STATE OF RHODE ISLAND AND PROVIDENCE PLANTATIONS

Department of Administration BUDGET OFFICE One Capitol Hill Providence, R.I. 02908-5886

Memorandum

To:

The Honorable Lincoln D. Chafee

Governor

Richard A. Licht, Director Department of Administration

From:

Thomas A. Mullaney Mornes a Mullaney

Executive Director/State Budget Officer

Date:

November 15, 2013

Subject:

FY 2014 First Quarter Report

Section 35-1-5 of the Rhode Island General Laws states that the Director of Administration shall "direct the State Budget Officer to project on a quarterly basis the anticipated year-end balance assuming current trends continue and the typical cyclical expenditure patterns prevail over the course of the year. A consolidated quarterly report incorporating the current status and projections shall be released to the public within forty-five days of the end of each quarter." This report demonstrates compliance with this section of the General Laws.

The first quarter report for FY 2014 contains estimates of annual expenditures based upon analysis of expenditures through the first quarter of FY 2014 (July 1, 2013 through September 30, 2013), as well as caseload and medical assistance expenditure estimates and revenue estimates adopted at the November 4, 2013 and November 8, 2013 Caseload and Revenue Estimating Conferences. The projected fiscal year 2014 balance, based upon these assumptions, is estimated to show a \$33.4 million surplus.

Despite the projected overall surplus, there are several agencies forecasting deficits in FY 2014 as of their first quarter reports. These include the Departments of Behavioral Healthcare, Development Disabilities and Hospitals, Human Services, Corrections, and the Office of Health and Human Services. The Budget Office is working closely with these agencies to achieve the Governor's goal to eliminate the need for supplemental appropriations and identify both action plans to resolve deficits and to identify savings in current year spending plans.

The Budget Office continues to review department and agency FY 2014 revised expenditure plans in conjunction with the FY 2015 budget process. Any changes recommended by the Governor to the FY 2014 enacted appropriations, or adopted revenues, will be incorporated in the Governor's proposed supplemental appropriations act, which under current law must be submitted to the General Assembly no later than Thursday, January 16, 2014.

FY 2013 Closing

The State Controller issued his preliminary unaudited FY 2013 closing report on August 30, 2013. This report reflected a \$97.0 million general fund surplus. General revenues were below the final enacted estimates by \$8.0 million, while general revenue expenditures were lower than final enacted appropriations by \$18.4 million. Under current law, upon issuance of the final audited statements, the State Controller is required to transfer all general revenues received in excess of the estimates adopted for that fiscal year, net of the transfer to the state budget reserve and cash stabilization account, to the employee's retirement system. Based on the preliminary closing report, there would be no transfer for FY 2013.

The projected budget surplus of \$33.4 million for FY 2014 is the result of an opening surplus of \$97.0 million (\$3.6 million more than the enacted opening suplus of \$93.4 million), reappropriations of \$7.1 million, a current year revenue increase of \$45.6 million, as determined by the November Revenue Estimating Conference, which is offset by a \$1.5 million increase in reserve fund contributions and spending projected above enacted appropriations of \$14.8 million.

General revenue receipts are expected to be \$45.6 million more than enacted as determined by the November Revenue Estimating Conference. Taxes are expected to exceed the enacted estimates by \$31.0 million, while departmental revenues and other sources, including lottery revenues, are expected to also exceed enacted estimates by \$14.6 million. The November Revenue Estimating Conference estimates that revenues will be \$3,426.7 million, which is \$45.6 million more than the enacted estimate of \$3,381.0 million for FY 2014. The Conference's estimates reflect recent revenue trends and expected collections based upon the economic forecast.

Table 1 demonstrates that available resources, net of reserve fund contributions, have been adjusted upward from the enacted budget by \$54.8 million. This includes the additional balance forward from FY 2013 of \$3.6 million, reappropriations of \$7.1 million, additional revenues estimated at the November Revenue Estimating Conference of \$45.6 million, offset by additional reserve fund contributions of \$1.5 million. Expenditures increase by a net of \$21.9 million, including \$7.1 million of reappropriations from FY 2013 and \$121,197 in increased costs estimated by the Caseload Estimating Conference.

Table 2 shows the enacted budgets by agency, as contained in Article 1 of the FY 2014 Appropriations Act, and identifies projected expenditure changes for each agency. The projected changes, which are discussed in more detail below, essentially reflect the extent to which an agency will or will not be able to remain within its enacted budget allotments.

Revenue Projections

Table 3 displays the revenue estimates of the November 8, 2013 Revenue Estimating Conference, as compared to those contained in the enacted budget. The revenue increases reflect a slow recovery in the economy, with anticipated modest decreases in unemployment through the remainder of FY 2014, as reported by Moody's Analytics economic forecast, which was adopted by the November Revenue Estimating Conference.

Budget Reserve Fund Resources

Based on the preliminary audit, the Budget Reserve Fund was fully funded at \$171.6 million as of June 30, 2013. The enacted FY 2014 Budget estimated the year balance in the Budget Reserve Fund at \$173.7. Incorporating the revised revenue estimates for FY 2014 and the additional balance forward from FY 2013, the transfer to the Budget Reserve Fund will increase by \$2.5 million compared to the enacted budget. The balance in the Budget Reserve Fund is projected to be \$176.2 million as of June 30, 2014.

Expenditures

Overall, net projected general revenue spending for FY 2014, as compared to the enacted budget, is approximately \$21.9 million more than appropriated. Major expenditure changes include:

Agency/Major Item	(Surplus)/Deficit
Reappropriations	\$7,052,524
November Caseload Estimating Conference – Medicaid	(\$194,599)
November Caseload Estimating Conference – SSI	\$206,996
November Caseload Estimating Conference – GPA	\$108,800
OHHS – Unified Health Information Project	\$4,135,691
DHS – Unified Health Information Project	\$3,402,186
BHDDH – Hospital Services – Personnel/OT/Operating	\$2,383,597
Education – School Housing Aid	(\$2,286,468)
Education – Teachers' Retirement	(\$799,316)
Education – Group Home Aid	\$285,000
Corrections – Reopened Housing Modules	\$2,575,337
Corrections – Personnel/Overtime	\$2,442,698
Corrections – Weapons Requalification	\$359,047
Corrections – Electronic Medical Records	\$232,000
Corrections – Per Diem Inmate Costs	\$200,939
Judicial – Case Management System	\$900,877
Judicial – Personnel Costs	\$1,203,979
Judicial Judges Pay-as-you-go pensions	(\$323,679)
Net All Other Changes	\$13,0763
Total All Changes	\$21,898,682

Reappropriations

As required under Rhode Island General Law 35-3-15 (a), the Governor recommended the reappropriation of unexpended and unencumbered balances in the general revenue appropriations of the General Assembly totaling \$4,706,495. In addition, the Governor

recommended \$2,346,029 in reappropriations for several other agencies, as shown in the following table.

Agency/Major Item	Reappropriation
General Assembly (per RIGL 35-3-15 (a))	\$4,706,495
Governor's Contingency Fund	\$196,428
Attorney General – Tobacco Litigation	\$292,610
Military Staff	\$100,396
Ethics Commission	\$5,762
Department of Administration	\$222,923
I-195 Commission	\$674,679
Department of Revenue	\$152,396
Department of Corrections	\$700,835
Total Reappropriations	\$7,052,524

Agency Specific Changes

November Caseload Estimating Conference

The November Caseload Estimating Conference convened on November 4, 2013 and adopted revised cash assistance caseloads and medical assistance expenditures for FY 2014. In comparison to the enacted budget, the adopted estimates decreased general revenue expenditures by a net of \$121,197.

The Supplemental Security Income (SSI) program is estimated to require an additional \$206,996 based on both an increase in SSI caseload and a slight increase in the cost per person relative to the enacted levels. The caseload is anticipated to increase by 75 persons, from 33,515 to 33,590, while the estimated cost per person was revised from \$45.19 to \$45.62.

The General Public Assistance (GPA) program is estimated to require \$108,800 more than enacted. This increase is primarily due to projected increases in burial and medical costs for eligible individuals.

Within the Medical Assistance (Medicaid) program, an all funds surplus of \$1.4 million is projected compared to the enacted budget, which includes \$194,599 in general revenue. This projection incorporates changes in various components of the Medicaid program, including an increase in Rhody Health Options of \$59.2 million, offset by savings in Managed Care (\$2.1 million), Hospitals (\$9.8 million), Nursing Facilities (\$37.5 million), Home and Community Based Services (\$9.9 million) and Pharmacy and Other Services (\$66,992).

Unified Health Information Project

Contained within both the Executive Office of Health and Human Services and the Department of Human Services is funding associated with the Unified Health Information Project, which is a multi-agency effort to build a fully integrated and interoperable system of eligibility determination spanning multiple program of public assistance and the Health Benefits

Exchange. Although the project is supported largely with federal resources within both agencies and the Exchange, general revenue matching funds are required. As part of their first quarter reports, each of these agencies is estimating increased general revenue requirements based upon updated planning documents and the completion of the UHIP procurement process. While the current projected deficit, totaling about \$7.5 million between the two agencies, has been included in the FY 2014 supplemental budget requests, the Office of Management and Budget is working closely with each agency to resolve as much of this shortfall as possible prior to submission of the Governor's supplemental budget in January 2014.

Department of Behavioral Healthcare, Developmental Disabilities and Hospitals

The Department of Behavioral Healthcare, Developmental Disabilities and Hospitals is projecting a deficit of \$2,921,827, comprised primarily of additional costs in the Hospital and Community Rehabilitation Services program. Although the Department has been engaged in a process of Continuous Recruitment for certain direct care positions to address overtime demand, this has not been successful enough to bring net costs down to the levels authorized in the enacted budget.

Department of Elementary and Secondary Education

The Department of Elementary and Secondary Education is projecting a surplus of \$3.1 million. School Housing Aid is forecast to be \$2.3 million less than enacted based on certain school districts not completing projects in time to be eligible for reimbursement in FY 2014. In addition, the state share of Teachers' Retirement costs are projected to be \$799,316 lower than enacted based on an analysis of prior year expenditures and the current year projected salary base. Offsetting these reductions is an increase of \$285,000 in Group Home Aid due to an increase in the number of group home beds in Smithfield (12 new beds) and Warwick (7).

Department of Corrections

The Department of Corrections is forecasting a net deficit of \$6.6 million. The Institutional Custody and Security program represents that largest component of this deficit totaling \$5.8 million, primarily due to the opening of additional housing modules to accommodate an increase in the inmate population. The enacted budget was predicated on an average inmate population of 3,152 for FY 2014. The Department's first quarter report estimates the average population will be 3,215 for this fiscal year. This increase in population results in additional overtime costs and per diem expenses for the additional inmates.

In addition to inmate related costs, the Department is projecting additional costs in other support areas, including an increase of \$232,000 for the purchase of updated licenses for the Electronic Medical Records system and \$359,047 for Weapons Requalification expenses. The Department had initiated a change in the timing of Weapons Requalification requirements to every other year, but the Correctional Officers' union grieved this change and an arbitrator ruled in favor of the union, thereby restoring the requirement for annual requalification. This additional expense was not included in the enacted budget.

Judicial

The Judicial Department is projecting a deficit of \$1.6 million, primarily due to an increase in personnel expenses of \$1.2 million. This increase in personnel financing includes a requested restoration of the \$800,000 in turnover savings included in the final enacted budget by the General Assembly, plus an additional \$400,000 based on the Department's hiring plans through the balance of FY 2014. The Judicial Department is also projecting a deficit of approximatley \$900,000 for IT systems throughout the courts. Offsetting these increases are projected savings of \$324,000 in Judicial Pensions.

The Budget Office is currently reviewing the FY 2014 revised and FY 2015 budget requests submitted by the various state departments and agencies and will work with them to take actions to effectively and efficiently use taxpayer dollars and to develop plans to reduce expenditures to meet the available resources enacted by the General Assembly not only for FY 2014, but also to address the projected FY 2015 current services level deficit.

If you have any questions concerning this first quarter report, please feel free to contact me.

TAM: J:/15budget/FY 2014 Revised/Q1/Q1report Attachments

cc: The Honorable Helio Melo, Chairman House Finance Committee

The Honorable Daniel DaPonte, Chairman Senate Finance Committee

Sharon Reynolds Ferland, House Fiscal Advisor

Stephen Whitney, Senate Fiscal Advisor

Peter Marino, Director, Office of Management and Budget

Table 1 - FY 2014 General Revenue Budget Surplus

	FY 2013 Final Revised (1)	FY 2013 Preliminary Audit ⁽²⁾	FY 2014 Enacted ⁽³⁾	FY 2014 First Quarter Report	Change From Enacted
Surplus		•	•	C	
Opening Surplus	\$115,187,511	\$115,187,511	\$93,407,399	\$97,007,534	\$3,600,134
Audit Adjustments	-	-	-	-	\$0
Adjustment to Opening Surplus	-	-	-	-	\$0
Reappropriated Surplus	7,726,521	7,726,521	-	7,052,524	\$7,052,524
Subtotal	\$122,914,033	\$122,914,033	\$93,407,399	\$104,060,058	\$10,652,658
General Taxes	2,578,121,440	2,577,507,611	2,622,955,876	2,622,955,876	_
Revenue estimators' revision	(10,521,440)		-	31,044,124	31,044,124
Changes to Adopted	-		-		-
Subtotal	\$2,567,600,000	\$2,577,507,611	\$2,622,955,876	\$2,654,000,000	31,044,124
Departmental Revenues	342,873,883	348,703,847	348,707,542	348,707,542	_
Revenue estimators' revision	20,226,117		-	11,392,458	11,392,458
Changes to Adopted	· · ·		-		-
Subtotal	\$363,100,000	\$348,703,847	\$348,707,542	\$360,100,000	\$11,392,458
Other Sources					
Other Miscellaneous	4,440,000	4,166,214	5,545,000	5,545,000	-
Revenue estimators' revision	1,225,000	-	-	1,910,000	1,910,000
Changes to Adopted	300,000	-	-	-	-
Lottery	387,553,420	379,224,715	394,100,000	394,100,000	-
Revenue estimators' revision	(7,393,420)	-	-	100,000	100,000
Changes to Adopted	· <u>-</u>		-	-	-
Unclaimed Property	7,900,000	6,268,627	9,700,000	9,700,000	-
Revenue estimators' revision	(900,000)		-	1,200,000	1,200,000
Subtotal	\$393,125,000	\$389,659,556	\$409,345,000	\$412,555,000	\$3,210,000
Total Revenues	\$3,323,825,000	\$3,315,871,014	\$3,381,008,418	\$3,426,655,000	\$45,646,582
Transfer to Budget Reserve	(103,170,375)	(102,931,756)	(104,232,475)	(105,709,876)	(1,477,401)
Total Available	\$3,343,568,657	\$3,335,853,291	\$3,370,183,343	\$3,425,005,182	\$54,821,839
Actual/Enacted Expenditures	\$3,295,836,490	\$3,215,443,233	\$3,359,755,123	\$3,359,755,123	\$0
Reappropriations	\$7,726,521	· · · · · -	-	7,052,524	\$7,052,524
Caseload Conference Changes	(\$44,222,399)	-	-	121,197	\$121,197
Other Changes in Expenditures	(\$25,529,354)	-	-	14,724,961	\$14,724,961
Total Expenditures	\$3,233,811,258	\$3,215,443,233	\$3,359,755,123	\$3,381,653,805	\$21,898,682
Total Ending Balances	\$109,757,399	\$120,410,058	\$10,428,220	\$43,351,377	\$32,923,157
Transfer to Other Funds ⁽⁴⁾ Reappropriations	(\$16,350,000)	(\$16,350,000) (7,052,524)	(\$10,000,000)	(\$10,000,000)	\$0
Free Surplus	\$93,407,399	\$97,007,534	\$428,220	\$33,351,377	\$32,923,157
Budget Reserve and Cash					
Stabilization Account	\$173,720,791	\$171,552,926	\$173,720,791	\$176,183,127	\$2,462,336

⁽¹⁾ Reflects the final FY 2013 revised budget enacted by the General Assembly and signed into law by the Governor on July 3, 2013.

⁽²⁾ Derived from the State Controller's preliminary closing report for FY 2013, dated August 30, 2013, reflecting a surplus of \$97,007,534.

⁽³⁾ Reflects the FY 2014 budget enacted by the General Assembly and signed into law by the Governor on July 3, 2013.

⁽⁴⁾ Reflects restricted General Fund balances transferred to the Information Technology Investment Fund and State Fleet Revolving Loan Fund in FY 2013 and to the Accelerated Depreciation Fund in FY 2014.

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	FY 2014 Enacted	Reappropriation	Redistribution Medical Benefit Savings	Other Changes	Total Projected Changes	Projected Expenditures	Change From Enacted (Surplus)/Deficit
General Government Administration Business Regulation	264,801,211	897,602	1,024,377 (20,345)	\$0 (\$380,220)	1,921,979 (400,565)	266,723,190 8,845,313	\$1,921,979 (400,565)
Labor and Training Department of Revenue	9,064,061	- 152 396	(6,274)	\$6,274	7 407	9,064,061	7 407
Legislature	36,186,933	4,706,495	(39,66)	(\$1,989,823)	2,676,712	38,863,645	2,676,712
Lieutenant Governor	986,890	1	(2,296)	(\$34,751)	(37,047)	949,843	(37,047)
Secretary of State General Treasurer	6,497,833 2,654,692		(10,009)	\$27,880	17,871	6,515,704	17,871
Board of Elections	1,739,361		(2,124)	\$50,240	48,116	1,787,477	(+5,220) 48,116
Rhode Island Ethics Commission	1,577,204	5,762	(3,835)	\$0	1,927	1,579,131	1,927
Governor's Office Commission for Human Rights	4,443,513	196,428	(7,555)	\$18 310	188,873 16,690	4,632,386	188,873
Public Utilities Commission	-	r	(1,020,1)	\$0			10,070
Subtotal - General Government	440,355,856	5,958,683	866,674	(2,428,620)	4,396,737	444,752,593	4,396,737
Human Services Office of Health & Human Services	843 777 650		(055 00)	\$3.705.501	3 676 032	846 003 687	3 676 032
Children. Youth, and Families	152,976,991	,	(96,805)	\$6.638	(89.867)	152 887 124	250,010,0
Health	24,308,001	1	(41,460)	\$133,000	91,540	24,399,541	91,540
Human Services	93,479,195	•	(63,088)	\$5,199,357	5,136,269	98,615,464	5,136,269
Behavioral Health, Developmental Disabilities & Hospitals	202,091,382	ı	(90,820)	\$2,921,827	2,831,007	204,922,389	2,831,007
Ollice of the Child Advocate Comm. on Deaf & Hard of Hearing	301 600		(1,244)	(\$29,640)	(30,884)	577,767	(30,884)
RI Developmental Disabilities Council			(447)	0.50	(443)	591,104	(445)
Governor's Commission on Disabilities	357,711	•	(1,018)	\$0	(1,018)	356,693	(1,018)
Office of the Mental Health Advocate	486,144	•	(698)	\$3,530	2,661	488,805	2,661
Subtotal - Human Services	1,317,927,334	1	(325,308)	11,940,603	11,615,295	1,329,542,629	11,615,295
Education							
Elementary and Secondary	964,706,909	,	(66,519)	(\$3,105,678)	(3,172,197)	961,534,712	(3,172,197)
Higher Education - Board of Governors	180,013,795	•	- (101)	\$0		180,013,795	, , , , ,
RI Atomic Energy Commission	861.710		(781)	(\$31,322)	(16,003) (33,524)	1,519,627	(16,003)
Higher Education Assistance Authority	4,281,726	•	(2)	80	(1725)	4,281,726	(170,00)
Historical Preservation & Heritage Comm	1,357,510	•	(1,667)	(\$9,747)	(11,414)	1,346,096	(11,414)
Subtotal - Education	1,152,557,280	•	(71,157)	(3,161,981)	(3,233,138)	1,149,324,142	(3,233,138)
Public Safety							
Attorney General	\$23,656,979	292,610	(\$47,538)	\$794,513	1,039,585	24,696,564	1,039,585
Corrections	185,379,198	700,835	(254,548)	\$6,645,548	7,091,835	192,471,033	7,091,835
Judicial Military Staff	91,681,359	200.001	(110,325)	\$1,626,570	1,516,245	93,197,604	1,516,245
Public Safety	96.361.799	100,396	(32,877)	(\$25,509)	(58,386)	3,647,279	(222,704)
blic D	11,034,686	ı	(22,671)	(\$68,011)	(90,682)	10,944,004	(90,682)
Subtotal - Public Safety	411,984,004	1,093,841	(471,167)	8,653,219	9,275,893	421,259,897	9,275,893
Environmental Management	34,756,318	•	(46,034)	(\$160,347)	(206,381)	34,549,937	(206,381)
Coastal Resources Management Council Subtotal - Natural Resources	2,174,331 36,930,649	. ,	(3,848) (49,882)	\$54,124 (106,223)	50,276 (1 56,105)	2,224,607 36,774,54 4	50,276 $(156,105)$
Total	3,359,755,123	7,052,524	(50,840)	14,896,998	21,898,682	3,381,653,805	21,898,682

Table 3 - November 2013 Revenue Estimating Conference Results

									Growth
			4		1	7 TO C AG	1	FY 2014	From FY
	FV 2012	FY 2013	From FV	FY 2014	From FV	F 1 2014 November 2013	From FV	Consensus	2014
		Preliminary	2012	Enacted	2013	Consensus	2013	vs. FY 2014 Fnacted	Consensus
									Enacted
Personal Income Tax	\$ 1,060,481,684	\$ 1,085,765,261	2.4%	\$ 1,109,154,500	2.2%	2.2% \$ 1,120,700,000	3.2%	\$ 11,545,500	1.0%
General Business Taxes									
Business Corporations	123,054,377	131,827,907	7.1%	141,300,000	7.2%	136,000,000	3.2%	(5,300,000)	-3.8%
Public Utilities Gross	100,631,477	99,640,815	-1.0%	94,900,000	-4.8%	95,900,000	-3.8%	1,000,000	1.1%
Financial Institutions	3,557,938	12,594,921	254.0%	4,300,000	-65.9%	4,300,000	-65.9%	1	%0.0
Insurance Companies	89,487,511	92,744,945	3.6%	98,815,832	6.5%	100,600,000	8.5%	1,784,168	1.8%
Bank Deposits	2,000,645	2,877,325	43.8%	2,500,000	-13.1%	2,900,000	%8.0	400,000	16.0%
Health Care Provider	41,922,464	41,568,589	%8.0-	42,610,544	2.5%	42,600,000	2.5%	(10,544)	%0.0
Sales and Use Taxes								,	
Sales and Use	851,055,730	878,866,074	3.3%	887,201,672	%6:0	904,000,000	2.9%	16,798,328	1.9%
Motor Vehicle	48,391,564	49,431,495	2.1%	51,800,000	4.8%	50,800,000	2.8%	(1,000,000)	-1.9%
Motor Fuel	732,672	438,255	-40.2%	1,000,000	128.2%	700,000	59.7%	(300,000)	-30.0%
Cigarettes	131,085,912	132,516,310	1.1%	130,700,000	-1.4%	136,300,000	2.9%	5,600,000	4.3%
Alcohol	11,873,646	12,176,109	2.5%	18,173,328	49.3%	18,200,000	49.5%	26,672	0.1%
Other Taxes									
Inheritance and Gift	46,411,738	28,489,275	-38.6%	31,800,000	11.6%	31,800,000	11.6%	•	%0.0
Racing and Athletics	1,327,003	1,171,108	-11.7%	1,200,000	2.5%	1,200,000	2.5%	ı	%0.0
Realty Transfer	6,434,665	7,399,222	15.0%	7,500,000	1.4%	8,000,000	8.1%	500,000	6.7%
Total Taxes	2,518,449,026	2,577,507,611	2.3%	2,622,955,876	1.8%	2,654,000,000	3.0%	31,044,124	1.2%
Departmental Receipts	339,895,284	348,703,848		348,707,542	%0.0	360,100,000	3.3%	11,392,458	3.3%
Gas Tax Transfer	ı	J	n/a	•	n/a	1	n/a	•	n/a
Other Miscellaneous	20,110,214	4,166,214	-79.3%	5,545,000	33.1%	7,455,000	78.9%	1,910,000	34.4%
Lottery	377,706,394	379,224,715	0.4%	394,100,000	3.9%	394,200,000	3.9%	100,000	%0.0
Unclaimed Property	14,555,573	6,268,627	-56.9%	9,700,000	54.7%	10,900,000	73.9%	1,200,000	12.4%
Total General Revenues	3,270,716,491	3,315,871,014	1.4%	3,381,008,418	2.0%	3,426,655,000	3.3%	45,646,583	1.4%