# MINUTES OF THE MEETING GENERAL GOVERNMENT AND HIGHWAYS SUBCOMMITTEE 50TH LEGISLATIVE SESSION HOUSE OF REPRESENTATIVES

The meeting of the General Government and Highways Subcommittee was called to order by Chairman Rehberg on February 23, 1987 at 8:00 a.m. in Room 132 of the State Capitol.

ROLL CALL: All committee members were present. Also present were Flo Smith, Budget Analyst from the Office of Budget and Program Planning (OBPP) and Pam Joehler, Senior Fiscal Analyst from the Office of the Legislative Fiscal Analyst. (LFA)

96A:2.00
Department of Administration

Ellen Feaver, Director of the Department of Administration, reviewed her proposal for the ten percent cuts in the general fund as requested by the committee. (Exhibit No. 1)

At Sen. Keating's request, Ms. Feaver explained the airport loan program.

Ms. Feaver said some agencies are paying their total audit costs from the general fund, although they have other revenue sources. She recommended the Legislative Auditor become more involved in this area and could possibly bill by fund. Rep. Quilici said the agencies have been charging the costs of the audit to the general fund because they know it will be funded by the Legislature if they do this. Pam Joehler said the agencies would have to be granted additional spending authority by fund type. She said she would need an allocation from the Legislative Auditor as to funds to be used. This had been discussed last session and the auditors did get this accomplished and some changes were made.

(16.26)

Ms. Feaver continued her review. She proposed local governments be allowed to purchase from the Central stores program.

There was discussion regarding the proposal by Terry Wahl from Missoula requesting authority for local governments to do this. Rep. Quilici said the committee would need more information as to the effect this would have on local governments and local businesses before taking any action.

(20.15)

Ms. Feaver continued. She stated it would be possible to

General Government and Highways Subcommittee February 23, 1987
Page 2

fund the General Services Division entirely using proprietary funds so general fund tenants would be charged back at a higher square foot rate than they are now, as well as all others. This would amount to spreading the cost over a broader base than the general fund. If this route was taken, she suggested all tenants in the Capitol should be charged and this amount be included in their respective budgets. There would still be the issue of a violation with the feds because they did not choose to pay for the museum space, the Governor's mansion and the legislative space.

She reviewed the cost of the in-house janitorial service. (Exhibit No. 2) Rep. Quilici said he thought a study had been done on this and it was determined it was better to do it in-house rather than using contracted services.

(27.07)

Gene Fenderson, representing the Laborer's Local 254, said a survey was completed and, as a result, the wage dropped from about \$7.40 per hr. to \$5.40 per hr. He said he happened to disagree with this survey. He said the average wage, including supervisors, for the Capitol area was approximately \$6.45 per hr. These are straight hourly wages and do not include any benefits. The perks include those given to all state employees and amounts to approximately twenty percent. This brings the janitors up to approximately \$7.50 per hr.

Mr. Fenderson outlined some of the problems in dealing with the Department of Administration. He gave the committee a summary of the buildings, square footage and annual bid price for the capital area. He said he disagreed with the department's calculation they could bid out work at the same cost for which they are now receiving bids. Mr. Fenderson referred to Exhibit No. 3, stating the policy of contracting out for janitorial services should be discontinued. Rep. Poulsen suggested the committee discontinue further discussion in this area as he felt the whole thing was a bad idea. He felt the issue of security was most important and the services should stay in-house. The committee agreed.

Ms. Feaver continued her presentation referring to the Board of Investments.

Rep. Quilici said it would be difficult to change statutes at this time.

Ms. Feaver referred to the County Tax Appeal Boards.

Tape 96B:0.50

General Government and Highways Subcommittee February 23, 1987 Page 3

Ms. Feaver suggested the agency level audit of the general fund could be eliminated or reduced. In answer to Rep. Quilici's question, Ms. Feaver said the statewide audit complied with the federal mandate and the discretion is there to cut back on additional audit functions now being performed.

Ms. Feaver again said she felt the Department of Administration was seriously underfunded in two areas, accounting and the State Tax Appeal Board.

Sen. Keating asked Ms. Feaver if there were any programs that could be eliminated. She said she had looked at this and did not see any possibility.

ADJOURNMENT: The meeting was adjourned at 8:50 a.m.

Dennis R. Rehberg, Chairman

### DAILY ROLL CALL

GENERAL	GOVE	NMEN'	T &	HIGHWAYS	5	SUBCOMMITTEE
DATE	Feb.	23,	198.	7		

NAME	PRESENT	ABSENT	EXCUSED
REPRESENTATIVE DENNIS REHBERG	7		
SENATOR LARRY STIMATZ			
SENATOR DEL GAGE			
SENATOR THOMAS KEATING	1		
REPRESENTATIVE HAROLD POULSEN			
REPRESENTATIVE JOE OUILICI			
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## DEPARTMENT OF ADMINISTRATION

DIRECTOR'S OFFICE



TED SCHWINDEN, GOVERNOR

MITCHELL BUILDING

## STATE OF MONTANA

(406) 444-2032

HELENA, MONTANA 59620

February 18, 1987

Representative Dennis Rehberg, Chairman Subcommittee on General Government and Highways State Capitol Building Helena, MT 59620

Dear Representative Rehberg:

This letter is intended to provide possibilities to the Committee for reducing the department's general fund budget by 10 percent. These are not the administration's recommendations. They are not my recommendations. Rather, this is a response to your instruction. You are forcing proposals we do not support. We are trying to be responsive, but the executive budget reflects the necessary level of expenditure to implement the Legislature's definition of public policy. We are most reluctant to substitute agency judgment for legislative priorities.

In addition to the reductions outlined below, please be aware of these additional policy options with direct general fund impact.

1) HB 229, an act temporarily reducing the employee and employer contributions to PERS, remains tabled in House State Administration. The reduction in general fund expenditures is:

1988 \$985,800 \$985,800

2) Approximately \$1,000,000 is available to the general fund from the Capitol Land Grant during the biennium. These funds can be used to pay debt service on bonds for capitol complex buildings. This reduces the general fund required for debt service. No legislation or appropriation is required.

1988 \$692,086 \$460,199

3) HB 159, which has passed both houses, extends the airport loan program. Approximately \$1,500,000 of bond proceeds for this program could be transferred to the

general fund in the same manner that the capitol renovation bond proceeds were transferred to the general fund during the June special session. The general fund would then pay the debt service on the bonds through 1996. (FY '88, \$117,858 and FY '89, \$278,114) Suggested amendments by the Governor, and adoption by both houses, would be necessary to affect the transfer. Net revenue to the general fund would be:

\$1,382,142 (\$278,114)

4) Based on a review of HB 500 for the 1986-87 biennium and discussion with four state agencies, it appears that the general fund is paying a disproportionate share of legislative audit costs. Section 5-13-402 requires the auditor to outline proposed biennial audit costs for each agency; the statutes do not specify how the respective agencies should allocate those audit costs to their various funding sources.

Some agencies are paying their total audit cost from the general fund, although they also have state special, federal and other revenue sources. Others appear to be allocating the audit cost to all their budgeted funds, but not to their non-budgeted funds, such as agency, trust, debt service and university plant funds.

The Legislative Auditor, by prescribing methods for audit cost allocation at the agency level, could affect considerable general fund savings.

5) Many cities, counties and school districts have requested the ability to purchase from the Central Stores program. The Central Stores program could either decrease prices, once this volume is added, or return dollars to the general fund. Additional spending authority would be required in the Purchasing proprietary account to affect this change. In addition, language would need to be included in HB 2 requiring a profit return to the general fund.

The following reflects the revenue that could be generated for the general fund:

\$\frac{1988}{\$120,400}\$\$\$\$\frac{1989}{\$453,600}\$\$

Specific expenditure reduction options and revenue enhancement options available to the Committee follow:

1) The General Services Division maintenance account can be 100 percent proprietary funding. Approximately 62 percent of this account's revenues come from the general fund and 38 percent from other funds. If this change is made,

proprietary spending authority would increase by the amount of general fund reduction each year. (FY '88, \$353,281 and FY '89, \$366,033)

Actual savings to the general fund are 38 percent of the general fund reduction or \$134,247 in FY '88 and \$139,093 in FY '89.

The reduction in general fund will require increasing the rental rate by \$.42 in FY '88 and by \$.43 in FY '89. General funds are reduced as follows:

1988 \$353,281 \$366,033

2) Eliminate in-house janitorial service (15 FTE) and replace with contracted services. This change will take advantage of the recent reduction of \$2.19 per hour in the prevailing wage rate for janitors.

Elimination of in-house janitorial services results in less flexibility in the level of services provided, especially additional services during the session. The change would likely cause labor agreement concerns with current staff.

The department has provided in-house janitorial service since 1979 for approximately 43 percent of the total square footage in the capitol complex. Assuming that contract prices don't increase during the biennium, savings of \$106,500 per year are available. This would reduce the square foot maintenance charge by \$.12 per year. Actual savings to the general fund is:

\$66,030 \$66,030

3) Section 17-2-201 (7) allows the Board of Investments to charge the cost of administering each investment fund to the investment earnings of the respective funds. The general fund is assessed about 12.5% a year for this cost.

The statutes could be changed to exclude the general fund from paying for the Board's administrative expenses. The disadvantage of the change would be to other funds which would pay the additional administrative costs.

 $\frac{1988}{$119,388}$   $\frac{1989}{$110,708}$ 

4) County tax appeal boards are appointed by county commissioners. Section 15-15-101(1) requires the State Tax Appeal Board to pay for the county board expenses. The county expenses cost the general fund about \$80,000 per year. For

FY '87, due to the reappraisal cycle, this general fund cost is about \$376,000.

The statute could be changed so that the state does not pay for county board expenses. The state has little control over the county board expenses. County board members are appointed by the county commission. The disadvantage of this change is the additional burden placed on counties. The state is responsible for the reappraisal process and the county boards are following state procedures.

5) The general fund is currently audited piece by piece at the agency level. If the agency level audit of the general fund were eliminated, the Department of Administration's FY '88 general fund appropriation could be reduced \$9,428.

Section 5-13-304, MCA, requires the Legislative Auditor to "conduct a financial and compliance audit of every state agency every 2 years covering the 2-year period since the last audit..." Accordingly, there is an annual audit of every fund, including the general fund, at each agency. Audit costs allocated to the general fund last biennium in HB 500 for these agency audits were \$803,000.

Only the statewide financial statements, prepared in accordance with generally accepted accounting principles and audited in accordance with governmental auditing standards, are needed to satisfy bond rating and Federal auditing requirements. The general fund financial schedules prepared and audited by the Legislative Auditor during the Department of Administration's biennial audit are necessary only for compliance with Section 5-13-304, MCA.

Finally, please be aware that the department is seriously underfunded for FY '88 and FY '89 in two areas.

1) Accounting. No projected growth was allowed for increased accounting transactions as requested by the department. This increase will occur as agencies monitor their budgets more closely by creating more responsibility centers. Without an appropriation for growth, month-end SBAS reports will be replaced by bi-monthly SBAS reports. Federal reimbursements will be delayed (necessitating general fund loans) and agencies will probably begin keeping manual accounting records.

$$\frac{1988}{$31,341}$$
  $\frac{1989}{$53,214}$ 

2) The reappraisal cycle has drastically increased STAB's county tax appeal board's costs. The Committee did not approve the requested modified for FY '88 (\$163,455) or FY

'89 (\$73,879). There was discussion that a supplemental was the proper way to address this problem. STAB may spend their entire biennial appropriation in FY '88. If this occurs, the department will have insufficient general fund appropriation authority to lend to STAB to get them through FY '89 to the point that a supplemental could be approved.

I submit that these are uncontrollable costs and should be funded. They should not be included in the department's general fund appropriation for purposes of figuring a 10 percent cut.

1988 \$163,455 \$73,879

Please let me know if you need further information regarding any of these ideas.

Sincerely,

ELLEN FEAVER

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Director

2-23-87

#### 58. Discontinue charging rent in state-owned buildings.

Currently, agencies pay rent to the General Services Division for stateowned space. This fee is arbitrary because it does not account for differences in size, age of the building, or agency maintenance requirements. The system provides no opportunity for departments to control operating expenses and is costly to administer.

To solve these problems, the present rental system should be discontinued. Implementation will eliminate the duties of one position in the General Services Division for an annual saving of \$16,000. In addition, time valued at almost \$184,000 can be put to better use by participating departments but is not claimed.

# 59. Use state employees to provide janitorial service and grounds maintenance.

The General Services Division contracts for janitorial and grounds maintenance services for the capitol complex. However, far too much time and money is spent studying the cost effectiveness of this service. As a result, highly paid people spend many hours on a relatively simple matter: Furthermore, bonding requirements limit the competitive bidding process because very few potential contractors are able to meet statutory restrictions.

Transferring janitorial and grounds maintenance duties to state employees would involve a one-time cost of approximately \$100,000 for the purchase of capital equipment. Current contract expenditures would be offset by state payroll costs.

# 60. Assign grounds maintenance responsibilities to the Department of Fish, Wildlife and Parks.

Expenditures for maintaining grounds and landscaping within the capitol complex are escalating constantly. However, maintenance costs are not considered during new construction planning. Furthermore, the present Capitol Grounds Maintenance and Landscaping Committee membership is skewed toward technical skills rather than landscape architecture.

To control costs, all grounds and landscaping responsibilities should be placed under the Department of Fish, Wildlife and Parks which employs a landscape architect. In addition, at least two non-state employees should be added to the Capitol Grounds Maintenance and Landscaping Committee to emphasize cost effectiveness. Alternative forms of landscaping which require a minimum of maintenance or water should be studied. For example, sage, prairies, minerals, shrubs and trees could be substituted for lawns. However, the present landscape concept around the capitol building should be retained. Implementation will keep maintenance costs to a minimum although no saving is claimed.

## 61. Require all departments to use the services of the Mail and Distribution Section.

This section is responsible for providing mail and messenger functions to all state agencies. However, it is underutilized because some departments have duplicate services. To eliminate this costly practice, agencies should

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c.	Capitol Annex Building	1,460	\$/ft	\$
d.	S.R.S. Building	47,590	\$/ft	*
e.	<del></del>		\$ 40 <sup>2</sup> /ft <sup>2</sup>	* 34976 42
f.	Fish, Wildlife & Parks		\$ 28 <sup>3</sup> /ft	( CH32 )
g.	Teacher's Retirement		*365/ft <sup>2</sup>	· 2,341 <sup>32</sup>
h.	Star Motel		\$/ft <sup>2</sup>	\$
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٠ ز	1209 8th Avenue	•	\$/ft	\$
k.	Records Management		* 560 /ft	* 2,743 <sup>44</sup>
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e.	Cogswell Building	78,153 \$	38 <sup>44</sup> /ft	* 30,042°
f.	Fish, Wildlife & Parks	21,670 \$	36 1ft 2	\$ 7,96156
g.	Teacher's Retirement	6,431 \$	3044 /ft 2	· 2/472°
h.	Star Motel	939 \$	128 /ft 2	\$ 120192
i.	Diane Building	5,759 \$	<u>51º</u> /ft	* 3,282 <sup>6,3</sup>
j.	1209 8th Avenue	2,280 \$	85º /ft	• 1, 937 10
k.	Records Management	4,899 \$	572 /ft 2	· 2712 <sup>43</sup>
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m.	Scott Hart Building	72,995 \$	33 <sup>46</sup> /ft <sup>2</sup>	* 24,424 <sup>13</sup>
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f.	Fish, Wildlife & Parks	21,670 \$ 40° /ft	\$ 2/66200
g.	Teacher's Retirement	6,431 <b>\$ 75</b> <sup>9</sup> /ft <sup>2</sup>	* 4 <sub>1</sub> ?23 <sup>25</sup>
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#### JANITORIAL SERVICES

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r.	1225 8th Avenue	1,707 \$/ft	\$
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	1412-1412-1/2 8th Ave.	3,565 \$/ft	\$
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#### VISITORS' REGISTER

## GENERAL GOVERNMENT & HIGHWAYS SUB COMMITTEE

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	RESIDENCE	RESIDENCE SUPPORT

IF YOU CARE TO WRITE COMMENTS, ASK SECRETARY FOR WITNESS STATEMENT FORM.

PLEASE LEAVE PREPARED STATEMENT WITH SECRETARY.