

STATE OF CONNECTICUT

OFFICE OF POLICY AND MANAGEMENT

March 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 2019. An analysis of the Special Transportation Fund is also provided here due to the significance of this fund.

General Fund

The adopted budget assumed a \$10.5 million balance from operations. We are projecting an operating surplus of \$496.4 million, down \$19.7 million from last month's forecast as a result of updated expenditure projections. Our expenditure forecast is nearly \$20 million higher than projected last month due to recognition of increased requirements for Adjudicated Claims as well as improved information about the Care4Kids shortfall in the Office of Early Childhood.

Our forecast of the transfer to the Budget Reserve Fund pursuant to the statutory volatility cap is depicted in the table below. We estimate the deposit will be \$648 million in FY 2019, which, when combined with the projected surplus from FY 2019 operations, will increase the state's reserves to over \$2.3 billion by fiscal yearend.

	(in	millions)
BRF Ending Balance - FY 2018	\$	1,185.3
Projected Operating Surplus - FY 2019 (3/20/19 Est.)		496.4
Volatility Cap Deposit - FY 2019 (3/20/19 Est.)		648.0
Estimated BRF Total - FY 2019	\$	2,329.7

Revenues

Our forecast is unchanged from last month and continues to reflect the January 15th consensus forecast reached by OPM and the Office of Fiscal Analysis. While our projection of the Estimates and Finals portion of the Personal Income Tax remains unchanged at this time, it should be noted that collections continue to lag their targets. Some of the lag is being offset by collections in the state's new Pass-Through Entity Tax, but a fuller picture of both revenue sources is not expected to emerge until late April. Current projections assume the state will collect just over \$1.0 billion in April in income taxes from the non-withheld portion of the tax. If taxpayer behavior has shifted as a result of federal tax law changes, the impact may not be evident until the April 30th consensus estimate.

Expenditures

We are projecting net expenditures will, in aggregate, be below the budget plan by \$21.5 million, a change of \$19.7 million from last month's estimate. An explanation of lapses and deficiencies follows.

Deficiencies. Projected shortfalls are forecast in the following agencies:

- <u>Department of Administrative Services.</u> A \$900,000 net shortfall is anticipated in the Insurance and Risk Management account.
- <u>Department of Emergency Services and Public Protection</u>. A \$1.7 million deficiency is anticipated in Personal Services as a result of higher than anticipated overtime costs.
- <u>Department of Mental Health and Addiction Services</u>. A \$3.9 million deficiency is projected in Personal Services, primarily as a result of overtime and staffing costs at Whiting Forensic Hospital and Connecticut Valley Hospital.
- Office of Early Childhood. A net deficiency of \$12.0 million is projected in the Care4Kids TANF/CCDF account to reflect spending associated with increased federal Child Care Development Fund receipts.
- Department of Correction. A \$35.3 million shortfall is projected. Personal Services is anticipated to have a \$11.3 million deficiency, as the revised FY 2019 appropriation for Personal Services is \$20 million less than actual expenditures for FY 2018. The Other Expenses account will be \$4.0 million over budget, and the Inmate Medical account faces a projected shortfall of \$20.0 million related to the transition of services from the UConn Health Center to in-house and contracted alternatives.
- <u>Department of Children and Families</u>. A net deficiency of \$3.5 million is projected across several accounts. This shortfall is due to (a) honoring the state's commitment to the 2017 Revised Juan F. Exit Plan, which in part requires adequate support for community-based programming to address service needs in order to implement the Exit Plan's outcome measures, (b) costs associated with increasing numbers of children receiving intensive clinical services while residing in foster family homes, and (c) maintaining cost-effective services for families involved or at risk of becoming involved with the child protective services system who are also impacted by substance abuse.

Additionally, we project \$48.0 million in unappropriated expenditures for Adjudicated Claims. Of this amount, \$6.5 million is for a settlement that was delayed from late FY 2018 into FY 2019, and the remainder is for payment of other claims, including those related to settlement of SEBAC v. Rowland.

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

- Office of the State Comptroller. A lapse of \$500,000 is expected in Personal Services due to vacancies.
- <u>Department of Revenue Services</u>. A lapse of \$1.1 million is expected in Personal Services due to vacancies.
- Office of Policy and Management. A total of \$3.3 million will lapse, with \$900,000 in the State-Owned PILOT account and \$2.4 million in the Municipal Transition account after all required payments have been made.
- <u>Department of Veterans' Affairs</u>. A \$300,000 lapse is projected in Personal Services due to vacancies.
- Office of the Attorney General. A lapse of \$500,000 is expected in Personal Services due to vacancies.
- <u>Department of Consumer Protection</u>. The Personal Services account will lapse \$450,000 due to vacancies.
- <u>Department of Energy and Environmental Protection</u>. A total of \$400,000 will lapse across a variety of accounts as a result of favorable spending trends.
- <u>Department of Housing</u>. The Housing/Homeless account will lapse \$1.2 million due primarily to a slower than budgeted pace of placements under the Money Follows the Person initiative.
- <u>Department of Public Health</u>. A lapse of \$600,000 is expected in Personal Services due largely to vacancies.

- Department of Social Services. A net total of \$101.0 million is projected to lapse. Given favorable expenditure trends, the Medicaid program is expected to end the year \$77.0 million under budget, the Connecticut Home Care Program is projected to lapse \$12.0 million, the Temporary Family Assistance program is expected to lapse \$9.0 million, and the Hospital Supplemental Payments account will lapse \$3.0 million.
- <u>Department of Education</u>. Based on enrollment estimates, the Charter Schools account will lapse \$400,000.
- Office of Higher Education. \$200,000 is projected to remain unspent in Personal Services due to vacancies.
- <u>State Comptroller Fringe Benefits</u>. A net lapse of \$20.0 million is anticipated and is attributable
 mainly to lower than anticipated expenditures for Active and Retired State Employee Healthcare as
 well as recoveries in the Higher Education Alternative Retirement System that exceed the level
 assumed in the adopted budget.

Special Transportation Fund

The adopted budget anticipates a \$3.2 million balance from operations. We estimate a \$74.5 million operating surplus, and a \$320.2 million fund balance on June 30, 2019.

Revenues in the Transportation Fund remain unchanged in aggregate. However, several revenue sources have been adjusted in this month's forecast. Refunds of taxes have been increased by \$16.0 million as Oil Company refunds have trended higher than expected. Offsetting that change, Motor Fuels Tax receipts have been revised upward by \$4.0 million as gasoline consumption continues to rise. Interest Income has also been increased by \$3.0 million due to favorable interest rates on the fund's assets. Finally, Licenses, Permits, and Fees have been increased by \$9.0 million to reflect the one-time sale of state property.

In aggregate, spending is estimated to be \$4.2 million below the level envisioned in the budget plan. Expenditures for Active State Employee Healthcare are anticipated to exceed budgeted levels by \$1.0 million. Offsetting this shortfall are lapses that exceed the budget plan by \$5.2 million. The Personal Services accounts in the Department of Transportation and the Department of Motor Vehicles will lapse a net total of \$8.5 million and \$2.0 million respectively. A \$5.5 million lapse is projected in the Treasurer's Debt Service account, and DAS' Workers' Compensation Claims account will lapse \$1.2 million.

Other Appropriated Funds

While Sec. 4-66, CGS, does not require that we provide analyses of other appropriated funds, it is worth noting that several industry-funded agencies face potential shortfalls totaling almost \$1.5 million because the enacted budget did not include technical adjustments to fringe benefit and indirect overhead appropriations to match the recovery rates established by your office. While some adjustments can be made through the Finance Advisory Committee process, the following deficiencies are expected:

- In the Banking Fund, the <u>Department of Banking</u> is underfunded by a net total of \$466,181 (\$787,758 in Fringe Benefits and \$150,423 in Indirect Overhead, partially offset by a \$472,000 lapse in Personal Services); and
- In the Insurance Fund, the <u>Department of Insurance</u> is underfunded by a net total of \$1,005,099 (a \$1,200,000 shortfall in Fringe Benefits, offset by \$194,901 over-budgeted in Indirect Overhead).

Because of the various statutory provisions applicable to the process and timing of industry assessments that support these funds, and given that deficiency appropriations for FY 2019 will likely not be enacted until late

in the fiscal year, these shortfalls are not expected to be offset via adjusted assessments; appropriations unmatched by revenue are therefore expected to impact the cumulative balances of these funds.

As we prepare to enter the final quarter of the fiscal year, please note that the estimates offered by my office will be revised to reflect any changes in the economy, expenditure patterns, and/or other factors that may impact year-end results.

Sincerely,

Melissa McCaw Secretary

State of Connecticut Summary of Changes General Fund and Special Transportation Fund Projected to June 30, 2019 As of February 28, 2019 (In Millions)

General Fund

Balance from Operations - Prior Month		\$ 516.1
Revenues		
No Changes	0.0	0.0
Expenditures		
Additional Requirements	(12.0)	
Estimated Lapses	0.3	(40.7)
Miscellaneous Adjustments/Rounding	(8.0)	(19.7)
Estimated Balance from Operations - June 30, 2019		\$ 496.4
Special Transportation Fund		
Fund Balance as of June 30, 2018		\$ 245.7
Balance from Operations - Prior Month		73.0
Revenues		
Refunds of Taxes	(16.0)	
Motor Fuels Tax	4.0	
Licenses, Permits and Fees	9.0	
All Other Changes (net)	3.0	0.0
Expenditures		
Additional Requirements	0.0	
Estimated Lapses	1.5	
Miscellaneous Adjustments/Rounding	0.0	 1.5
Estimated Fund Balance - June 30, 2019		\$ 320.2

State of Connecticut General Fund Statement of Revenues, Expenditures, and Results of Operations Projected to June 30, 2019 As of February 28, 2019 (In Millions)

	A	General Assembly dget Plan ^{1.}	Revised Estimates OPM	Over/ Under)
REVENUE				
Taxes	\$	17,202.1	\$ 18,034.7	\$ 832.6
Less: Refunds		(1,339.8)	 (1,426.9)	 (87.1)
Taxes - Net	\$	15,862.3	\$ -,	\$ 745.5
Other Revenue		1,208.6	1,225.9	17.3
Other Sources		1,937.8	 1,639.3	 (298.5)
TOTAL Revenue	\$	19,008.7	\$ 19,473.0	\$ 464.3
EXPENDITURES Initial Current Year Appropriations Prior Year Appropriations Continued to FY 2019 ^{2.} TOTAL Initial and Continued Appropriations Appropriation Adjustments	\$	19,019.7	 19,019.7 125.8 19,145.5	\$ - 125.8 125.8
TOTAL Adjusted Appropriations	\$	19,019.7	\$ 19,145.5	\$ 125.8
Net Additional Expenditure Requirements Estimated Appropriations Lapsed Estimated Appropriations to be Continued to FY 2020 ²		(21.5)	57.30 (148.34)	 57.3 (126.8)
TOTAL Estimated Expenditures	\$	18,998.2	\$ 19,054.4	\$ 56.3
Net Change in Fund Balance - Continuing Appropriations Miscellaneous Adjustments/Rounding			(125.8) (48.0)	(125.8) (48.0)
Net Change in Unassigned Fund Balance - 6/30/2019	\$	10.5	\$ 496.4	\$ 485.8

^{1.} P.A. 18-81 as amended by P.A. 18-49.

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

State of Connecticut General Fund Revenue Estimates Projected to June 30, 2019 As of February 28, 2019 (In Millions)

		General	F	Revised		
		Assembly	Е	stimates		Over/
	Bu	dget Plan ^{1.}		OPM	(Jnder)
TAXES		_				
Personal Income - Withholding	\$	6,147.7	\$	6,478.1	\$	330.4
Personal Income - Estimates and Finals		2,959.9		3,244.8		284.9
Sales and Use		4,153.6		4,290.9		137.3
Corporation		920.2		1,009.6		89.4
Pass-through Entity Tax		600.0		600.0		-
Public Service Corporations		243.8		230.8		(13.0)
Inheritance and Estate		176.2		196.2		20.0
Insurance Companies		234.3		223.7		(10.6)
Cigarettes		381.0		375.5		(5.5)
Real Estate Conveyance		209.4		209.4		-
Alcoholic Beverages		63.0		64.0		1.0
Admissions and Dues		41.8		42.3		0.5
Health Provider Tax		1,049.2		1,049.2		-
Miscellaneous		22.0		20.2		(1.8)
TOTAL - TAXES	\$	17,202.1	\$	18,034.7	\$	832.6
Less: Refunds of Taxes		(1,215.1)		(1,327.3)		(112.2)
Earned Income Tax Credit		(118.3)		(94.2)		24.1
R & D Credit Exchange		(6.4)		(5.4)		1.0
TOTAL - TAXES - NET	\$	15,862.3	\$	16,607.8	\$	745.5
OTHER REVENUE						
Transfers - Special Revenue	\$	352.7	\$	352.7	\$	_
Indian Gaming Payments	Ψ	203.6	Ψ	248.6	Ψ	45.0
Licenses, Permits, Fees		322.6		292.6		(30.0)
Sales of Commodities and Services		37.7		29.1		(8.6)
Rents, Fines, Escheats		147.2		151.1		3.9
Investment Income		14.5		44.8		30.3
Miscellaneous		189.1		174.1		(15.0)
Refunds of Payments		(58.8)		(67.1)		(8.3)
TOTAL - OTHER REVENUE	\$	1,208.6	\$	1,225.9	\$	17.3
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OTHER SOURCES						
Federal Grants	\$	2,112.4	\$	2,098.8	\$	(13.6)
Transfer from Tobacco Settlement Fund		110.2		110.2		-
Transfers From/(To) Other Funds		78.3		78.3		-
Transfers to BRF - Volatility Adjustment 2.		(363.1)		(648.0)		(284.9)
TOTAL - OTHER SOURCES	\$	1,937.8	\$	1,639.3	\$	(298.5)
TOTAL - GENERAL FUND REVENUE	\$	19,008.7	\$	19,473.0	\$	464.3

^{1.} Sec. 27 of P.A. 18-81 as amended by P.A. 18-49. For clarity, OPM has modified this exhibit to separate revenue from the new Pass-through Entity Tax from the Corporation Tax, as the former is a component of the volatility cap. 2. The volatility cap for FY 2019 is \$3,196.8 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, 2019 As of February 28, 2019

Department of Administrative Services	\$ 900,000
Department of Emergency Services and Public Protection	1,700,000
Department of Mental Health and Addiction Services	3,900,000
Office of Early Childhood	12,000,000
Department of Correction	35,300,000
Department of Children and Families	3,500,000

Total \$ 57,300,000

State of Connecticut General Fund Estimated Lapses Projected to June 30, 2019 As of February 28, 2019

Unallocated Lapse	\$ 6,391,080
Unallocated Lapse - Judicial	5,000,000
Statewide Hiring Reduction - Executive	7,000,000
Office of the State Comptroller	500,000
Department of Revenue Services	1,100,000
Office of Policy and Management	3,300,000
Department of Veterans' Affairs	300,000
Office fo the Attorney General	500,000
Department of Consumer Protection	450,000
Department of Energy and Environmental Protection	400,000
Department of Housing	1,200,000
Department of Public Health	600,000
Department of Social Services	101,000,000
Department of Education	400,000
Office of Higher Education	200,000
OSC - Fringe Benefits	20,000,000
Total	\$ 148,341,080

State of Connecticut FY 2019 General Fund Monthly Summary of Operations (In Millions)

	Budget Plan ^{1.}	July 2018	August 2018	September 2018	October 2018	November 2018	December 2018	January 2019	February 2019	March 2019	April 2019	May 2019	June 2019
REVENUE	\$19,008.7	\$ 19,171.6	\$19,179.2	\$ 19,182.4	\$ 19,269.4	\$ 19,275.9	\$ 19,473.0	\$ 19,473.0	\$19,473.0				
Appropriations	19,019.7	19,019.7	19,019.7	19,019.7	19,019.7	19,019.7	19,019.7	19,019.7	19,019.7				
Additional Requirements	0.0	31.5	35.5	54.6	54.6	58.0	61.9	45.3	57.3				
Less: Estimated Lapses	(21.5)	(27.5)	(60.7)	(76.8)	(79.8)	(84.2)	(110.5)	(148.0)	(148.3)				
TOTAL - Estimated Expenditures	18,998.2	19,023.7	18,994.5	18,997.5	18,994.5	18,993.5	18,971.1	18,917.0	18,928.7	0.0	0.0	0.0	0.0
Balance from Operations	10.5	147.9	184.7	184.9	274.9	282.4	501.9	556.0	544.3	0.0	0.0	0.0	0.0
Misc. Adjustments/Rounding	0.0	(10.0)	(15.0)	(15.0)	(20.0)	(40.0)	(40.0)	(39.9)	(47.9)				
Est. Balance from Operations - 6/30/19	\$10.5	\$137.9	\$169.7	\$169.9	\$254.9	\$242.4	\$461.9	\$516.1	\$496.4	\$0.0	\$0.0	\$0.0	\$0.0

^{1.} P.A. 18-81 as amended by P.A. 18-49

State of Connecticut Special Transportation Fund Analysis of Budget Plan Projected to June 30, 2019 As of February 28, 2019 (In Millions)

	General Assembly Budget Plan ^{1.}	Revised Estimates <u>OPM</u>		Over/ <u>Jnder)</u>	
Fund Balance as of June 30, 2018	\$ 224.0	\$ 245.7	\$	21.7	
REVENUE					
Taxes	\$1,227.3	\$1,274.4	\$	47.1	
Less: Refunds of Taxes	(14.6)	(29.6)		(15.0)	
Taxes - Net	1,212.7	1,244.8	-	32.1	
Other Revenue	407.8	442.8		35.0	
TOTAL - Revenue	\$1,620.5	\$1,687.6	\$	67.1	
EXPENDITURES	•	•	_		
Appropriations	\$ 1,629.3	\$1,629.3	\$	-	
Prior Year Appropriations Continued to FY 2019 2.		28.5		28.5	
TOTAL Initial and Continued Appropriations Appropriation Adjustments	\$ 1,629.3 -	\$1,657.8 -	\$	28.5 -	
TOTAL Adjusted Appropriations	\$1,629.3	\$1,657.8	\$	28.5	
Net Additional Expenditure Requirements		1.0		1.0	
Estimated Appropriations Lapsed Estimated Appropriations to be Continued to FY 2020 ²	(12.0)	(17.2)		(5.2)	
TOTAL Estimated Expenditures	\$1,617.3	\$1,641.6	\$	24.3	
Net Change in Fund Balance - Continuing Appropriations Miscellaneous Adjustments/Rounding		(28.5)		(28.5)	
Net Change in Unassigned Fund Balance - FY 2019	\$ 3.2	\$ 74.5	\$	71.3	
Estimated Fund Balance - June 30, 2019	\$ 227.2	\$ 320.2	\$	93.0	

^{1.} P.A. 18-81 as amended by P.A. 18-49.

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

State of Connecticut Special Transportation Fund Revenue Estimates Projected to June 30, 2019 As of February 28, 2019 (In Millions)

	General			Revised		
	Assembly			Estimates		Over/
	Buc	lget Plan ^{1.}	(OPM	_(L	Inder)
TAXES						
Motor Fuels	\$	502.3	\$	509.1	\$	6.8
Oil Companies		279.8		312.5		32.7
Sales & Use Tax		358.4		367.6		9.2
Sales Tax DMV		86.8		85.2		(1.6)
TOTAL - TAXES		1,227.3	1	,274.4		47.1
Less: Refunds of Taxes		(14.6)		(29.6)		(15.0)
TOTAL - TAXES - NET	\$	1,212.7	\$1	,244.8	\$	32.1
OTHER REVENUE						
Motor Vehicle Receipts	\$	250.6	\$	252.5	\$	1.9
Licenses, Permits, Fees		142.8		153.2		10.4
Interest Income		12.4		35.4		23.0
Federal Grants		12.1		12.1		-
Transfers (To)/From Other Funds		(5.5)		(5.5)		-
Refunds of Payments		(4.6)		(4.9)		(0.3)
TOTAL - OTHER REVENUE	\$	407.8	\$	442.8	\$	35.0
TOTAL - SPECIAL TRANSPORTATION FUND REVENUE	\$	1,620.5	\$1	,687.6	\$	67.1

^{1.} Sec. 28 of P.A. 18-81 as amended by P.A. 18-49.

State of Connecticut Special Transportation Fund Appropriation Adjustments - Net Additional Requirements Projected to June 30, 2019 As of February 28, 2019

OSC - Fringe Benefits \$ 1,000,000

Total \$ 1,000,000

Statement 4T March 20, 2019

State of Connecticut Special Transportation Fund Estimated Lapses Projected to June 30, 2019 As of February 28, 2019

Unallocated Lapse	\$ -
Department of Motor Vehicles	2,000,000
Department of Transportation	8,500,000
OTT - Debt Service	5,500,000
DAS - Workers' Compensation Claims	1,200,000

Total \$ 17,200,000

State of Connecticut FY 2019 Special Transportation Fund Monthly Summary of Operations (In Millions)

	Budget Plan ^{1.}	July 2018 ^{1.}	August 2018	September 2018	October 2018	November 2018	December 2018	January 2019	February 2019	March 2019	April 2019	May 2019	June 2019
Beginning Balance ^{2.}	\$ 224.0	\$ 224.0	\$ 245.7	\$ 245.7	\$ 245.7	\$ 245.7	\$ 245.7	\$ 245.7	\$ 245.7				
Revenue	1,620.5	1,677.3	1,677.3	1,677.3	1,684.6	1,684.6	1,687.6	1,687.6	1,687.6				
Total Available	1,844.5	1,901.3	1,923.0	1,923.0	1,930.3	1,930.3	1,933.3	1,933.3	1,933.3	0.0	0.0	0.0	0.0
Appropriations	1,629.3	1,629.3	1,629.3	1,629.3	1,629.3	1,629.3	1,629.3	1,629.3	1,629.3				
Additional Requirements	0.0	0.0	0.0	0.0	0.0	1.0	0.7	1.0	1.0				
Less: Estimated Lapses	(12.0)	(12.0)	(12.0)	(12.0)	(12.0)	(12.0)	(12.0)	(15.7)	(17.2)				
TOTAL - Estimated Expenditures	1,617.3	1,617.3	1,617.3	1,617.3	1,617.3	1,618.3	1,618.0	1,614.6	1,613.1	0.0	0.0	0.0	0.0
Balance from Operations	3.2	60.0	60.0	60.0	67.3	66.3	69.6	73.0	74.5	0.0	0.0	0.0	0.0
Misc. Adjustments/Rounding	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0				
Estimated Balance 6/30/19	\$227.2	\$284.0	\$305.7	\$305.7	\$313.0	\$312.0	\$315.3	\$318.7	\$320.2	\$0.0	\$0.0	\$0.0	\$0.0

^{1.} P.A. 18-81 as amended by P.A. 18-49.

^{2.} Budget plan and July as estimated by the Office of Policy and Management based on the Comptroller's August 1, 2018 letter. August per communications with the Office of the State Comptroller.