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March 15, 2010

## MEMORANDUM

**TO:** The Honorable Pat Quinn, Governor, State of Illinois  
The Honorable John Cullerton, President of the Senate  
The Honorable Michael Madigan, Speaker of the House of Representatives  
The Honorable Tom Cross, Minority Leader of the House of Representatives  
The Honorable Christine Radogno, Minority Leader of the Senate

**FROM:** Dan R. Long, Executive Director

**RE:** FY 2011 GAAP (Generally Accepted Accounting Principles) Report

### Introduction

Included in this memorandum are the Commission on Government Forecasting and Accountability's revenue estimates formulated on a modified accrual basis in accordance with generally accepted accounting principles (GAAP). Public Act 90-0479, a synopsis of which is included in the Appendix, requires modified accrual basis estimates for the general funds, the Agricultural Premium Fund, the Road Fund, and the Motor Fuel Tax Fund.

Recognition of revenue and liability in the fiscal year of collection or payment has been the premise for formulating the Illinois budget and is known as cash basis budgeting. Estimates formulated on a modified accrual basis instead recognize revenue and liability in the fiscal year of accrual and provide an alternative perspective to the budget process.

### Modified Accrual Basis Estimates

The Commission on Government Forecasting and Accountability estimates that fiscal year 2010 revenue to the general funds on a modified accrual basis will be \$277.3 million lower than the cash basis estimate. The differential between the two estimates is largely because lapse period collections in fiscal year 2011 are expected to be slightly

lower than fiscal year 2010 lapse period collections as a result of an estimated falloff in federal sources per current law. The Commission estimates that there will be no difference between modified accrual basis revenue to the Agricultural Premium Fund, the Road Fund, and the Motor Fuel Tax Fund in fiscal year 2011.

The following table summarizes the Commission’s estimates, while tables at the back of this document provide more detail of the analysis.

<b>FY 2011 REVENUE ESTIMATES</b>			
Summary Table			
(\$ in Millions)			
Estimated Revenue by Fund	<b>CGFA Cash Basis vs. Modified Accrual Basis</b>		
	CGFA Base FY 2011 Cash Basis	CGFA Base FY 2011 Modified Accrual Basis	Difference
General Funds	\$26,557.0	\$26,279.7	-\$277.3
Agricultural Premium Fund	\$25.3	\$25.3	\$0.0
Road Fund	\$3,100.0	\$3,100.0	\$0.0
Motor Fuel Tax Fund	\$1,375.0	\$1,375.0	\$0.0

The Governor’s Office of Management and Budget included their modified accrual revenue estimates in the FY 2011 Budget Book. The GOMB’s FY 2011 cash basis revenue estimate is \$26,707 million (not including \$737 million in assumed Federal stimulus funds or \$4.672 billion in proposed voucher payment notes). This estimate is \$150 million higher than the Commission’s comparable cash basis estimate of \$26,557

**Methodology for Modified Accrual Basis Revenue Estimates**

In general, the Commission on Government Forecasting and Accountability’s modified accrual revenue estimates were formulated as follows:

- 1) obtained historical amounts of revenue accrued in a given fiscal but received during July and August of the following fiscal year, or later during the following fiscal year in the case of federal reimbursements associated with Section 25 of the State Finance Act;
- 2) used historical data to calculate the percentage of a fiscal year’s cash basis receipts attributable to the previous fiscal year;
- 3) used data described above and additional insight from relevant agencies to formulate estimates of accrued revenue to be received after the close of fiscal years 2010 and 2011;
- 4) used these estimates of accrued revenue received after the close of fiscal years 2010 and 2011 to convert fiscal year 2011 cash basis revenue estimates to modified accrual basis estimates by subtracting fiscal year 2011 cash receipts attributable to fiscal year 2010 and adding fiscal year 2012 cash receipts attributable to fiscal year 2011.

It should also be noted that:

- 1) for federal revenues to the general funds, the Governor's Office of Management and Budget estimates were used given GOMB's role in coordinating federal receipts and the estimates' similarity to such receipts in previous fiscal years;
- 2) in accordance with Public Act 90-0479, the Commission also formulated fund balance estimates – however, GOMB's estimated fiscal year 2011 beginning cash basis fund balances were utilized for the Agricultural Premium Fund, the Road Fund, and the Motor Fuel Tax Fund;
- 3) the Governor's Office of Management and Budget's estimates of expenditures were utilized for fund balance calculations given the Commission does not routinely estimate expenditures.

### **Background**

Each year, the Comptroller's office produces the *Comprehensive Annual Financial Report* (CAFR). The CAFR is the State's official annual report, which provides the readers with the financial position of the State as of June 30 each year, and results of operations during the fiscal year. The report is intended to provide the State's taxpayers, managers, investors, creditors, lawmakers, and other users with information in accordance with GAAP. The State of Illinois' daily activities are operated on a "cash basis," where bills are paid with the available balances of cash on hand.

Cash basis budgets are based on estimates of the cash balance available at the beginning of the fiscal year, the amount of revenue actually received during July through June of the fiscal year, the amount of expenditures actually made during July through June of the fiscal year, and the ending cash balance. Budgeting on a modified accrual basis instead recognizes revenues and expenditures as they accrue.

### **Funds**

Below is a brief description of the funds for which modified accrual estimation is required.

- General Funds - The general funds support operations and programs of numerous State agencies with revenues from various sources, the largest of which include income taxes, sales taxes, and federal sources.
- Agricultural Premium Fund – The Agricultural Premium Fund has been used to meet numerous expenses including those of the Racing Board, the State Fairs, and the Department of Agriculture. Revenues to this fund include a portion of the horse racing privilege tax, transfers from the General Revenue Fund (GRF), and other miscellaneous sources such as proceeds from the sale of advertising at the DuQuoin State Fair and fees paid to the State Police for racetrack investigative services.

- Road Fund – Uses of the Road Fund have included retiring principal and interest on highway construction bonds issued by the State, administering certain chapters of the vehicle code, meeting administrative expenses of the Illinois Department of Transportation, construction of highways and bridges, and patrolling and policing highways. Examples of Road Fund revenue sources are motor vehicle and operator license fees and transfers from the Motor Fuel Tax Fund.
- Motor Fuel Tax Fund – The Motor Fuel Tax Fund is a holding fund for all revenue to the State from the motor fuel tax. Revenue is used for such purposes as deposits to the State Boating Act Fund, deposits to the Grade Crossing Protection Program, and for State and local road programs, including a deposit to the Road Fund.

## FY 2011 GAAP REPORT

Supplementary Notes  
March, 2010

### Cash Basis Revenue Estimate vs. Modified Accrual Basis Revenue Estimate

- It is estimated that there will be a relatively small difference between FY 2011 revenue measured on a cash basis and FY 2011 revenue measured on a modified accrual basis. The modified accrual basis general funds estimate is \$277.3 million lower than the cash basis estimate. The differential between the two estimates is largely because lapse period collections in FY 2011 are expected to be slightly lower than FY 2010 lapse period collections, particularly in the area of federal sources.
- Fund balance estimates were made utilizing both cash basis and modified accrual basis revenue and expenditure estimates.
  - The cash basis fund balance calculation starts with an estimated FY 2010 beginning cash balance of \$280 million. The FY 2011 beginning cash balance is calculated by adding the Commission's FY 2010 estimated cash basis revenues to the FY 2010 beginning cash balance and by subtracting GOMB's FY 2010 cash basis spending estimate.

<b>FY 2010 Beginning Cash Balance:</b>	<b>\$280 million</b>
FY 2010 CGFA Est. Base Cash Revenue:	\$27,895 million
FY 2010 Estimated Cash Spending:	(\$29,145 million)
<b>FY 2010 Ending/FY 2011 Beginning Cash Balance:</b>	<b>(\$970 million)</b>

*The above beginning cash balance of -\$970 million is simply the calculation of the FY 2010 beginning cash balance plus cash basis revenues less cash basis spending. By definition, the Comptroller's Office would not allow the cash balance estimate to fall to negative territory. Instead, unpaid bills would be pushed into the following year. It is unclear, however, how low the Comptroller will allow the end-of-year cash balance to fall.*

The "modified accrual basis" fund balance calculation starts by adjusting the estimated FY 2011 beginning balance for outstanding revenues and liabilities not accounted for in the cash basis beginning balance.

<b>FY 2010 Ending/FY 2011 Beginning Cash Balance:</b>	<b>(\$970.0 million)</b>
FY 2011 Cash Receipts Attributable to FY 2010:	\$1,965.0 million
FY 2010 Lapse Period/Section 25 Spending:	(\$7,468.0 million)
<b>FY 2010 Ending/FY 2011 Beginning Modified Accrual Balance:</b>	<b>(\$6,473.0 million)</b>

The estimated FY 2011 modified accrual basis ending balance is calculated by adding estimates of FY 2011 modified accrual basis revenue and subtracting GOMB estimated FY 2011 expenditures, adjusted to a modified accrual basis by subtracting estimates of

prior year lapse period and Section 25 spending and adding estimates of current year lapse period and Section 25 spending.

**FY 2011 Estimated Beginning**

Modified Accrual Balance:	<b>(\$6,473.0 million)</b>
FY 2011 Estimated Modified Accrual Revenue:	\$26,279.7 million
FY 2011 Estimated Modified Accrual Expenditures:	(\$32,117.0 million)
<b>FY 2011 Estimated Ending Modified Accrual Balance*:</b>	<b>(\$12,310.3 million)*</b>

**\*If this balance were to include the Governor's assumption of \$737 million from the continuation of the ARRA program and the proposed \$4.672 billion in voucher payment notes, the balance would be improved by \$5.409 billion to a deficit of \$6.9 billion.**

The estimated FY 2011 modified accrual basis ending balance results in a deficit of \$12.3 billion. This figure is nearly \$5.8 billion lower than the estimated cash basis ending balance. This is mostly because FY 2010 lapse period / Section 25 spending is anticipated to be much higher than FY 2011 cash receipts attributable to FY 2010.

**Budget Deficit Clarification**

In the Governor's FY 2011 Budget Book, a budgetary walk-up is included which shows the cash balance budget deficit to be \$5.868 billion, which is considerably less than the \$12.3 billion deficit shown above. The primary reason for this discrepancy is the exclusion of the \$4.672 billion, as mentioned above. Again, when the voucher payment notes and the revenues from the continuation of the ARRA program are included, the difference is greatly reduced. It should also be noted that the Governor's proposed budget also includes:

- \$267 million in savings from pension stabilizations [details unavailable but presumably due to a two-tiered pension system].
- The reduction of net income taxes to local governments via the Local Government Distributive Fund. Currently, local governments receive 10% of net income taxes. The introduced budget assumes a decline to 7%, valued at approximately \$308 million.

In addition, the Section 25 provision allows the State to pay any remaining Medicaid bills from one fiscal year with monies from next year's appropriations. Because of this, the budget can still appear balanced on a cash basis (or have a lower reported deficit), even though the State may not have sufficient funding for the Medicaid program. On a modified accrual basis, Section 25 liabilities from one fiscal year that are pushed off into the next fiscal year must be counted in the year that the liability is accrued. As a result, when including these Section 25 liabilities, the modified accrual deficit will be shown to be higher than the cash basis deficit.

**CGFA FY 2011 REVENUE ESTIMATE - ANALYSIS OF CASH BASIS VS. MODIFIED ACCRUAL BASIS**  
 (General Funds - \$'s in Millions)  
 March '10

<u>Estimated General Funds Revenue</u>	<u>FY 2011 Cash Basis Collections</u>	<u>FY 2010 Lapse Period Collections</u>	<u>FY 2011 Lapse Period Collections</u>	<u>FY 2011 GAAP Basis</u>
<b>State Taxes</b>				
Individual Income Tax	\$9,650.0	\$186.0	\$188.9	\$9,652.9
Corporate Income Tax	\$1,705.0	\$37.2	\$40.9	\$1,708.7
Sales Taxes	\$6,300.0	\$390.0	\$396.3	\$6,306.3
Public Utility Taxes	\$1,125.0	\$7.3	\$7.4	\$1,125.2
Cigarette Tax	\$350.0	\$0.0	\$0.0	\$350.0
Liquor Gallonage Taxes	\$160.0	\$16.6	\$16.6	\$160.0
Vehicle Use Tax	\$30.0	\$0.0	\$0.0	\$30.0
Inheritance Tax	\$250.0	\$0.0	\$0.0	\$250.0
Insurance Taxes & Fees	\$345.0	\$0.0	\$0.0	\$345.0
Corporate Franchise Tax & Fees	\$210.0	\$0.0	\$0.0	\$210.0
Interest on State Funds & Investments	\$36.0	\$0.0	\$0.0	\$36.0
Cook County Intergovernmental Transfer	\$243.0	\$0.0	\$0.0	\$243.0
Other Sources	<u>\$392.0</u>	<u>\$4.0</u>	<u>\$4.2</u>	<u>\$392.1</u>
<b>Subtotal</b>	<b>\$20,796.0</b>	<b>\$641.0</b>	<b>\$654.3</b>	<b>\$20,809.2</b>
<b>Transfers</b>				
Lottery	\$635.0	\$0.0	\$0.0	\$635.0
Gaming Fund Transfer	\$420.0	\$0.0	\$0.0	\$420.0
Proceeds from sale of 10th License	\$0.0	\$0.0	\$0.0	\$0.0
Other	<u>\$650.0</u>	<u>\$0.0</u>	<u>\$0.0</u>	<u>\$650.0</u>
<b>Total State Sources</b>	<b>\$22,501.0</b>	<b>\$641.0</b>	<b>\$654.3</b>	<b>\$22,514.2</b>
<b>Total Federal Sources</b>	<u>\$5,295.0</u>	<u>\$1,348.6</u>	<u>\$1,059.0</u>	<u>\$5,005.4</u>
<b>Total Federal &amp; State Sources</b>	<b>\$27,796.0</b>	<b>\$1,989.6</b>	<b>\$1,713.3</b>	<b>\$27,519.6</b>
<b>Refund Fund</b>				
Personal Income Tax	(\$941.0)	(\$18.1)	(\$18.4)	(\$941.3)
Corporate Income Tax	(\$298.0)	(\$6.5)	(\$7.2)	(\$298.7)
<b>Base General Funds Revenue</b>	<b>\$26,557.0</b>	-	<b>\$1,965.0</b>	<b>\$26,279.7</b>
Short-Term Borrowing	\$0.0	\$0.0	\$0.0	\$0.0
HPF and HHSMTF Transfers	\$0.0	\$0.0	\$0.0	\$0.0
Budget Stabilization Fund Transfer	\$276.0	\$0.0	\$0.0	\$276.0
Pension Contribution Fund Transfer	\$0.0	\$0.0	\$0.0	\$0.0
<b>Total General Funds Revenue</b>	<b>\$26,833.0</b>	-	<b>\$1,965.0</b>	<b>\$26,555.7</b>
Regular and Section 25 Expenditures	(\$32,117.0)	-	(\$7,468.0)	(\$32,117.0)
<b>FY 2011 Estimated General Funds Balance</b>	<b>Beginning Balance</b>		<b>Revenue</b>	<b>Expenditures</b>
Cash Basis	(\$970.0)	+	\$26,557.0	(\$32,117.0)
FY 2011 Cash Receipts Attributable to FY 2010	\$1,965.0			
FY 2010 Lapse Period / Section 25 Spending	(\$7,468.0)			
<b>Modified Accrual Basis</b>	<b>(\$6,473.0)</b>	<b>+</b>	<b>\$26,279.7</b>	<b>(\$12,310.3)</b>

**NOTES:**  
 FY 2011 estimated beginning modified accrual balance was derived by subtracting the Governor's Office of Management and Budget's (GOMB) FY 2010 lapse period and other Section 25 spending estimate from the estimated beginning FY 2011 cash balance and adding the estimated FY 2011 cash receipts attributed to FY 2010.  
 Fund balances are calculated using the Governor's Office of Management and Budget spending estimates as the Commission on Government Forecasting and Accountability does not formulate estimates of expenditures.  
 The GOMB's spending estimates were converted to modified accrual basis by subtracting prior year lapse period and other estimated Section 25 spending and adding current year lapse period and other Section 25 spending. Excluded from the revenue and spending estimates are various revenue/expenditure changes proposed by the Governor. Budget Stabilization Fund transfers are also not included.

## APPENDIX

### Synopsis of Public Act 90-0479 (15 ILCS 20/50-5), Pertaining to Budget Formulation

Public Act 90-0479 (15 ILCS 20/50-5), effective August of 1997, requires that the State budget, both underlying revenue and spending estimates, for the following funds be formulated on a modified accrual basis in concert with generally accepted accounting principles (GAAP):

- 1) General Funds;
- 2) Agricultural Premium Fund;
- 3) Road Fund;
- 4) Motor Fuel Tax Fund.

Revenue estimates for a fiscal year are to include:

- 1) the estimated beginning fund balance;
- 2) plus the revenues estimated to be received from July through June of the fiscal year;
- 3) plus receipts due to the state as of June 30 but expected to be collected during the lapse period;
- 4) minus the receipts collected during the first two months of the fiscal year that are attributable to the previous fiscal year;
- 5) plus federal reimbursements associated with State expenditures made in accordance with Section 25 of the State Finance Act.

Spending estimates for a fiscal year are to include:

- 1) expenditures estimated to be made from July through June of the fiscal year;
- 2) plus expenditures estimated to be incurred in the fiscal year but paid in the following fiscal year;
- 3) minus costs paid in the fiscal year which were incurred in the previous fiscal year.

Both revenue and expenditure estimates for a fiscal year are to include all transfers between funds that are based on revenues received or costs incurred during the fiscal year.

The Commission on Government Forecasting and Accountability is to prepare revenue and fund transfer estimates in accordance with Public Act 90-0479 each year. These estimates are to be reported to the General Assembly and the Governor.

For other funds not specified in Public Act 90-0479, proposed expenditures and appropriations are not to exceed estimated available funds for the budgeted fiscal year.



## **BACKGROUND**

The Commission on Government Forecasting and Accountability (CGFA), a bipartisan, joint legislative commission, provides the General Assembly with information relevant to the Illinois economy, taxes and other sources of revenue and debt obligations of the State. The Commission's specific responsibilities include:

- 1) Preparation of annual revenue estimates with periodic updates;
- 2) Analysis of the fiscal impact of revenue bills;
- 3) Preparation of "State Debt Impact Notes" on legislation which would appropriate bond funds or increase bond authorization;
- 4) Periodic assessment of capital facility plans;
- 5) Annual estimates of public pension funding requirements and preparation of pension impact notes;
- 6) Annual estimates of the liabilities of the State's group health insurance program and approval of contract renewals promulgated by the Department of Central Management Services;
- 7) Administration of the State Facility Closure Act.

The Commission also has a mandate to report to the General Assembly ". . . on economic trends in relation to long-range planning and budgeting; and to study and make such recommendations as it deems appropriate on local and regional economic and fiscal policies and on federal fiscal policy as it may affect Illinois. . . ." This results in several reports on various economic issues throughout the year.

The Commission publishes several reports each year. In addition to a Monthly Briefing, the Commission publishes the "Revenue Estimate and Economic Outlook" which describes and projects economic conditions and their impact on State revenues. The "Bonded Indebtedness Report" examines the State's debt position as well as other issues directly related to conditions in the financial markets. The "Financial Conditions of the Illinois Public Retirement Systems" provides an overview of the funding condition of the State's retirement systems. Also published are an Annual Fiscal Year Budget Summary; Report on the Liabilities of the State Employees' Group Insurance Program; and Report of the Cost and Savings of the State Employees' Early Retirement Incentive Program. The Commission also publishes each year special topic reports that have or could have an impact on the economic well being of Illinois. All reports are available on the Commission's website.

These reports are available from:

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