

Connecticut General Assembly

# Fiscal Accountability Presentation to the Appropriations & Finance Committees

November 29, 2011

Connecticut General Assembly

### **Topic Areas**

- 1. FY 12 FY 16 Budget Estimates
- 2. Tax Expenditures
- **3.** FY 12 Deficiencies
- 4. Budget Reserve Fund
- 5. Bonding and Debt Service
- 6. Budget Trends and Areas of Concern
- 7. Uses of Surplus Funds

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Connecticut General Assembly

### General Fund Projections (in millions)

Projections	FY 12 \$	FY 13 \$	FY 14 \$	FY 15 \$	FY 16 \$
Revenues	18,777.7	19,353.0	20,291.4	21,276.2	22,297.2
Expenditures	18,676.5	18,897.2	19,980.6	20,928.3	21,581.6
Balance	101.2	455.8	310.8	347.9	715.6
% of Estimated Expenditures	0.5%	2.4%	1.6%	1.7%	3.3%

Growth Rates	FY 12	FY 13	FY 14	FY 15	FY 16
Expenditures	4.7%	1.2%	5.7%	4.7%	3.1%
Revenue	3.4%	3.1%	4.8%	4.9%	4.8%

Impact of GAAP/ERNs	FY 12 \$	FY 13 \$	FY 14 \$	FY 15 \$	FY 16 \$
Surplus/(Deficit)	101.2	455.8	310.8	347.9	715.6
GAAP Reserve	(75.0)	(50.0)	(150.0)	(150.0)	(150.0)
ERN Payment	(26.2)	(390.6)	-	-	-
Debt Service Savings	-	-	208.4	208.4	-
Surplus (Adjustment)	-	15.2	369.2	406.3	565.6

Connecticut General Assembly

# FY 12 General Fund Summary (in millions)

	Budget Plan \$	Increase/ (Decrease) \$	Projected \$
Appropriations	19,485.6		19,485.6
Adjustments			
FY 12 Deficiency Requirements	-	65.2	65.2
Budgeted Lapses	(777.9)	(96.4)	(874.3)
Total	18,707.7	(31.2)	18,676.5
Revenues Taxes	14,019.1	(5.7)	14,013.4
Revenues			
Other Revenue	1,226.5	(21.5)	1,205.0
Other Sources	3,543.0	16.3	3,559.3
Total	18,788.6	(10.9)	18,777.7
Est. Surplus/(Deficit)	80.9	20.3	101.2
Reserved Balance <sup>1</sup>	(80.9)	(20.3)	(101.2)
Estimated Balance	0.0	0.0	0.0

<sup>1</sup> Reserved \$75 million for GAAP per Section 46 of PA 11-48 with the balance applied to the Economic Recovery Notes per Section 511 of PA 09-3 JSS.

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Connecticut

**Deficit Mitigation** 

- OFA projects a \$101.2 million surplus in FY 12.
- If the year-end deficit projected by the State Comptroller on the first of any month exceeds 1% of the budget, the Governor is required to submit a Deficit Mitigation Plan (CGS Sec. 4-85).
- The Comptroller's last projection on November 1<sup>st</sup> was a \$75.6 million surplus.
- 1% of the budget = \$187 million.
- The Governor has statutory authority to implement rescissions if she/he determines that there is a change in circumstances (CGS Sec. 4-85).

Connecticut General Assembly

### General Fund Growth (in millions)

	FY 12 \$	FY 13 \$	FY 14 \$	FY 15 \$	FY 16 \$
Expenditures	18,676.5	18,897.2	19,980.6	20,928.3	21,581.6
Annual Increase	-	220.7	1,083.4	947.7	653.3
Cumulative Increase	-	-	1,304.1	2,251.8	2,905.1
Revenues	18,777.7	19,353.0	20,291.4	21,276.2	22,297.2
Annual Increase	-	575.3	938.4	984.8	1,021.0
Cumulative Increase	-	-	1,513.7	2,498.5	3,519.5
SURPLUS	101.2	455.8	310.8	347.9	715.6

Connecticut General Assembly

# FY 12 & FY 13 General Fund Budgeted Lapses

General Fund	FY 12 \$	FY 13 \$
Gross Appropriations	19,485.6	19,918.3
Labor Management Savings	(658.2)	(844.3)
General Other Expenses Reductions	(9.4)	(9.4)
General Personal Services Reductions	(12.0)	(12.0)
Unallocated Lapses	(98.3)	(100.1)
Total Lapses	(777.9)	(965.8)
Net Appropriations	18,707.7	18,952.5

Connecticut General Assembly

### General Fund Revenue Estimates for the Biennium (in millions)

Errend/Derroration	FY 12 \$	Revisions	FY 12 \$	FY 13 \$	Revisions	FY 13 \$
Fund/Revenue	Budget	\$	Revised	Budget	\$	Revised
General Fund						
Taxes						
Personal Income	8,456.9	-	8,456.9	8,845.8	-	8,845.8
Sales and Use	3,789.0	(23.5)	3,765.5	3,955.4	(39.4)	3,916.0
Corporations	707.7	-	707.7	799.8	-	799.8
All Other	2,000.8	26.1	2,026.9	2,039.6	26.0	2,065.6
Sub-total	14,954.4	2.6	14,957.0	15,640.6	(13.4)	15,627.2
Less Refunds of Taxes	(816.1)	-	(816.1)	(884.0)	-	(884.0)
Less Earned Income Tax Credit	(110.2)	-	(110.2)	(116.5)	-	(116.5
Less R & D Credit Exchange	(9.0)	-	(9.0)	(9.5)	-	(9.5
Taxes Less Refunds	14,019.1	2.6	14,021.7	14,630.6	(13.4)	14,617.2
Transfer Special Revenue	288.4	3.9	292.3	289.7	4.0	293.7
Other Revenue						
Indian Gaming Payments	375.5	(20.7)	354.8	387.2	(21.7)	365.5
Licenses, Permits and Fees	271.2	2.9	274.1	252.4	(4.6)	247.8
All Other	329.7	4.1	333.8	327.3	3.4	330.7
Refunds of Payments	(38.3)		(50.0)	(22.6)		(35.8)
Sub-total	1,226.5	(21.5)	1,205.0	1,234.0	(32.1)	1,201.9
Other Sources						
Federal Grants	3,589.7	16.3	3,606.0	3,717.9	(1.2)	3,716.7
Transfer from Tobacco Settlement Fund	96.1	-	96.1	93.1	-	93.1
Transfer (To) Other Funds	(142.8)		(142.8)	(234.6)	_	(234.6
Sub-total	3,543.0	16.3	3,559.3	3,576.4	(1.2)	3,575.2
TOTAL	18,788.6	(2.6)	18,786.0	19,441.0	(46.7)	19,394.3
October 2011 Special Session Impact	18,788.6	(8.3)	18,777.7	19,441.0	(41.3)	19,353.0

#### Connecticut General Assembly

# FY 12 General Fund Revenue Categories (in thousands)



Connecticut General Assembly

### Revenue Growth Rates (in millions)

	FY 13		FY 14		FY 15		FY 16	
<b>Revenue Source</b>	Growth	Amount	Growth	Amount	Growth	Amount	Growth	Amount
	Rate %	\$						
Personal Income Tax:								
Withholding	2.9	152.5	3.7	202.2	4.3	246.2	4.2	249.5
Estimates and Final Payments	7.4	229.9	11.0	229.9	10.0	369.5	9.0	369.1
Sales Tax:	4.0	150.5	3.5	137.0	2.7	111.4	2.8	114.6
Corporate Tax	11.6	82.1	(7.4)	(58.5)	(2.9)	(21.2)	9.9	70.5
TOTAL		615.0		510.6		705.8		803.7

**Spending Cap** 

- In the current biennium, the state is barely under the cap in FY 12 but substantially under in FY 13.
- The state is projected to be over the cap in FY 14 FY 16.

	BIEN	NIUM		<b>OUT-YEARS</b>	
	FY 12 \$	FY 13 \$	FY 14 \$	FY 15 \$	FY 16 \$
Spending Cap Calculations	Estimated	Estimated	Estimated	Estimated	Estimated
	Budget	Budget	Budget	Budget	Budget
Total All Appropriated Funds - Prior Year	19,339.4	20,140.8	20,400.0	20,888.9	21,482.8
Less "Non-Capped" Expenditures - Prior Year	3,629.7	3,825.1	3,878.8	4,047.6	4,185.9
Total "Capped" Expenditures	15,709.8	16,315.7	16,521.2	16,841.3	17,296.9
% Multiply by Growth Factor	3.4	3.1	1.9	2.7	3.9
Allowable "Capped" Growth	532.4	506.6	320.1	455.6	678.5
Allowable "Capped" Expenditures	16,242.2	16,822.3	16,841.3	17,296.9	17,975.4
Plus "Non-Capped" Expenditures - Current Year	3,899.7	3,899.4	4,047.6	4,185.9	4,136.9
Total All Expenditures Allowed	20,141.9	20,721.7	20,888.9	21,482.8	22,112.3
Appropriation/Est. Expenditures - Current Year	20,140.8	20,400.0	21,517.0	22,515.0	23,226.5
Amount Over/(Under) the Cap	(1.0)	(321.8)	628.1	1,032.2	1,114.2
% Change in Total Expenditures Allowed	4.1	2.9	0.8	2.8	2.9

## Spending Cap Growth Factor

Per statute, the growth factor is the greater of:

- A) The average of the five-year annual increase in personal income in Connecticut, or
- B) The increase in inflation for the preceding year.

Fiscal Year	5-Year Average Personal Income	12-month CPI*
ICal	Growth %	Increase %
08	3.9	2.0
09	5.4	4.0
10	6.4	1.6
11	4.7	1.5
12	3.1	1.2
13	2.7	3.1
14	1.9	1.9
15	2.2	2.7
16	3.9	3.0

\* Consumer Price Index



### **Transportation Fund Projections** (in millions)

STF	FY 12 \$	FY 13 \$	FY 14 \$	FY 15 \$	FY 16 \$
Beginning Balance	107.4	113.1	170.6	224.1	248.9
Revenues	1,243.7	1,316.1	1,351.2	1,368.8	1,401.6
Expenditures	1,238.0	1,258.6	1,297.7	1,344.0	1,397.8
Surplus/(Deficit)	5.7	57.5	53.5	24.8	3.8
Ending Balance	113.1	170.6	224.1	248.9	252.7

### **Outlook - Stable in short term**

Connecticut

**General Assembly** 

#### Revenue

- The fund is augmented by annual revenue transfers from the General Fund.
- The transfers will increase from \$81.6 million to \$172.0 million for FY 13 FY 15; and from \$172.8 million to \$187.8 million beginning in FY 16.

#### Expenditures

- Debt Service requirements increase by \$14 million in FY 14, \$23 million in FY 15, and \$30 million in FY 16.
- Personal Services for DOT and DMV staff increase by approximately \$9 million per year in FY 14 FY 16.
- Fringe Benefit costs increase by approximately \$8 million per year in FY 14 FY 16.

#### Connecticut General Assembly

### Transportation Fund Revenue Sources (in millions)



# Other Appropriated Funds (in millions)

• In total, these funds are projected to run operating deficits each year which will reduce their fund balances from \$42.6 million in FY 12 to \$27.1 million in FY 16.

	Actual	Estimated	Projected	<b>Projected</b> <sup>1</sup>	Projected	Projected
	FY 11 \$	FY 12 \$	FY 13 \$	FY 14 \$	FY 15 \$	FY 16 \$
Beginning Balance	58.4	42.2	42.6	39.6	36.3	31.7
Revenue	164.3	161.9	155.8	232.5	235.3	239.4
Expenditures	(156.9)	(164.0)	(161.5)	(238.6)	(242.7)	(247.0)
Transfers	(23.6)	2.5	2.7	2.8	2.9	3.0
Ending Balance	42.2	42.6	39.6	36.3	31.7	27.1

#### Connecticut General Assembly

### Major Tax Expenditure Categories<sup>1</sup> (in millions)

Category	FY 12 \$	FY 13 \$	FY 14 \$	FY 15 \$	FY 16 \$
Personal Income Tax	413.5	417.4	420.6	424.0	427.3
Sales and Use Tax	3,102.2	3,187.7	3,275.3	3,340.6	3,407.4
Petroleum Companies Gross Earnings Tax	450.6	463.0	475.8	485.4	495.1
Corporate Business Tax	263.8	280.6	290.1	295.2	300.3
Cigarette and Tobacco Products Tax	6.2	6.4	6.6	6.7	6.8
Public Service Companies Gross Earnings Tax	99.7	102.4	105.2	107.2	109.3
Insurance Premiums Tax	65.9	67.0	68.1	69.0	69.9
Admissions and Dues Tax	11.2	7.4	7.6	7.8	8.0
Motor Fuels and Motor Carrier Road Fuels Taxes	1,017.6	965.6	997.6	1,019.6	1,019.6
TOTAL	5,430.7	5,497.5	5,646.9	5,755.5	5,843.7

<sup>1</sup>Includes estimated identifiable revenue reductions of \$100,000 or more.

Connecticut General Assembly

### Largest Tax Expenditure Items (in millions)

Items	FY 12 \$	FY 13 \$	FY 14 \$	FY 15 \$	FY 16 \$
Personal Income Tax		^		^	
Credit for Property Taxes Paid	150.5	150.9	151.4	151.8	152.3
Earned Income Tax Credit	110.2	116.5	122.3	128.4	134.9
Sales & Use Tax					
Sales to Nonprofit organizations (combined lease,					
labor, and goods)	830.0	852.8	876.3	893.8	911.7
Sales of Food Products for Human Consumption	420.0	431.6	443.5	452.4	461.4
Motor Vehicle Fuel	400.0	411.0	422.3	430.7	439.3
Prescription Medicines, Syringes and Needles	300.0	308.3	316.8	323.1	329.6
Patient Care Services	295.0	303.1	311.4	317.6	324.0
Petroleum Gross Earnings Tax					
Number 2 Oil Used for Heating Purposes	359.6	369.5	379.7	387.3	395.0

Connecticut General Assembly

### FY 12 Agency Deficiency Requirements (in millions)

Fund/Agency	FY 12 Appropriation \$	Holdbacks \$	Available \$	OFA Deficiency \$	% of Deficiency to Available
General Fund					
OSC - Fringe Benefits	2,213.9	(303.8)	1,910.1	52.9	2.8
Department of Correction	695.2	(36.4)	658.8	8.8	1.3
Teachers' Retirement Board	792.0	(0.3)	791.7	2.4	0.3
Public Defender Services Commission	64.7	(2.2)	62.5	1.1	1.8
Sub-total	3,765.8	(342.7)	3,423.1	65.2	1.9
Transportation Fund					
Department of Transportation	602.3	(20.6)	581.7	1.3	0.2
Sub-total	602.3	(20.6)	581.7	1.3	0.2
TOTAL	4,368.1	(363.3)	4,004.8	66.5	1.7

Connecticut General Assembly

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### **General Fund Deficiency Needs**

- Total deficiencies can vary widely depending on the year.
- Over the past ten years, four Departments made up 77% of the total ten year deficiency amount: Social Services, Corrections, Mental Health and Addiction Services, and Workers' Compensation.

10 Years of General Fund Agencies Requiring Deficiency Funding

Fiscal	Funding
Year	Need \$
11	355.2
10	75.2
09	110.8
08	41.5
07	40.2
06	26.0
05	78.6
04	90.5
03	75.7
02	92.0
10-year	98.6
average	90.0



# **Budget Reserve Fund (BRF)**

- Created by PA 79-623, BRF is over 30 years old.
- Commonly referred to as "the Rainy Day Fund."
- Maximum allowable in BRF is 10% of the net General Fund appropriations for the fiscal year in progress.
  - Originally the maximum allowable level was set at 5%; this increased to 7.5% in 2002, and to 10% in 2003.
- The first deposit made into BRF (\$165.2 million) was in 1984.
- BRF has been exhausted three times to cover, or partially cover deficits in: FY 90, FY 02 and FY 11.
- Currently has a zero balance; projected deposit of \$15.2 million in FY 13.

Connecticut General Assembly

### Statutory Debt Limit on General Obligation Bonds<sup>1</sup> (in millions)

	FY 12 \$	FY 13 \$	FY 14 \$	FY 15 \$	FY 16 \$
Net General Fund Tax Revenue	14,021.7	14,617.2	15,147.5	15,857.5	16,576.1
Multiplier	1.6	1.6	1.6	1.6	1.6
Debt Limit	22,434.7	23,387.5	24,236.0	25,372.0	26,521.8
Bonds Subject to Limit <sup>2</sup>	15,736.4	16,763.9	16,000.0	15,500.0	15,000.0
% of Debt Limit	70.1	0.0	0.0	0.0	0.0
Debt incurring Margin	6,698.3	6,623.6	8,236.0	9,872.0	11,521.8
90% Bond Limit	20,191.2	21,048.8	21,812.4	22,834.8	23,869.6
Capacity before 90% Limit	4,454.8	4,284.9	5,812.4	7,334.8	8,869.6

<sup>1</sup> Does not include Tax Incremental Financings, Special Transportation, Bradley Airport, Clean Water Fund Revenue, Connecticut Unemployment Revenue Bonds, Economic Recovery Notes and Pension Obligation Bonds.

<sup>2</sup> FY 12 and FY 13 from the Office of the State Treasurer; OFA projections for FY 14 - FY 16.

### Education Bond Allocations v. Total Bond Allocations (in millions)



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Connecticut

**General Assembly** 

**Fiscal Year** 

Connecticut General Assembly

### FY 13 - FY 16 Major Expenditure Growth Areas (in millions)

Agency/Account	FY 13 \$	FY 14 \$	FY 15 \$	FY 16 \$
DSS - Medicaid	123.1	372.8	384.6	275.6
Debt Service - Pension Obligation Bonds - TRB	40.5	23.7	(11.2)	(1.0)
TRB - Retirement Contributions	30.3	31.5	32.8	34.1
OSC - State Employees Health Service Cost	27.5	42.3	32.9	37.1
Debt Service - UConn 2000	20.1	14.8	12.5	4.3
SDE - Magnet Schools	19.5	19.2	9.1	4.1
MHA - General Assistance Managed Care	13.3	7.7	8.1	8.5
DDS - Community Residential Services	12.4	18.1	19.6	21.4
DDS - Employment Opportunities and Day Services	10.5	14.5	15.4	16.5
DCF - Board and Care for Children - Residential	7.5	5.8	5.9	7.1
TOTAL	304.7	550.3	509.7	407.7

Connecticut General Assembly

### Long-Term Obligations (in billions)

Debt Outstanding	19.4
State Employee Pensions – Unfunded	11.7
Teachers' Pensions – Unfunded	9.1
State Post Employment Health and Life – Unfunded	26.6
Teachers' Post Employment Health and Life - Unfunded	2.9
Generally Accepted Accounting Principles Deficit	1.5
TOTAL	71.2



**Fiscal year** 

Connecticut General Assembly

### FY 12 – FY 16 Federal Grant Revenue (in millions)

	FY 12 \$	FY 13 \$	FY 14 \$	FY 15 \$	FY 16 \$
Medicaid Related	3,116.7	3,232.2	3,657.8	3,986.5	4,196.7
Temporary Assistance to Needy Families	295.0	295.0	295.0	295.0	295.0
Title IV-E - Foster Care/Adoption	90.6	84.0	85.7	87.4	89.1
Child Support Enforcement	36.8	38.6	40.6	42.6	44.7
Build America Bonds	27.5	27.5	27.5	27.5	27.5
Workforce Investment Act (WIA)	27.4	27.4	27.4	27.4	27.4
Miscellaneous	12.0	12.0	12.0	12.0	12.0
TOTAL	3,606.0	3,716.7	4,146.0	4,478.4	4,692.4



### **Tax Volatility: Estimated and Final Income Tax Payments**



### **Current/Future Issues**

- Income tax volatility.
- Labor Management Panels to achieve efficiencies of \$170 million.
- State employee Health Enhancement Plan 96% joined vs. estimated 50%.
- State Pension Fund requirements the coming valuation will determine the level of required contribution by the state.
- LIHEAP \$15 million.
- Potential Special Session for storms/lost power (credits/revenue loss).
- Federal budget sequestration beginning in January 2013.
- Gambling expansion in nearby states.
- Economic stagnation.



### Uses of Surplus: FY 00 – FY 11 Totals (in millions)

• \$5.45 billion in surplus over the last 12 years.







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Kapenditure Database PAC Finance Fiscal Notes Governor's Proposale Grants Projections KBA Regulations Revenue Subject Reports	OFA Highlights State Budget Timeline Workshop on Understanding the OFA Budget Format Wdex (wmv) Wdex (wmv) PewerPeint Presentation (pdf) Reference Materials (pdf)	What's New  11/2011: Recei Accountability Presentation 2011  11/2011: Review of Regulations Review Committee Agenda Items for Nevember 29, 2011 Meeting  11/2011: Received Pr 12 Agency Deficiencies  11/2011: Projected Pr 12 Agency Deficiencies  11/2011: Searchable State Expenditure Database Quarterly Report  10/2011: October 14, 2011 Consensus Revenue Estimates Pr 2011 - Pr 2014
Vesriat a Glance About OFA Statement on Nonpartisanship	Current Projections We are currently projecting a \$101.2 million surplus for the current year, FY 12. This amount represents about 1/2 of 1% of total estimated expenditures. In addition, we are projecting surpluses over the next four years ranging from \$310.8 million to \$715.6 million. Read More	Consensus Revenue Estimates General Fund revenue estimates for FY 1: are budgeted at \$18,788.6 million. The October 14, 2011 consensus revenue estimates came in at \$18,786.0 million, a negative variance of \$2.6 million. <i>Reed More</i> Note: Public Act 09-214 requires the Office of Policy and Management (OPM) and the Office of Fiscal Analysis (OFA) to agree on and issue consensus revenue estimates each year by October 15, January 15, and Ap 30. The estimates must cover the curren biennium and the three following years. I the offices cannot agree on consensu estimates, then the Office of the Stab Comptroller (OSC) must issue consensu estimates based on the separate estimate produced by OPM and OFA. The Comptroller's estimates must equal one of the separate estimates or fall in between the two.

Connecticut General Assembly

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