, a 24-digit number grouped into two different "layers" by hyphens used to identify the agency and major program level.

### **Revenue Estimates**

Projections of anticipated State General Fund revenue for the current and budget fiscal years. An estimate is developed on a consensus basis by the Division of the Budget, Department of Revenue, university economists, and the Legislative Research Department twice annually. In November an estimate is made for the current and budget years. This estimate forms the basis of the Governor's budget recommendations to the Legislature. In the spring, prior to the end of the legislative session, the current and budget year estimates are reviewed and revised, if necessary.

## **Revenue Transfer**

Authority in appropriation bills instructing the Department of Administration to transfer all or any part of the revenue in a particular fund to another fund either between agencies or within an agency in order to finance certain programs or operations. An example is the transfer from the State Highway Fund in the Department of Transportation to the Division of Vehicles Operating Fund in the Department of Revenue. Revenue transfers between funds or accounts within an agency are also made by an executive directive signed by the Governor. For a few agencies, most constituting a system, such as KDADS and the state hospitals, the Regents universities, and the Department of Corrections, revenue transfers can be made between agencies within a system with the approval of the Director of the Budget.

## **Salary Plan**

The schedule for classified employees of position classifications, pay grades, and pay steps, as administered by the Department of Administration. This plan is used in developing salary and wage estimates.

## **Shift Differential**

An additional amount paid to certain classified employees who work shifts other than the normal day shift. Because this rate is established by gubernatorial directive, budgeted increases for salary plan revisions are not applied to the amount budgeted for this purpose.

## **Shrinkage**

The difference between the cost of fully funding salaries and wages in a budget, assuming all positions were filled at all times, and the actual salary costs, taking vacancies into account. Also called "turnover," it is expressed as a percentage.

## **Strategic Plan**

A practical, action-oriented guide, based upon an examination of internal and external factors which directs goal setting and resource allocation to achieve meaningful results over time.

## **Supplemental Appropriation**

An appropriation made to finance the operations of state government during the current fiscal year in addition to regular appropriations already approved. Supplemental appropriations are considered when a shortage of funds is anticipated as a result of an emergency or unforeseen occurrence.

## **Unclassified Positions**

Employees in the unclassified service are designated in KSA 75-2935:

*Regular*—A position that counts toward the agency's FTE position limitation with duties and responsibilities of an ongoing nature. Employees in a regular unclassified position receive full benefits, based on the percent of time worked. Unclassified employees do not follow the same regulations as classified employees.

*Non-FTE Permanent*—A position that does not count toward the agency’s FTE position limitation but has duties of an ongoing nature and the incumbent in the position receives retirement and other benefits.

*Temporary*—Temporary unclassified positions do not count toward the agency’s FTE position limitation. Employees are not limited to 999 hours in a year, as with classified temporary positions. Fringe benefits are at the discretion of the appointing authority.

## **Version**

A term used in the budget system to identify different stages of budget data. The system accommodates several version types, such as “Download,” “Agency,” “Executive,” and “Final Approved.” Within limits, more than one budget can be created within the same type of version (Agency 1, Agency 2, etc.). Budget versions are controlled by different users throughout the budget process for viewing and development.

## **Veto**

The constitutional authority of the Governor to disapprove bills passed by the Legislature. The line-item veto is the authority of the Governor to disapprove any item of appropriation while approving the rest of the appropriations bill. The Legislature may override a veto with a vote of at least two-thirds of the members of each house.



# Appendix

## Budget Cost Indices

Cost indices for FY 2026 and FY 2027 are provided as guidelines to be used by all state agencies in preparing their budget requests.

### Salaries & Wages

Salary Adjustments.....Agencies shall not budget for step movement or a base salary adjustment. Any adjustments to the salary plan will be handled in the budget process.

Longevity Bonus Payments.....Longevity bonuses will be budgeted at \$40 per year of service for employees hired prior to June 15, 2008 (KSA 75-5541).

	<u>FY 2026</u>	<u>FY 2027</u>
Shift Differential for Regular Employees (per hour or 10% of base salary) .....	\$0.30	\$0.30
Shift Differential for Highway Patrol Troopers .....	0.75	0.75
Shift Differential for Employees Covered by KOSE & Juvenile Corrections Officers .....	0.50	0.50
Retention Incentive Differential for Building Trades Employees.....	0.30	0.30

### Rates for Computing Fringe Benefits

	<u>FY 2026</u>	<u>FY 2027</u> <sup>1</sup>
<b>KPERS Regular State &amp; School Member Retirement</b>		
Retirement Rate .....	11.68%	11.32%
Death & Disability Insurance.....	1.00	1.00
Composite Total .....	12.68	12.32
<b>TIAA Members Current Service</b>		
Retirement Rate .....	8.50	8.50
Death & Disability Insurance.....	1.00	1.00
Composite Total .....	9.50	9.50
<b>Judges Retirement</b>		
Retirement Rate & Disability Benefits .....	23.16	21.29
Death Insurance .....	0.40	0.40
Composite Total .....	23.56	21.69
<b>Deferred Compensation</b>		
Retirement Rate .....	8.00	8.00
Death & Disability Insurance.....	1.00	1.00
Composite Total .....	9.00	9.00
Retirees Returning to Same or Different Employer <sup>2</sup> .....	11.68-30.00	11.32-30.00
Retired Nurses Returning to Same Employer.....	17.33	16.98
Retirees Returning to School Employment that requires a license under KSA 72-1388 (state agencies) .....	11.68-30.00	11.32-30.00

<sup>1</sup> Fiscal Year 2027 rates are estimates.

<sup>2</sup> Effective July 1, 2024 the working after retirement rate changes to 30.00% after wages of \$40,000.

	<u>FY 2026</u>	<u>FY 2027</u>
Security Officer Retirement—Group A – Age 55		
Retirement Rate .....	12.58%	12.30%
Death & Disability Insurance.....	1.00	1.00
Composite Total .....	13.58	13.30
Security Officer Retirement—Group B – Age 60		
Retirement Rate .....	13.02	12.78
Death & Disability Insurance.....	1.00	1.00
Composite Total .....	14.02	13.78
KBI .....	24.69	24.00
Highway Patrol State Troopers .....	24.69	24.00
Highway Patrol, CASP, Motor Carrier Inspectors, State Fire Marshal, Regents, Adjutant General, & Department of Wildlife & Parks.....	24.69	24.00
FICA Rate (composite rate for OASDI—6.2% & Medicare—1.45%).....	7.65	7.65
Maximum Salary for OASDI (none for Medicare)		
Paychecks issued July 1-December 31, 2025, 2026 .....	\$176,100	\$183,600
Paychecks issued January 1-June 30, 2026, 2027.....	\$183,600	\$186,300
<i>Additional Medicare taxes on wages over \$200,000 are taxed at a rate of 0.9%</i>		
Unemployment Insurance Assessment.....	0.00%	0.01%
State Leave Payment Assessment .....	0.47	0.52
Single Member Health Insurance Premium (monthly)		
Full-Time Employees.....	\$843.60	\$909.14
Part-Time Employees (minimum of 1,000 Hours) .....	684.12	736.86
Dependent Health Insurance Premium (monthly)		
Full-Time Employees.....	391.18	421.62
Part-Time Employees (minimum of 1,000 Hours) .....	309.04	333.02
Healthy Kids Health Insurance Premium (monthly)		
Full-Time Employees.....	1,308.90	1,410.82
Part-Time Employees (minimum of 1,000 Hours) .....	1,054.68	1,136.34
Workers Compensation Assessment		
<i>Experienced-based Percentage Rates by Agency:</i>		
016 Abstracters Board of Examiners .....	1.466%	1.502%
028 Board of Accountancy.....	0.145	0.136
034 Adjutant General .....	0.413	0.298
Active-Duty National Guard.....	1.108	1.114
039 Department for Aging & Disability Services .....	0.241	0.255
046 Department of Agriculture .....	0.248	0.216
058 Kansas Human Rights Commission.....	0.073	0.069
082 Attorney General.....	0.329	0.437
083 Kansas Bureau of Investigation .....	0.297	0.234
094 Banking Department .....	0.004	0.003
100 Board of Barbering.....	0.252	0.262
102 Behavioral Sciences Regulatory Board.....	0.073	0.069

	<u>FY 2026</u>	<u>FY 2027</u>
105 Board of Healing Arts .....	0.073%	0.069%
114 Office of the Child Advocate .....	0.073	0.076
122 Citizens Utility Ratepayer Board .....	0.073	0.069
143 Kansas Corporation Commission.....	0.206	0.014
149 Board of Cosmetology .....	0.073	0.069
159 Department of Credit Unions .....	0.073	0.069
167 Kansas Dental Board.....	0.178	0.169
173 Department of Administration .....	1.006	0.995
177 Ellsworth Correctional Facility .....	1.213	1.197
178 Office of Administrative Hearings.....	0.073	0.069
184 Office of Early Childhood.....	0.125	0.150
195 El Dorado Correctional Facility .....	2.409	2.817
204 Board of Mortuary Arts.....	0.165	0.155
206 Emergency Medical Services Board .....	0.073	0.069
234 State Fire Marshal .....	0.828	0.910
246 Fort Hays State University .....	0.128	0.199
247 Public Disclosure Commission .....	0.073	0.069
252 Office of the Governor/Lieutenant Governor.....	0.073	0.069
264 Health & Environment .....	0.140	0.161
266 Hearing Instruments Board of Examiners .....	1.342	1.380
270 Health Care Stabilization .....	0.073	0.069
276 Kansas Department of Transportation .....	1.596	1.525
280 Highway Patrol .....	1.171	1.192
288 Historical Society .....	0.073	0.069
296 Department of Labor .....	0.186	0.132
300 Department of Commerce .....	0.070	0.073
313 Hutchinson Correctional Facility .....	3.499	3.288
328 Board of Indigents Defense Services .....	0.336	0.150
331 Insurance Department .....	0.018	0.017
335 Office of Information Technology Services.....	0.110	0.003
349 Judicial Council.....	0.073	0.069
352 Kansas Juvenile Correctional Complex .....	4.565	5.457
363 Kansas Neurological Institute .....	2.438	1.795
365 KPERS .....	0.073	0.069
367 Kansas State University .....	0.231	0.208
373 Kansas State Fair.....	1.000	2.000
379 Emporia State University .....	0.221	0.253
385 Pittsburg State University .....	0.270	0.217
400 Lansing Correctional Facility.....	5.103	4.817
408 Larned Correctional MH Facility.....	1.149	1.156
410 Larned State Hospital.....	2.724	2.036
422 Legislative Coordinating Council .....	0.073	0.069
425 Legislative Research Department .....	0.073	0.069
428 Legislature.....	0.400	0.404
434 State Library.....	0.073	0.069
450 Kansas Lottery .....	0.073	0.069
482 Board of Nursing.....	0.073	0.069
488 Board of Examiners in Optometry .....	0.579	0.465
494 Osawatomie State Hospital .....	1.493	1.534
507 Parsons State Hospital.....	4.041	3.313
521 Department of Corrections .....	0.223	0.236
522 Kansas Correctional Industries .....	2.079	3.052
529 Peace Officers' Standards & Training .....	0.073	0.069

	<u>FY 2026</u>	<u>FY 2027</u>
531 Board of Pharmacy.....	0.073%	0.069%
540 Legislative Division of Post Audit.....	0.073	0.069
543 Real Estate Appraisal Board.....	0.174	0.173
549 Kansas Real Estate Commission.....	0.073	0.069
553 Kansas Racing & Gaming Commission.....	0.073	0.069
561 Board of Regents.....	0.073	0.069
562 Board of Tax Appeals.....	0.073	0.069
565 Department of Revenue.....	0.245	0.281
579 Revisor of Statutes.....	0.073	0.069
581 Norton Correctional Facility.....	2.103	1.866
604 School for the Blind.....	0.814	1.101
610 School for the Deaf.....	1.043	0.430
622 Secretary of State.....	0.073	0.069
626 Sentencing Commission.....	0.073	0.069
629 Department for Children & Families.....	0.213	0.270
631 South Central Regional MH Hospital.....	1.500	2.000
645 State 911 Board.....	0.073	0.069
652 Department of Education.....	0.016	0.018
660 Topeka Correctional Facility.....	1.464	1.509
663 Board of Technical Professions.....	0.108	0.093
670 State Treasurer.....	0.073	0.069
671 Pooled Money Investment Board.....	0.073	0.069
677 Judiciary.....	0.148	0.186
682 University of Kansas.....	0.133	0.102
683 KU Medical Center.....	0.217	0.174
694 Office of Veterans Services.....	1.372	1.294
700 Board of Veterinary Examiners.....	0.134	0.130
709 Kansas Water Office.....	0.073	0.069
710 Department of Wildlife & Parks.....	1.024	0.978
712 Winfield Correctional Facility.....	1.791	1.986
715 Wichita State University.....	0.207	0.198

**General Cost Guidelines <sup>3</sup>**

Motor Vehicle Supplies.....	4.0%	3.0%
Clothing.....	3.5	2.5
Food.....	1.0	1.0
Fuel Oil & Coal.....	1.5	1.0
Gasoline & Oil.....	(1.0)	1.5
Electricity.....	3.5	3.5
Natural Gas.....	3.5	3.0
Medical Care.....	4.2	4.0
General.....	2.7	2.4

<sup>3</sup> Division of the Budget estimates, June 2025.

**Rent & Other Building Cost Estimates**

**State Rates**—Curtis, Docking, Eisenhower, Landon, Memorial, KDHE Lab <sup>4</sup> (per square foot) <sup>5</sup>

Office Space.....	\$23.50	\$23.50
Computer Space.....	55.00	55.00
Storage Space.....	6.00	6.00
Moving Costs, General Labor (per man hour) <sup>6</sup> .....	35.00	35.00
Lease Administration Costs (per square foot) <sup>6</sup> .....	0.05	0.05
Monumental Building Surcharge <sup>7</sup> .....	4.50	4.50

**Federal Rates** <sup>5</sup>

Office Space (per square foot)		
Curtis.....	16.60	16.60
Docking.....	23.50	23.50
Eisenhower.....	23.50	23.50
Landon.....	23.50	23.50
Memorial.....	18.60	18.60
KDHE Lab.....	23.50	23.50
Computer Space (per square foot)		
Curtis.....	32.48	32.48
Docking.....	32.48	32.48
Eisenhower.....	47.71	47.71
Landon.....	32.48	32.48

**Facilities Planning Project Fee**

Architect (hourly).....	140.00	140.00
Engineer (hourly).....	170.00	170.00

**Physical Security & Access Control**

Security keycard (each).....	20.00	20.00
Security component installation		
(card reader, door monitor, simple or complex device).....	Actual	Actual
Security monitoring (per month)		
Doors (where a card reader is present).....	50.00	50.00
Simple device (panic alarm button, door monitoring, remote door release, motion detection and glass break detection).....	10.00	10.00
Complex device (iPhone video intercom w/remote door control, monitoring a fire alarm panel (supervisory or trouble), keypad control for shunting motion detection & door alarms, & DSC intrusion alarm panels).....	20.00	20.00
Security component maintenance & support (per hour).....	Actual	Actual
Security component design, vendor integration & quotation (per hour).....	Actual	Actual

*\*Reimbursement for iStar control panel network connection (OITS Node) based on OITS published rate.*

<sup>4</sup> Agency will be billed any surcharges and additional utility usage cost above and beyond standard office rate. This cost will be captured through actuals metered after FY26 operation.

<sup>5</sup> The state rates represent the total rental rates for state buildings. The federal rates, represent that portion of the total rates that federal funds are estimated to finance. The difference must be financed from non-federal sources when the total rate exceeds the federal rate.

<sup>6</sup> Moving estimates are on a per job basis. Contact Office of Facilities Management for job estimates.

<sup>7</sup> This supports the State Capitol, Judicial Center, Cedar Crest, and Capitol Complex parking lots and applies to all agencies located within Shawnee County; this rate cannot be funded with federal funds. The rate is per square foot of rentable space in state buildings or leased spaces.

	<u>FY 2026</u>	<u>FY 2027</u>
<b>Video Surveillance</b>		
Video monitoring and archival (per camera/per month).....	\$40.00	\$40.00
On site video station or Ccure access (per month) .....	50.00	50.00
Video system maintenance and support (per hour).....	Actual	Actual
Video system design, vendor integration and quotation (per hour).....	Actual	Actual
<i>*Reimbursement for IP camera or analog encoder network connection (OITS Node) based on OITS published rate.</i>		

**Accounting, Payroll & Budget Systems Support Rates (APB) <sup>8</sup>**

Enterprise Applications—all (per transaction).....	1.813	2.012
Enterprise Applications—all (per accounting line).....	0.124	0.143
<i>Contact: Agencies needing more information regarding the APB rate should contact OFM_BudgetTeam@ks.gov.</i>		

**Kansas Learning & Performance Management (KLPM) System <sup>9</sup>**

Annual Licensing Fee—all (per user) .....	15.82	15.82
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**Central Mail Estimation Factors**

Central Mail provides services in Topeka for state agencies that have committed to processing their outgoing mail through Central Mail. Services provided include pickup, sorting, inserting, delivery, applying postage/metering for letters, flats, and packages on outgoing United States Postal Service mail. USPS, UPS, and FedEx charges are passed through to the agency.

***Postage rates will change for agencies when the United States Postal Service, United Parcel Service, or Federal Express has postage rate increases.***

	<u>FY 2026</u>	<u>FY 2027</u>
Outgoing Mail Rates—Letters.....	\$0.80	\$0.85
Packages and flat rate-based off size, zone, and weight – Please contact central mail for estimates.		

*Contact: Agencies needing assistance for budgeting mail services should contact Central Mail Customer Service at (785) 296-2321. Please note that the actual postage rate could differ in future years. These estimates are for planning purposes.*

**Printing Services**

Black & white copying, single sided (per sheet).....	0.06	0.08
Black & white copying, duplex (per sheet) .....	0.12	0.16
Color copying, single sided, 8 1/2 x 11 (per sheet) .....	0.10	0.12
Color copying, single sided, 11 x 17 (per sheet) .....	0.20	0.24

<sup>8</sup> The APB rate will continue to be based on the volume of transactions and accounting lines. This basis for the rate more accurately represents actual usage of the system resources.

<sup>9</sup> This rate is applicable to all agencies. The rate will be prorated as needed, based on when an agency comes aboard.

<b>Travel &amp; Subsistence</b>	<u>FY 2026</u>	<u>FY 2027</u>
<b>Private Reimbursement per Mile</b>		
Automobile .....	\$0.70	\$0.72
Motorcycle .....	0.68	0.70
Airplane .....	1.75	1.78
Moving.....	0.21	0.22

<b>Subsistence &amp; Lodging</b>	<u>FY 2026</u>		<u>FY 2027</u>	
SMART version 9.2.45	M&IE	Lodging <sup>10</sup>	M&IE	Lodging <sup>10</sup>
<b>CONUS – Contiguous United States</b>				
Standard Rate .....	\$68	\$110	\$70	\$112
Non-Standard Area (NSA) <sup>11</sup> .....	<a href="http://www.gsa.gov/portal/content/104877">http://www.gsa.gov/portal/content/104877</a>			
<i>(Source – U.S. General Services Administration)</i>				
<b>OCONUS – Outside Contiguous United States</b>				
Alaska, Hawaii, U.S. Territories <sup>12</sup> .....	<a href="http://www.defensetravel.dod.mil/site/perdiemCalc.cfm">http://www.defensetravel.dod.mil/site/perdiemCalc.cfm</a>			
<i>(Source – U.S. Department of Defense)</i>				
<b>International Travel</b>				
M&IE <sup>13</sup> .....	<a href="https://aoprals.state.gov/web920/per_diem.asp">https://aoprals.state.gov/web920/per_diem.asp</a>			
Lodging .....	Actual		Actual	
Conference Lodging (KAR 1-16-18a(e)) <sup>14</sup> .....	Actual		Actual	

**Master Lease Purchase Program interest rates**

In May 2025, interest rates ranged from 3.9% to 5.3% depending on length of term. Rates will vary and agencies needing more specific information regarding interest rates should contact Pat Higgins at (785) 296-2145 or OFM\_BudgetTeam@ks.gov.

<b>Price &amp; Cost Guidelines for Selected Equipment Items</b>	<u>FY 2026</u>	<u>FY 2027</u>
<b>Rental Photocopiers (price quoted is monthly)</b>		
Digital Copier w/stand (25 copies per minute, 5,000 copies per month) .....	\$249.00	\$259.00
Digital Copier w/stand & sorter (30 copies per minute, 12,000 copies per month).....	284.00	295.00
Digital Copier w/sorter, automatic document feeder & automatic duplexing (50 copies per minute, 40,000 copies per month).....	433.00	450.00
Digital Copier, console style, sorter, automatic document feeder & automatic duplexing (60 copies per minute, 60,000 copies per month).....	497.00	517.00
Digital Copier, console style, sorter, automatic document feeder & automatic duplexing (80 copies per minute, 100,000 copies per month).....	717.00	745.00

*Rates may differ depending upon the contractor involved.*

<sup>10</sup> Actual cost of lodging up to this maximum.

<sup>11</sup> Agency should review the GSA website to determine if travel location is a Non-Standard Area and select seasonal rate if applicable for both M&IE and lodging. If travel location is not listed as a NSA, then the Standard CONUS rate will be used.

<sup>12</sup> Agency should review the U.S. Department of Defense website to select travel location and seasonal rate if applicable for both M&IE and lodging.

<sup>13</sup> Agency should review the U.S. Department of State website to select travel location and seasonal rate if applicable for M&IE.

<sup>14</sup> Meal allowance is based on destination city.

	<u>FY 2026</u>	<u>FY 2027</u>	
<b>New Motor Vehicles—Passenger (Retail Prices)</b>			
Sedan, 4-door compact.....	\$30,039	\$34,244	
Sedan, 4-door midsize.....	33,790	38,520	
Sedan, 4-door midsize, hybrid .....	44,525	50,758	
Sedan, 4-door intermediate .....	40,829	46,545	
<b>New Motor Vehicles—Truck (Retail Prices)</b>			
Van, 8-passenger.....	57,092	65,085	
Van, 12-passenger.....	76,081	86,733	
Van, 15-passenger.....	83,662	95,375	
Full Size SUV .....	71,250	81,225	
Suburban, 3/4 ton, 2 wheel drive .....	117,235	133,648	
Mid Size Utility Vehicle .....	51,073	58,223	
Pickup, 1/2 ton .....	61,868	70,529	
Pickup, 3/4 ton .....	67,688	77,164	
Pickup, 1 ton .....	71,169	81,133	
4WD Pickup, 1/2 ton.....	77,096	87,889	
4WD Pickup, 3/4 ton.....	72,884	83,087	
<b>Statewide Contract Management Fee (Estimated Cost)</b>			
Applied to orders against statewide requirements contracts .....	1.00%	1.00%	
<b>OITS Rate Estimates</b>			
	<u>Unit</u>	<u>FY 2026</u>	<u>FY 2027</u>
<b>Mainframe</b>			
MVS CPU .....	Per Second .....	\$0.23	\$0.24
<b>TODC/ESOB</b>			
Data Center (TODC/ESOB) .....	Per Rack/Month .....	1,000.00	1,200.00
<b>DCaaS</b>			
Platinum Level .....	Month .....	630.00	630.00
Silver Level.....	Month .....	580.00	580.00
Storage Billed at Actual Cost.....	Per GB/Month.....	0.27	0.27
Managed in Kansas Data Center (Per rack).....	Month .....	560.00	560.00
Cloud Services (Charge in addition to actual).....	Month .....		5.0%
<b>Productivity Licenses (O365/Google)</b>			
G-3 .....	Month .....	48.00	51.00
<b>Professional Services</b>			
Sitefinity Hosting & Web Services (per site) .....	Month .....	900.00	1,200.00
<b>KITO</b>			
Enterprise Project Management (< \$10m) .....	Quarter .....	0.450%	0.450%
Enterprise Project Management (> \$10m) .....	Quarter .....	0.060	0.060
Infrastructure Projects.....	Quarter .....	0.045	0.045
<b>Network/Telecommunication Services</b>			
KANWIN Router—1-6 nodes .....	Month .....	\$500.00	\$500.00
KANWIN Router—7-23 nodes .....	Month .....	1,000.00	1,000.00
KANWIN Router—23+ nodes .....	Month .....	1,400.00	1,400.00
Communication Devices (Phones/Jacks/Wireless) .....	Month .....	34.00	34.00

	<u>Unit</u>	<u>FY 2026</u>	<u>FY 2027</u>
<b>ServiceNow Rates</b>			
Licensing rate for additional licenses <sup>15</sup> .....	Month .....	\$118.00	\$118.00
On demand rate for customization <sup>16</sup>			
<b>On Demand Services</b>			
On demand services are on a per job basis. Contact OITS for job estimates.			
<b>Administrative Surcharge</b>			
Applies to all OITS rates listed above (cannot be paid w/federal funds) .....		2.00%	2.00%

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<sup>15</sup> ServiceNow Pro license per named user within agency allocation – no charge. ServiceNow license per named user exceeding agency allocation - \$118.

<sup>16</sup> ServiceNow customization will be billed on a per job basis. Contact OITS for job estimates.