# Executive Branch Budget FY 2012 - 2014

Mary Lassiter, State Budget Director John Hicks, Deputy State Budget Director Kevin Cardwell, Deputy State Budget Director January 24, 2012

#### Governor's Goals

- ☐ Improve job competitiveness
- □ Protect education funding
- Make progress in early childhood education
- ☐ Provide healthcare for most vulnerable
- ☐ Protect the public's safety
- Make fiscally responsible and critical investments for the future
- ☐ Run a lean and efficient government
- □ Reduce reliance on one-time funds

## **Budget Challenges**

- □ Increasing, but modest revenues
- ☐ One-time funds supporting spending levels not available
  - Stimulus funds
  - Funds from prior years
  - Deferred payroll
  - Non-recurring balancing measures
- □ Increasing costs to maintain same services
- Cumulative impact of five consecutive years of budget cuts

#### FY 12 General Fund Budget is Balanced

(\$millions)

# Problem: Budget Gap between Appropriations and Resources \$ 168.9 Additional Spending Reductions \$ 21.0 Current Year Appropriation Needs \$ 10.4 Total \$ 200.3

#### Solution:

Spending Reductions	\$ 118.4
Partial Use of Current Year Excess Revenues	\$ 81.9
Total	\$ 200.3

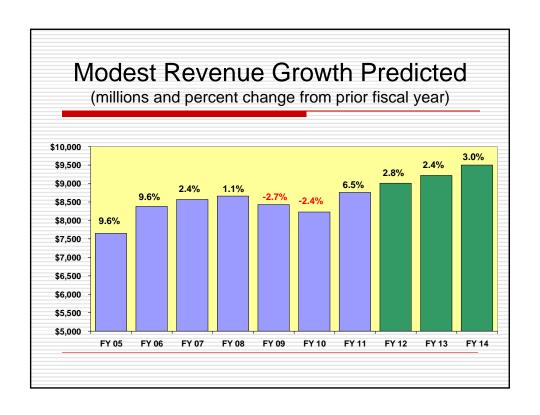
Budgeted Ending Balance \$ 19.9

#### Amendments to FY 12 Balancing Plan

- ☐ Additional Exemptions From 2% Cuts
  - Preschool
  - PVA's
- □ Current Year Appropriations
  - Mine Safety \$ .9
  - Horse Park
- \$ 3.5
- Fair Board \$ 5.5
- Prosecutors \$ .5
- Total \$10.4 million

#### Sources of Funds

- No New Taxes
- □ No Expanded Gaming Revenues
- Modest Revenue Growth
- ☐ Tax Amnesty and Enhanced Compliance
- □ Fund Transfers
- □ Budget Reserve Trust Fund



	_	
alanced Budget FY 1	2	- 14
	Bier	nial Total
	(	millions)
Official Revenue Estimate	\$	18,721
Base Level of Spending	\$	18,648
Additional Required and Recommended Spending	\$	815_
Total Recommended Spending	<u>\$</u>	19,463
Gap Between Revenues and Spending	\$	(742)
Measures to Fill the Gap		
Cuts	\$	286
Fund Transfers	\$	245
Use of the Budget Reserve Trust Fund	\$	102
Tax Amnesty and Enhanced Compliance	\$	61
Other Resources and Lapses	\$	29
Beginning Balance	_\$	20_
Total Budget Balancing Measures	\$	742

## Additional Revenue Collections from Existing Taxes

- □ Tax Amnesty and Enhanced Compliance Program
  - Revenue collection incentives and enhanced compliance initiatives
  - \$59 million FY 13 \$2 million FY 14 (Net Impact)
- □ Abandoned Property Program
  - Extend pilot program in Jefferson County and other appropriate areas
  - Liabilities turned into assets for communities
  - \$7 million FY 13 \$10 million FY 14

# Tax Amnesty and Enhanced Compliance Program

- ☐ Last tax amnesty period was 2002
  - \$40 million net positive revenues
- □ Since Kentucky's last Amnesty, 40 States have implemented similar programs to improve collections
- □ Incentives to pay include waiving penalties and ½ interest due
- Increased collection efforts and enhanced enforcement tools after amnesty period will preserve the enhanced revenues

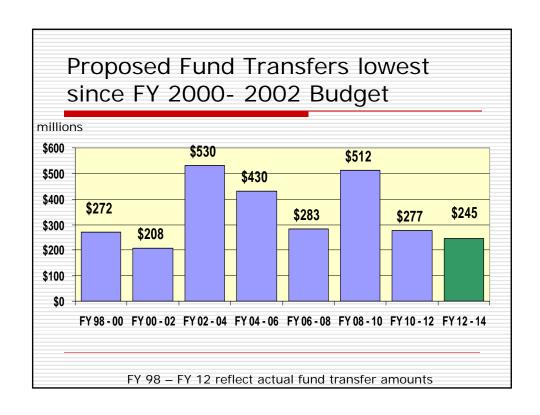
# Tax Amnesty and Enhanced Compliance Program

- Primary focus:
  - Add new taxpayers to the tax rolls;
  - Provide delinquent taxpayers an opportunity to reestablish themselves as a compliant taxpayers; and
  - Provide additional state revenue for vital public services for the benefit all Kentucky's citizens.
- □ Amnesty program will cover virtually all taxpayers under all taxes administered by the Department of Revenue
- ☐ The tax amnesty period will occur in FY 13

# Tax Amnesty and Enhanced Compliance Program

☐ General Fund Net Benefit of \$61 million over the biennium

	FY	2013	2013 FY 2014		Total
General Fund					
Gross Revenues	\$	73.1	\$	13.9	\$ 87.0
Required Expenditures	\$	(13.9)	\$	(11.8)	\$ (25.7)
Net General Fund Benefit	\$	59.2	\$	2.0	\$ 61.2
Road Fund Benefit	\$	0.7	\$	0.2	\$ 0.9



## Targeted Spending to Protect Priorities

- Most agencies reduced 8.4% in FY 13 and straight-lined in FY 14
- Priority areas straight-lined or increased
- □ Lesser reductions in several areas

# Highlights - Limited Areas with Additional Spending

		enniai otal
	millions	
Debt Service		
Existing Debt	\$	372
New Bond Projects (\$304 million)	\$	19
Retirement and Health Insurance		
Retirement Contributions to KERS	\$	79
Health Insurance +2% per Year	\$	45
Teachers' Retirement - Medical	\$	43
Corrections & AOC - HB 463		
Increased Parole and Pretrial Officers	\$	14
New Local Corrections Assistance Fund	\$	9
Reinvest Drug Law Savings	\$	7

Highlights - Limited Areas with		
Additional Spending		nnial otal
Health and Family Comings	mil	lions
Health and Family Services		0.4
Medicaid	\$	84
Substance Abuse Treatment	\$	8
Supports for Community Living	\$	14
Community Placements for Adults with Severe Mental Illness	\$	2
Community Based Services Caseload Reductions	\$	21
Child Support Enforcement Match Replacement	\$	18
New Eastern State Hospital - Lease and Operations	\$	16
KASPER Enhancements	\$	4
Adult Abuse Registry	\$	2
Colon Cancer Screening Program	\$	1
Postsecondary Education		
Restore Universities' Base to 2012 Originally Enacted	\$	38
Preschool Expansion	\$	15
Expand eligibility for 4 year-olds from 150% to 160% poverty level		
Others	\$	5

815

**Total Recommended Additional Spending** 

#### Critical Areas Exempt from Cuts

- SEEK
- Preschool
- Medicaid
- Corrections
- Debt Service
- Health Insurance & Retirement
- Teachers' Retirement
- Student Financial Aid
- Coal Severance Funds

- Community Based Services
- Behavioral Health
- Public Advocacy
- Revenue Operations
- Tourism Fair Board, Horse Park
- Mine Permitting, Reclamation & Enforcement
- Veterans' Affairs

#### Most State Agencies Cut 8.4%

- Governor's Office
- Attorney General
- Auditor's Office
- Treasurer
- Dept. Agriculture
- Sec. of State
- Dept. Local Government
- Military Affairs
- Other General Govt. Agencies
- Economic Development
- Energy & Environment

- Finance Cabinet
- CHFS other than Medicaid, DCBS, Aging, Behavioral Health
- Labor Cabinet
- CPE
- Public Protection Cabinet
- Tourism Arts & Heritage
- Public Transportation
- Legislative Branch

#### Judicial Branch

- Judicial Branch
  - Net increase of 1.5% over biennium
    - ☐ Fund fit up for judicial centers coming on-line
    - ☐ Fund increases in health insurance and retirement contributions
    - Operational reductions required to balance

#### K-12 Education Highest Priority

- □ Preserves SEEK funding
  - Same total General Fund appropriation in FY 13 and FY 14 as FY 12
  - Base per-pupil guarantee \$3,833 in FY 13 and \$3,827 in FY 14
- Expands Preschool Eligibility to 160% of Poverty Level for 4-year olds in FY 14
  - 4,430 more children will be served 18% increase
  - Goal to expand to 200% of Poverty Level, adding another approx. 4,000 children by the end of Beshear administration
- ☐ Funds \$100 million School Facilities Bonds
  - Authorizes additional \$100 million Offers of Assistance

#### K-12 Education Highest Priority

- ☐ Provides increase in health insurance funding to support 2% increase each plan year
- ☐ 4.5% reduction in FY 13 for Non-SEEK grants to school districts; straight-lined in FY 14
- ☐ Funds employer contributions for Kentucky Teachers' Retirement System

#### Postsecondary Education

- Restores \$18.9 million to Base Budgets shifted from FY 12 to FY 11
- ☐ 6.4% Base Budget Reductions for Universities and Colleges
- No cuts to student financial aid programs
  - Fully funds KEES program
  - No cuts to Need-Based programs
  - Fully funds National Guard Tuition Assistance Program
- □ \$25 million General Fund bonds for asset preservation and maintenance no General Fund bonds for new projects
- ☐ \$451 million Agency Bonds
  - priority projects for which institutions have identified debt service and plan to move forward

#### **Education and Workforce**

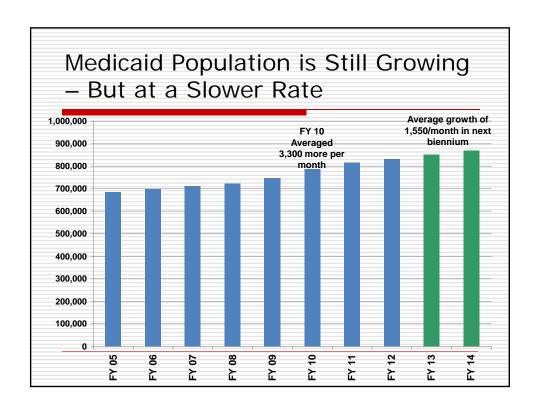
- Agencies
  - Education Professional Standards Board
  - Kentucky Comm. on Deaf and Hard of Hearing
  - Office for the Blind
  - Office of Employment and Training
  - Office of Career and Technical Education
  - Office of Vocational Rehabilitation
  - Kentucky Educational Television
  - Kentucky Dept. of Libraries and Archives
- □ 4.2% reduction in FY 13
- ☐ Straight-lined funding in FY 14

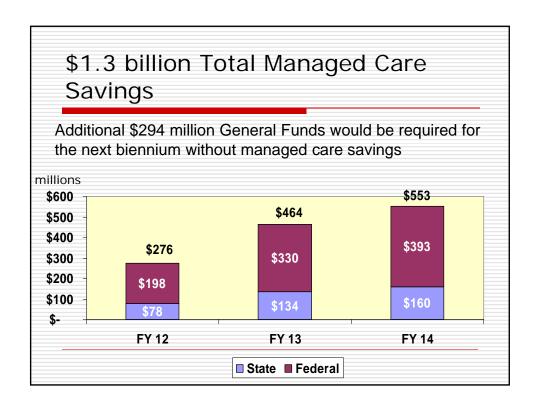
#### Health and Family Services

- Medicaid program exempt from reductions
  - Increasing costs and eligible members
  - Management initiatives proposed to contain cost increases
  - Expand substance abuse treatment
  - Expand community placements for those with intellectual disabilities and severe mental illness
- Behavioral Health exempt from reductions
- □ Reduce Caseloads in the Dept. for Community Based Services
- Costs to Open New Eastern State Hospital
- Maintain Child Support Enforcement Program
- Expand the KASPER program
- Create an Adult Abuse Registry reduced cuts for aging programs
- ☐ Match funding to begin colon cancer screening program
- □ Balance of Cabinet cut 8.4% in FY 13; straight-lined in FY 14

#### Medicaid

- ☐ Increased General Fund need because:
  - Increasing enrollment due to the recession
  - Increasing healthcare costs
- ☐ Cost increases mitigated by managed care
- □ Recommended General Fund increase of \$108 million over the biennium
- Continue to implement cost containment measures





#### Medicaid Investments ■ Supports for Community Living Additional 800 community placements for individuals with intellectual disabilities \$10.2 million FY 14 ■ \$3.3 million FY 13 □ Adults with Severe Mental Illness 200 community placements in FY 13, 400 more in FY 14 ■ \$.6 million FY 13 \$1.2 million FY 14 ■ Substance Abuse Treatment for Adolescents and Adults Community based treatment programs for substance abuse Coverage for 5,800 Medicaid eligible adolescents and adults ☐ \$3.4 million FY 13 \$4.4 million FY 14

## Department for Community Based Services

- □ No cuts to the Department
- Caseload Reduction Initiative
  - Protection and Permanency
  - Family Support
    - □ \$10.8 million FY 13

\$9.9 million FY 14

- Maintain Child Support Enforcement Match Replacement
  - Required to maintain current enforcement efforts
    - □ \$10.7 million FY 13

\$7.5 million FY 14

#### Public Health - Colon Cancer Screening Program

- ☐ Initial funding for HB 415 enacted in 2008
- □ \$500,000 per year to provide colon cancer screening for uninsured Kentuckians
- □ Provides access to screening for 2,000 uninsured Kentuckians
- ☐ Funds will be matched dollar for dollar by Kentucky Cancer Foundation – total of \$1 million per year
- ☐ Services to be provided by local health departments
- □ Increased screening will save lives and money

## Public Employees and Retirees / Personnel Cabinet

- ☐ Honors the HB 1 scheduled increase in KERS and SPRS employer contribution rates
  - \$22 million FY 13 \$43 million FY 14
- □ Provide funding to support 2% increase each plan year for health insurance costs
  - \$15 million FY 13 \$30 million FY 14
- No furloughs

#### **Economic Development**

- □ Reinvests in programs to retain and create jobs
  - \$20 million High-Tech grants and loans bond funds
- □ Supports creation of Angel Investment Tax Credit Program
- ☐ Funds One-Stop Business Portal
  - \$5 million for Phase I

#### **Energy & Environment**

- □ Preserves mining programs
- □ Balance of Cabinet cut 8.4% in FY 13; straight-lined funding in FY 14
- ☐ Funds permanent cap for Maxey Flats Superfund site, with continued monitoring
  - \$17 million bonds
  - \$18 million trust funds from responsible parties

#### Department of Veterans' Affairs

- □ Veterans' Nursing Homes
  - Operating funds to open new wing at West Kentucky Veterans' Center in Hanson
  - Fund construction of 4<sup>th</sup> state veterans' nursing home in Radcliff
  - Reauthorize 5<sup>th</sup> veterans' cemetery in Leslie County
  - No operating budget reductions

## Finance and Administration

- □ 8.4% cut in FY 13; straight-lined FY 14
- □ Revenue
  - No cuts to operating funds to support tax amnesty and revenue collection efforts
- □ Debt Service on Existing Debt
  - \$177 M in FY 13 \$194 M in FY 14
    - ☐ Impact of previous debt restructuring
    - ☐ Payments on bonds previously authorized

#### Justice & Public Safety

Corrections - Core cost driver is incarcerated felon population

Consensus Forecast	FY 2013	FY 2014
Felon Population – Without HB 463	21,646	22,011
HB 463 Impacts	(1,782)	(2,871)
Projected Felon Population	19,864	19,141

#### Corrections – HB 463 Implementation

- ☐ **HB 463 Summary –** Savings and Reinvestment
  - Drug law changes
  - Mandated re-entry supervision last 6 months of sentence
  - Good time credit while on parole
  - Re-invest savings in expanded treatment programs, parole services, pre-trial release, and evidence-based practices

	miii	lions
Corrections & AOC - HB 463		
Increased Parole and Pretrial Officers	\$	13
New Local Corrections Assistance Fund	\$	9
Reinvest Drug Law Savings	\$	7

#### Net Decline in Corrections Budget

		J			
	FY 2012		illions Y 2013	<u>E</u>	Y 2014
Baseline	\$ 455.4	\$	449.0	\$	438.0
Reinvestment:					
Reinvest Drug Law Savings into Expanded Treatment Programs		\$	-	\$	6.8
Expansion of Probation and Parole Services +54, +84 Officers		\$	3.6	\$	5.7
Local Corrections Assistance Fund - 25% of Other HB 463 Savings		\$	3.4	\$	5.5
		\$	7.1	\$	17.9
Other Cost Savings/Expenditure Reduction Measures:					
Private Prison - Phase-out Otter Creek		\$	(2.0)	\$	(2.6
Medicaid Savings - Affordable Care Act		\$	- '	\$	(4.0
Cut to Corrections Management and Local Jail Support		\$	(0.9)	\$	(0.9
		\$	(2.9)	\$	(7.5
Additional Costs:					•
Retirement Increases		\$	1.3	\$	4.4
Public Safety First-needed to sustain-replace expiring federal funds		\$	0.4	\$	0.2
Debt Service - Maintenance Pool		\$	0.1	\$	0.4
		\$	1.8	\$	5.0
Total Corrections General Fund	\$ 455.4	\$	455.0	\$	453.4

## Justice & Public Safety

- □ 2.2% cuts for most agencies in FY 13; straight-lined in FY 14
  - State Police
  - Juvenile Justice
  - Justice Administration
- ☐ Kentucky State Police Training Academy
  - \$2 million for replacement of administration and classroom building
- Department for Public Advocacy exempt from cuts

#### Labor

- ☐ Agencies:
  - Workplace Standards
  - General Administration and Program Support – Shared Services
- 8.4% reduction in FY 13
- ☐ Straight-lined funding in FY 14

#### **Public Protection**

- Agencies
  - Office of the Secretary
  - Alcoholic Beverage Control
  - Housing, Buildings and Construction
  - Board of Claims/Crime Victims Compensation Board
  - Board of Tax Appeals
  - Horse Racing Commission
- 8.4% reduction in FY 13; straight-lined funding in FY 14

#### Tourism Arts & Heritage

- Most Cabinet agencies cut 8.4% in FY 13; straightlined funding in FY 14
  - Secretary's Office
  - Arts Council
  - Parks
  - Department of Travel
  - Historical Society
  - Heritage Council
  - Center for the Arts
- ☐ Fish & Wildlife Resources no General Funds
- Artisans Center at Berea supported with Road Funds

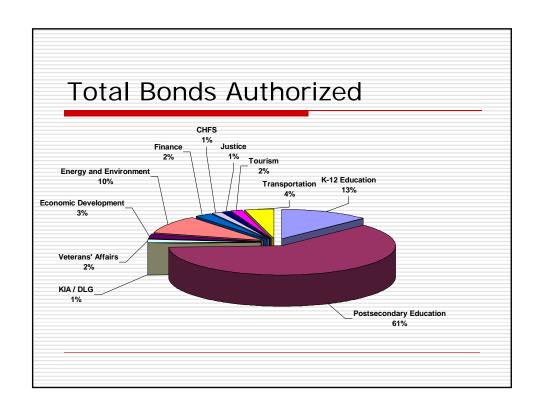
# Most Agencies Cut 8.4% - on top of 25% - 30% cuts already taken

- □ \$1.3 billion has been cut from appropriations over the last four years
- ☐ The easy measures have been taken
- ☐ Impact of the additional cuts will be real:
  - service delays
  - more employee attrition
  - some possible layoffs
  - loss of federal funds
  - possible facility closures

## **Cumulative Impact of Cuts**

Finance Agencies	30% - 38%	KET	27%
Labor	38%	Education and Workforce	23% - 27%
Area Development Districts	38%	CHFS Non-Medicaid	7% - 28%
Public Protection	30% - 38%	K-12 Non-SEEK	27%
Constiutional Officers	32% - 36%	Natural Resources	15%
Military Affairs	34%	State Police	15%
Environmental Protection	32%	Universities	15%
Tourism, Arts & Heritage	30%	Juvenile Justice	13%
Economic Development	29%	Veterans' Affairs	6%

# Capital Budget Highlights Limited New Capital Program Smallest since 1996 Invest in necessary state government infrastructure General Fund Bonds \$ 304 million Road Fund Bonds \$ 23 million Agency Fund Bonds \$ 451 million Total \$ 778 million Debt Capacity Ratio = 6.3%



apital Budget –General Fu	ina Bonas
	millions
K-12 Education	\$ 100
Energy and Environment	\$ 78
Postsecondary Education	\$ 25
Economic Development	\$ 20
Finance	\$ 19
Veterans' Affairs	\$ 14
Tourism	\$ 13
CHFS	\$ 11
Transportation	\$ 10
Justice	\$ 9
KIA / DLG	\$ 6
Total	\$ 304

	• •	Amoun
A	Dunions	millions
Agency	Project	HIIIIOHS
Obligations	0040 40 0%	
School Facilities Construction Commission	2010-12 Offers of Assistance	\$100.
Environmental Protection	Maxey Flats Cap	\$17.
Ky Infrastructure Authority	KIA - Wastewater Revolving Fund Match	\$1.
Ky Infrastructure Authority	KIA - Drinking Water Revolving Fund Match Subtotal-Obligations	\$2. \$120.
New Projects		
Veterans' Affairs	Fourth Veterans' Nursing Home - Radcliff	\$14.
Parks	Splash Park Development-Various Parks	\$3.
Local Government	Flood Control Matching Fund	\$2.
Murray State University	Breathitt Veterinary Lab-Site Acquisition and Design	*
State Police	Demolition and Construction of Training Academy Building	\$2.
Finance	Lexington Downtown Redevelopment Project-Planning & Design	\$3.
Justice Administration-Medical Examiner	Site Acquis.& Design-Jefferson Co. Medical Examiner Lab and Office	\$1.
	Subtotal-New Projects	\$25.
Deferred Maintenance/Major Mainte	nance	
Council on Postsecondary Education	Asset Preservation/Renovation Pool	\$25.
Various Agencies	Maintenance Pools	\$22.
Environmental Protection	State Owned Dam Repair	\$2.
Finance	Statewide Microwave Network (KEWS) Maintenance	\$2.
Finance	Parking Garage Maintenance	\$1.
Finance	Council of State Governments Building Complex	\$5.
Behavioral Health	Electrical System Upgrade at Western - Design	\$1.
Parks	Upgrade Wastewater System-Ft Boonesborough	\$2.
Fair Board	Parking Garage Maintenance	\$2.
	Subtotal-Deferred Maintenance/Major Maintenance	\$64.
Economic Development		
Economic Development	High-Tech Contruction/Investment Pool	\$20.
Finance	One-Stop Business Portal	*
	Subtotal-Economic Development	\$20.
Others		
Medicaid Administration	Medicaid Eligibilty System	\$5.
Environmental Protection	Petroleum Underground Storage Tank Projects	\$54.
Energy & Environment	Ky Heritage Land Conservation Fund Projects	\$4.
Transportation	Wetland Restoration	\$10
	Subtotal-Others	\$73
Total General Fund Bonds		\$304
* Reauthorized - not new bonds		φ30.

## Capital Budget – Agency Bond Projects

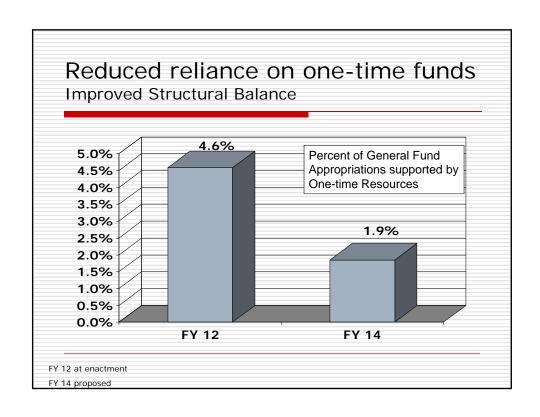
 University agency bond projects authorized at levels the universities can support and actually plan to issue

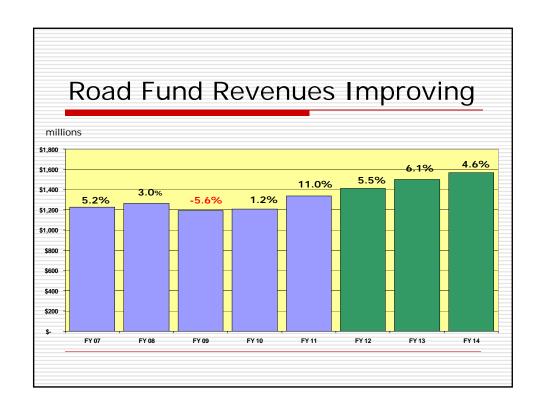
		millions
•	Eastern Kentucky University	\$ 64
•	Morehead State University	\$ 24
•	Murray State University	\$ 19
•	Northern Kentucky University	\$ 67
•	University of Kentucky	\$200
•	University of Louisville	\$ 39
•	Western Kentucky University	\$ 39
	Total	\$451

Agency Bond Projects		
	Agency Bonds (millions)	
Projects		
Eastern Ky University	•	-
Renovate Residence Hall-Additional	\$	6.0
Refinance ESPC	\$	27.0
Construct University Activity Center, Phase II	\$	31.3
Total	\$	64.3
Morehead State University		
Renovate West Mignon Residence Hall-Add	\$	0.6
Renovate Cartmell Residence Hall	\$	11.1
Renovate Mignon Residence Hall	\$	9.3
Construct Food Service/Retail & Parking Struct-Add	\$	2.1
Replace Exterior Precast Panels-Nunn Hall-Add	\$	0.4
Construct Residential Facility at Univ. Farm-Add	\$	0.3
Total	\$	23.7
Murray State University	_	
Construct New University Library- Design	\$	3.8
Renovate Hester Hall	\$	8.4
Complete Capital Renewal: H & D Pool < \$600,000	\$ \$	6.5 18.7
Total	Ψ	10.7
Northern Ky Univeristy		
Expand/Renovate Albright Health Center	\$	45.0
Acquire/Renovate New Residence Hall	\$	10.0
Expand University Drive Parking Garage	\$	12.0
Total	\$	67.0
University of Ky - Agency Bond Pool	\$	200.0
	•	
University of Louisville		
Purchase Land for Support Services in Northeast Quadrant	\$	15.0
Guaranteed Energy Savings Contract-Additional	\$	4.5
Expand Student Activities Center	\$	19.5
Total	\$	39.0
Western Ky University		
Renovate Downing University Center-Phase V	\$	16.5
Construct Honors College Facility	\$	22.0
Total	\$	38.5
Grand Total	- \$	451.3

## Surplus Expenditure Plan

- □ Necessary Governmental Expenses
- □ 50% to Restore SEEK funding to FY 12 Per Pupil Guarantee
- □ 50% to Restore Budget Reserve Trust Fund





## **Transportation Cabinet**

- ☐ Increased revenue sharing with local govts.
  - \$34 million FY 13 \$25 million FY 14
- □ Replace the drivers' licensing system
- □ County Maintenance Facility Replacements
  - Replacing 7 county maintenance facilities and salt domes

#### 2012 Six Year Highway Plan

- ☐ Projects selected will:
  - Solve a maintenance problem
  - Address a known safety concern
  - Deal with significant traffic congestion
  - Improve highways for Kentucky's employers and citizens
- □ Annual design and construction contract lettings of \$1 billion

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