

BUDGET LETTER

NUMBER: 17-08

SUBJECT: 2018-19 BUDGET PREPARATION GUIDELINES

DATE ISSUED: MAY 17, 2017

REFERENCES: BUDGET LETTERS 16-18,16-20, 17-02, 17-05, 17-06, AND 17-07

SUPERSEDES: BL 16-10

TO: Agency Secretaries
 Agency Information Officers
 Department Directors
 Departmental Budget and Accounting Officers
 Departmental Chief Information Officers
 Department of Finance Budget and Accounting Staff
 Department Deputy Director for Legislation

FROM: DEPARTMENT OF FINANCE

NOTE: Budget Officers are requested to forward a copy of this Budget Letter to your facility manager.

The Department of Finance is issuing this technical Budget Letter (BL) to assist departments in planning for the 2018-19 budget development process. This BL contains guidelines that are applicable to the overall budget development process at this time. Finance will provide other technical instructions in future BLs (Attachment I).

Deadlines and Deliverables for Budget Documents due to Department of Finance, unless otherwise noted in subsequent instructions:

July 17, 2017	To request funding for information technology projects in a fall Budget Change Proposal (BCP), departments are required to submit Special Project Reports, or applicable Project Approval Lifecycle documents, to the California Department of Technology (CDT). Project approval documents are required to be finalized and made public in conjunction with the release of the Governor's Budget unless otherwise approved by Finance.
July 31, 2017	Capital Outlay Budget Change Proposals (COBCP) and Five-Year Infrastructure Plans for 2018-19, including any adjustments needed to conform to the enacted 2017-18 budget, 2017 Five-Year Infrastructure Plans, and construction escalation.
August 17, 2017	Request approval from your Program Budget Manager for any late BCP submittals.
September 1, 2017	Regular BCPs, including Budget Bill and Trailer Bill language changes.
September 12, 2017	BCPs requesting funds for legislation chaptered through August 31. If legislation is enacted after August 31, then BCPs must be submitted to Finance no later than 10 calendar days after the bill is chaptered.

To Be Determined by Finance Budget Analyst	Enrollment, Caseload, and Population (ECP) updates and local assistance estimates due, including any associated Budget Bill and Trailer Bill language changes.
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Deadlines for Financial Reporting Requirements (2016-17 year-end financial reports) due to State Controller's Office, unless otherwise noted in subsequent instructions:

July 31, 2017	General Fund, feeder funds (0081, 0084, 0085, 0086, 0089, 0090, 0091, 0094, and 0097), and economic uncertainty funds (0374 and 0375).
August 21, 2017	All other funds.
August 21, 2017	Report of Accounts Outside the State Treasury, Report 14, due to the State Treasurer's Office.
August 21, 2017	Report of Expenditures of Federal Funds, Report 13, due to Finance, Fiscal Systems & Consulting Unit (FSCU).
September 1, 2017	Generally accepted accounting principles information, excluding independently audited financial statements.
October 2, 2017	Independently audited financial statements. If a final financial statement is not available by October 2, a draft can be submitted on October 2, with the final statement(s) following on October 16.

This BL provides instructions and information on the following topics:

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I. GENERAL INFORMATION

The guidelines in this BL apply primarily to BCPs related to state operations and local assistance. Finance will issue a separate BL for Capital Outlay Budget Change Proposals (COBCPs) guidelines. Unless specifically identified as COBCPs, the term BCP refers to state operations and local assistance proposals, not capital outlay; however, this BL does include components that require identification for potential facility or capital outlay costs related to state operations and local assistance BCPs.

Budget Preparation Calendar: Budget Calendars in the Budget Analyst Guide will be updated, if needed, and will be available at:

http://www.dof.ca.gov/budget/budget_calendars/Budget_Calendars.html

Price Letter Standards: Price Letter Standards for 2018-19 are currently targeted for distribution in early September 2017. The Department of General Services (DGS) has published an updated version of its web-based 2016-17 Price Book that lists both the 2016-17 and proposed 2017-18 rates for its services, which can be viewed here:

<http://www.dgs.ca.gov/ofs/NewsEvents/PriceBookAnnouncement.aspx>.

State Administrative Manual (SAM): The budget chapter (Chapter 6000) of SAM is a valuable source of information on the technical aspects of the budget and legislative processes. Access SAM Chapter 6000 at: <http://sam.dgs.ca.gov/Home.aspx>. SAM will be updated to reflect FI\$Cal changes, as needed. In the interim, please use Budget Letters and Finance FI\$Cal webpage for specific technical Hyperion instructions at:

http://www.dof.ca.gov/budget/fiscal_resources_for_budget/index.html.

Timeliness and Confidentiality: Strict adherence to all schedules and due dates stipulated in this memo and in the attachments is required. **Until release of the Governor's Budget, all information contained in budget documents used during the Governor's Budget development process is strictly confidential. Any BCPs or ECPs not released to the Legislature by Finance remain working papers subject to the Governor's deliberative process privilege indefinitely. These documents are to be released only if that privilege is waived by the Governor's Office or pursuant to court order. For purposes of the Public Records Act, the Governor's deliberative process privilege is reflected in [Government Code section 6255](#).**

II. BUDGET CHANGE PROPOSALS

Forms

Departments are to use the latest form DF-46 to prepare the narrative portion of non-Capital Outlay proposals. The latest version of the narrative portion of the BCP form is available in a Word document.

Departments using FI\$Cal/Hyperion should provide all necessary budget information in Hyperion either by keying data in the system directly or by utilizing upload templates for data input. To reduce errors and ensure the latest program or chart of account information is current, always use the latest template available online at:

http://www.dof.ca.gov/budget/fiscal_resources_for_budget/index.html. This prevents unintended data from being entered in the system. Contact your Finance budget analyst for assistance, if necessary.

Departments are still required to submit BCPs in hard copy form with appropriate signatures.

Timeframe

BCPs (including Budget Bill and Trailer Bill language changes) must be submitted to Finance no later than Friday, **September 1, 2017**, or by an earlier date established by the Finance Program Budget Manager. (**Exception:** BCPs for chaptered legislation and late requests approved by Finance [see below]). All major COBCPs and the Five-Year Infrastructure Plans for 2018-19, including minor COBCPs, Capital Outlay Concept Papers (COCPs), and adjustments that are needed to conform to the enacted 2017-18 budget or required changes to the escalation of construction costs are due by Monday, **July 31, 2017**.

BCPs requesting funding for information technology (IT) projects require California Department of Technology (CDT) approval of Special Project Report(s) (SPR), or the applicable Project Approval Lifecycle (PAL) documents upon release of the Governor's Budget unless otherwise approved by Finance. Pursuant to Government Code section 11545, et seq., CDT is responsible for approving and overseeing IT projects. Departments are required to submit documents electronically to CDT in accordance with Statewide Information Management Manual (SIMM) 05A. SPRs, or applicable PAL documents, are due to CDT no later than Monday, **July 17, 2017** (unless otherwise exempted by the CDT), for Finance to consider any associated fall funding requests. Departments are responsible for timely submission and completion of final documents to ensure distribution of the approved documents upon release of the Governor's Budget. Comprehensive information for IT project reporting, including instructions to assist departments in meeting CDT reporting requirements, can be found in the [Statewide Information Management Manual](#).

BCPs requesting funds for legislation chaptered through Thursday, August 31, 2017, must be submitted to Finance no later than Tuesday, September 12, 2017. For bills chaptered after August 31, related BCPs must be submitted **no later than 10 calendar days after the bill is chaptered**. BCPs for chaptered legislation will not be accepted if costs are not identified during legislative consideration of the bill or if submitted after the applicable time limit.

The Agency Secretary, or Departmental Director for those departments that do not report to an Agency Secretary, must approve any request for late BCP submittal. These late requests must be submitted in writing to your Finance Program Budget Manager, no later than Thursday, **August 17, 2017**. Requests for late submittal are limited to those issues involving the most exceptional circumstances.

General Guidelines and Procedures for BCPs and ECPs

1. **BCPs/ECPs must fully conform to budget policies to be provided in the upcoming Budget Policy BL.**
2. **All information contained in BCPs/ECPs is strictly confidential until release of the Governor's Budget.** Each department is responsible for maintaining the confidentiality of its respective BCPs until approved for release (usually simultaneously with the release of the Governor's Budget in January).

3. **Disapproved BCPs/ECPs, disapproved premise assumptions, and disapproved versions of BCPs/ECPs must remain confidential working papers and must not be released.** Responses to any requests for confidential budget documents under the Public Records Act or pursuant to discovery requests must be coordinated with Finance's legal staff.
4. **The appropriate Agency Secretary must approve BCPs (including COBCPs) prior to submission to Finance.** Departments proposing changes that involve other departments or other departments' funds must obtain and attach written concurrence and/or comments on the proposed change from the Director(s) or designee of the affected department(s) prior to submitting the BCP to Finance.
5. **The BCP cover page requires each department's Chief Information Officer to review and sign all BCPs with IT components prior to submission to Finance.** BCPs that do not have the appropriate approval and, when applicable, concurrence and/or comments, will be returned without consideration.
6. **Funding for chaptered legislation that does not contain a specific appropriation must be absorbed or requested in a BCP or other budget request.**
7. BCPs requesting funds from a special or bond fund **must be accompanied by an updated fund condition statement or by a statement of fund availability from the department administering the fund** (if different from the requesting department). Bond-funded BCPs must also cite the specific bond measure and relevant chapters and sections for proposed funding (i.e., "bond pot").
8. **Local assistance estimates should not include state operations funding.** A separate BCP for state operations should be provided unless approved by your Finance Program Budget Manager to include in the estimate. These BCPs should be provided consistent with the BCP deadlines.
9. **Departments must provide a succinct, well-written, and complete BCP.** Departments may provide supporting information, but must not rely on providing subsequent back-up material to respond to Finance's inquiries regarding justification for the request. BCPs that are incomplete by virtue of failing to provide relevant, critical, and substantiating information in the initial submission will likely be returned to departments without analysis at the discretion of Finance.

When applicable, **departments' BCPs must include any proposed provisional, trailer bill, reversion, or reappropriation language.** In the case of provisional and trailer bill language, the BCP must effectively justify the need for this language and the programmatic implications associated with it. For proposed reappropriation and reversion language, the BCP must clearly identify the relevant budget acts, items of appropriation, and funds proposed for reappropriation and reversion, as well as the appropriate timeframes for encumbrance and liquidation. Departments are encouraged to utilize standardized language available here:

http://www.dof.ca.gov/budget/resources_for_departments/budget_analyst_guide/budget_bill_prep_guidelines.html.

10. **BCPs must include all appropriate documentation (including Hyperion fiscal pages), workload statistics, and code citations or they will be returned without consideration.**

If a proposed change is funded through redirection, both the positive and negative changes must be reflected. BCPs proposing redirections must include a statement of the immediate and future impact on the program from which the resources will be redirected. When submitting a BCP that affects more than one program or subprogram, fiscal detail for each program/subprogram affected must be included. All program information must be consistent with the display in the Governor's Budget.

11. BCPs must be assigned an individual priority number and address a single issue. (Sequential numbering must be used, with No. 1 being the highest priority.) Multiple issues may not be consolidated as a single priority. However, BCPs that address a single issue, but affect multiple programs, divisions, or units, may be consolidated.
12. BCPs must describe the methods of calculation and sources of data for all numbers used. Departments should consult with their Finance budget analysts on analytical approaches, data sources, and content of the written BCPs prior to submission to Finance.
13. BCPs requesting new positions and/or programs must include both a narrative explanation and fiscal detail addressing the impact these new positions/programs will have on the facility needs of the department. **Finance will not consider BCPs that do not include this information. Salaries and retirement rates should be as of July 1, 2017. Retirement rates can be found in Control Section 3.60 of the upcoming 2017 Budget Act.**
14. BCPs must include a description of how the proposal is consistent with the department's strategic plan by identifying the objective(s) the BCP will support. The justification must articulate the compelling need for this proposal and its intended objectives.
15. Each BCP must include a discussion of alternative ways (other than the one being proposed and the status quo) to address the identified problem. **Submittals that do not meet this criterion will be rejected.**
16. Attachment II provides a list of designated lead agencies responsible for the coordination of specified subject areas/programs.

III. POSITION RELATED GUIDELINES

Requests for New Positions—When requesting new positions, departments are required to clearly establish the long and short-term benefits to be gained by increasing personnel as opposed to other possible alternatives (e.g., automation, workload readjustments, etc.). Depending on a department's vacancy rate, requests for new positions generally will be limited to redirections of existing positions. **Other alternatives that have been considered must also be identified and analyzed.** BCPs requesting new positions must effectively justify why a redirection is not possible. Relevant vacancy information may be requested by Finance and must be provided promptly. If new positions are approved, positions will be budgeted at the mid-step, across all years, unless evidence is provided justifying a higher level for hard-to-fill classifications. Finance must approve the establishment of any position above mid-step of the respective salary range.

Limited-Term Positions—As a policy, Finance does not approve limited-term position authority to meet short-term workload efforts. If an increase in temporary resources is necessary to support short-term workload, limited-term expenditure authority will be considered to meet operational needs. The limited-term funding will be approved for a specific length of time, as authorized during the budget process. **For more specific information on limited-term expenditures, consult with your Finance budget analyst.**

Merit Salary Adjustment—Government Code section 13308.05 also includes funding for Merit Salary Adjustments (MSAs) in their definition of a workload budget. However, savings result when positions return to the bottom step after staff promotions or departures, which are then available to pay for the costs of MSAs. Therefore, no workload budget adjustments will be made.

Budget Position Transparency—Pursuant to Chapter 28, Statutes of 2015 (Senate Bill 98) and Chapter 11, Statutes of 2015 (Senate Bill 97), Government Code section 12439 was abolished and Control Section 4.11 was amended to provide more transparency in departments' budgeting of positions and expenditures by category. As a result, the 2016-17 Governor's Budget and Salaries and Wages publications were adjusted to display historically filled positions, funding associated with those positions, and the amount reallocated to the appropriate budget category (e.g., staff benefits and/or OE&E). For 2018-19, the Governor's Budget will again display the Budget Position Transparency adjustment; however, **the display will not be included on the 2018-19 Salaries and Wages publication.** A forthcoming Budget Letter will provide instructions for the 2018-19 Budget Position Transparency drill, in which Finance will provide vacancy data to departments for verification.

IV. CAPITAL OUTLAY BUDGET CHANGE PROPOSALS

Major Capital Outlay Budget Change Proposals

The General Guidelines and Procedures for BCPs described above also apply to COBCPs. COBCPs and Five-Year Infrastructure Plans (including requests for provisional language changes) must be submitted to Finance no later than Monday, **July 31, 2017**, or by an earlier date established by the Finance Program Budget Manager. The BL with more specific instructions, including FI\$Cal related instructions, and due dates for submitting five-year infrastructure plans, COBCPs, and COCPs is forthcoming.

Changes for any other reason may be deferred to the 2019-20 capital outlay budget cycle. The capital outlay process is described in SAM sections 6801, et seq. and is available at: https://www.documents.dgs.ca.gov/sam/SamPrint/new/sam_master/sam_master_file/chap6000/6801.pdf.

COBCPs and departmental Five-Year Infrastructure Plans are required to be submitted to the Legislature with the Governor's Budget pursuant to Government Code section 13100, et seq.

Minor COBCPs

COBCPs for minor capital outlay projects for 2018-19 must be submitted to Finance no later than Monday, **July 31, 2017**, or by an earlier date established by the Finance Program Budget Manager. Detailed information on the submission of Minor COBCPs for the 2018-19 fiscal year will be provided in an upcoming BL.

The dollar limit for each minor capital outlay project is \$656,000 for most agencies and \$903,000 for departments within the Resources Agency, per Public Contract Code sections 10108 and 10108.5, respectively.

V. INFORMATION TECHNOLOGY

Line-item display in the Governor's Budget

The Request by Category tab in Hyperion includes account categories for Consolidated Data Centers (5344000) and Information Technology – Other (5346900). Departments must use these account category codes to distinguish between a department's internal information technology costs (5346900) and data center costs (5344000).

Departments are required to inform the Office of Technology Services (OTech) of: (1) all activities and any significant changes in IT services anticipated; and (2) the IT equipment that will be included in their budget, but obtained from the data center. Failure on the part of the department to inform OTech could have an adverse impact on OTech's ability to support the services or the procurement.

VI. FINANCIAL REPORTING REQUIREMENTS

The following schedule applies to the 2016-17 year-end financial reports for submittal to the Controller's Office:

July 31, 2017 (Monday)—General Fund, feeder funds (0081, 0084, 0085, 0086, 0089, 0090, 0091, 0094, and 0097), and economic uncertainty funds (0374 and 0375).

August 21, 2017 (Monday)—All other funds.

The original Report of Accounts Outside of the State Treasury, Report 14, must be submitted to the Treasurer's Office, and two copies must be submitted to the Controller's Office: one Excel version to blfinrep@sco.ca.gov, and one hardcopy to be sent with the year-end reports by Monday, **August 21, 2017**.

The Report of Expenditures of Federal Funds, Report 13, must be submitted to Finance's FSCU on or before Monday, **August 21, 2017**.

Departments are responsible for both the accuracy and timeliness of the year-end reports. **Government Code section 12461.2 authorizes the Controller's Office to withhold any or all operating funds from a department if that department fails to submit complete and accurate financial reports within 20 days of the prescribed due dates.**

Therefore, departments should plan carefully to meet year-end reporting deadlines.

To assist with this process, CALSTARS departments are reminded of the availability of sample task lists, checklists, year-end training sessions, and individualized assistance through the CALSTARS Hotline: phone (916) 327-0100 or e-mail: hotline@dof.ca.gov.

The CALSTARS Training Schedule can be accessed at: http://www.dof.ca.gov/Accounting/CALSTARS/CALSTARS_Training/ and the Procedures Manual at: http://www.dof.ca.gov/Accounting/CALSTARS/Procedures_Manual/.

Departments using FI\$Cal/PeopleSoft for accounting functions will be required to submit financial reports produced from FI\$Cal. Month-end close requirements are provided in

[BL 17-02](#). Finance will continue to provide assistance and year-end training for departments using FI\$Cal (see [BL 17-06](#)). Departments should work with their Finance accounting analyst/manager and FI\$Cal retention coordinator to make arrangements for additional support to meet the year-end deadlines.

Departments may also contact Finance's FSCU for assistance at (916) 324-0385 or via e-mail at: fscuhotline@dof.ca.gov.

Additional information on available FI\$Cal training classes and training materials is available at: http://www.dof.ca.gov/Accounting/Consulting_and_Training/FISCal_Training/

VII. PRO RATA ASSESSMENTS AND SWCAP ALLOCATIONS

Pro Rata assessments and SWCAP (Statewide Cost Allocation Plan) will be available in late September 2017. Guidelines will be provided in a separate BL. For an overview of the current Pro Rata and SWCAP, please refer to the Finance Pro Rata and SWCAP website at: http://www.dof.ca.gov/Accounting/Statewide_Cost_Allocation/.

VIII. BASELINE BUDGET ADJUSTMENTS (EXPENDITURES)

Baseline Budget Adjustments (BBAs) are changes to costs of currently authorized services in the budget necessary to maintain the current level of service. BBAs will be used to make baseline expenditure adjustments in Hyperion for all years (past year through budget year plus four). There are 12 non-capital outlay related baseline adjustment types in Hyperion that can be used to make baseline expenditure changes (listed below). A separate BL will be issued to describe the 12 non-capital outlay BBA types in more detail, as well as provide information for the upload templates. This BL will also describe the process for entering capital outlay BBAs and provide information about various capital outlay BBA types.

- Salary Adjustments
- Benefit Adjustments
- Retirement Rate Adjustments
- Budget Position Transparency
- Carryover/Reappropriation
- Legislation with an Appropriation
- Pro Rata
- SWCAP
- Miscellaneous Baseline Adjustments
- Lease Revenue Debt Service Adjustment
- Statutory COLAs
- Issue Specific Adjustment

IX. BASELINE BUDGET ADJUSTMENTS FOR REVENUES, TRANSFERS, AND LOANS

Baseline revenues, revenue transfers, and loans will be collected for all years in the system (past year through budget year plus four). These baseline adjustments must be authorized under current law or policies. For transfers and loans, the appropriate authority must be cited in the description of the adjustment. Detailed instructions for reporting baseline revenues, transfers, and loans will be included in the forthcoming Baseline Budget Adjustments BL.

X. MISCELLANEOUS

Rounding Rules

To prevent rounding problems, departments are required to have zeros in the last three digits for dollars in all years. Amounts of 500 and above should be rounded to 1,000; amounts below 500 should be rounded to zero. For example \$2,222,222 should be entered as \$2,222,000 and \$4,500 as \$5,000, in Hyperion. This applies to both expenditures and revenues, all amounts, all years.

If you have any questions, please contact your Finance budget analyst.

/s/Veronica Chung-Ng

Veronica Chung-Ng
Program Budget Manager

Attachments

**ADDITIONAL TECHNICAL GUIDELINES TO BE ISSUED IN FUTURE BUDGET LETTERS OR
VIA E-MAIL NOTES**

Subject Title	Target Release Date	Last Instructions Issued	SAM/Internet Reference
Rollover in Hyperion for the Upcoming Budget Cycle	July	BL 16-13	
Executive Orders and Budget Revision Process	July	BL 16-16	
Statewide Policies	July	BL 15-07	
Budget Policy	July	BL 16-15	
Past Year Adjustments and Fund Reconciliation for the Upcoming Budget Cycle	July	BL 16-20	
Salaries and Wages Spreadsheet (Authorized Positions and Cost Estimates)	July	BL 16-21	6415, et seq., 6429, 6448, 6521
Budget Position Transparency (Control Section 4.11)	July	BL 15-22	
Budget Change Proposal Template and Instructions	July	BL 16-22	
Baseline Budget Adjustments	August	BL 16-23	
Employer Retirement Contribution Rate Adjustment (Control Section 3.60)	August	BL 16-25	
Employee Compensation Adjustments – Item 9800	September	BL 17-04	
Price Letter	September	BL 16-27	http://www.dgs.ca.gov/ofs/Pricebook.aspx
SWCAP/Pro Rata	Summer	BL 16-19	8752- 8757
Submission of Budget Materials to the Legislature and the Legislative Analyst's Office	December	BL 16-33	

COORDINATION OF INFORMATION

Lead agencies or departments are designated for BCPs dealing with the topics listed below. Departments seeking funding for programs in these areas must coordinate the development of all related budget components, including BCPs, with the appropriate lead agency or department.

Topic	Lead Department	Contact	Phone
Mental Health Services Fund (3085)	Finance	Jessica Sankus	445-6423
Toxics			
Hazardous Waste Control Account (Fund 0014)	Toxic Substances Control	Sara Murillo	322-6756
Toxic Substances Control Account (0557)			
Unified Program Account (0028)	Cal-EPA	Jim Bohan	327-5097
Proposition 65 (Safe Drinking Water and Toxic Enforcement Act of 1986)	Office of Environmental Health Hazard Assessment	Susan Villa	327-8044
Environmental License Plate Fund (Fund 0140)	Resources Agency	Brian Cash	653-6381
Perinatal Services	Health Care Services	Kathleen Dong	319-9263
Temporary Assistance for Needy Families (TANF) Block Grant, including CalWORKs and TANF MOE	Social Services	Brian Dougherty	657-3750
Proposition 99 (Tobacco Tax and Health Protection Act of 1988)	Finance	Koffi Kouassi	445-6423
Proposition 56 California Healthcare, Research, and Prevention Tobacco Tax Act of 2016)	Finance	Guadalupe Manriquez	445-6423
Public Resources Account (Fund 0235)	Resources Agency	Brian Cash	653-6381
Proposition 98 (Classroom Instructional Improvement and Accountability Act)	Finance	Lisa Mierczynski	445-0328
Proposition 117 (Habitat Conservation Fund)	Resources Agency	Brian Cash	653-6381
Motor Vehicle Account (Fund 0044)	Finance	Steve Wells	322-2263
Petroleum Violation Escrow Account (Fund 0853)	Energy Commission	Melanie Vail	657-3705
Employee Compensation/Employer Retirement Contribution Rate Adjustments/Personnel Service Contracts/Budget Position Transparency	Finance	Mary Halterman	445-3274
State Penalty Fund (0903)	Finance	Mark Tollefson	445-8913
Health Insurance Portability and Accountability Act (HIPAA)	Health and Human Services Agency	Elaine Scordakis	651-8066
1991 Realignment	Finance	Justin Freitas	445-6423
2011 Realignment	Finance	Lia Moore	445-6423