

STATE OF CONNECTICUT

OFFICE OF POLICY AND MANAGEMENT

December 20, 2019

The Honorable Kevin Lembo State Comptroller 55 Elm Street Hartford, Connecticut 06106

Dear Comptroller Lembo:

Section 4-66 of the General Statutes requires that my office provide information on the state's General Fund for Fiscal Year 2020. An analysis of the Special Transportation Fund is also provided here due to the significance of this fund.

General Fund

The adopted budget anticipates a \$141.1 million balance at year end. We are projecting an operating shortfall of \$22.9 million, up slightly from last month's forecast. Notably, this shortfall factors in all expenditure and revenue changes associated with the recently approved settlement agreement with the state's hospitals (Senate Bills 1221 and 1222). As a result of the settlement, expenditures have been revised upward by \$104.2 million, while revenues have been revised upward by a net \$83.5 million, as explained further below. While the projected shortfall represents only about 0.1 percent of the General Fund, agencies are making efforts to curtail hiring and discretionary expenditures, and the Governor is prepared to exercise rescission authority if necessary to mitigate against ending the year with an operating deficit.

The projected Budget Reserve Fund balance at year end, after transfers pursuant to the statutory volatility cap and the estimated FY 2020 operating deficit, is depicted below. The estimated rainy day fund balance at the start of FY 2020 is \$2.5 billion, or 13.0% of net General Fund appropriations, and is expected to reach about \$2.8 billion by the beginning of FY 2021, or 13.9% of net General Fund appropriations for that year.

Budget Reserve Fund		
	(in	millions)
Estimated BRF Ending Balance - FY 2019 (OSC Est. 9/30/19)	\$	2,505.5
Projected Operating Deficit - FY 2020 (OPM 12/20/19 Est.)	\$	(22.9)
Volatility Cap Deposit - FY 2020 (OPM 12/20/19 Est.)		318.3
Estimated BRF Ending Balance - FY 2020	\$	2,800.9

Revenues

As noted above, projected revenues have been revised upward by \$83.5 million in aggregate compared to our estimate last month, due to legislative passage of the hospital settlement agreement and associated implementation legislation. The \$83.5 million change reflects an increase in General Fund transfers of \$100.6 million from FY 2019 as well as an increase in federal grants revenue of \$62.9 million. These increases are partially offset by a decrease in health provider taxes of \$10.0 million and \$70.0 million in one-time refunds of taxes made to hospitals. All other revenue sources remain unchanged from our estimate last month. The

next consensus revenue projection is due January 15th, and any revisions in estimated revenue will be incorporated into next month's forecast.

Expenditures

We are projecting net expenditures will, in aggregate, exceed the budget plan by \$163.1 million, an increase of \$86.8 million over last month's estimate due largely to the hospital settlement. As a result of the agreement, estimated expenditures have been revised upward by \$104.2 million to reflect increases in Medicaid rates (\$9.2 million) and hospital supplemental payments (\$95.0 million). Explanations of lapses and deficiencies follow.

Deficiencies. Projected shortfalls totaling \$53.5 million are forecast in the following agencies:

- <u>Department of Emergency Services and Public Protection</u>. A \$6.5 million deficiency is forecast in the Personal Services account as a result of higher than budgeted overtime costs.
- Department of Mental Health and Addiction Services. A shortfall of \$1.5 million is forecast in Other Expenses due largely to various facility maintenance and repair costs, and increased software licensing costs.
- <u>Department of Social Services</u>. A net shortfall, after transfers from lapsing accounts, of \$13.8 million is forecast in the Medicaid account due to current cost trends.
- Office of Early Childhood. A \$1.8 million shortfall is anticipated in the Birth to Three account due to increased referrals to and enrollment in the program.
- <u>Department of Correction</u>. A total shortfall of \$11.0 million is projected. Other Expenses spending is projected to be comparable to FY 2019 levels, resulting in a net shortfall of \$1.0 million after transfers from other lapsing accounts. A \$10.0 million shortfall is projected in Inmate Medical Services largely due to pharmaceutical costs trending higher than compared to the same timeframe a year ago. While the agency is in the process of transitioning its pharmacy provider, our estimate assumes no resulting budgetary impact. Additionally, overtime costs for medical staff are up compared to last fiscal year as the agency works to achieve appropriate staffing levels.
- OSC Fringe Benefits. A net shortfall of \$18.9 million is forecast based on current cost trends, including projected shortfalls of \$35.0 million in the State Employees' Health Service Cost account to reflect higher than expected claims experience and premium costs, \$1.5 million in the Employers' Social Security Tax account and \$1.4 million in the SERS Defined Contribution Match account. Partially offsetting these shortfalls are a projected lapse of \$2.5 million in the Unemployment Compensation account; a \$3.0 million lapse in the Other Post Employment Benefits account; and a \$13.5 million lapse in the Higher Education Alternate Retirement Program (ARP), which is attributable to 1,600 employees shifting from ARP to SERS as an outcome of a grievance award, as well as a one-time accounting transaction related to the July 1, 2019, change in how these costs are budgeted.

Our forecast includes \$30.0 million in unappropriated expenditures for Adjudicated Claims. Of this amount, \$6.5 million is for a settlement that was delayed from FY 2019 into FY 2020, and the remainder is for payment of other claims. Existing law identifies the resources of the General Fund as the source for payments.

Lapses. Our projections reflect the amounts currently withheld from agencies to achieve budgeted lapse targets. Additionally, the following sums totaling \$5.3 million are estimated to remain unspent this fiscal year:

- <u>State Treasurer Debt Service</u>. A lapse of \$14.0 million is expected in the Debt Service account due
 to savings achieved from the December 2019 General Obligation bond sale as well as an improved
 outlook for the anticipated spring 2020 bond sale.
- <u>Personal Services</u>. We are projecting total of \$1.9 million in lapsing Personal Services appropriations
 across several agencies, including \$300,000 in the Auditors of Public Accounts, \$1.0 million in the
 Department of Revenue Services, \$300,000 in the Department of Veterans Affairs, \$200,000 in the

- Department of Administrative Services, \$200,000 in the Division of Criminal Justice, and \$600,000 in the Department of Consumer Protection.
- Office of Policy and Management. A lapse of \$300,000 is forecast in the Property Tax Relief for Veterans account due to reduced claims.
- <u>Department of Energy and Environmental Protection</u>. A \$200,000 lapse is forecast in the Clean Air account based on current expenditure trends.
- <u>Department of Housing</u>. A \$1.2 million lapse is forecast in the Housing / Homeless account as a result of natural placement delays.
- <u>Department of Public Health</u>. A total of \$300,000 is projected to lapse across several accounts based on current expenditure trends.
- <u>Department of Developmental Services</u>. A net lapse of \$500,000 is forecast in the Behavioral Services
 Program account due to more individuals being supported in their own homes rather than in more
 expensive residential settings.
- <u>State Department of Education</u>. A total of \$2.7 million will lapse across several accounts based on current expenditure trends.
- <u>Teachers' Retirement Board</u>. A \$0.8 million lapse is projected in the Retirees Health Service Cost account due to lower than budgeted premiums that take effect January 1, 2020, resulting from reduced pharmacy trends.
- <u>Department of Children and Families</u>. A net lapse of \$2.0 million is projected in the Board and Care for Children Short-term and Residential account as a result of recent caseload reductions.

Special Transportation Fund

The adopted budget anticipates a \$38.8 million balance from operations, while we project a \$4.0 million operating surplus by year end. Projected revenues remain unchanged from last month and continue to reflect the November 12th consensus revenue estimate. Estimated expenditures are projected to be \$18.4 million above the budget plan, up \$22.7 million from last month. Additional requirements total \$18.3 million, with \$16.6 million in the Department of Transportation's Rail Operations account and \$1.7 million in the active employee healthcare account managed by the State Comptroller. Offsetting these projected shortfalls are lapses of \$10 million in Debt Service as a result of a delay in the date of the fall bond sale, \$1.5 million in the Department of Motor Vehicles' Personal Services account due to vacancies, and \$400,000 in the DAS — Workers' Compensation Claims account based on current expenditure trends. We project that the Transportation Fund balance on June 30, 2020, will be \$324.2 million.

As the year progresses, the estimates offered by my office will continue to be revised to reflect the impact of changes in the economy and revenue collections, expenditure patterns, and/or other factors.

Sincerely,

Melissa McCaw Secretary

State of Connecticut Summary of Changes

General Fund and Special Transportation Fund Projected to June 30, 2020 As of November 30, 2019 (In Millions)

General Fund Operating Balance - Prior Month		\$ (19.6)
Revenues Health Providers	(10.0)	
Refunds of Taxes	(10.0) (70.0)	
Federal Grants	62.9	
Transfers From Other Funds	100.6	83.5
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Expenditures		
Additional Requirements - Hospital Settlement	(104.2)	
Additional Requirements - Other	(2.0)	
Estimated Lapses	19.3	
Miscellaneous Adjustments/Rounding	0.1	 (86.8)
Operating Deficit - FY 2020		\$ (22.9)
Budget Reserve Fund		
Fund Balance as of June 30, 2019		\$ 2,505.5
Volatility Cap Deposit	318.3	
FY 2020 Est. Balance from Operations	(22.9)	295.4
Estimated Fund Balance - June 30, 2020		\$ 2,800.9
Fund Balance as Percentage of FY 2021 General Fund		13.9%
Special Transportation Fund		
Fund Balance as of June 30, 2019		\$ 320.1
Operating Balance - Prior Month		26.8
Revenues		
No Changes	0.0	0.0
Expenditures		
Additional Requirements	(11.3)	
Estimated Lapses	(11.5)	
Miscellaneous Adjustments/Rounding	0.1	(22.7)
	<u> </u>	()
Estimated Fund Balance - June 30, 2020		\$ 324.2

State of Connecticut General Fund Statement of Revenues, Expenditures, and Results of Operations Projected to June 30, 2020 As of November 30, 2019 (In Millions)

	General Assembly Budget Plan ^{1.}		Revised Estimates OPM	Over/ (Under)		
REVENUE						
Taxes	\$	18,445.1	\$ 18,454.2	\$	9.1	
Less: Refunds		(1,411.7)	(1,583.7)		(172.0)	
Taxes - Net	\$	17,033.4	\$ 16,870.5	\$	(162.9)	
Other Revenue		1,288.2	1,323.2		35.0	
Other Sources		1,138.6	 1,265.5		126.9	
TOTAL Revenue	\$	19,460.2	\$ 19,459.2	\$	(1.0)	
EXPENDITURES Initial Current Year Appropriations Prior Year Appropriations Continued to FY 2020 ^{2.} TOTAL Initial and Continued Appropriations Appropriation Adjustments ^{3.} TOTAL Adjusted Appropriations	\$	19,528.3 19,528.3 - 19,528.3	\$ 164.5 19,692.8 104.2	\$ \$ \$	164.5 164.5 104.2 268.7	
ALCANDO IE DE DE CO					50 5	
Net Additional Expenditure Requirements		(200.0)	53.5		53.5	
Estimated Appropriations Lapsed		(209.2)	(233.8)		(24.6)	
Estimated Appropriations to be Continued to FY 2021 ^{2.} TOTAL Estimated Expenditures	\$	19,319.1	\$ 19,616.7	\$	297.6	
Net Change in Fund Balance - Continuing Appropriations			(164.5)		(164.5)	
Miscellaneous Adjustments/Rounding			(30.0)		(30.0)	
Net Change in Unassigned Fund Balance - 6/30/2020	\$	141.1	\$ (22.9)	\$	(164.1)	

^{1.} P.A. 19-117. Note that CGS Sec. 2-33c limits appropriations in FY 2020 to 99.5% of General Fund revenue. As a result, the \$141.1 million budgeted surplus is comprised of \$97.3 million due to this 99.5% limitation, plus a \$43.8 million operating surplus. Pursuant to Sec. 50 of P.A. 19-117, \$30.0 million of the operating surplus is available for use toward a potential settlement of hospital litigation. Section 50 also makes available \$160.0 million of FY 2019 surplus for a total of \$190.0 million to effectuate a settlement, and further specifies that the General Assembly Budget Plan be modified to reflect any adjustments to revenue or expenditures that might be necessary as a result of such settlement.

^{2.} CGS Sec. 4-89 and other statutory provisions.

^{3.} SB 1221 of the December Special Session increased appropriations by \$104.2 million to support costs associated with the hospital settlement.

State of Connecticut General Fund Revenue Estimates Projected to June 30, 2020 As of November 30, 2019 (In Millions)

TAVEO	General Assembly Budget Plan ^{1.}			Revised stimates OPM		Over/ Jnder)
TAXES	Φ	0.040.5	Φ	0.040.5	ው	
Personal Income - Withholding	\$	6,910.5	\$	6,910.5	\$	-
Personal Income - Estimates and Finals		2,762.5		2,762.5		40.0
Sales and Use		4,444.1		4,490.9		46.8
Corporation Pass-through Entity Tax		1,099.8 850.0		1,099.8 850.0		-
		237.7		237.7		-
Public Service Corporations Inheritance and Estate		165.8		237.7 165.8		-
Insurance Companies		203.3		203.3		_
Cigarettes		344.7		344.7		_
Real Estate Conveyance		217.4		217.4		_
Alcoholic Beverages		68.9		68.9		_
Admissions and Dues		41.9		41.9		_
Health Provider Tax		1,050.1		1,040.1		(10.0)
Miscellaneous		48.4		20.7		(27.7)
TOTAL - TAXES	\$	18,445.1	\$	18,454.2	\$	9.1
Less: Refunds of Taxes		(1,309.3)		(1,479.3)	·	(170.0)
Earned Income Tax Credit		(97.3)		(97.3)		-
R & D Credit Exchange		(5.1)		(7.1)		(2.0)
TOTAL - TAXES - NET	\$	17,033.4	\$	16,870.5	\$	(162.9)
OTHER REVENUE						
Transfers - Special Revenue	\$	368.0	\$	368.0	\$	_
Indian Gaming Payments	Ψ	226.0	Ψ	226.0	Ψ	_
Licenses, Permits, Fees		341.2		341.2		_
Sales of Commodities and Services		30.2		30.2		_
Rents, Fines, Escheats		158.5		163.5		5.0
Investment Income		52.6		57.6		5.0
Miscellaneous		178.1		203.1		25.0
Refunds of Payments		(66.4)		(66.4)		-
TOTAL - OTHÉR REVENUE	\$	1,288.2	\$	1,323.2	\$	35.0
OTHER SOURCES						
Federal Grants	\$	1,526.0	\$	1,587.3	\$	61.3
Transfer from Tobacco Settlement Fund	Φ	1,326.0	Φ	1,567.5	Φ	01.3
Transfers From/(To) Other Funds		(205.1)		(139.5)		65.6
Transfers to BRF - Volatility Adjustment ^{2.}		,		,		00.0
TOTAL - OTHER SOURCES	\$	(318.3) 1,138.6	\$	(318.3) 1,265.5	\$	126.9
		•		-		
TOTAL - GENERAL FUND REVENUE	\$	19,460.2	\$	19,459.2	\$	(1.0)

^{1.} Sec. 386 of P.A. 19-117.

^{2.} The volatility cap for FY 2020 is \$3,294.2 million. Total revenue from the Estimates and Finals portion of the Personal Income Tax and the Pass-through Entity Tax that exceeds the volatility cap will be deposited into the Budget Reserve Fund.

State of Connecticut - General Fund Appropriation Adjustments - Net Additional Requirements Projected to June 30, 2020 As of November 30, 2019

Department of Public Safety	\$ 6,500,000
Department of Mental Health and Addiction Services	1,500,000
Department of Social Services	13,800,000
Office of Early Childhood	1,800,000
Department of Correction	11,000,000
OSC - Fringe Benefits	18,900,000
Total	\$ 53.500.000

\$ 233,815,570

State of Connecticut General Fund Estimated Lapses Projected to June 30, 2020 As of November 30, 2019

Unallocated Lapse	\$ 29,015,570
Unallocated Lapse - Judicial	5,000,000
Statewide Hiring Reduction - Executive	7,000,000
Contracting Savings Initiatives	5,000,000
Pension and Healthcare Savings (pension portion)	115,780,000
Pension and Healthcare Savings (healthcare portion)	47,420,000
Auditors of Public Accounts	300,000
Department of Revenue Services	1,000,000
Office of Policy and Management	300,000
Department of Veterans Affairs	300,000
Department of Administrative Services	200,000
Division of Criminal Justice	200,000
Department of Consumer Protection	600,000
Department of Energy and Environmental Protection	200,000
Department of Housing	1,200,000
Department of Public Health	300,000
Department of Developmental Services	500,000
State Department of Education	2,700,000
Teachers' Retirement Board	800,000
Department of Children and Families	2,000,000
OTT - Debt Service	14,000,000

Total

State of Connecticut FY 2020 General Fund Monthly Summary of Operations (In Millions)

	Budget Plan ^{1.}	July 2019	August 2019	September 2019	October 2019	November 2019	December 2019	January 2020	February 2020	March 2020	April 2020	May 2020	June 2020
REVENUE	\$19,460.2	\$ 19,460.2	\$19,460.2	\$ 19,460.2	\$ 19,375.7	\$ 19,459.2							
Appropriations ^{2.}	19,528.3	19,528.3	19,528.3	19,528.3	19,528.3	19,632.5							
Additional Requirements	0.0	0.0	37.8	37.8	51.5	53.5							
Less: Estimated Lapses	(209.2)	(209.2)	(210.2)	(210.0)	(214.5)	(233.8)		_					
TOTAL - Estimated Expenditures	19,319.1	19,319.1	19,355.9	19,356.1	19,365.3	19,452.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Operating Balance	141.1	141.1	104.3	104.1	10.4	7.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Misc. Adjustments/Rounding	0.0	(15.0)	(20.0)	(25.0)	(30.0)	(30.0)							
Est. Operating Balance - 6/30/20	\$141.1	\$126.1	\$84.3	\$79.1	(\$19.6)	(\$22.9)	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0

^{1.} P.A. 19-117.

^{2.} Reflects gross General Fund appropriations based on PA 19-117 through October. November based on SB 1221 of the December Special Session.

State of Connecticut Special Transportation Fund Analysis of Budget Plan Projected to June 30, 2020 As of November 30, 2019 (In Millions)

	General Assembly Budget Plan ^{1.}	Revised Estimates <u>OPM</u>		Over/ <u>Inder)</u>
Fund Balance as of June 30, 2019	\$ 315.1	\$ 320.1	\$	5.0
REVENUE				
Taxes Less: Refunds of Taxes	\$ 1,330.1 (14.3)	\$1,323.7 (24.3)	\$	(6.4) (10.0)
Taxes - Net	1,315.8	1,299.4		(16.4)
Other Revenue	433.3	433.3		-
TOTAL - Revenue	\$1,749.1	\$1,732.7	\$	(16.4)
EXPENDITURES				
Appropriations	\$ 1,740.6	\$1,740.6	\$	-
Prior Year Appropriations Continued to FY 2020 2.		33.3		33.3
TOTAL Initial and Continued Appropriations Appropriation Adjustments	\$ 1,740.6 -	\$1,773.9 -	\$	33.3
TOTAL Adjusted Appropriations	\$1,740.6	\$1,773.9	\$	33.3
Net Additional Expenditure Requirements	(00.0)	18.3		18.3
Estimated Appropriations Lapsed	(30.3)	(30.2)		0.1
Estimated Appropriations to be Continued to FY 2021 ² . TOTAL Estimated Expenditures	\$1,710.3	\$1,762.0	\$	51.7
Net Change in Fund Balance - Continuing Appropriations Miscellaneous Adjustments/Rounding		(33.3)		(33.3)
Net Change in Unassigned Fund Balance - FY 2020	\$ 38.8	\$ 4.0	\$	(34.8)
Estimated Fund Balance - June 30, 2020	\$ 353.9	\$ 324.2	<u>\$</u>	(29.8)

^{1.} P.A. 19-117. Note that CGS Sec. 2-33c limits appropriations in FY 2020 to 99.5% of Special Transportation Fund revenue. As a result, the \$38.8 million budgeted surplus is comprised of \$8.7 million due to this 99.5% limitation, plus a \$30.1 million operating surplus.

^{2.} CGS Sec. 4-89 and other statutory provisions.

State of Connecticut Special Transportation Fund Revenue Estimates Projected to June 30, 2020 As of November 30, 2019 (In Millions)

	General Assembly			Revised stimates	Over/	
	Budget Plan 1.			ОРМ	<u>(</u> L	Jnder)
TAXES						
Motor Fuels	\$	507.2	\$	510.8	\$	3.6
Oil Companies		322.9		309.0		(13.9)
Sales & Use Tax		414.3		417.4		3.1
Sales Tax DMV		85.7		86.5		8.0
TOTAL - TAXES		1,330.1		1,323.7		(6.4)
Less: Refunds of Taxes		(14.3)		(24.3)		(10.0)
TOTAL - TAXES - NET	\$	1,315.8	\$	1,299.4	\$	(16.4)
OTHER REVENUE						
Motor Vehicle Receipts	\$	280.1	\$	280.1	\$	-
Licenses, Permits, Fees		145.5		145.5		-
Interest Income		36.1		36.1		-
Federal Grants		12.1		12.1		-
Transfers (To)/From Other Funds		(35.5)		(35.5)		-
Refunds of Payments		(5.0)		(5.0)		-
TOTAL - OTHER REVENUE	\$	433.3	\$	433.3	\$	-
TOTAL - SPECIAL TRANSPORTATION FUND REVENUE	\$	1,749.1	\$	1,732.7	\$	(16.4)

^{1.} Sec. 387 of P.A. 19-117, as adjusted by provisions of P.A. 19-165.

Statement 3T December 20, 2019

State of Connecticut Special Transportation Fund Appropriation Adjustments - Net Additional Requirements Projected to June 30, 2020 As of November 30, 2019

Department of Transportation \$ 16,600,000 OSC - Fringe Benefits 1,700,000

Total \$ 18,300,000

Statement 4T December 20, 2019

State of Connecticut Special Transportation Fund Estimated Lapses Projected to June 30, 2020 As of November 30, 2019

Unallocated Lapse	\$	-
Pension and Healthcare Savings (pension portion)		15,720,000
Pension and Healthcare Savings (healthcare portion))	2,580,000
Department of Motor Vehicles		1,500,000
OTT - Debt Service		10,000,000
DAS - Workers' Compensation Claims		400,000
Total	\$	30,200,000

State of Connecticut FY 2020 Special Transportation Fund Monthly Summary of Operations (In Millions)

	Budget Plan ^{1.}	July 2019	August 2019	September 2019	October 2019	November 2019	December 2019	January 2020	February 2020	March 2020	April 2020	May 2020	June 2020
Beginning Balance ^{2.}	\$ 315.1	\$ 315.1	\$ 320.1	\$ 320.1	\$ 320.1	\$ 320.1							
Revenue	1,749.1	1,749.1	1,749.1	1,749.1	1,732.7	1,732.7							
Total Available	2,064.2	2,064.2	2,069.2	2,069.2	2,052.8	2,052.8	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Appropriations	1,740.6	1,740.6	1,740.6	1,740.6	1,740.6	1,740.6							
Additional Requirements	0.0	0.0	0.0	0.0	7.0	18.3							
Less: Estimated Lapses	(30.3)	(30.3)	(30.3)	(30.3)	(41.7)	(30.2)							
TOTAL - Estimated Expenditures	1,710.3	1,710.3	1,710.3	1,710.3	1,705.9	1,728.7	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Operating Balance	38.8	38.8	38.8	38.8	26.8	4.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Misc. Adjustments/Rounding	0.0	0.0	0.0	0.0	0.0	0.0							
Estimated Operating Balance 6/30/20	\$353.9	\$353.9	\$358.9	\$359.0	\$347.0	\$324.2	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0

^{1.} P.A. 19-117.

^{2.} Budget plan and July as estimated by the Office of Policy and Management based on the Comptroller's August 1, 2019 letter. August based on OSC preliminary closing balance for FY 2019. September and thereafter per the Comptroller's September 30, 2019 letter.