
FY 2013 JLBC Baseline

- Full Version -

January 13, 2012

JLBC

The 3-Year Budget Outlook

- Given the current revenue forecast and active funding formulas, the General Fund is expected to generate a \$583 M balance in '12 and \$431 M in '13.
- The projected '14 budget, however, would have a small shortfall of \$(172) M with the expiration of the 1-cent sales tax.
- Slightly lower economic growth and plaintiff verdicts in budget lawsuits could turn these estimates into shortfalls of \$(360) M in '13 and \$(1) B in '14

The Caveats

- New permanent initiatives would reduce the '13 balance and increase the '14 shortfall
- A 3-Year budget forecast is inherently unreliable
 - A 2% error could change revenues by \$500 M in the 3rd year
- Serious federal deficit reduction could increase state costs
- Pending “budget” lawsuits could cost over \$475 M if plaintiffs are successful

Legislative Considerations

- Given the loss of the 1¢ sales tax in FY '14, Staff recommends that we track the impact of '13 decisions on '14 bottom line throughout the budget process
- The lack of budget reserves leaves no margin for error and hampers our credit rating
 - Pre-recession Rainy Day Fund exceeded \$600 M
 - Arizona has one of the worst state credit ratings
- The state annually suspends \$700 M in formula spending
 - If funded, the state would no longer have any balances
- Legislative budget oversight continues to decline
 - The General Fund represents only 31% of the budget, down from 44% in 2000.

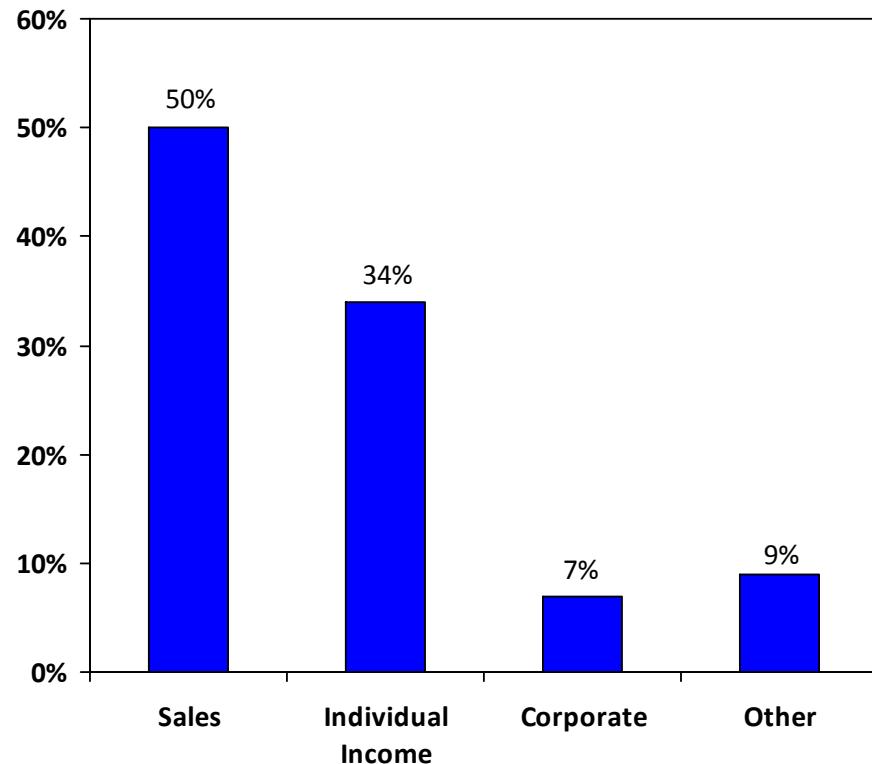
Revenue Overview

JLBC

FY 2012 General Fund Revenue

- 91% Generated by 3 Taxes

<u>Source</u>	<u>(Millions)</u>
Sales and Use Tax	\$ 4,508.2
Individual Income Tax	3,058.3
Corporate Income Tax	617.7
Other	<u>775.4</u>
TOTAL REVENUE	\$ 8,959.6 ^{1/}



^{1/} January 2012 estimate. Excludes beginning balance, urban revenue sharing, and one-time revenue adjustments.

In FY '11, 10.1% Revenue Growth Eliminated FY '11 Shortfall of \$(332) Million

- Followed by 7.4% Year to Date Growth in FY '12

<u>Tax Category</u>	<u>'11 Over 10</u>	<u>'12 YTD Over 11</u>
Sales*	2%	5%
Individual Income	18%	8%
Corporate Income	36%	34%

*without 1 cent

Key Economic Measures

- Comparing Current Arizona Status to a Healthy Economy

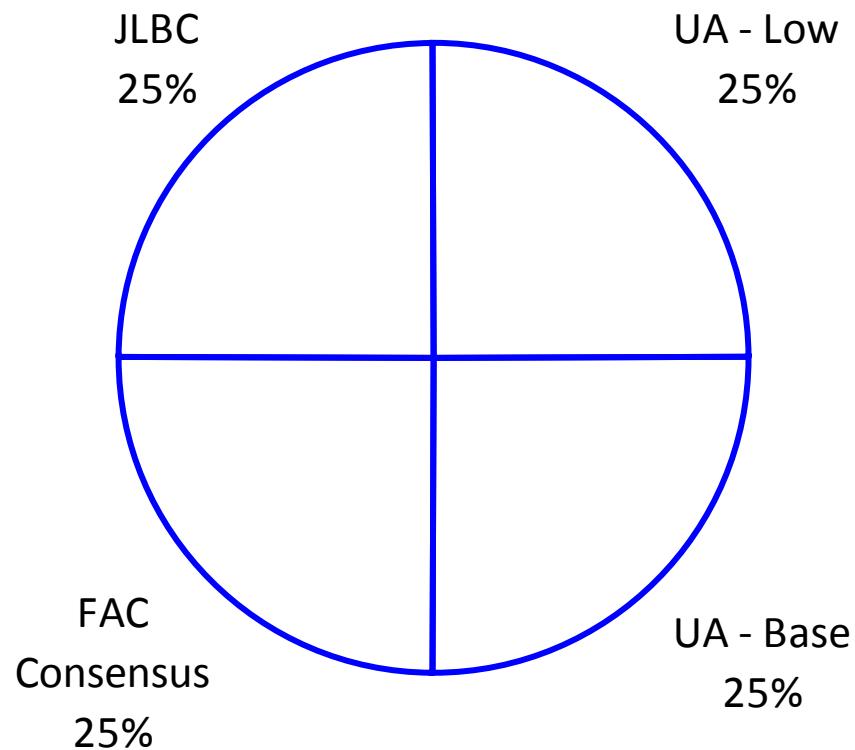
	Healthy Economy	Current AZ Economy
Annual Job Growth	3%	2.1%
New Weekly Unemployment Claims	15,000	25,000
Pending Maricopa Foreclosures	5,000	20,000
Single Family Permits	45,000	10,000
Mortgages Underwater	5%	47%

Where Are We Headed Over the Next Few Years?

- Four-Sector Consensus Forecast Incorporates Different Economic Views, Including the FAC

4-sector forecast equally weights:

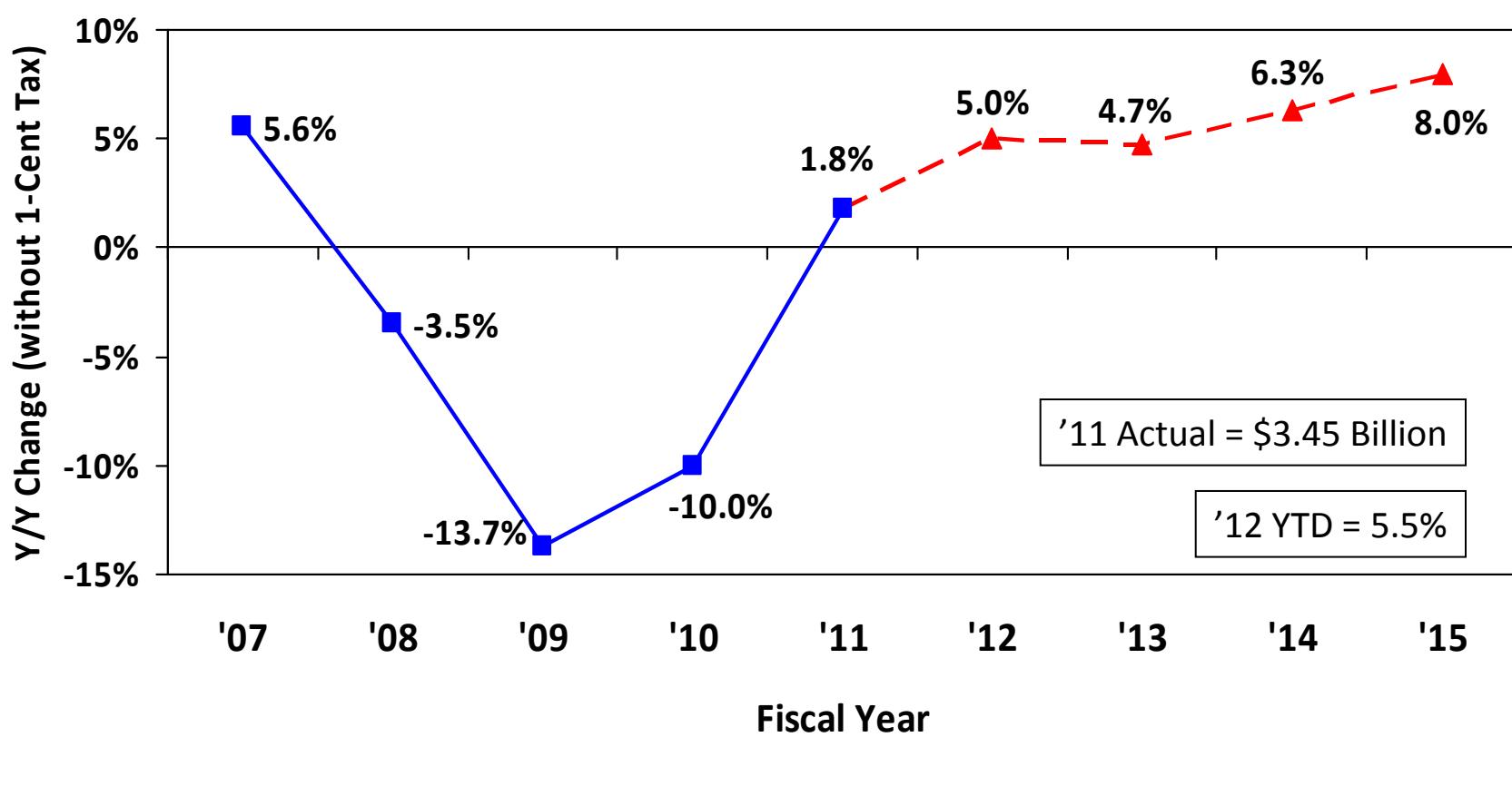
- FAC average
- UofA model – base
- UofA model – low
- JLBC Staff forecast
- Remaining revenues (10% of total) are staff forecast



* Includes Big 3 categories of sales tax,
individual income and corporate income taxes

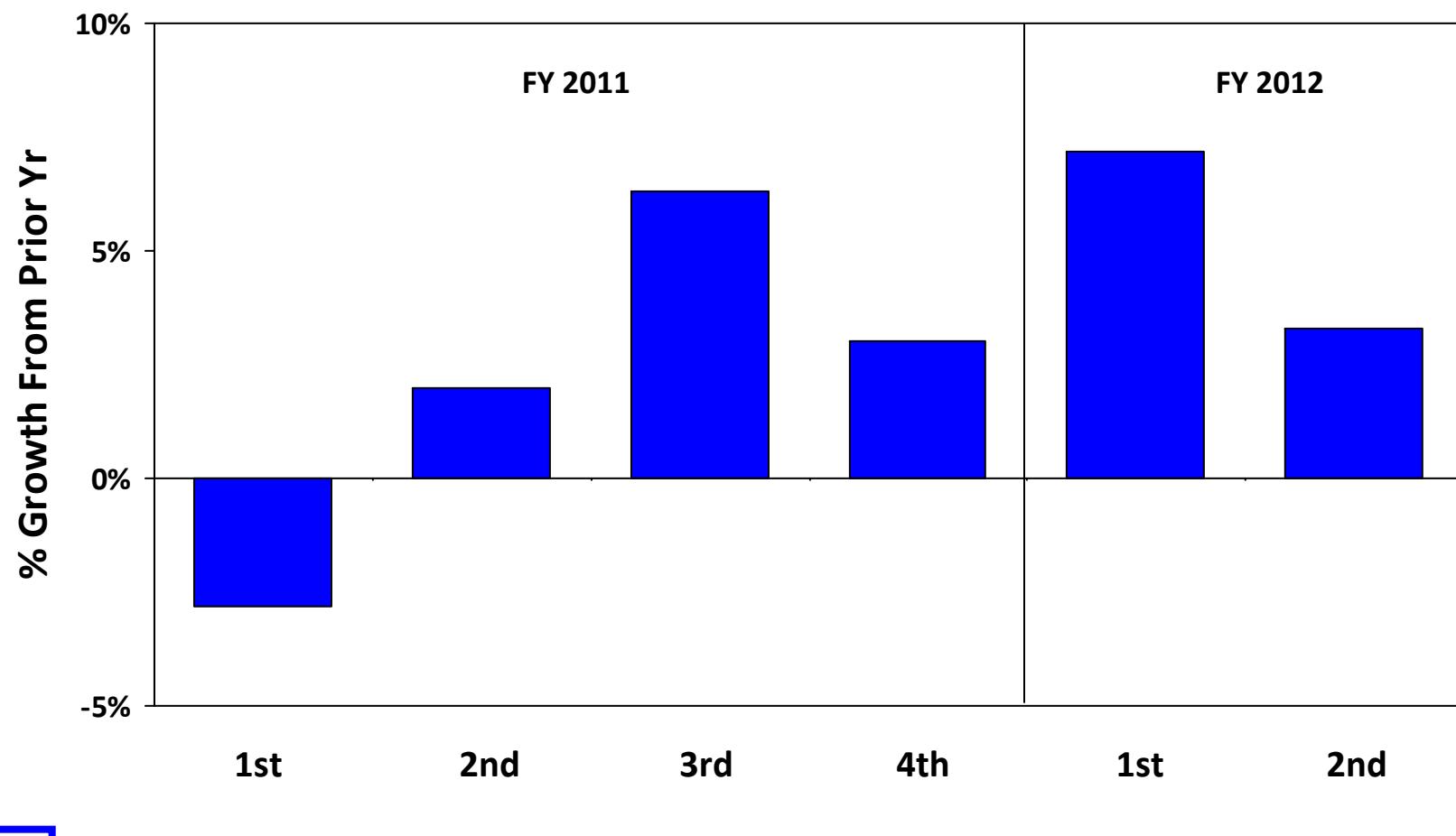
Sales Tax

- The Consensus Forecasts Growth of 5.0% in FY '12 and 4.7% in FY '13



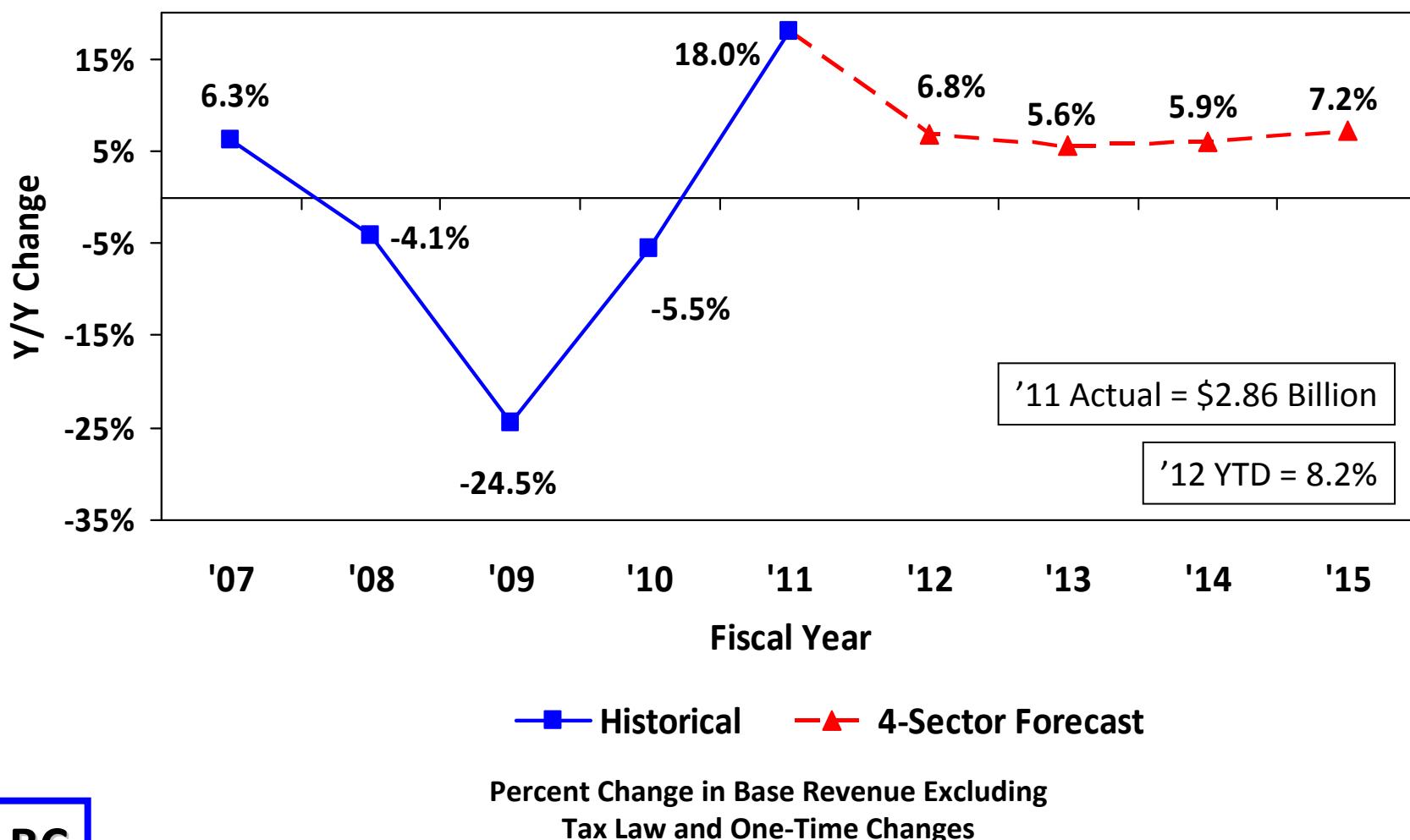
Sales Tax Growth Rate Likely To Slow in 2nd Half

- 5% Growth in 1st Half of '12 Compared To A Low FY '11 Base
- Sales Tax Recovery Began in 2nd Half of FY '11



Individual Income Tax

- The Consensus Forecasts Growth of 6.8% in FY '12 and 5.6% in FY '13



Components of Individual Income Tax Growth

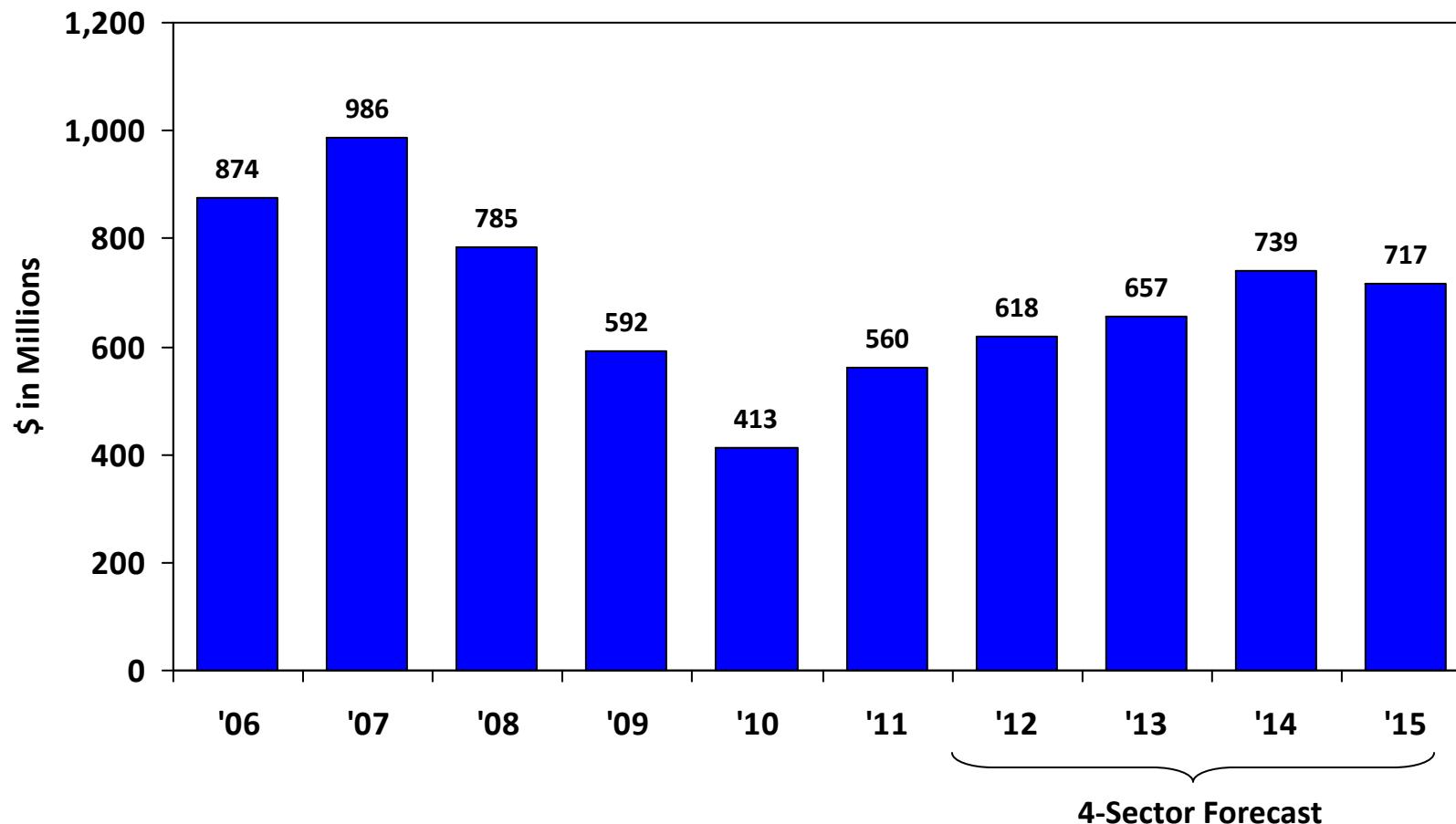
- First Half of FY '12

Withholding	3.4%
Payments	15.6%
<u>Refunds</u>	<u>(25.3)%</u>
Net	8.2%

- 3.4% Withholding increase is consistent with current 2% job growth and low wage inflation
- Payment increase/refund decline is likely a holdover of TY 2010's 18% liability growth

Corporate Income Tax

- Forecast Remains Substantially Below FY '07 High Point

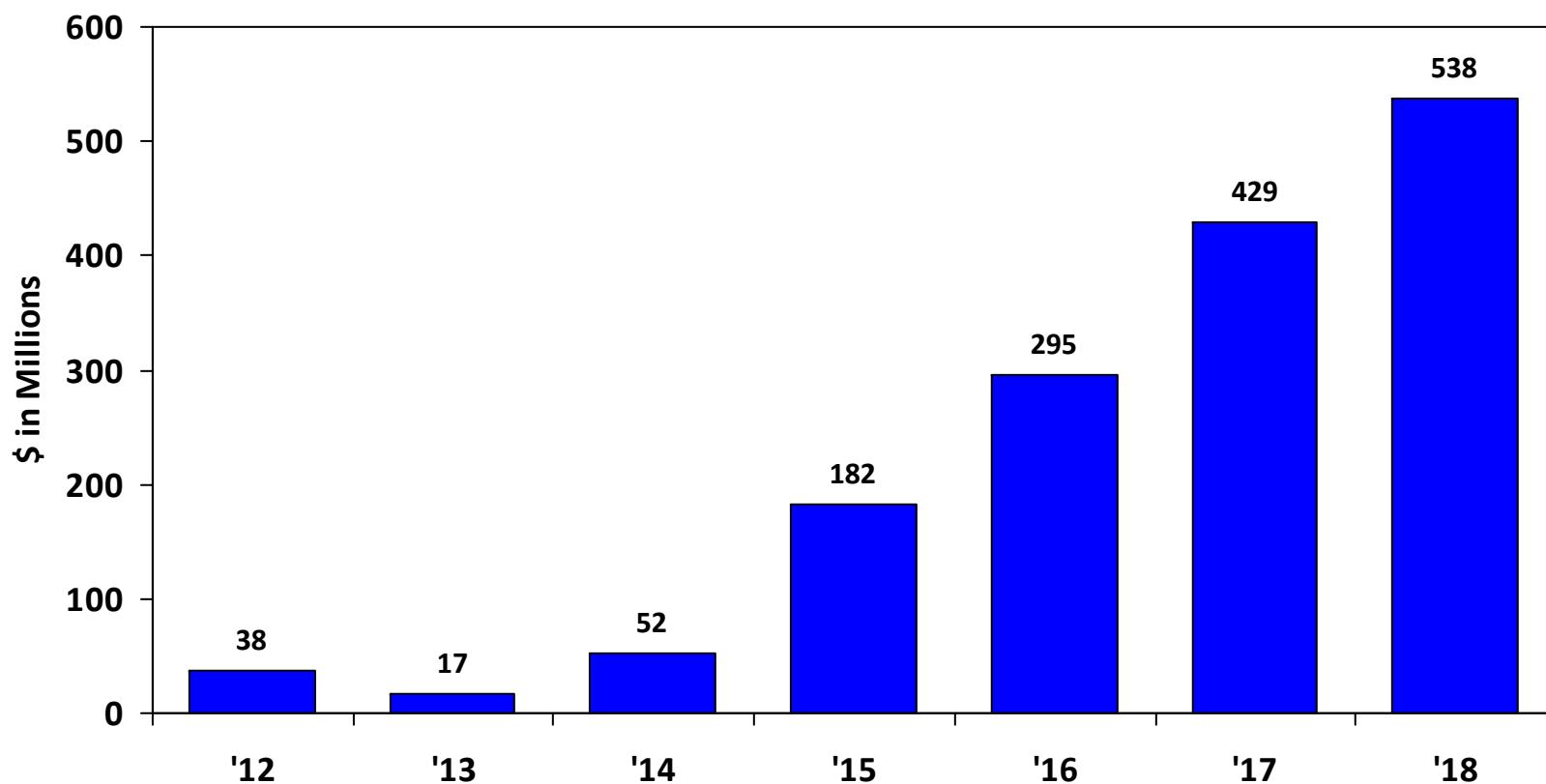


Includes enacted tax law changes and one-time adjustments.

Previously Enacted Tax Law Changes Will Reduce Revenue by \$(91) M in '13

	<u>\$ in M</u>
<input type="checkbox"/> Fewer businesses will make early sales tax payments in June	\$(52)
<input type="checkbox"/> Lottery Bond Debt Service Increase	(17)
<input type="checkbox"/> Jobs Bill/Depreciation and \$3,000 tax credit	(10)
<input type="checkbox"/> Other	<u>(12)</u>
Total	\$(91)

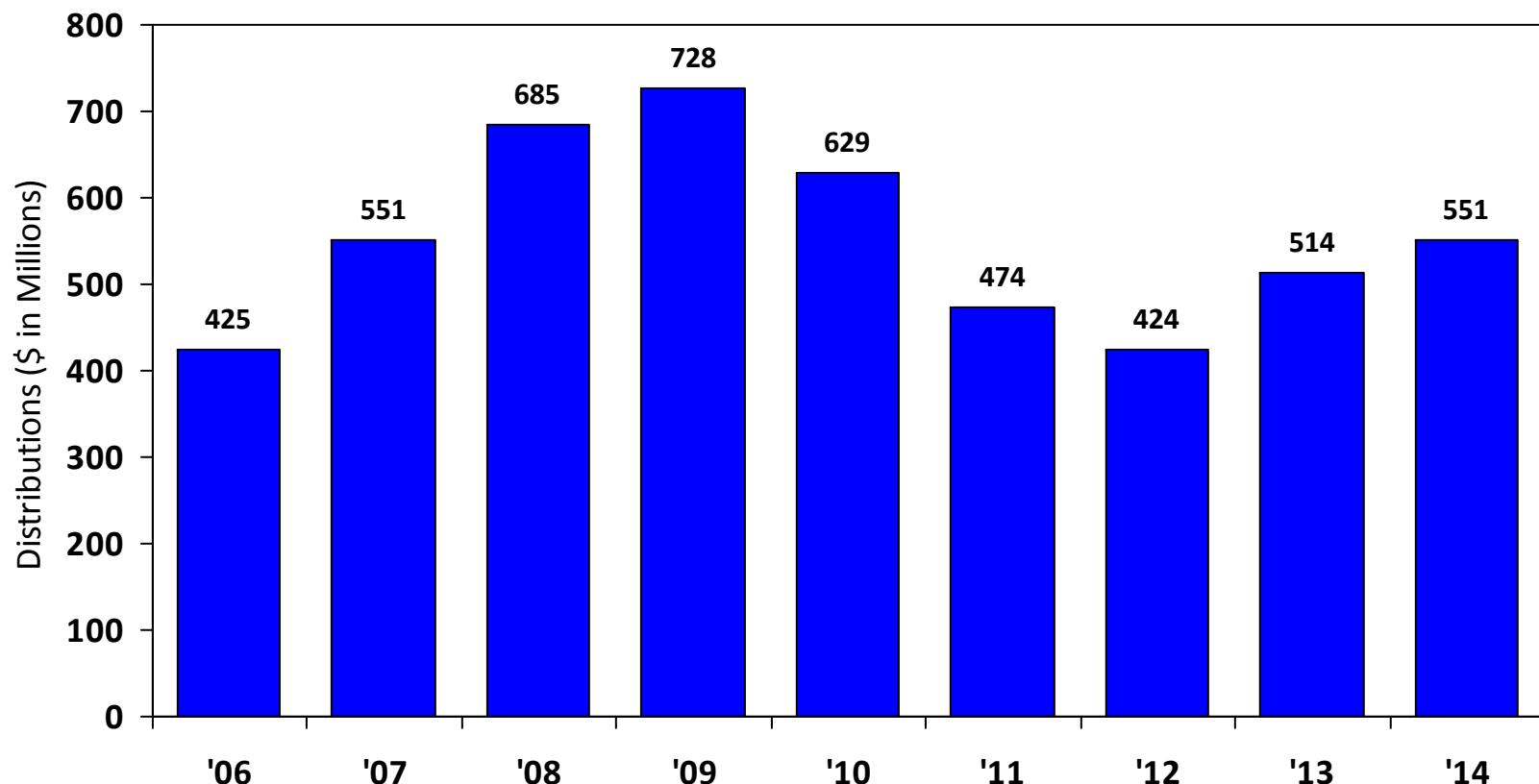
Enacted AZ Jobs Bill Will Not Have Major Fiscal Impacts Until FY 2015



Revenue Loss/Spending Increase Relative to Original FY 2012 Baseline Forecast

State's Distribution to Urban Revenue Sharing Will Increase by \$89 M in '13

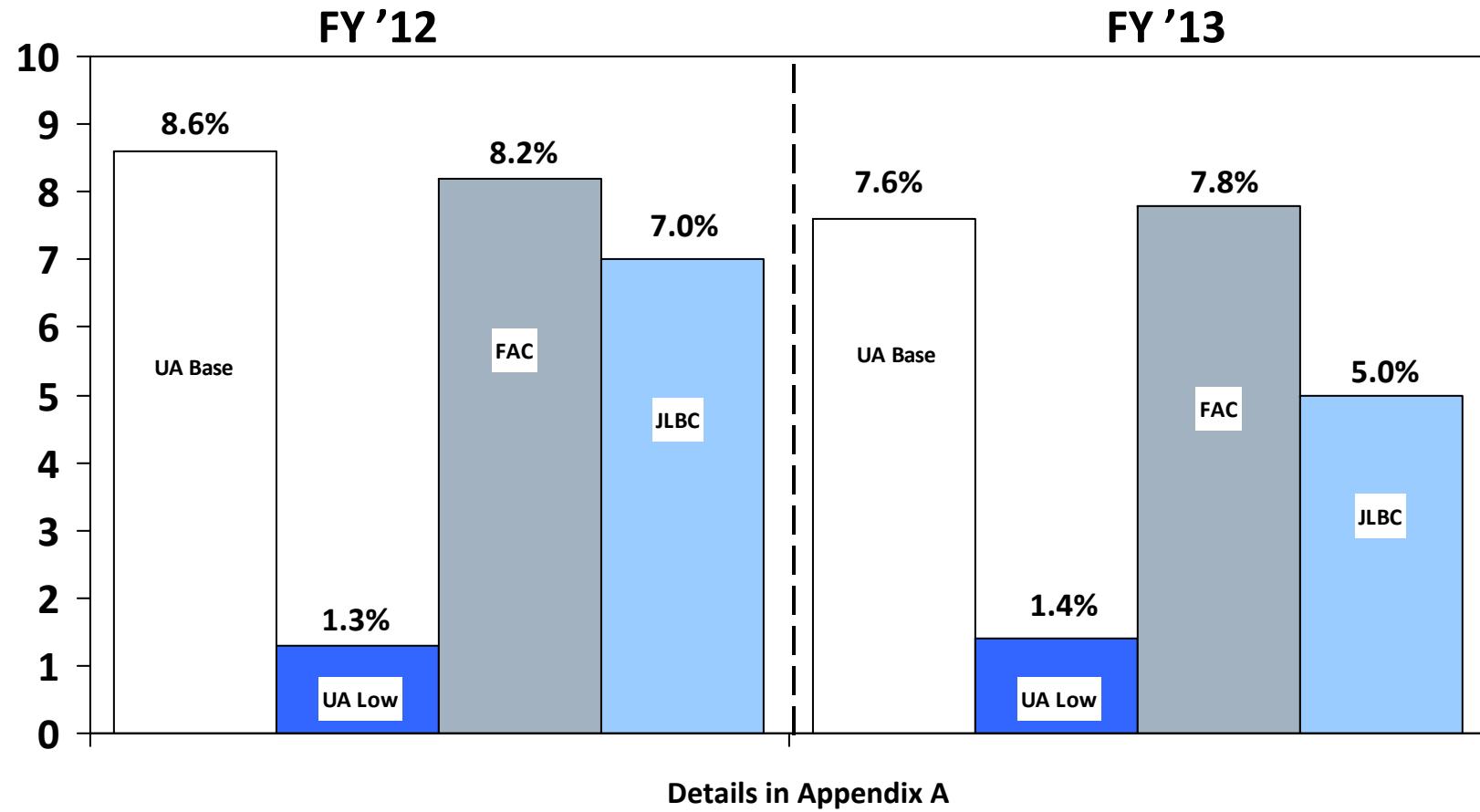
– Amount Linked to Income Tax Collections 2 Years Prior



Baseline Discontinues Fund Transfers and County Cash Payments in FY '13

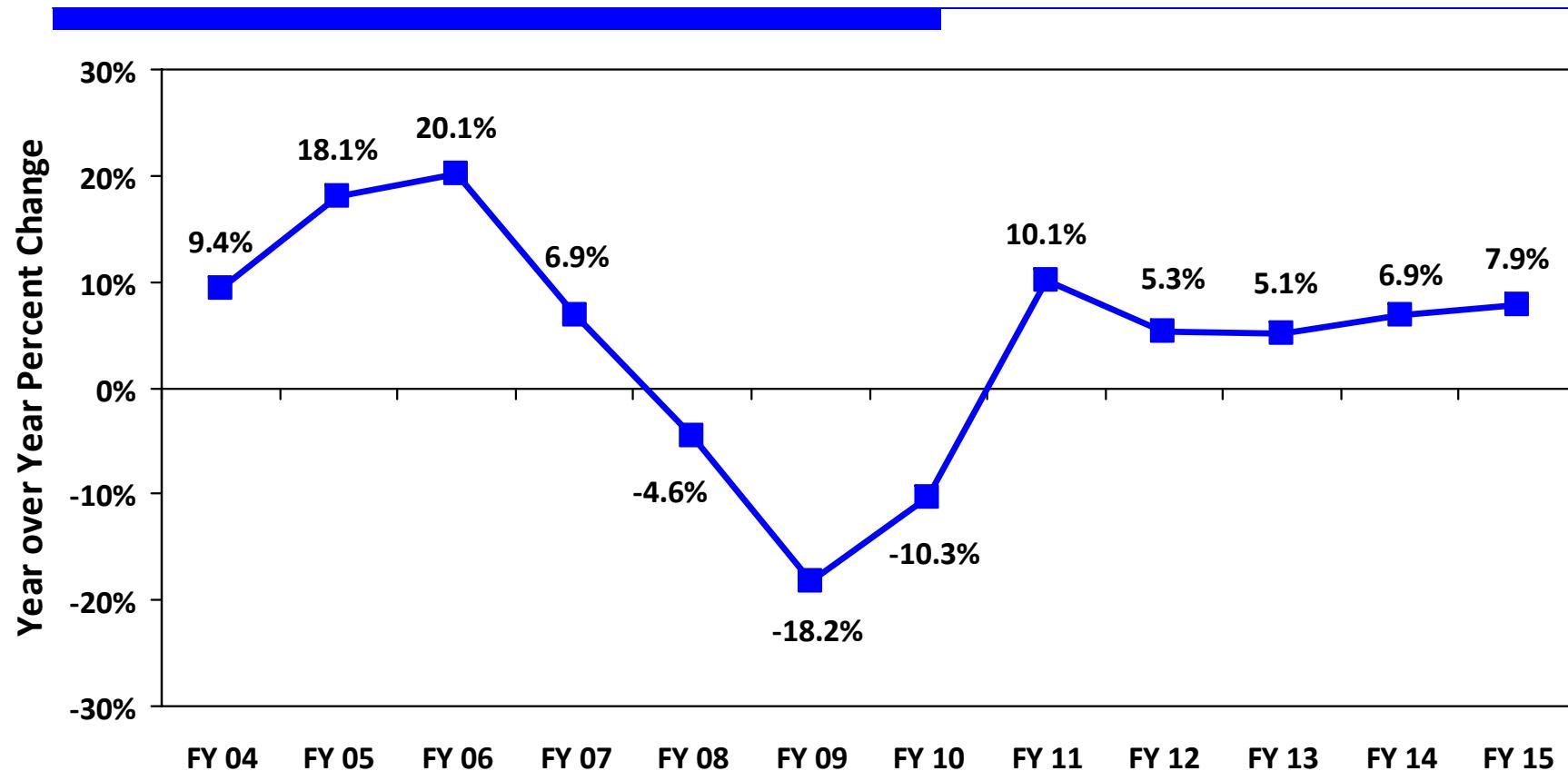
- Results in the loss of \$(357) M in revenue, including \$(328) M in fund transfers and \$(39) M in county cash payments
- Continuing some fund transfers may be re-evaluated during session, especially for internal state funds
 - State employee health insurance fund has \$250M balance
- While fund transfers have been eliminated, there has been no adjustment in appropriation level of appropriated funds

Consensus Predicts Base Growth Rate of 5.3% in FY '12 and 5.1% in FY '13*



* Weighted Big 3 average growth prior to 1-Cent sales tax is 6.3% in FY '12 and 5.5% in FY '13. After adjusting for small tax categories, the base growth rate is 5.3% in FY '12 and 5.1% in FY '13.

Consensus Forecasts Steadily Rising Revenue Growth Rate Through FY '15

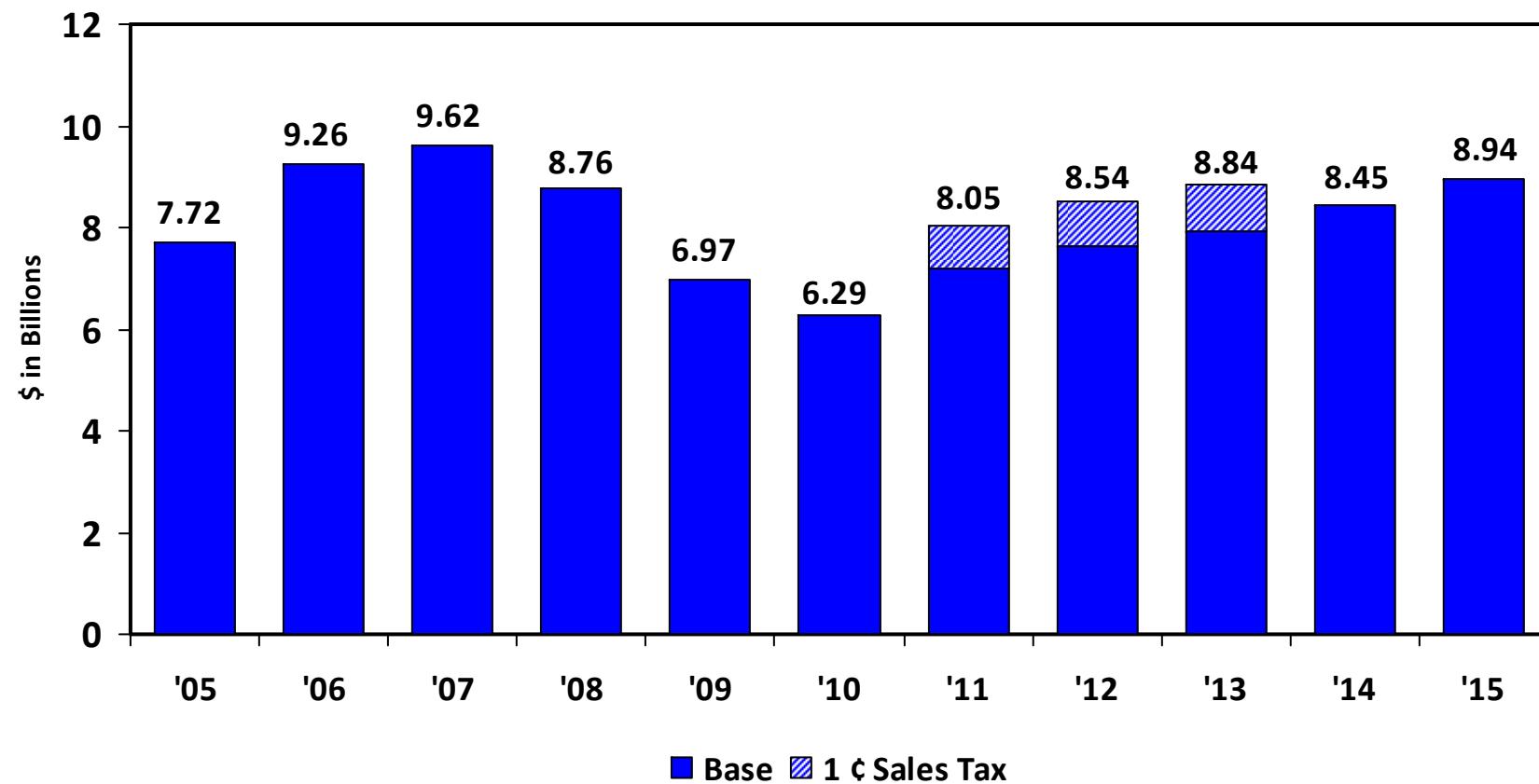


Percent Change in Base revenues excluding balance forward, tax law changes, one-time revenues, and urban revenue sharing

Detail of FY '13 and '14 Revenue Changes

	\$ in Millions	
	FY '13 Above <u>FY '12</u>	FY '14 Above <u>FY '13</u>
Base Revenue Growth (5.1%/6.9%)	415	541
Previously Enacted Legislation	(91)	75
Elimination of One-Time Revenues - Fund Sweeps/County Cash Payments	(357)	--
Urban Revenue Sharing	(89)	(38)
1¢ Sales Tax Expires	--	(913)
Total	(121)	(335)

Consensus Forecasts Remains Below FY '07 High



Excludes balance forward and other one-time revenues. Includes tax law changes and Urban Revenue Sharing.

Risks to the Economic Forecasts

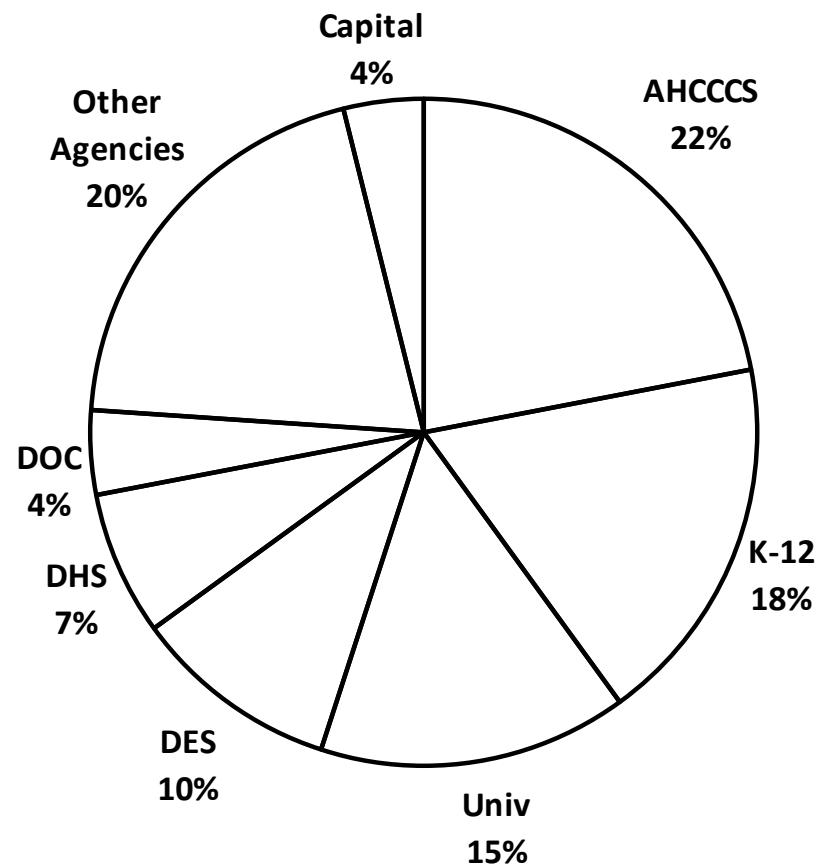
- Consequences of the European Debt Crisis on the U.S. Economy
 - Difficult to predict outcome, leading some national forecasters to place recession risk at 30%
- Cannot predict natural disasters or political events ahead of time
 - What will be the Japanese earthquake or Arab Spring of 2012?
- Consensus forecast assumes above average long-run growth
 - Projections usually become more cautious in the outyears
- To address these concerns:
 - Develop an alternative revenue scenario with rates 2% below Consensus
 - Cap long term growth rates at 7%

Spending Overview

FY 2012 Total Spending is \$27 Billion

- General and Non-General Fund

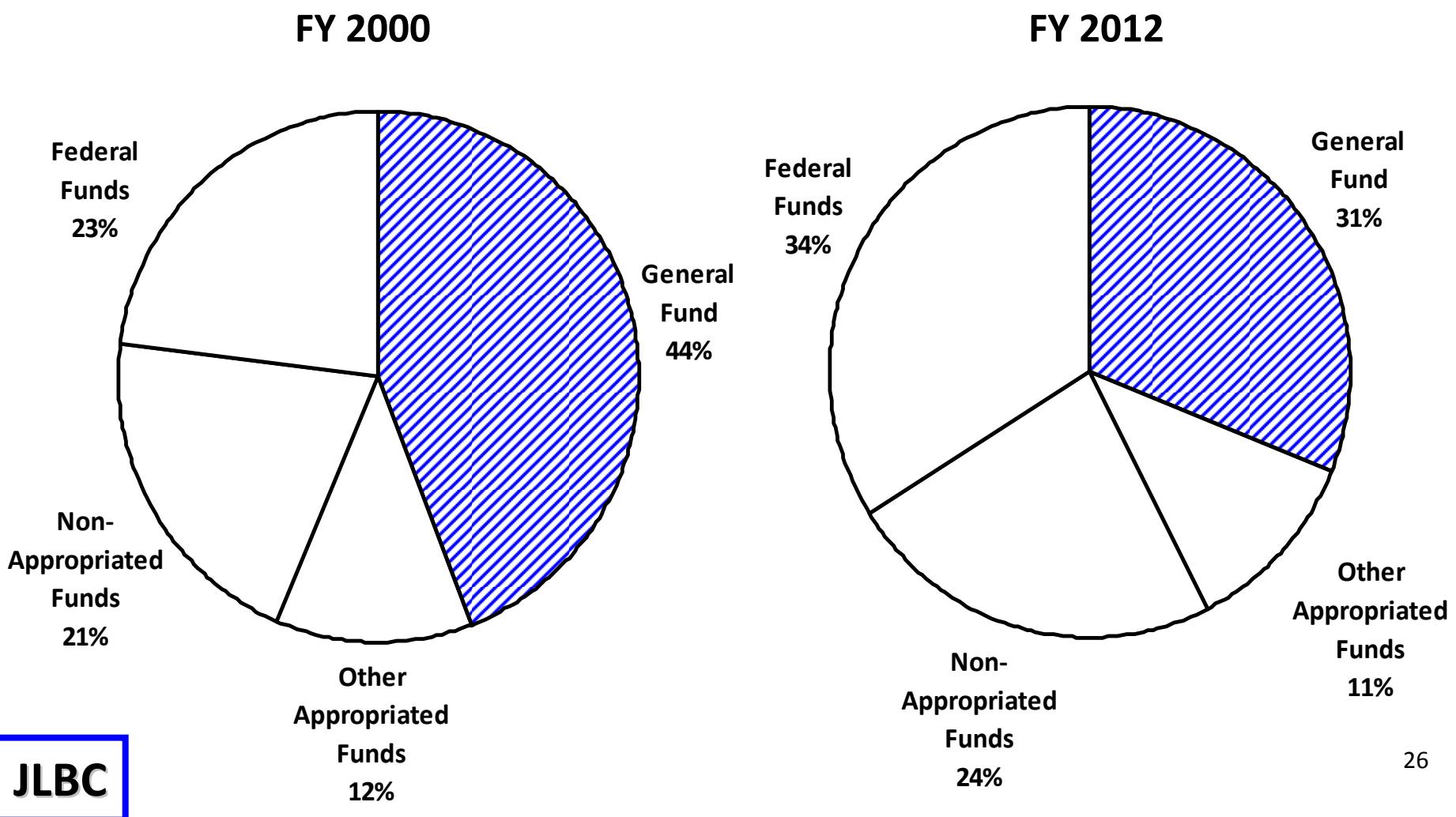
<u>Budget Unit</u>	<u>(Millions)</u>
AHCCCS	\$ 5,993.2
Education (K-12)	4,923.4
Universities	3,971.3
Economic Security	2,710.3
Health Services	1,780.0
Corrections	1,062.2
Other Agencies	5,286.1
Capital	<u>1,194.4</u>
TOTAL	\$ 26,920.9



Legislative Oversight is Declining

- General Fund % of Budget Has Fallen

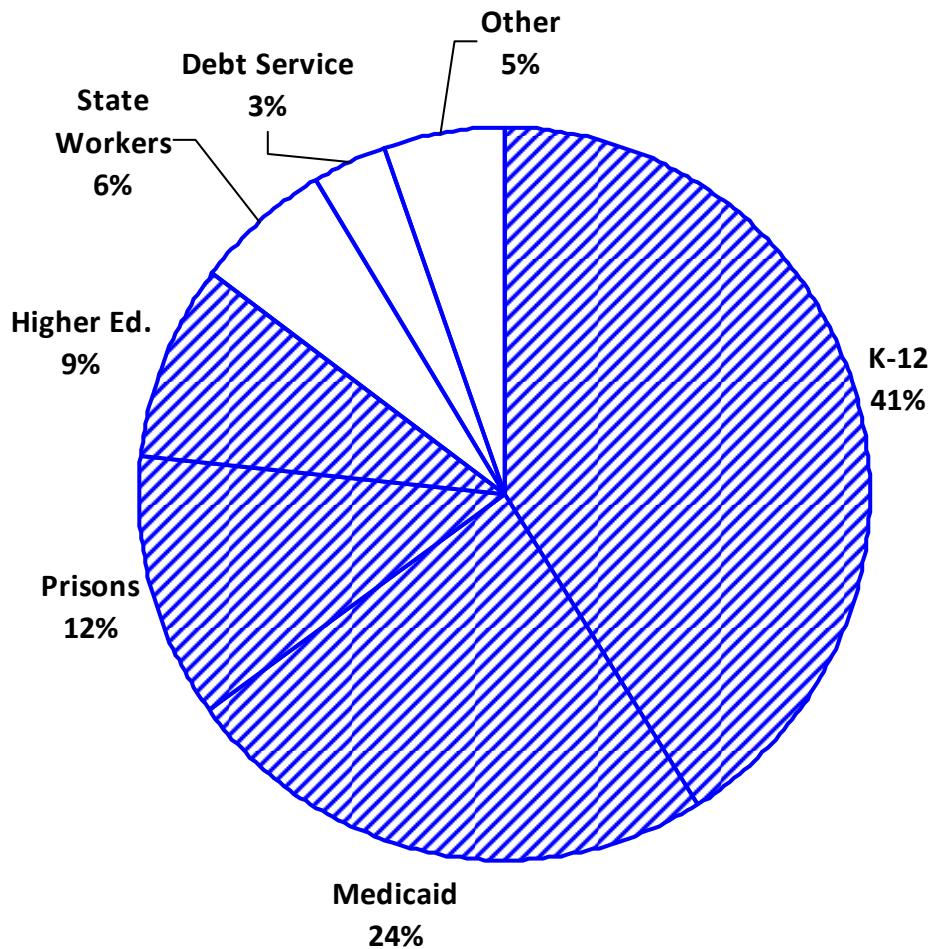
From 44% in FY 2000 to 31% in FY 2012



The 3 Main Drivers of General Fund Spending Are Education, Health, and Prisons

- Represents 86% of On-Going General Fund Budget

	<u>(FY '12 \$ in Millions)</u>
Education (K-12)	\$ 3,413.7
Medicaid	1,959.8
Prisons	975.0
Higher Education	718.9
State Workers	486.6
Debt Service	272.9
Other	<u>449.5</u>
TOTAL	\$ 8,276.4



Baseline Spending Estimates Are Based on Active Spending Formulas

- Baseline assumes continued suspension of inactive formulas (See Appendix B)
 - The annual statutory suspensions save \$730 M each year
 - Most savings involve K-12 operating formulas (\$300 M) and School Facilities Board formulas resulting from '90s litigation (\$400 M)
- Formula spending adjustments are projected to cost \$30 M in FY '13 and \$268 M in FY '14
 - Lower level of FY '13 spending due to K-12 enrollment losses and elimination of \$79 M in one-time "27th payroll" spending
 - FY '14 growth is more comparable to prior years, but uncertainty due to federal health care requirements

Detail of the FY '13 and '14 General Fund Baseline Spending Adjustments

	\$ in M	
	FY '13 Above FY '12	FY '14 Above FY '13
K-12 Formula – Enrollment decline in '13, followed by gain in '14	(28)	39
Medicaid caseload, no inflation, \$40 M in '14 for Federal health care requirement	99	206
Debt Service	50	20
Extra Pay Period – One time savings	(79)	0
Other	(12)	3
Total	30	268

* Baseline supports an FTE ceiling of 52,100 positions. Recommend ceiling reduction since 8,600 of those positions are vacant.

FY '13 K-12 Operating Formula Adjustments are \$(28) M

- Continues the Annual Formula Suspensions of \$275 M

\$ in M

- | | |
|----------------|---|
| \$(58) | Lower formula costs in FY 12—primarily (1.2)% student count decline |
| 51 | 0.4% student growth + special ed growth in FY 13 |
| (39) | New restrictions on Homeowner's Rebate |
| 35 | Replace one-time federal stimulus |
| (23) | Property taxes from new construction |
| <hr/> <u>6</u> | Other formula issues |
| (28) | Total |

Other Baseline Education Issues

- ❑ Continues K-12 new construction moratorium
 - SFB has requested \$165 M for 18 new schools, including \$20 M for 7 projects exceeding capacity in FY '13
- ❑ Continues current practice of no funding of University enrollment growth
 - Formula would have otherwise cost \$21.8 M in FY 2013
- ❑ Reduces Community College funding by \$(5) M due to formula reductions
 - Low property value districts receive less equalization aid since they grew more quickly than the average rural district

Loss of Some of the Proposed Medicaid Waiver Plan Offset by Other Technical Adjustments

- Enacted FY '12 Budget included Executive's proposed \$524 M in savings, primarily from enrollment freezes, provider reductions, and program reductions
- Federal government ultimately approved \$301 M in savings, including Childless Adult and Medicaid Spenddown Program freezes and 5% provider reduction
- Executive is offsetting the \$(223) M loss in savings as follows:

	<u>\$ in M</u>
Reinstituting the Payment Rollover	\$118
Prescription Drug Rebate Savings	85
Net Medicaid Funding Formula Savings	20

Medicaid Formula Adjustments Cost \$99 M in FY '13

- Represent Cumulative AHCCCS, DHS and DES Cost

	<u>\$ in M</u>
<input type="checkbox"/> Loss of One-time FY '12 Adjustments (Rollover, etc.)	\$(223)
<input type="checkbox"/> Annualization of Waiver Package Savings	223
• Includes Enrollment Freezes and Provider Rates	
<input type="checkbox"/> New Regular Enrollment Growth	99
• Includes Impact of Lower Federal Match Rate	_____
Total	99

Federal Health Care Legislation Will Result in Both New Costs and Savings in 2014

- As of January 2014, Medicaid eligibility expands from 100% to 133% of federal poverty level
 - Federal government pays 100% of the cost for the first several years.
 - 70% of the uninsured population in this new category is projected to sign up.
- Over 100,000 Childless Adults who are expected to lose coverage during the enrollment freeze will again become eligible in January 2014.
 - By 2015, the Childless Adult population is expected to achieve its pre-freeze levels.
 - Federal government will pay for over 80% of the cost compared to 65% now.
 - The higher match rate also applies to a projected 120,000 Childless Adults who are expected to remain on the program during the enrollment freeze.
- The “refinancing” of the existing Childless Adults to a higher federal match will generate savings to offset the cost of restoring the coverage of 100,000 members.

Will More Currently Eligible But Non-participating Individuals Sign Up for Coverage?

- Additional publicity on the availability of health care may induce some of these 275,000 individuals to apply—but the current reasons for non-participation are not well understood.
- Unlike individuals above 133% of poverty, there are no financial penalties if Medicaid eligible participants fail to sign up.
- Given lack of hard data, 50% of the currently eligible non-participants are projected to enroll.
- Any of the projected population estimates are subject to considerable change.
 - When Medicaid increased to 100% of poverty in 2000, the expansion was expected to add 100,000 persons by 2005. The 2005 expansion population was actually 200,000.

In FY '15, the Federal Health Care Changes Could Cost the State \$140 M

- The federal health care changes are projected to add 310,000 new participants and allow the refinancing of 120,000 existing enrollees at a higher federal match rate:

	#	Fed Match Rate
100-133% Poverty Level Newly Eligible	75,000	100%
Restored Childless Adult Population	105,000	85%
Currently Eligible New Participants	<u>130,000</u>	65%
Total	310,000	
Refinance Remaining Childless Adults	120,000	Increase from 65% to 85%

- In FY 2014, the federal health care changes are expected to cost \$40 M as the population ramps up with the implementation of the changes in January 2014.
- Three years in advance, these estimates are highly speculative and could change considerably.

Baseline Does Not Include New Prison Beds, Pending Legislative Authorization

- Statute requires Dept. of Corrections to award 5,000 private prison bed contract
 - Given flat prison population, ADC is not proceeding
 - Currently have historically low (1,400) bed shortfall
- ADC now seeks 2,000 private beds in '15 and \$50 M to construct 500 state beds in '13
- FY '12 budget shifted responsibility of sentences of less than a year to counties starting in FY '13
 - Governor seeking repeal
 - No Baseline savings as we lack county decisions on taking inmates or paying State to incarcerate them

Spending Risks

- ❑ The State is subject to numerous “budget” lawsuits, such as the Medicaid childless adult coverage freeze and provider rate reduction and the K-12 inflator.
 - If plaintiffs successful, cost could exceed \$475 M.
- ❑ Any serious federal deficit reduction would likely lead to a reduction in state aid
- ❑ State must monitor its requirements under the \$1 B sale/leaseback agreement for potential costs
 - By using tax-exempt financing, State may be required to use cash balances above 5% to buy tax-exempt securities
 - State could exceed threshold by \$167 M in '12 and \$13 M in '13
 - State may be able to fulfill its requirements as part of its regular investment of the operating fund

FY '12 – '14 Budget Projections

- The projected General Fund balance is \$583 M in FY '12 and \$431 M in FY '13.
- With the expiration of the 1-cent sales tax in FY '14, State is forecasted to have relatively small shortfall of \$(172) M.

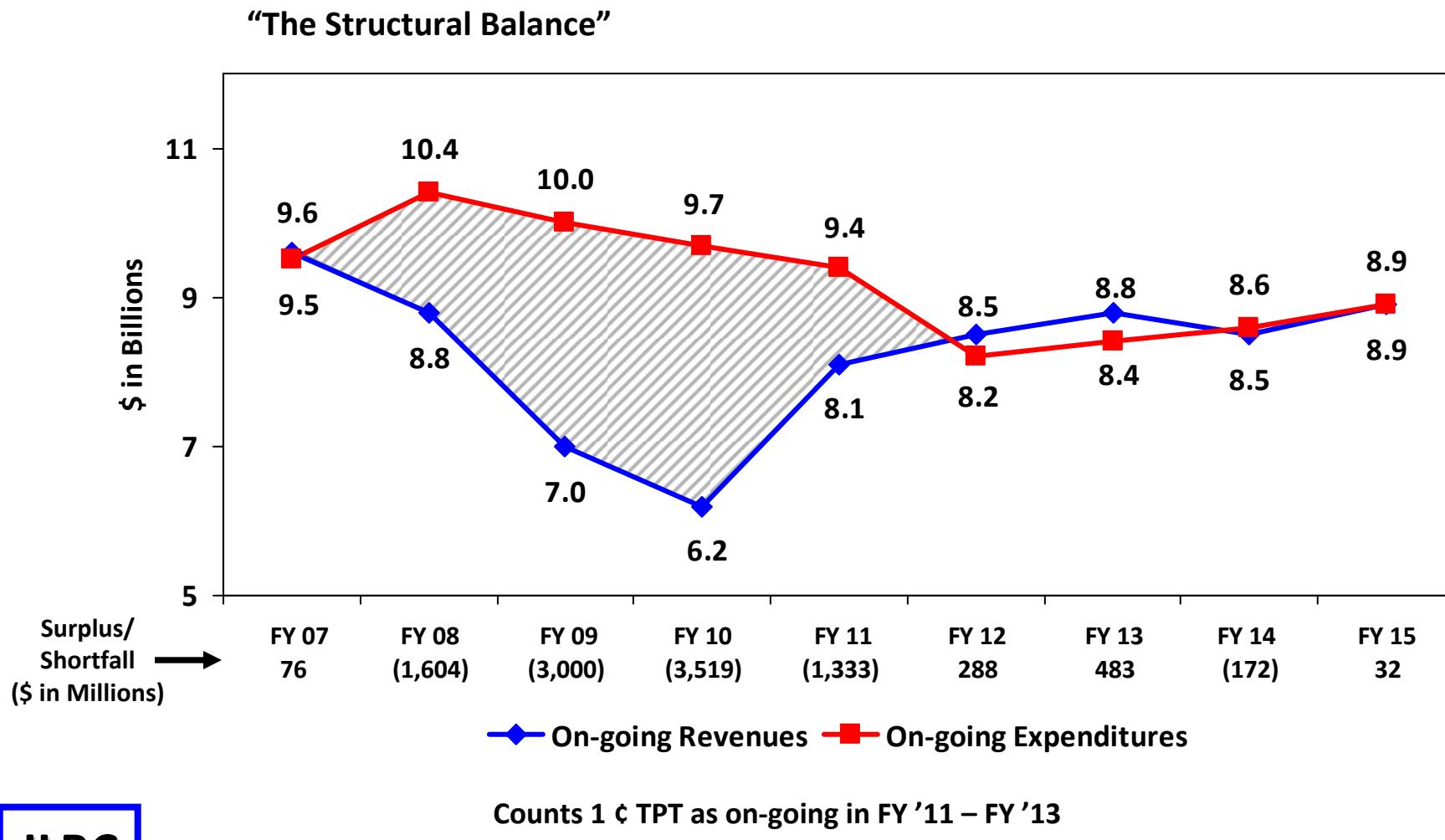
	<u>12</u>	<u>13</u>	<u>14</u>
Revenues	\$8.9 B	\$8.8 B	\$8.5 B
Spending	\$8.3 B	\$8.4 B	\$8.6 B
Balance	\$583 M	\$431 M*	\$(172) M*

*Excludes estimated prior year balance

Strong FY '13 Position Helps State

Absorb Loss of 1-Cent in FY '14

- Assumes State Does Not Enact Permanent New Initiatives



What if Projections Are Not Accurate?

- Short Term Balances Disappear & \$(1) B FY '14 Shortfall

Alternative Assumptions:

- 2% Slower Revenue Growth
- Plaintiffs Prevail in Budget Lawsuits

Projected Balance (+)/Shortfall (-)			
	(\$ in M)		
	'12	'13	'14
Baseline	583	431	(172)
Alternative	325	(367)	(1,072)

Appendix A: January 2012 4-Sector Forecast

	FY 2012	FY 2013	FY 2014	FY 2015
Sales Tax				
JLBC Forecast	5.1%	5.0%	7.1%	7.3%
UA – Low	2.1%	1.2%	4.9%	9.3%
UA – Base	5.8%	5.8%	6.6%	9.5%
FAC	6.9%	6.8%	6.5%	6.2%
Average:	5.0%	4.7%	6.3%	8.0%
Individual Income Tax				
JLBC Forecast	8.8%	5.0%	6.9%	7.5%
UA – Low	0.2%	1.6%	3.9%	6.9%
UA – Base	10.1%	7.9%	5.5%	7.4%
FAC	8.2%	7.7%	7.0%	7.0%
Average:	6.8%	5.6%	5.9%	7.2%
Corporate Income Tax				
JLBC Forecast	10.0%	4.9%	7.1%	2.4%
UA – Low	2.0%	2.2%	21.7%	17.0%
UA – Base	17.8%	16.1%	21.9%	12.8%
FAC	15.9%	14.2%	9.8%	7.0%
Average:	11.4%	9.7%	15.1%	10.0%
JLBC Weighted Average:	7.0%	5.0%	7.0%	7.0%
UA Low Weighted Average	1.3%	1.4%	5.8%	9.0%
UA Base Weighted Average	8.6%	7.6%	7.5%	9.0%
FAC Weighted Average:	8.2%	7.8%	7.0%	6.6%
“Big-3” Weighted Average	6.3%	5.5%	6.9%	7.9%
Consensus Weighted Average:*	5.3%	5.1%	6.9%	7.9%
Adjusted Consensus Weighted Average:**	5.2%	4.7%	6.7%	6.7%
* Consensus Big-3 Categories adjusted for small revenue categories				
** Consensus Weighted Average adjusted for tax law changes				

Appendix B: Funding Formula Suspensions

Statutory Funding Formula Suspensions*

<u>Agency</u>	<u>Formula</u>	<u>FY 2013 Cost If Funded</u>
Community College	Capital State Aid Suspension	\$23,708,400
Department of Education	Soft-Capital Formula	\$188,120,700
	Charter School Additional Assistance	\$17,656,000
	Capital Outlay Revenue Limit (CORL)	\$63,684,600
	Fund JTEDs at 91%	\$4,849,100
Department of Emergency & Military Affairs	Governor's Emergency Fund	\$1,100,000
Department of Environmental Quality	WQARF	\$8,000,000
Department of Health Services	Restoration to Competency	\$1,740,600
	SVP	\$2,670,300
School Facilities Board	Building Renewal	\$248,897,300
Tourism	Tourism Funding Formula	\$15,551,600
Universities	Financial Aid Trust	<u>6,188,900</u>
Subtotal		\$582,167,500
Future Year Cost – School Facilities Board	New School Construction (If enrollment returns to pre-recession level)	<u>\$150,000,000</u>
Total		\$732,167,500
Non-Statutory Formula Suspensions		
Department of Administration	Building Renewal	\$25,696,000
Universities	General Fund Enrollment	\$21,801,100
	Building Renewal	<u>\$97,630,700</u>
Subtotal		\$145,127,800

* Excludes AHCCCS suspensions.

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