

SENATE FISCAL AGENCY
MEMORANDUM



DATE: January 11, 2018
TO: Members of the Senate
FROM: Ellen Jeffries, Director
RE: Consensus Revenue Year-End Balance Estimates

The Consensus Revenue Estimating Conference reached agreement today on revised General Fund/General Purpose (GF/GP) and School Aid Fund (SAF) revenue estimates for fiscal year (FY) 2016-17, FY 2017-18, and FY 2018-19. An agreement also was reached on the first consensus estimate of FY 2019-20 GF/GP and SAF revenue. Based on the revised consensus revenue estimates and enacted and projected State appropriations, the Senate Fiscal Agency (SFA) has revised its estimates of the year-end balances that were included in the SFA's *Economic Outlook and Budget Review* that was published on December 20, 2017. This memorandum provides a brief summary of these revised SFA estimates.

FY 2016-17 Year-End Balance Estimates

The FY 2016-17 State budget was originally based on consensus revenue estimates agreed to in May 2016. At that time, the GF/GP year-end balance was projected to be \$1.0 million, and the projected SAF year-end balance was \$0.2 million. The FY 2016-17 comprehensive annual financial report (commonly referred to as the CAFR) has not yet been published, but based on year-to-date accounting reports of FY 2016-17 GF/GP revenue and expenditures from the State Budget Office and the Department of Treasury, the Senate Fiscal Agency is projecting that the FY 2016-17 GF/GP budget will close the fiscal year with a \$622.5 million balance. The FY 2016-17 SAF budget is projected to close the fiscal year with a \$377.4 million balance.

The first column of Table 1 provides a summary of the current SFA estimate of a \$622.5 million balance in the FY 2016-17 GF/GP budget. The first column of Table 2 provides a summary of the SFA's estimate of a \$377.4 million year-end balance in the FY 2016-17 SAF budget. Pursuant to statutory requirements, the amounts of the year-end balances will carry forward and be available as FY 2017-18 revenue sources. It should be noted that year-end balances of \$267.4 million GF/GP and \$271.7 million SAF had been assumed in June 2017 when the FY 2017-18 budget was being finalized, and were factored into the FY 2017-18 spending plan.

The revised FY 2017-18 balance sheets in this memo include \$355.1 million more in the GF/GP carry-forward year-end balance and \$105.7 million more in the SAF carry-forward year-end balance, than the June 2017 estimate. Of the \$355.1 million-higher GF/GP carry-forward balance, \$81.0 million was due to changes in revenue from the May 2017 consensus. These revenue changes were accompanied by higher-than-anticipated year-end lapses of \$293.4 million. Also of note is that of the \$81.0 million GF/GP revenue change from the May 2017 consensus, approximately \$335.0 million was due to additional business tax revenue (of which about \$200.0 million can be attributed to Michigan Business Tax credits that were not posted as part of the FY 2016-17 book-closing process, but may be recognized in a future fiscal year) and other non-tax revenue. This additional business and non-tax revenue was partially offset by an estimated \$200.0 million in lower income tax revenue. The SAF's FY 2016-17 year-end balance increase of \$105.7 million from June 2017 is attributed to a revenue increase of \$75.2 million, as well as year-end lapses and other adjustments that lowered expenditures compared to the June 2017 estimates.

FY 2017-18 Year-End Balance Estimates

Based on the consensus revenue estimate and enacted appropriations, the SFA is now estimating that the FY 2017-18 GF/GP budget year-end balance will be \$341.2 million. The second column of [Table 1](#) provides a summary of this estimate. The estimate includes a projected \$622.5 million budget surplus carried forward from FY 2016-17. The current consensus estimate of FY 2017-18 GF/GP revenue represents a \$100.9 million decrease from the May 2017 consensus revenue estimate upon which the FY 2017-18 budget was based. The SFA estimate of \$10.1 billion for FY 2017-18 GF/GP expenditures has not changed from the estimate published in the SFA's *Economic Outlook and Budget Review* on December 20, 2017. Comparing the total estimated GF/GP revenue (based on the January 2018 consensus revenue estimate) to the SFA's estimate of FY 2017-18 GF/GP expenditures results in a projected year-end balance of \$341.2 million.

Based on the consensus revenue estimate and enacted and projected expenditures, the SFA is now estimating that the FY 2017-18 SAF budget will have a year-end balance of \$230.5 million. The second column of [Table 2](#) provides a summary of this estimate. This estimate includes a projected \$377.4 million budget surplus carried forward from FY 2016-17. The current consensus estimate of FY 2017-18 SAF revenue represents a \$114.0 million increase from the May 2017 consensus revenue estimate upon which the budget was based. On the expenditure side of the SAF budget, there are consensus K-12 adjustments for pupils and local property taxes that reduce costs for FY 2017-18 by \$9.5 million, which is slightly offset by \$2.0 million of estimated costs for pending Michigan Public School Employees Retirement System (MPERS) legislation. Comparing the total estimated SAF revenue (based on the January 2018 consensus revenue estimate) to the SFA's estimate of FY 2017-18 SAF expenditures results in a projected ending balance of \$230.5 million.

FY 2018-19 State Budget Outlook

Pursuant to statutory requirements, the Governor must submit a detailed FY 2018-19 State budget recommendation to the Legislature no later than February 9, 2018. This State budget recommendation will continue the debate on the FY 2018-19 State budget. On February 8, 2017, Governor Snyder presented his FY 2017-18 budget and his projections for FY 2018-19.

The estimated FY 2017-18 GF/GP revenue and expenditures produce a projected FY 2018-19 beginning balance of \$341.2 million. If this beginning balance is combined with total estimated GF/GP revenue (based on the January 2018 consensus revenue estimate) of \$10.3 billion, and if FY 2018-19 ongoing and one-time departmental appropriations are assumed to remain at the same levels as those of FY 2017-18, with adjustments for caseload, costs, and economic factors, there will be an FY 2018-19 projected year-end GF/GP balance of \$152.6 million. The third column of [Table 1](#) outlines these assumptions.

The third column of [Table 2](#) provides a summary of the SFA's outlook for the FY 2018-19 SAF budget. The estimated FY 2017-18 SAF revenue and expenditures result in a projected ending balance of \$230.5 million. If this balance is carried forward into FY 2018-19 and is combined with \$13.5 billion of ongoing revenue (based on the January 2018 consensus revenue estimate) and \$2.0 billion of other assumed revenue, and if FY 2018-19 SAF expenditures are continued at the FY 2017-18 appropriation level with consensus adjustments for pupils, local property tax valuations, and other costs (including the assumption that the one-time \$200.0 million paydown of MPERS debt is not continued), there will be an FY 2018-19 projected SAF year-end balance of \$570.2 million. The FY 2018-19 total estimated SAF expenditures assume the continuation of SAF appropriations for community colleges and universities of \$642.6 million, adjusted for the cap on employee retirement costs.

Summary

Tables 1 and 2 summarize the projected year-end balances for all three fiscal years, for the GF/GP and School Aid Fund budgets, respectively. The SFA also is publishing today a memo that summarizes the consensus revenue estimates for FYs 2016-17, 2017-18, and 2018-19, and the School Aid Foundation Allowance Index Estimate for FY 2018-19. Please see the SFA's December 20, 2017, *Economic Outlook and Budget Review* for more details on the revenue and balance sheet assumptions. If you have any questions on any of the Consensus Revenue Estimating Conference issues, please contact me at 517-373-5300 or at ejeffries@senate.michigan.gov.

Table 1

FY 2016-17, FY 2017-18, AND FY 2018-19 GENERAL FUND/GENERAL PURPOSE (GF/GP) REVENUE, EXPENDITURES AND YEAR-END BALANCE ESTIMATES (Millions of Dollars)			
	FY 2016-17	FY 2017-18	FY 2018-19
Revenue:			
Beginning Balance	\$604.4	\$622.5	\$341.2
<u>Ongoing Revenue:</u>			
Consensus Revenue Estimate (May 2017)	\$10,111.3	\$10,408.6	\$10,489.5
January 2018 Revenue Estimate Change	81.0	(100.9)	(149.9)
Consensus Revenue Estimate (January 2018)	\$10,192.3	\$10,307.7	\$10,339.6
<u>Other Revenue Adjustments:</u>			
Revenue Sharing Payments	(\$465.3)	(\$465.9)	(\$466.2)
Medicaid Managed Care Use Tax.....	116.0	0.0	0.0
Subtotal Ongoing Revenue	\$9,843.0	\$9,841.8	\$9,873.4
<u>Non-Ongoing Revenue:</u>			
One-Time Appropriation for Revenue Sharing.....	(\$5.8)	(\$5.8)	(\$5.8)
Hewlett Packard/VW Settlement Proceeds.....	21.2	0.0	0.0
Redirection of Restricted Revenue	15.0	(5.8)	0.0
School Bond Loan Repayments.....	4.0	0.0	0.0
Preliminary Bookclosing Adjustments.....	(20.2)	0.0	0.0
Subtotal Non-Ongoing Revenue	\$14.2	(\$11.6)	(\$5.8)
Total Estimated GF/GP Revenue	\$10,461.6	\$10,452.7	\$10,208.8
Expenditures:			
<u>Ongoing Appropriations:</u>			
Initial Ongoing Appropriations	\$9,669.0	\$9,784.4	\$9,784.4
<u>One-Time and Other Appropriations:</u>			
Initial One-Time Appropriations.....	\$306.3	\$257.3	\$257.3
Appropriation to Budget Stabilization Fund.....	75.0	150.0	0.0
Enacted Supplementals	82.2	39.7	0.0
Estimated Baseline, Caseload, Cost Adjustments.....	0.0	(120.0)	14.5
Preliminary Bookclosing Lapses	(293.4)	0.0	0.0
Subtotal One-Time and Other Appropriations.....	\$170.1	\$327.0	\$271.8
Total Estimated GF/GP Expenditures	\$9,839.1	\$10,111.5	\$10,056.2
PROJECTED YEAR-END GF/GP BALANCE	\$622.5	\$341.2	\$152.6

Table 2
FY 2016-17, FY 2017-18, AND FY 2018-19
SCHOOL AID FUND (SAF)
REVENUE, EXPENDITURES AND YEAR-END BALANCE ESTIMATES
(Millions of Dollars)

	FY 2016-17	FY 2017-18	FY 2018-19
Revenue:			
Beginning Balance	\$168.2	\$377.4	\$230.5
<u>Ongoing Revenue:</u>			
Consensus Revenue Estimate (May 2017)	\$12,609.9	\$12,970.5	\$13,330.5
January 2018 Revenue Estimate Change	<u>75.2</u>	<u>114.0</u>	<u>133.5</u>
Consensus Revenue Estimate (January 2018)	\$12,685.1	\$13,084.5	\$13,464.0
<u>Other Revenue Adjustments:</u>			
General Fund/General Purpose Grant	\$179.0	\$215.0	\$145.0
Community District Education Trust Fund	66.6	72.0	72.0
Medicaid Managed Care Use Tax	58.0	0.0	0.0
Federal Ongoing Aid	<u>1,617.7</u>	<u>1,726.9</u>	<u>1,726.9</u>
Subtotal Ongoing Revenue	\$14,606.4	\$15,098.4	\$15,407.9
<u>Non-ongoing Revenue:</u>			
SAF Deposit into Reserve Fund	\$0.0	(\$55.0)	\$0.0
Reserve Fund for MPSERS	0.0	23.1	31.9
Drinking Water Emergency Reserve Fund	2.5	0.0	0.0
Preliminary Bookclosing Adjustments	<u>8.5</u>	<u>0.0</u>	<u>0.0</u>
Subtotal Non-Ongoing Revenue	\$11.0	(\$31.9)	\$31.9
Total Estimated School Aid Fund Revenue	\$14,785.6	\$15,443.9	\$15,670.3
Expenditures:			
<u>Ongoing Appropriations:</u>			
Initial Ongoing K-12 Appropriations	\$13,985.8	\$14,266.5	\$14,266.5
Enacted Supplementals	(107.9)	5.4	0.0
Consensus Estimate of K-12 Cost Adjustments (January 2018)	0.0	(9.5)	21.5
Fund Community Colleges with School Aid Fund	260.4	398.3	405.6
Partially Fund Higher Education with School Aid Fund	<u>237.1</u>	<u>238.3</u>	<u>237.0</u>
Subtotal Ongoing Appropriations	\$14,375.4	\$14,899.0	\$14,930.6
<u>One-Time and Other Appropriations:</u>			
Initial One-Time K-12 Appropriations	\$176.0	\$89.3	\$128.5
Fund MPSERS UAAL Payment	0.0	200.0	0.0
MPSERS K-12 New Reform Costs	0.0	23.1	37.6
MPSERS K-12 Reform Pending Legislation (HB 5093)	0.0	2.0	3.4
Preliminary Bookclosing Lapses	<u>(143.2)</u>	<u>0.0</u>	<u>0.0</u>
Subtotal One-Time and Other Appropriations	\$32.8	\$314.4	\$169.5
Total Estimated School Aid Fund Expenditures	\$14,408.2	\$15,213.4	\$15,100.1
PROJECTED YEAR-END SCHOOL AID FUND BALANCE	\$377.4	\$230.5	\$570.2

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