Agenda Item #:______________________________________

Staff Report
City of Manhattan Beach

TO: Honorable Mayor Montgomery and Members of the City Council

THROUGH: Geoff Dolan, City Manager

FROM: Lindy Coe-Juell, Assistant to the City Manager

DATE: November 18, 2008

SUBJECT: Consideration of the State Budget and Legislative Update

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RECOMMENDATION:
Staff recommends that the City Council receive and file the November 2008 Budget and Legislative Update from Tony Rice, the City's legislative advocate.

FISCAL IMPLICATION:
There are no fiscal implications associated with staff's recommendation.

BACKGROUND:
The City contracts with Tony Rice of Rice, Englander and Associates, for legislative advocacy and representation. One of the deliverables of the contract is to provide regular updates on the state budget and legislative activity.

DISCUSSION:
The November 2008 Budget and Legislative Update from Tony Rice is attached.

November 18, 2008

To: City of Manhattan Beach

Fm: Rice/Englander & Associates

RE: SACRAMENTO UPDATE

State Budget

Where to begin? The state's budget is in absolute shambles, and there are no easy or preferred choices from which to conclude a resolution. As a primer, attached are two comprehensive documents outlining the issues, and potential solutions, for the state. One is by the Department of Finance, the Governor's budget consultants, and the other is by the non-partisan Legislative Analyst's Office, often utilized by the Legislature as an impartial counter to the DOF's budget documents. Both documents are very dreary in their analysis of the current and future fiscal nightmare the state finds itself in.

The Governor's DOF report was released last week, and demonstrates the need for the Special Session on the Budget that the Governor called, as well as offers potential solutions the Legislature can take to correct some of the imbalance in a short period of time. The LAO's report also makes its own determinations of future state revenues and expenditures, as well as critiques the Governor's recommendations and makes suggestions of its own. The bottom line is that the state is facing an approximately $25 billion shortfall in the current and proposed budget year, with ongoing deficits of about $22 billion thereafter. Both documents preach what has already been known for sometime, and that is without substantial corrective action in the reasonable near future, the state will be in dire straights for many years, and could face bankruptcy should the Legislature and Governor not act swiftly and decisively.

The Governor has requested the Legislature act by the end of November to solve as many issues as they can so immediate fiscal relief can be had, however whether or not the Legislature can find agreement on any issues in that timeframe is nebulous at best. We do know that the Governor continues to be a strong supporter of not taking local government revenues to achieve a partial budget solution. We met with Mark Hill, local government analyst with the Department of Finance, this past week and he was very vocal about the Governor's continued support of local government finances. According to Mr. Hill, the Governor believes the magnitude of the fiscal morass is so great that borrowing from Propositions 1A and 42 only put the problem into future years, while offering a small gain in current year revenues (at least compared to the magnitude of the overall problem). And in fact, there could be a bump of local government revenues should the Governor's proposal to balance the deficit is adopted.

One way the Governor has proposed to increase state revenues is to extend the sales tax to services that have previously never been taxed. He would like to see the sales tax rate applied on a local level, thereby generating local sales tax revenues as well. At this time, the extension of the sales tax would only affect a small segment of the service industry, but the Governor has intimated that if successful, he would look at other service industries as well. We must note that the Governor's attorneys are having a difficult time with the language extending the sales tax to services, at least at the local rate, given some of the constraints of Proposition 218 passed several years ago. That Proposition stated that a tax increase must be passed by a vote of the people, and for expediency, the Governor is not sure whether waiting for a vote would raise the revenues in a timely fashion, or if they would even be ultimately approved. The League of California Cities has offered their in-house counsel to help the Governor's team find the appropriate language to enact that aspect of the tax.

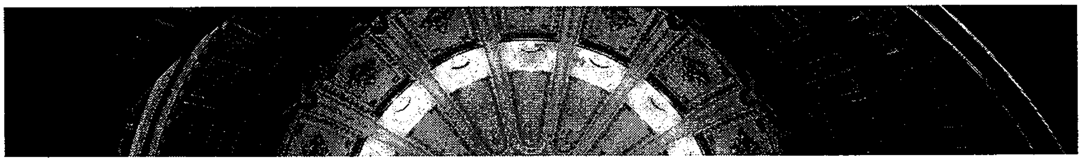
As has been the recent historical practice of the Legislature, we do not expect an accord anytime soon on budget solutions to the overall problems facing the state. The Governor has been hoping that some of the termed-out legislators would be more willing to vote for a tax increase before they are forced from office, which is the end of November. And while negotiations are ongoing, it is unclear whether an accord on the larger issues can be had in that timeframe. Also, it is important to note when discussing the Legislature and the taking of local government revenues, while the Governor has, and continues, to be a very strong advocate regarding local government finances, there are numerous members of the Legislature that would like to see the state "borrow" those revenues as a bridge for the state. We have stated this numerous times over the past several months, but it is imperative we remain vigilant on the protection of local government revenues.

Legislation

As we noted in our last update, there are no legislative policy proposals being dealt with at this time. However, should Manhattan Beach be interested in sponsoring legislation on any topic, now is the time to begin vetting those ideas as come January, the Legislature will begin anew with legislation.

As always, please feel free to contact us with any questions or comments you may have.

GOVERNOR'S BUDGET



SPECIAL SESSION 2008-09

INTRODUCTION

Economic conditions have deteriorated dramatically since the Governor signed the 2008 Budget Act on September 23. This deterioration was reflected in General Fund revenue collections for the month of September that came in $923 million below forecast. As a result, California faces a revenue shortfall of $11.2 billion this year. Specifically, the Department of Finance estimates that General Fund revenues will be approximately $567 million lower in 2007-08, $10.7 billion lower in 2008-09, and $13 billion lower in 2009-10 than earlier projections.

This significant revenue shortfall demands immediate action for the following reasons:

- A revenue reduction of this magnitude will reduce total cash resources below acceptable levels next month. If no action is taken to reduce spending, increase revenues, or a combination of both, the state will run out of cash in February and be unable to meet all of its obligations for the rest of the year.
- The revenue reduction will eliminate the $1.7 billion reserve adopted in the Budget Act and create a General Fund budget gap of $9.5 billion.
- Quick action to restore balance to the current year budget will lay the groundwork for balancing the budget for 2009-10.

- Delays in enacting budgetary solutions will significantly reduce the value of those solutions for this year and next, thereby necessitating even more spending reductions and/or revenue increases.

In light of the urgency of the situation, Governor Schwarzenegger has called a special session of the Legislature and is proposing a variety of spending reductions and revenue increases to bring spending closer in line with available revenues. In addition, given the economic downturn and its impact on families and workers, the Governor is proposing numerous measures to help stimulate the economy to help families stay in their homes and to keep Californians employed.

Overview of the Proposals to Address the Shortfall

The Governor's special session proposals include spending reductions totaling $4.5 billion, or 49 percent of the total proposed solutions, while revenue increases account for $4.7 billion, or 51 percent of the total solutions. As the figure shows, these proposals are in addition to the $24.3 billion in solutions enacted in the Budget Act of 2008. When all of the solutions are considered, spending reductions account for 49 percent, revenue increases account for 39 percent and borrowing accounts for 12 percent.

Final spending and revenue projections for the 2009-10 Governor's Budget will not be available until January. Therefore, this special session proposal is based on preliminary projections of the revenue shortfall only and does not reflect the total potential budget gap. The economic situation and the revenue shortfall are so severe that it is clear that there will be a substantial deficit projected for 2009-10. Therefore, the descriptions of the fiscal effects of the special session proposals include estimates of their impact in 2009-10.

Figure INT-01

Major Solutions

(Dollars in Millions)

	As of 2008 Budget Act			2008-09			
	2007-08 & prior	2008-09	Total	Special Session		Total	
Revenue Increases							
Corporate Penalty for Understatement of Tax	$1,435	$75	$1,510			$1,510	
Net Operating Loss Suspension and Carryback		1,265	1,265			1,265	
Tax Credit Limitation and Usage Modification		615	615			615	
Limited Liability Corporations Payment Date Change		360	360			360	
Accelerate Estimated Payments		1,270	1,270			1,270	
Remove Estimated Payment Option for High Income Taxpayers		1,035	1,035			1,035	
Accrual Change	416	1,440	1,856			1,856	
Additional Tax Revenues (LAO/DOF) (June)	120	-250	-130			-130	
Additional Tideland Revenues (LAO/DOF)	24	166	190			190	
Additional Revenues from Tribal Compacts		78	78			78	
FTB/BOE Revenue Options		226	226			226	
Transfers from Special Funds		141	141			141	
Justice Settlement (transfer to GF)		11	11			11	
Temporary (3-year) 1.5 cent Increase in Sales Tax				$3,540		3,540	
Oil Severance Tax (9.9% tax rate; exception for stripper wells)				530		530	
Expand Sales Tax to Some Services				357		357	
Nickel a Drink Alcohol Tax				293		293	
All Other Changes	63	74	137			137	
Total Revenue Increases	$2,058	$6,506	$8,564	$4,720	51%	$13,284	40%
Borrowing							
Economic Recovery Bonds	$3,313		$3,313			$3,313	
Loans from Special Funds		$714	714			714	
Total Borrowing	$3,313	$714	$4,027	$0	0%	$4,027	12%
Expenditure Reductions							
Proposition 98:							
Property Tax	$275	$423	$698			$698	
Redevelopment Agency Pass Through		350	350			350	
Settle-Up Payment	150		150			150	
Base	671	2,643	3,314	$2,500		5,814	
Non Proposition 98:							
Budget Balancing Reductions	113	2,154	2,267			2,267	
Non Budget Balancing Reductions:							
Medi-Cal Program Savings	165		165	142		307	
Suspend Prop 58 Transfer		1,509	1,509			1,509	
Use of Public Transportation Account for Home-to-School Transportation		488	488			488	
Use Spillover Moneys for Debt Service Payments		250	250			250	
Reimburse of GF for Past Debt Service Payments from TDSF		235	235			235	
Reduce Mandates Funding		53	53			53	
Eliminate Estimated Claims for N98 Mandates		75	75			75	
Defer Third Year Payment of 15-Year Plan for Old N98 Mandates		75	75			75	
Eliminate Funding for CCPOA Last, Best, and Final Offer	260	230	490			490	
Health and Dental Benefits for Annuitants Premium Reductions	23	81	104			104	
State Cash Management Improvement Program		60	60			60	
Reduction (Control Section 4.07)		50	50			50	
Savings Due to Budget Delay and Executive Order S-09-08		340	340			340	
CDCR--Limit Parole Supervision				78		78	
Funding Realignment for Public Safety Grant Programs				250		250	
Reduce UC and CSU budgets to the 10% Across-the-Board Reduction Funding Level				132		132	
Developmental Services Program Savings				34		34	
SSI/SSP Program Savings				391		391	
CalWORKs Program Savings				274		274	
IHSS Program Savings				118		118	
Reduce State Funding for Transit Agencies				230		230	
Eliminate Funding for the Williamson Act				35		35	
Employee Compensation Changes				320		320	
All Other Changes	60	137	197			197	
Total Expenditure Reductions, before vetoes	$1,717	$9,153	$10,870	$4,504	49%	$15,374	46%
Vetoes		$510	$510			510	2%
Reduce Reserve		$306	$306			306	1%
Total Solutions	$7,088	$17,189	$24,277	$9,224	100%	$33,501	100%

STIMULATE THE ECONOMY/RETAIN AND CREATE JOBS

Finally, the special session will focus on various proposals to help stimulate the economy, retain and create jobs, and reduce barriers to job creation and retention.

The economic stimulus proposals include accelerating the appropriation of $700 million remaining in Proposition 1B funds for improvements to local streets and roads. These funds will be available for cities and counties that agree to encumber the funds by December 31, 2009, certify that their local fund balances for road maintenance do not exceed three months of their Highway Users Tax Account (HUTA) and Transportation Investment Fund (TIF) revenues, and meet accountability requirements.

The economic stimulus proposal also provides an additional $800 million in Proposition 1B funding in 2008-09 for local transit agencies to accelerate several large local transit projects. Moreover, to create jobs in a sector heavily impacted by the current downturn, some Proposition 1B projects administered by Caltrans totaling $822 million will be accelerated by waiving some state and federal environmental requirements.

The economic stimulus proposal also includes accelerating the implementation of $147 million of water and flood projects funded by Propositions 84 and 1E. Under existing law, these funds will not be available until March 1, 2009. The Administration believes urgency legislation is necessary to make these Proposition 84 and 1E funds available immediately. In addition, the Governor will seek action by the federal government to move an additional $57.1 million in water projects forward now.

The special session proposal will also include the reintroduction of the necessary amendments to AB 900 so that needed construction for the Department of Corrections and Rehabilitation can begin as well as to create valuable jobs in the state. The Administration is also looking forward to continuing to work with the Legislature to address the correctional systems' capital needs for medical and mental health services.

The Governor will propose the following in the special session:

- Easing regulations to allow "in the pipeline" hospital construction projects to move forward.
- Providing flexibility to employers regarding flex time schedules, meal and rest periods, and overtime rules, to reduce the amount of costly litigation and encourage employers to keep jobs in-state.

- Providing tax incentives to new film and television production locating in California and production that has left the state, to return in-state.
- Creating reforms to help homeowners avoid foreclosure and stay in their homes, as well as reforms to the lending process that will help prevent a future mortgage crisis in California.

Economic Outlook and Revenue Estimates

Economic Outlook

Less than six weeks after the enactment of the 2008-09 budget, a string of weak economic statistics, arriving during a spreading credit crunch and the bankruptcies and rescues of several financial institutions, has convinced most economists that the national economy is in recession. Most persuasive was a sharp fall in consumer spending in the third quarter of 2008 and a stock market collapse in October. Mounting job losses, falling home prices, plunging equity prices, and tight credit conditions have worn down consumers. One widely followed measure of consumer confidence – The Conference Board Consumer Confidence Index – fell to a record low in October. Slower consumer spending is, in turn, dampening business spending on equipment and structures.

While economic statistics on the California economy are fewer and less timely than those on the national economy, there is no doubt that the California economy is experiencing the same pressures as the national economy. Job losses have grown in recent months. The state's unemployment rate has risen quickly in the last year and is considerably higher than the national rate. Housing prices are falling faster in the state than in the nation. Taxable sales were below year-ago levels in the most recent four quarters of available data. Auto sales have dropped farther in the state than the nation.

The outlook for the national and California economies has deteriorated considerably since the budget enactment. Weaker GDP growth, bigger job losses, and smaller personal income gains are now expected in 2009. Whereas a short, modest economic decline was expected before, a deeper and longer decline is much more likely now. How long and how deep depends largely on how long it takes for credit to become much more available.

The Nation

Real GDP decreased 0.3 percent in the third quarter of 2008, with the weakness widely spread across major spending categories. A 3.1-percent drop in consumer spending—the largest percentage decline in 28 years—did most of the damage. Business equipment spending and residential construction also fell, and export growth slowed.

The economy ended the third quarter much weaker than it began, and this was before the stock market delivered its greatest drop in 21 years in October with paper losses of $2.5 trillion. Retailers are expected to report very weak October sales, which will bode poorly for holiday sales. The fourth quarter of 2008 is expected to be considerably weaker than the third quarter.

The Federal Reserve and U.S. Treasury took dramatic steps in September and October to reinvigorate credit markets. On October 29, the Federal Reserve lowered by one-half percentage point its target for the interest rate banks charge one another for short-term loans. This brought the target rate to 1 percent, leaving the central bank very little room to further ease monetary policy. Thus, it appears increasingly likely that Congress will enact another economic stimulus package.

California

California labor markets have weakened as 2008 has progressed. In the first nine months of the year, California lost 78,600 jobs, but in the first five months the average monthly loss was 5,200 jobs, while in the last four months, it was 13,200 jobs. Seven of the 11 major industry sectors have lost jobs since the end of 2007, with construction, retail trade, and financial activities—which includes real estate and mortgage lending services—accounting for the bulk of the job losses. The state's unemployment rate began 2008 at 5.9 percent and quickly rose to 7.7 percent in August and September.

California's housing slump continues to be a significant drag on the economy. But home sales have started to pick up, especially sales of distressed houses. New home sales remain at low levels. Average home prices continue to drop. In September, the median price of existing homes sold, $316,500, was 41 percent lower than the median price a year earlier. Some of the decline is due to a changing mix of homes that have sold—more moderately priced homes and fewer expensive homes. Unsold inventories have stabilized at six months of sales at current monthly sales rates. Single-family home building appears to have stabilized at very low rates.

The Outlook

The outlook for the state and national economies darkened considerably as 2008 progressed and accelerated through the end of October. Economic growth was already expected to be low before the credit and stock market turmoil developed. Recent economic statistics point to considerable economic weakness in the fourth quarter of 2008 and in 2009. It appears that consumers will get little reprieve from job losses, falling home prices, and low equity prices. The state's unemployment rate could exceed 10 percent in some months of 2009 and 2010. The impact of the financial rescue measures enacted by Congress in October is uncertain at this point. The national and California economies will face strong headwinds in 2009 and the first half of 2010.

A new forecast will be prepared for the Governor's Budget that will incorporate new economic data released in November and be informed by events and other forecasts that become available in the next few weeks.

Figure Econ-01 shows selected economic indicators used in the current forecast.

Figure ECON-01

Economic Outlook

Percentage changes unless otherwise noted.

	2008 (Est.)	2009 (Projected)	2010 (Projected)
Selected United States Economic Indicators			
Real gross domestic product	1.4	-0.9	1.6
Personal income	4.3	1.9	2.6
Corporate profits before taxes	-12.2	1.4	6.3
Nonfarm wage and salary employment	-0.1	-1.6	0.2
Unemployment rate (Percent)	5.7	7.6	8.1
Housing starts (1,000s of units)	931	737	1,013
Selected California Economic Indicators			
Personal income	4.0	2.2	2.6
Nonfarm WAS employment	-0.4	-1.2	-0.4
Unemployment rate (Percent)	7.0	9.0	9.7
Housing permits (1,000s of units)	67	64	83

Forecast based on data available as of October 2008.
Percent changes calculated from unrounded data.

Revenue Estimates

To provide the Governor and the Legislature with the most up-to-date assessment of current year revenues, the Department has taken into account available data and input from economists, including experts outside of the department to provide an updated revenue projection. Developing this preliminary revenue assessment is highly unusual and outside the traditional revenue estimates included in the Governor's Budget or the May Revision. Based on the latest available data, the Department now projects that baseline General Fund revenues are expected to be approximately $102.4 billion in 2007-08, $91.3 billion in 2008-09, and $89.5 billion in 2009-10. New revenues from tax law changes proposed in the special session are estimated to be $4.7 billion in 2008-09 and $10.3 billion in 2009-10. Proposed total revenues are $96.1 billion in 2008-09, and $99.8 billion in 2009-10.

Expected baseline revenues have been reduced from Budget Act estimates by approximately $567 million in 2007-08, $10.7 billion in 2008-09, and $13 billion in 2009-10. The reductions are primarily due to reductions to the economic forecast for personal income, capital gains and corporate profits, and lower tax collections. Expected baseline revenues for 2009-10 also reflect a $500 million reduction for the sale of the EdFund, which is no longer expected to be completed in 2009-10.

The $7.2 billion revenue reduction to 2008-09 baseline Personal Income tax revenues is largely due to lower expected capital gains. Capital gains accounts for $4.0 billion of the 2008-09 personal income tax revenue loss. The remaining approximately $3.2 billion reduction is due to a lower forecast for personal income components such as wages and salaries and proprietorship income.

The approximately $1.6 billion reduction to 2008-09 baseline Sales and Use tax revenues is due to lower collections, and lower expected disposable income, auto sales and less construction of new housing.

The approximately $1.6 billion reduction to baseline Corporation tax revenues is due to lower third-quarter corporate estimated payments and lower expected corporate profits.

Figure REV-01 displays the forecast changes between Budget Act and Special Session.

Figure REV-01

2008-09 Special Session
GENERAL FUND REVENUE FORECAST
SUMMARY TABLE
Reconciliation with 2008-09 Budget Act
(In millions)

Source	Budget Act	Special Session			
		Baseline	Change between Forecasts	Proposed	Change between Forecasts
Fiscal 07-08					
Personal Income Tax	$54,380	$54,289	-$91	$54,289	-$91
Sales & Use Tax	26,813	26,613	-$200	$26,613	-$200
Corporation Tax	11,926	11,690	-$236	$11,690	-$236
Insurance Tax	2,171	2,173	$2	$2,173	$2
Other Revenues	6,525	6,457	-$68	$6,457	-$68
Transfers	1,212	1,238	$26	$1,238	$26
Total	**$103,027**	**$102,460**	**-$567**	**$102,460**	**-$567**
Fiscal 08-09					
Personal Income Tax	$55,721	$48,479	-$7,242	$48,479	-$7,242
Sales & Use Tax **	27,111	25,486	-$1,625	$29,383	$2,272
Corporation Tax	13,073	11,426	-$1,647	$11,426	-$1,647
Insurance Tax	2,029	2,177	$148	$2,177	$148
Other Revenues	3,242	2,967	-$275	$3,789	$547
Transfers	816	798	-$18	$798	-$18
Total	**$101,992**	**$91,333**	**-$10,659**	**$96,053**	**-$5,940**
Change from Fiscal 07-08	-$1,035	-$11,127		-$6,408	
% Change from Fiscal 07-08	-1.0%	-10.9%		-6.3%	
Fiscal 09-10					
Personal Income Tax	$55,863	$48,824	-$7,039	$48,824	-$7,039
Sales & Use Tax **	29,248	25,234	-$4,014	$33,709	$4,461
Corporation Tax	11,982	10,731	-$1,251	$10,731	-$1,251
Insurance Tax	2,135	2,135	$0	$2,135	$0
Other Revenues	3,366	2,603	-$763	$4,389	$1,023
Transfers	15	61	$46	$61	$46
Total	**$102,609**	**$89,588**	**-$13,021**	**$99,849**	**-$2,761**
Change from Fiscal 08-09	$617	-$1,745		$3,796	
% Change from Fiscal 08-09	0.6%	-1.9%		4.0%	

** Proposed sales and use tax numbers include $322 million for 2008-09 and $713 million for 2009-10 that will be transferred under Proposition 42 to the Transporation Investment Fund. Of these amounts, $676 million will be transferred in 2009-10 and $359 million in 2010-11.

Proposed Law Changes

Temporary Sales Tax Increase: Effective January 1, 2009, a temporary rate increase of 1.5 percent is proposed for three years in the General Fund Sales and Use tax. At the end of three years, the Sales and Use tax rate will return to 5 percent. This proposal is expected to generate additional sales tax revenues of $3.540 billion in 2008-09 and $7.319 billion in 2009-10 for the General Fund. These amounts include $322 million for 2008-09 and $713 million for 2009-10 that will be transferred under Proposition 42 to the Transportation Investment Fund. Of these amounts, $676 million will be transferred in 2009-10 and $359 million in 2010-11.

Broaden the Sales and Use Tax to Include Certain Services: Effective February 1, 2009, it is proposed to apply the sales and use tax rate to appliance and furniture repair, vehicle repair, golf, and veterinarian services. Effective March 1, 2009, the sales and use tax rate will be applied to amusement parks and sporting events. Assuming a 6.5-percent General Fund tax rate, this proposal is expected to generate additional General Fund sales tax revenue of $357 million in 2008-09 and $1.156 billion in 2009-10. These estimates assume initially low collections but significant improvements in collections over time. This proposal will also generate revenues for local government agencies of $151 million in 2008-09 and $487 million in 2009-10, including $27 million for local public safety funds in 2008-09 and $89 million in 2009-10.

Oil Severance Tax: Effective January 1, 2009, it is proposed to impose an oil severance tax upon any oil producer extracting oil from the earth or water in California. The tax shall be applied to the gross value of each barrel of oil at a rate of 9.9 percent. Any oil produced by a stripper well, in which the average value of oil as of January 1 of the prior year is less than fifty dollars ($50) per barrel, will be exempt from this tax. Also, any oil owned or produced by any political subdivision of California will be exempt from this tax. This proposal is expected to generate additional revenues of $528 million in 2008-09 and $1.195 billion in 2009-10.

Increase Alcohol and Excise Taxes by 5 Cents a Drink: Alcohol excise taxes are proposed to be raised by five cents per drink beginning on January 1, 2009. A drink is defined as 1.5 ounces of distilled spirits, 12 ounces of beer, or 5 ounces of wine. This increase is estimated to raise $293 million in 2008-09 and $585 million in 2009-10. These estimates are adjusted to reflect an estimate of reduced consumption caused by the increase in price. Alcohol taxes were last raised in 1991. See the Funding Realignment portion of Program Reductions for information on uses of these revenues.

Vehicle Registration Fee Increase: Effective February 1, 2009, annual vehicle registration fees are proposed to be increased by $12 to offset a shift of Vehicle License Fee revenue from the support of the Department of Motor Vehicles to support local criminal justice programs. This special fund revenue will provide $150 million for these programs in 2008-09 and $359 million in 2009-10 and future years. See the Funding Realignment portion of Program Reductions for information on uses of these revenues.

PROGRAM REDUCTIONS

The Administration proposes a total of $4.5 billion of General Fund reductions in 2008-09 program costs. These reductions will generate $6.1 billion in General Fund savings in 2009-10. The reductions are in addition to the $11.38 billion in expenditure reductions in the 2008 enacted budget.

PROPOSITION 98 (K-14)

Total Proposition 98

Due to significant declines in anticipated revenues since the budget was enacted, the Administration proposes total Proposition 98 expenditure reductions of $2.5 billion in 2008-09 in the special session, including eliminating the partial COLA provided to K-12 revenue limits and community college apportionments, Child Care programs savings, and further reducing general purpose funding for all Local Education Agencies, which will be accompanied by dramatic flexibility provisions that will allow LEA's to transfer categorical funds at their discretion to ensure adequate funding for essential classroom instruction and services. Specific savings proposals are summarized below:

K-12 Programs

- $244.3 million is proposed for reduction by eliminating the 0.68-percent COLA provided for school district and county office of education revenue limits.

- $1.791 billion is proposed for reduction by further reducing the amount for local education agency (LEA) revenue limits, coupled with flexibility to transfer categorical funds to each LEA's general fund. This strategy is necessary to provide maximum flexibility to local education agencies (LEAs). It is the Administration's expectation that LEAs will maintain as much funding as possible for direct classroom instruction and the most essential support services. Therefore, the Administration proposes to authorize LEAs to transfer any categorical allocations received to their general fund for any purpose up to the amount of their share of the reduction. Districts electing to utilize this flexibility must adopt a transfer plan in a regularly scheduled governing board meeting and agree to report the amounts and categorical programs from which transfers were made and the purposes for which those funds were used.

- $55 million is proposed for reduction in capped child care programs to reflect the amount of funding that will not be allocated in current year contracts as reported by the Department of Education for General Child Care, Preschool, Alternative Payment and other programs. Because this amount has not been allocated for contracts with providers, it will not result in a reduction of services to families.

- $42 million is proposed for reduction from Stage 2 and Stage 3 child care programs based on revised estimates for lower than anticipated caseload since the budget was enacted. Stage 2 costs are revised down by $27 million and Stage 3 costs are revised down by $15 million.

- It is also proposed that $108 million in recently identified prior-year child care savings be reappropriated for CalWORKs Stage 2 and 3 programs to offset an estimated shortfall in one-time savings from the After School Safety and Education (ASES) program that was anticipated to fund part of the 2008-09 costs for these caseload-driven programs.

- $71.2 million in reductions are proposed to specific programs that are currently underutilized. The amounts and programs with recently identified prior-year savings that are proposed for reduction include $28.6 million for K-3 Class Size Reduction, $2.6 million for Principal Training, $3.3 million for Alternative Credentialing, and $1 million for the Pupil Retention Block Grant. Further, the Administration proposes to reduce the appropriation for the Targeted Instructional Improvement Grant (TIIG) program on a one-time basis and backfill that reduction through reappropriation of the one-time prior-year savings anticipated from the aforementioned programs. The Administration recognizes these savings amounts are subject to refinement and will work with the Legislature to adjust this proposal to conform to any updated information that becomes available.

Community Colleges (CCC)

- $39.8 million is proposed for reduction by eliminating the 0.68-percent COLA for CCC apportionments enacted in the education trailer bill (Section 33 of Chapter 519, Statutes of 2008).
- $292.4 million is proposed for reduction by further reducing the amount for general purpose apportionments and providing categorical flexibility similar to the proposal for K-12 LEAs. Similarly, it is the Administration's expectation that districts will maintain as much funding as possible to maximize course offerings aligned with the system's highest priorities for transfer, basic skills and vocation/career preparation along with the most essential support services. Thus, it is proposed that community college districts may transfer categorical allocations to the district's general fund for any purpose up to the amount of their share of the $290.1 million reduction. Districts electing to utilize this flexibility must also adopt plans in public meetings and agree to report the amounts and programs from which transfers were made and the purposes for which those funds were used.

HIGHER EDUCATION

$132 million in ongoing reductions are proposed for the higher education segments, excluding community colleges. Specific amounts are detailed below.

University of California (UC)

- A reduction of $65.5 million is proposed on an unallocated basis. Together with UC's $33.1 million share of the $190 million statewide savings requirement for state operations assumed in the enacted 2008 Budget, expenditures for UC will reflect approximately a ten-percent reduction from the workload budget, consistent with the reduction level proposed in the January 2008-09 Governor's Budget.

California State University (CSU)

- A reduction of $66.3 million is proposed on an unallocated basis. Together with CSU's $31.3 million share of the $190 million statewide savings requirement for state operations assumed in the enacted 2008 Budget, expenditures for CSU will reflect a ten-percent reduction from the workload budget, consistent with the reduction level proposed in the January 2008-09 Governor's Budget.

Hastings School of Law (HCL)

- A reduction of $402,000 is proposed on an unallocated basis. Together with HCL's $114,000 share of the $190 million statewide savings requirement for state operations assumed in the enacted 2008 Budget, expenditures for HCL will reflect a ten-percent reduction from the workload budget, consistent with the reduction level proposed in the January 2008-09 Governor's Budget.

Corrections and Rehabilitation

Parole Reform, Enhanced Credit Earning, and Property Crime Threshold Revisions

The Administration's special session proposal reflects reductions in the Department of Corrections and Rehabilitation of $78.1 million in 2008-09 and $677.6 million in 2009-10, as a result of the following proposals:

- Focus parole efforts on those offenders who have committed serious, violent, or sexual crimes. Under this proposal, offenders without current or previous convictions for serious, violent, or sexual crimes would not receive parole supervision after their release from prison. This would substantially reduce parole costs in the Department, ensure that the highest risk offenders continue to receive full supervision on parole, and reform the current "revolving door" process in which more prison admissions result from parole revocations than court convictions. This proposal is estimated to result in General Fund savings of $78.7 million in 2008-09 and $535.9 million in 2009-10.

- Enact statutory changes that would authorize the CDCR to provide up to four months of earned credit for each program successfully completed by an eligible inmate. Incentivizing program participation and completion will reduce inmate violence within the CDCR and will facilitate the inmate's reintegration into society. Additional changes would authorize consistent day-for-day credit for all eligible inmates who comply with institutional rules, continuous day-for-day credits for inmates who are in jail pending transfer to a state prison, and enhanced credits for inmates who are awaiting an assignment at a conservation camp. These proposals result in a cost of $3.4 million in 2008-09 and a savings of $90.5 million ongoing beginning in 2009-10, after accounting for savings already included in the 2008-09 Budget Act.

- Implement changes to adjust the statutory threshold values for determining when property crimes are prosecuted as a felony to reflect inflation since 1982. As a result, the special session reflects General Fund savings of $2.9 million General Fund in 2008-09, growing to $51.3 million in 2009-10.

Legislature

- No specific reductions are proposed for the Legislature; however, the 2008-09 Budgets of other constitutional officers including the Governor's Office, the Attorney General, and the Judicial Branch included reductions in the range of ten percent. The Legislature's 2008-09 Budget reflects a reduction of a lesser level. The Administration hopes the Legislature can achieve savings that are more in line with the savings achieved by constitutional executive officers.

Public Safety Grant Programs

Reductions for Various Public Safety Grants

- The proposal includes the elimination of a total of $51.7 million General Fund in 2008-09 and $103.5 million General Fund in 2009-10 for local public safety funding. This includes the following:

    - $14.7 million in 2008-09 and $29.4 million in 2009-10 that is allocated to counties that operate juvenile camps and ranches. While these funds are available to all counties based on the number of beds occupied, these funds currently support the operation of 29 camps or ranches. These funds are administered by the CDCR.

    - $28.7 million in 2008-09 and $57.4 million in 2009-10 for various local assistance programs administered by the Office of Emergency Services. Included in this reduction is funding for Vertical Prosecution Block Grants, Rural Crime Prevention, California Multi-jurisdictional Methamphetamine Enforcement Teams, the High Technology Theft Apprehension Program, Sexual Assault Felony Enforcement Teams, and various other public safety programs.

    - $8.3 million in 2008-09 and $16.7 million in 2009-10 for grants to county sheriffs of specified small and rural counties for supplemental public safety funding.

Health and Human Services

To address the budget shortfall, the Administration proposes legislation to implement the following eligibility and benefit changes effective December 1, 2008.

Medi-Cal

- Reduce California benefits to the level of optional benefits provided in most states. Cease to provide the following optional benefits for adult (excluding children) dental, chiropractic, incontinence creams and washes, acupuncture, audiology, speech therapy, optometry/optometrists, optician/optical lab services, podiatry, and psychology services. California will still be providing more optional benefits than most states. General Fund savings of $41 million result in 2008-09 and $129.9 million in 2009-10.

- Limit benefits for newly qualified immigrants and immigrants who permanently reside under the color of law (PRUCOL) to the same level as currently provided for undocumented immigrants. Benefits retained include emergency services, pregnancy-related services, long-term care in a nursing facility, and breast and cervical cancer treatment. General Fund savings of $29.7 million result in 2008-09 and $144.4 million in 2009-10.

- Implement a monthly eligibility determination for emergency services for undocumented immigrants. This population currently receives up to six months of health services after an initial eligibility determination. This proposal would limit services to one month unless and until a subsequent emergency ensues. General Fund savings of $15.1 million result in 2008-09 and $73.5 million in 2009-10.

- Reduce the income level for new applicants to the Section 1931 (b) program to the pre-March 2000 standard of an average of approximately 72 percent of the federal poverty level, and define under-employment as the principal wage earner working less than 100 hours a month for persons applying for Section 1931 (b) and for the medically needy program. The Section 1931 (b) program provides Medi-Cal eligibility to families with low incomes who meet eligibility requirements. Parents with higher incomes who meet the resource and status requirements would be eligible for the Medi-Cal medically needy program with a share of cost. General Fund savings result of $8.6 million in 2008-09, $109 million in 2009-10, and ultimately $342.5 million in 2011-12.

- Shift federal Safety Net Care Pool funding from designated public hospitals to portions of the California Children's Services, the Genetically Handicapped Persons, the Medically Indigent Adult Long-Term Care, and Breast and Cervical Cancer Treatment programs, which are eligible for these funds. No net reduction in services to beneficiaries will result from this shift. General Fund savings of $3.7 million result in 2008-09 and $54.2 million in 2009-10.

- Reinstate share of cost for Medi-Cal for aged, blind and disabled individuals with incomes over the SSI/SSP limits. Eligibility for Medi-Cal without a share of cost for beneficiaries previously expanded in January of 2001 from 69 percent up to 127 percent of the federal poverty level. This proposal would align eligibility with the SSI/SSP limits, and generate General Fund savings of $43.8 million in 2008-09, $203.7 million in 2009-10, and $212.8 million annually thereafter.

Three-Percent Reduction to Regional Center Operations and Purchase of Services Payments

- Discount payments to regional center service providers by three percent effective December 1, 2008. Certain types of payments will be exempt from this reduction, including supplemental rent/lease payments for consumers receiving supported and independent living services, and "usual and customary" rates for services such as bus fares. The department will also consider exemptions necessary to ensure the health and safety of consumers. Payments for supported employment services will not be discounted. Additionally, to assist in the implementation of the reduction to regional center operations funding, the Administration proposes to provide workload relief such as suspension of reporting requirements for staff salary schedules and contract expenditures, and suspension of the 1:66 coordinator-to-consumer ratio. For those consumers who are on the federal Home and Community Based Services Waiver, are three years of age and younger in the Early Start Program, or are consumers moving from a developmental center into the community, the coordinator-to-consumer ratio will not be suspended. These changes are expected to result in General Fund savings of $34.2 million in 2008-09 and $59.8 million in 2009-10.

Supplemental Security Income/State Supplementary Payment (SSI/SSP)

- Reduce SSI/SSP grants to the federal minimum effective March 1, 2009, which would result in General Fund savings of $348.9 million in 2008-09 and $1.1 billion in 2009-10. Currently, the SSI/SSP grant for an aged/disabled individual is $870 per month and the grant for aged/disabled couples is $1,524 per month. After provision of a federal cost-of-living adjustment in January, 2009, this proposal would reduce the monthly grants to $830 and $1,407 for aged/disabled individuals and couples, respectively.

- Eliminate the Cash Assistance Program for Immigrants effective March 1, 2009, which would result in General Fund savings of $37.8 million in 2008-09 and $114.1 million in 2009-10. This state-only program provides benefits to aged, blind, and disabled legal immigrants.

CalWORKs

- Modify the Safety Net program, by continuing benefits for families beyond their 60-month time limit only if they meet federal work participation requirements. This would result in General Fund savings of $80.7 million in 2008-09 and $242 million in 2009-10, assuming March 1, 2009 implementation.

- Provide cash aid for families receiving child-only benefits in a manner consistent with other CalWORKs families, for General Fund savings of $76.8 million in 2008-09 and

$230.3 million in 2009-10. Under this proposal, aid to some families receiving child-only benefits would be limited to 60 months. These families include parents or caretakers who are undocumented non-citizens or certain types of felons.

- Institute a face-to-face self-sufficiency review every six months with a county worker for CalWORKs families who are not meeting work requirements. This proposal would result in General Fund savings of $23.3 million in 2008-09 and $94.8 million in 2009-10, assuming March 1, 2009 implementation. These reviews would assess what services or resources may be necessary to address barriers that are preventing participation and help remove a family's dependence upon public assistance.
- Reduce CalWORKs grants by 10 percent effective March 1, 2009, which would result in General Fund savings of $93.2 million in 2008-09 and $279.6 million in 2009-10. This proposal would reduce the maximum monthly grant for a family of three from $723 to $651.

In-Home Supportive Services (IHSS)

- Provide IHSS domestic and related services to individuals with the highest levels of need, as measured by a functional index score of 4 or higher. This proposal would result in General Fund savings of $23.1 million in 2008-09 and $71.4 million in 2009-10, assuming March 1, 2009 implementation. The provision of other IHSS services to all eligible consumers regardless of their functional index score would not be impacted.
- Focus the state buyout program for IHSS recipients whose Medi-Cal share of cost is higher than their IHSS share of cost on persons with the most severe needs. This proposal would result in General Fund savings of $12.3 million in 2008-09 and $37 million in 2009-10, assuming March 1, 2009 implementation. Under this proposal, IHSS recipients with average functional index scores below 4 would be required to pay for more of their services before qualifying for subsidies.
- Limit state participation in the wages of IHSS workers to the state minimum wage plus $0.60 per hour for health benefits. Assuming March 1, 2009 implementation, this proposal would result in General Fund savings of $82.9 million in 2008-09 and $248.8 million in 2009-10.

California Food Assistance Program (CFAP)

- Eliminate the CFAP effective July 1, 2009, which would result in General Fund savings of $30.3 million in 2009-10. This state-only program provides food benefits to low-income legal non-citizens.

STATE TRANSIT ASSISTANCE PROGRAM

Eliminate Local Transit Grants

- This proposal eliminates the portion of the State Transit Assistance program that is paid from the Public Transportation Account ($229.9 million in 2008-09 and $306 million in 2009-10), but retains $350 million available from Proposition 1B for local transit programs. This program has historically provided between 3 and 5 percent of total funding for local transit agency operations and capital costs associated with local mass transportation programs. The majority of local funding comes from farebox revenues, federal funds, state capital funding, and other local tax revenues.

WILLIAMSON ACT

- This proposal eliminates $34.7 million in state reimbursements to local taxing agencies that partially defray the loss of property tax revenues from contracts with local landowners who agree to limit the use of their land to agricultural, scenic, or open space purposes in exchange for reduced property taxes. This action does not eliminate the ability of local entities to enter into these agreements.

  While local governments can cancel contracts if state funding is eliminated, they cannot begin to collect taxes based on the property's full value until four years have elapsed. After four years the property is annually taxed at an incrementally higher value over a five-year period. In the sixth year, the property is taxed at full value.

FUNDING REALIGNMENT

In an effort to reduce General Fund expenditures and to create permanent, stable funding for certain high-priority programs, the Governor's special session proposal generates additional revenues to fund various public safety programs and drug and alcohol prevention and treatment services. Specifically, the proposal increases revenues by $442.5 million in 2008-09 and $944 million in 2009-10 to support these high-priority programs as follows:

Local Law Enforcement Grants

- The proposal provides $150 million in 2008-09 and $359 million in 2009-10 in Vehicle License Fee (VLF) funding for specific law enforcement grant programs. The proposal also eliminates General Fund support for these programs, resulting in savings of $198.8 million in 2008-09 and $397.5 million in 2009-10. These VLF funds were previously used to support the Department of Motor Vehicles (DMV) operations, which will now be funded by increased revenue in the Motor Vehicle Account derived from a $12 increase in the annual vehicle registration fee. The specific programs that will be funded from the VLF include the following:

- $55.7 million in 2008-09 and $135.9 million in 2009-10 to support a broad spectrum of local juvenile probation activities statewide.

  With this funding realignment proposal, overall funding to support juvenile probation activities will be reduced by $20.2 million in 2008-09 and $16 million in 2009-10, but the program will receive a permanent, statutory funding stream.

- $94.3 million in 2008-09 and $223.1 million in 2009-10 to support the COPS/JJCPA Programs and the Booking Fees Program. The COPS/JJCPA Programs will receive $78.6 million in 2008-09 and $191.6 million in 2009-10. The Booking Fees Program will receive $15.8 million in 2008-09 and $31.5 million in 2009-10.

  With this funding realignment proposal, overall funding for the COPS/JJCPA Programs will be reduced by $28.6 million in 2008-09 and $22.6 million in 2009-10. Overall funding for the Booking Fee Program will not be impacted in either year.

Alcohol Excise Tax for Drug and Alcohol Prevention and Treatment

- Alcohol excise taxes are proposed to be raised by five cents a drink beginning on January 1, 2009. This increase is estimated to raise $293 million in 2008-09 and $585.0 million in 2009-10.

  Revenues generated from these taxes will be used to fund drug and alcohol abuse prevention and treatment services, thereby generating General Fund savings of $293 million in 2008-09 and $585 million in 2009-10 while maintaining program services. Specifically these revenues will provide: $27 million for providing substance abuse services to CalWORKs participants; $116 million for providing alcohol and drug treatment programs to individuals both in-prison and in parole settings; and $150 million to the Department of Alcohol and Drug Programs to provide a variety of prevention and treatment services, including services currently provided pursuant to Proposition 36, the Drug Offender Treatment Program, and the Drug Medi-Cal program. By establishing this dedicated revenue source, the state can ensure that these critical programs continue to provide alcohol and drug prevention and treatment to California's most needy citizens.

EMPLOYEE COMPENSATION CHANGES

- Require state employees take a one day furlough each month between December 1, 2008 and June 30, 2010. This would result in a savings of approximately $263 million General Fund in 2008-09 and $451 million General Fund in 2009-10.
- Eliminate two state holidays and premium pay for hours worked on all remaining holidays. This would result in a savings of approximately $39.4 million General Fund in 2008-09 and $74.5 million General Fund in 2009-10.
- Compute overtime based on actual time worked. This change would result in a savings of approximately $17.5 million General Fund in 2008-09 and $30 million General Fund in 2009-10.
- Establish alternative work schedules of ten hours per day, four days per week.

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November 11, 2008

Overview of the Governor's Special Session Proposals

MAC TAYLOR • LEGISLATIVE ANALYST

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The Legislative Analyst's Office (LAO) is a nonpartisan office which provides fiscal and policy information and advice to the Legislature.

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SUMMARY

Plummeting Revenues Yield $28 Billion Hole

State Faces $27.8 Billion Shortfall. We concur with the administration's assessment that the state's struggling economy signals a major reduction in expected revenues. Combined with rising state expenses, we project that the state will need $27.8 billion in budget solutions over the next 20 months.

Long-Term Outlook Similarly Bleak. The state's revenue collapse is so dramatic and the underlying economic factors are so weak that we forecast huge budget shortfalls through 2013-14 absent corrective action. From 2010-11 through 2013-14, we project annual shortfalls that are consistently in the range of $22 billion, as shown below.

Governor's Framework Has Many Positive Aspects

The Governor's special session proposals are a comprehensive and ambitious package. Among the positive aspects of its approach are:

- ***Realistic Numbers.*** The Governor's package would achieve its targeted savings and close the budget gap for 2009-10.

- ***No Borrowing.*** The administration has avoided putting forward any new budgetary borrowing proposals.

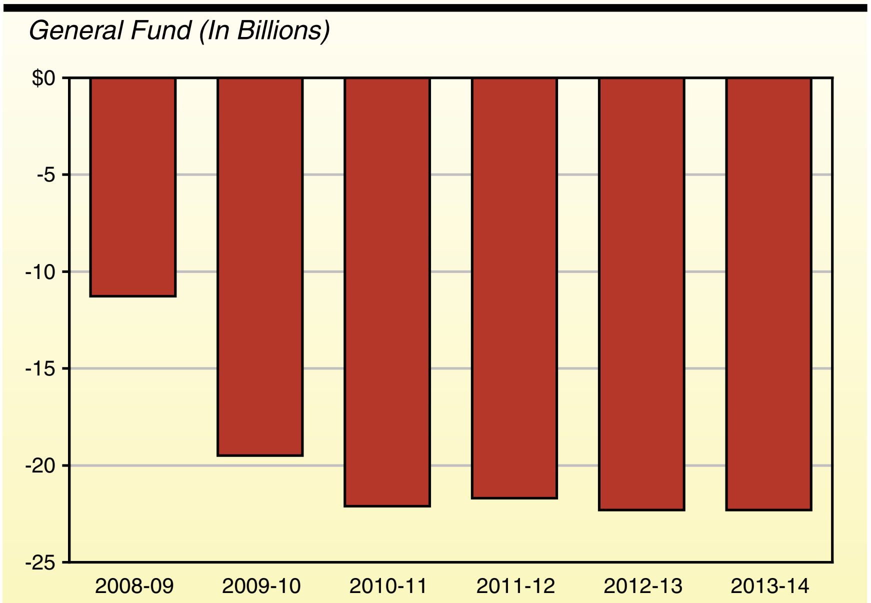
- ***Long-Lasting Solutions.*** The Governor's proposals would provide budgetary relief for at least three years and permanently in many cases.

- ***Balanced Approach.*** The Governor has put forward a mix of revenue increases and spending reductions. The magnitude of the budget shortfall is too great to close on only one side of the ledger—revenues must be increased and expenditures must be decreased.

Early Action Is Critical

With the expected slow recovery of the state's economy, it is imperative that the Legislature attack the grim budget problem aggres-

Huge Operating Shortfalls Projected Throughout Forecast Period



sively, making permanent improvements to the state's fiscal outlook. If the state has any hope of developing a fiscally responsible 2009-10 budget, it must begin acting *now*. The state will need to make major ongoing reductions to current service levels and impose major increases in revenues in order to achieve fiscal balance.

Legislature Should Pursue Alternative Approaches in Some Areas

We are supportive of the administration's general framework for closing the budget gap. The specifics of the proposals, however, raise a number of policy and fiscal issues. While there are few avenues remaining that would achieve budgetary savings without some negative consequences, we have identified alternate revenue increases and program reductions that would minimize harm to the state's taxpayers and core programs.

This report provides an overview of the issues facing the Legislature in bringing the 2008-09 and 2009-10 budgets into balance. It begins with a discussion of the size and scope of the state's fiscal problems. It then describes and evaluates the administration's proposed solutions, which include broad-based tax increases and spending reductions. It concludes with advice to the Legislature as it begins its special session and provides alternative budget solutions to consider.

THE REEMERGENCE OF A HUGE BUDGET PROBLEM

As was the case in 2007-08, the Governor has called the Legislature into special session to address a multibillion dollar shortfall in the current-year budget. In this section, we describe the administration's view of the size of the shortfall and then provide our own assessment.

Governor's Problem Statement

In September, when the Governor signed the *2008-09 Budget Act*, the state had a projected reserve of $1.7 billion. Less than two months later, the administration reports that it expects revenues for the year to fall short of the budget's projections by $10.7 billion. Combined with a prior-year revenue reduction of nearly $600 million, it expects the state to end the 2008-09 fiscal year with a $9.5 billion shortfall if no corrective actions are taken.

The administration has also adjusted its previous projection of 2009-10 revenues downward by $13 billion. Over the next 20 months, therefore, the state would need to adopt $22.5 billion in budget solutions to keep the state in the black. The administration notes that its projection of a $22.5 billion shortfall does not reflect a complete update of programs' caseloads and other spending factors. The administration plans to conclude such an update in time for the release of the Governor's budget in January.

LAO Assessment of the Budget Problem

Our office has completed a new fiscal forecast based on current trends, including both a new economic and revenue forecast, as well as updated spending estimates. We summarize our new forecast below, and we will provide more of the details behind our forecast next week in our annual *California's Fiscal Outlook* publication.

Governor's New Revenue Estimates Are Reasonable. We concur with the administration's assessment that the state's struggling economy signals a major reduction in expected revenues. Our revised revenue forecast is very similar to the administration's—down $24.5 billion over 2008-09 and 2009-10 combined. We do, however, have some differences in specific tax estimates, as well as variations in the timing of the revenue decline. Specifically, we project about $2 billion more than the administration in current-year revenues but $2.7 billion less in budget-year revenues. We compare our economic and revenue forecasts in detail in the next section of this report.

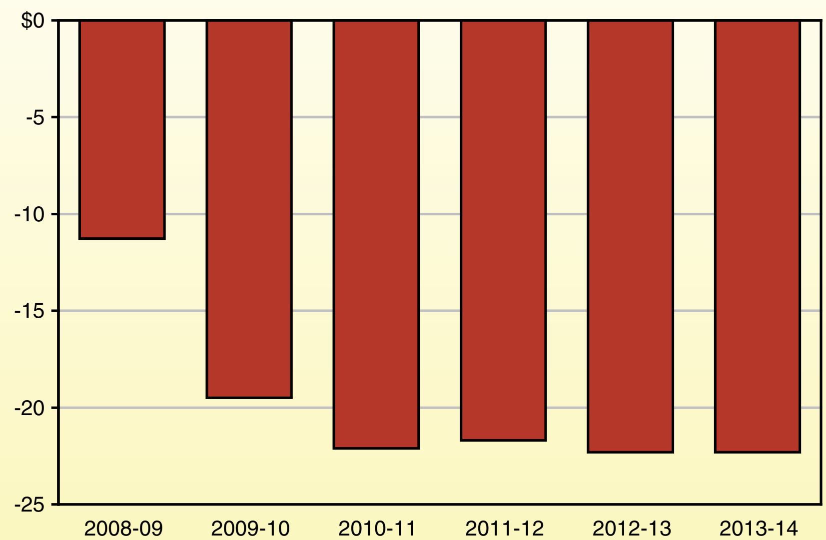
Spending Factors Make Problem Even Greater. Our updated spending forecast, compared to the *2008-09 Budget Act*, also contains negative factors widening the state's budget shortfall. By far, the largest adjustment is higher state spending due to an almost $1.5 billion reduction in the expected property taxes to be received by school districts over three fiscal years—principally caused by the rapid decline in the state's housing market. Other major adjustments include higher expected caseloads in a number of health and social services programs, higher firefighting costs, and less-than-assumed savings from unallocated reductions.

Projected Budget Shortfall of $28 Billion. Even at the time the 2008-09 budget was signed, policymakers acknowledged a multibillion dollar shortfall was expected for the upcoming 2009-10 budget. Combined with the steep revenue drop and some spending increases, that shortfall has grown dramatically to over $19 billion. When combined with the current-year deficit, we project that the state will need to close a $27.8 billion gap over the next 20 months.

Figure 1

Huge Operating Shortfalls Projected Throughout Forecast Period

General Fund (In Billions)



Long-Term Outlook. Our fiscal forecast also looks beyond the 2009-10 budget year to see where the state's finances are headed in the longer term, through 2013-14. In some of our prior forecasts, the state's finances improved over the forecast period as revenue growth outpaced spending trends. In contrast, under our current forecast, the state's revenue collapse is so dramatic and the underlying economic factors are so weak that we forecast huge budget shortfalls through 2013-14 absent corrective action. Even once revenues begin to rebound in the later years of the forecast, some fast-growing spending programs (such as Medi-Cal, some social services programs, and infrastructure debt-service payments) would prevent the state from reducing its annual imbalance between revenues and spending. As shown in Figure 1, from 2010-11 through 2013-14, we project annual shortfalls that are consistently in the range of $22 billion. Our long-term current-law forecast does not include the potential effects of ballot measures that will be placed before the state's voters in 2009. The nearby box describes their potential effects.

ECONOMIC AND REVENUE FORECAST

In this section, we provide more details on the deteriorating economic and revenue outlook.

Economic Forecast

Sharply Deteriorating Economy. The near-term outlook for both the national and state economies is extremely negative. For example, there have been declines in employment levels, consumer spending, durable goods orders, consumer confidence, industrial production, and car sales. Unemployment rates have shot up. The nation's gross domestic product contracted in the third quarter of 2008—with a much larger decline this quarter all but assured. Likewise, the housing market continues to be very depressed, the foreign economies that we trade with have slowed, the condition of governmental budgets has deteriorated, and the financial and credit markets have yet to recover from their recent near collapse.

Economic Forecast. The current economic forecasts of our office and the Department of Finance (DOF) are very similar, but with our projections being slightly more negative in a few areas. Our forecasts both reflect the current consensus view that both the national and state economies will experience very subdued performance during most of 2009, with some modest recovery in 2010, and further strengthening in 2011. The outlook, however, is clouded with considerable uncertainty at this time, and there are significant downside risks.

Figure 2 (see next page) summarizes our revised forecasts for key economic variables for California—growth in personal income and employment. We project that:

- ➢ Personal income growth will drop from 6.3 percent in 2007 to just 3.9 percent in 2008, 2.1 percent in 2009, and 2.6 percent in 2010. In the following year, we project that growth will firm up to 4.6 percent, and rise to the 5.5 percent to 6 percent range thereafter.

- ➢ Employment will fall from 2008 through 2010, including a 1.3 percent decline in 2009. Thereafter, we expect a return to

Potential Impact of 2009 Special Election

As part of the 2008-09 budget package passed in September, the Legislature put forward two propositions that would go before the state's voters at a special election planned for the first half of 2009. If approved by voters, these measures—dealing with the lottery and budget reform—would have significant effects on the state's fiscal condition beginning in 2009-10 and throughout our forecast period. Because both of these proposals have yet to be approved, we have not included their effects in our forecast of the budget problem under current law.

Lottery. The state's current plan envisions securitizing lottery profits in order to benefit the General Fund in the short term—$5 billion each in 2009-10 and 2010-11—through the sale of lottery bonds. Thus, if the measure is approved by the voters and the state successfully sells the first batch of lottery bonds, the state would achieve a budgetary solution of $5 billion in 2009-10. Yet, the lottery plan could cost the state nearly $1 billion annually by 2013-14—after accounting for debt-service payments on the bonds and General Fund increases to educational entities (which would no longer receive lottery profits).

Budget Reform. The budget reform measure would redirect, in specific circumstances, General Fund revenues to a restricted reserve account and make the funds harder to access. The measure, therefore, could make balancing the budget more difficult over the forecast period—by limiting the availability of funds to help balance the budget. The ability to forecast its precise effect on the state budget, however, is difficult. This is because the impact would depend on (1) the state's ability to accurately forecast revenues and (2) growth of both revenues and spending.

positive growth of 1.1 percent in 2011 and around 2 percent thereafter.

The figure also shows how California's projected performance compares to income and job growth in previous years, including the recessions experienced in the early 1990s and 2000s.

Revenue Projections

The economic events of the past two months make it clear that the revenue assumptions underlying the *2008-09 Budget Act* were too optimistic. Even before the crisis in the financial and credit markets occurred, revenues were falling below expectations. September revenue data, for example, revealed a major shortfall in estimated payments for both the personal income tax (-10 percent) and corporate tax (-22 percent). The weakness in estimated payments, along with a $200 million shortfall in September sales and use tax receipts, resulted in revenues from the "Big 3" taxes falling almost $1 billion short of budget estimates for the month.

Administration's Revenue Forecast. Figure 3 shows DOF's revised revenue projections for 2007-08 through 2009-10 and compares them to the 2008-09 budget estimates. For the three years combined, the estimates are down $24.2 billion. Specifically:

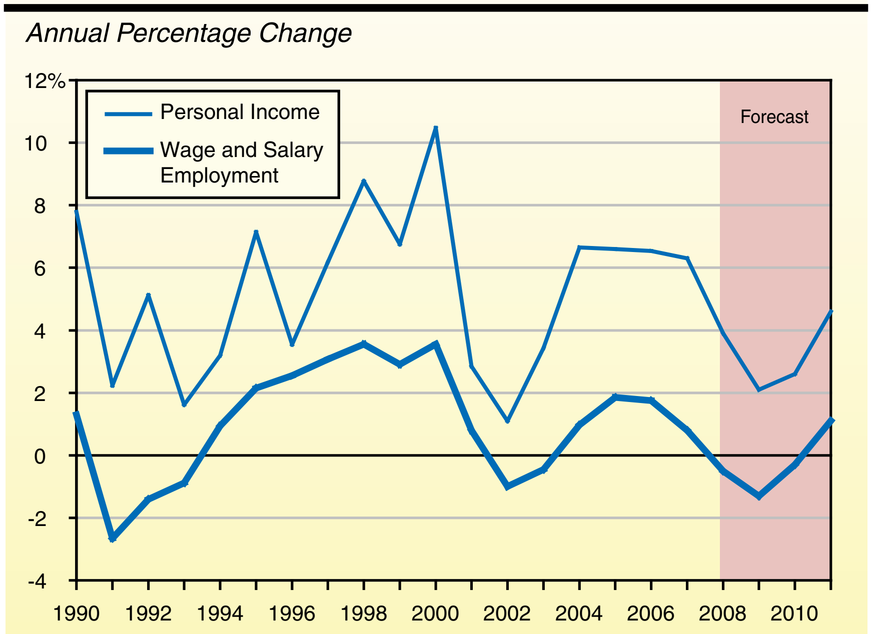
- ***In 2007-08***, revenues were down $567 million. This reduction primarily reflects more recent data on final receipts and accruals for the year.

- ***In 2008-09 and 2009-10***, the administration projects revenues that are more than $10 billion lower in each year. Specifically, DOF estimates revenues will fall by $10.7 billion in 2008-09 and $13 billion in 2009-10.

The administration's 2009-10 revenue projection suggests total revenues will fall $1.7 billion below its revised 2008-09 level. This year-to-year reduction, however, is caused primarily by the fact that new revenue provisions adopted in the *2008-09 Budget Act* (totaling about $4 billion) are primarily one-time in nature. As a result, the administration's 2009-10 baseline projection—once the one-time revenues are accounted for—contains a modest increase of about $2 billion.

Figure 2

Weak Economic Growth Anticipated for California



LAO Revenue Projections Are Similar. As with our economic forecast, our revenue projection also is quite similar to that of the administration. Figure 4 displays our forecast for 2008-09 and 2009-10 compared to the administration's estimates. Over the two years combined, our estimate of revenues is $800 million lower. In the current year, we project revenues will total $93.2 billion, or $1.9 billion *higher* than the administration. Compared to DOF, our somewhat higher projection in 2008-09 stems from both methodological estimating differences and our slightly-more-optimistic assumptions about the tax bases involved. In contrast, our estimate of budget-year revenues is $2.8 billion *below* DOF's projection—as a result of more pessimistic views of capital gains income and corporate profits. Despite the differences on a year-to-year basis, the bottom line is the same—the state faces a dramatic drop in revenues approaching $25 billion over the next two years.

Figure 3

Revised Administration Revenues

(In Millions)

	2007-08			2008-09			2009-10		
Revenue Source	**Budget Act**	**Revised**	**Difference**	**Budget Act**	**Revised**	**Difference**	**Budget Act**	**Revised**	**Difference**
Personal Income Tax	$54,380	$54,289	-$91	$55,720	$48,479	-$7,241	$55,863	$48,824	-$7,039
Sales and Use Tax	26,813	26,613	-200	27,111	25,486	-1,625	29,248	25,234	-4,014
Corporation Tax	11,926	11,690	-236	13,073	11,426	-1,647	11,982	10,731	-1,251
Other revenues and transfers	9,908	9,868	-40	6,087	5,942	-145	5,516	4,799	-717
Totals	**$103,027**	**$102,460**	**-$567**	**$101,991**	**$91,333**	**-$10,659**	**$102,609**	**$89,588**	**-$13,021**

Figure 4

Comparison of Revised DOF and LAO Revenues

(In Millions)

	2008-09			2009-10		
Revenue Source	**DOF**	**LAO**	**Difference**	**DOF**	**LAO**	**Difference**
Personal Income Tax	$48,479	$50,265	$1,786	$48,824	$46,339	-$2,485
Sales and Use Tax	25,486	25,381	-105	25,234	26,100	866
Corporation Tax	11,426	12,023	597	10,731	9,102	-1,629
Other revenues and transfers	5,942	5,580	-362	4,799	5,294	495
Totals	**$91,333**	**$93,248**	**$1,916**	**$89,588**	**$86,835**	**-$2,753**

COMPONENTS OF THE GOVERNOR'S PLAN

The Governor's ambitious special session plan has two primary components—a package of tax increases and a series of spending reductions. The administration has also made proposals related to cash management, stimulating the economy, unemployment insurance, and mortgages. We describe these proposals below and summarize them in Figure 5.

Tax Increases

In response to the expected drop in revenues, the administration's special session plan proposes four new tax changes that would significantly increase General Fund revenues in 2008-09 and 2009-10. In total, the administration expects its new proposals to bring in $4.7 billion in the current year and $9.6 billion in the budget year.

Sales Tax Increases. The centerpiece of the administration's revenue plan is a three-year, 1.5 percent increase in the sales and use tax rate, which would yield $3.5 billion in 2008-09 and $6.6 billion in 2009-10. (Actual sales tax receipts would be somewhat higher, but offset by increased costs under Proposition 42.) This change would boost the current base sales tax rate from 7.25 percent to 8.75 percent beginning January 1, 2009. The administration also proposes to extend sales and use taxes to selected services, including car and other repair services, veterinarian services, golf, amusement parks, and sporting events. This proposal is projected to garner an additional $357 million in 2008-09 and $1.2 billion in 2009-10.

Figure 5

Governor's Special Session Proposals[a]

(In Millions)

	2008-09	2009-10
Revenue Increases		
Increase sales tax by 1.5 cents for three years[b]	$3,540	$6,643
Expand sales tax to some services	357	1,156
Impose oil severance tax	530	1,202
Raise alcohol tax by a nickel a drink	293	585
Subtotals, Revenue Increases	($4,720)	($9,586)
Expenditure Savings		
Reduce Proposition 98 spending	$2,500	$729
Reduce higher education spending (unallocated)	132	132
Reduce regional center rates by 3 percent	34	60
Restrict Medi-Cal eligibility and benefits	142	715
Reduce SSI/SSP grants	391	1,176
Eliminate California Food Assistance Program	—	30
Reduce CalWORKs grants and implement reforms	274	847
Reduce IHSS state wage participation and target services	118	357
Implement parole reform and other corrections savings	78	678
Eliminate funding for public safety grant programs	250	501
Eliminate state funding to transit agencies	230	306
Furlough state workers and reduce other costs	320	556
Eliminate funding for the Williamson Act	35	35
Subtotals, Expenditure Savings	($4,504)	($6,120)
Total Solutions	**$9,224**	**$15,706**

a Scoring reflects administration's estimates.

b Sales tax revenues are the net benefit to the General Fund, after accounting for higher spending required under Proposition 42.

Oil Severance Tax. The administration also proposes to levy a new 9.9 percent oil severance tax on most oil produced in California. According to DOF, stripper wells—which are defined as producing less than ten barrels a day—would be exempted from the proposal under some circumstances. The administration estimates the new tax would generate $530 million in 2008-09 and $1.2 billion in 2009-10.

Alcohol Tax. The final tax increase proposed by the administration would increase the existing alcohol excise tax that is levied on beer, wine, and distilled spirits. The proposal would add 5 cents per drink, bringing in an estimated $293 million in the current year and $585 million in the budget year. Current excise taxes on alcohol are "per-unit" taxes—that is, they are based on a physical unit of the goods taxed (such as a gallon) rather than its price or value (as with the sales tax, for example). Beer, wine, and sparkling hard cider are currently taxed at 20 cents per gallon, champagne and sparkling wine at 30 cents per gallon, and distilled spirits at $3.30 per gallon. The proposal would add a tax of 30 cents to a six-pack of beer, about 25 cents to a bottle of wine, and roughly $1.07 to a quart of distilled spirits.

Administration Estimates Are Reasonable, But Potentially Low. Given the difficulty in making projections for new taxes, our review suggests the DOF revenue estimates associated with its tax proposals are generally reasonable. If anything, however, we believe they may have understated the amount of revenue that would actually be generated. Specifically, our estimate of the revenue impact of the Governor's tax proposals indicates that actual revenues may exceed DOF estimates by as much as a combined $1 billion over the two years involved.

Spending Reductions

Reduced Proposition 98 Funding For K-14 Education

Given the substantial drop in General Fund revenues, the Governor proposes a sizeable reduction in Proposition 98 funding, which supports K-12 education and community colleges. As shown in Figure 6, the Governor proposes to reduce Proposition 98 General Fund spending in 2008-09 by $2.5 billion. For K-12 education, the Governor proposes to reduce funding by $2.2 billion—a decline of slightly more than 4 percent from the *2008-09 Budget Act* level. For the California Community Colleges (CCC), the Governor proposes to reduce funding by $332 million—a decline of slightly more than 5 percent. (The administration has not updated its estimate of property tax revenues since the *2008-09 Budget Act* was adopted. We estimate

Figure 6

Governor Proposes $2.5 Billion Midyear Reduction in Proposition 98 Funding

2008-09
(Dollars in Millions)

	Budget Act	Special Session	Difference	Percent
K-12 education	$51,620	$49,453	$2,168	4.2%
California Community Colleges	6,359	6,027	332	5.2
Other	106	106	—	—
Totals	**$58,086**	**$55,586**	**$2,500**	**4.3%**

property tax revenues have dropped substantially, which automatically adds to the state's General Fund shortfall.)

Almost Entire Reduction Applied to Revenue Limits/Apportionments. Figure 7 lists the specific Proposition 98 reductions proposed in the Governor's special session plan. As shown in the figure, the Governor proposes to withdraw the 0.68 percent cost-of-living adjustment (COLA) that the *2008-09 Budget Act* had provided to K-12 revenue limits and CCC apportionments. Base reductions of $1.8 billion for K-12 revenue limits and almost $300 million for CCC apportionments are then proposed. In addition to the revenue limit/apportionment reduction, the Governor's proposal captures a small amount of savings from programs that have lower-than-expected expenditures.

To Mitigate Cut, Plan Provides Much More Flexibility. The Governor's proposal contains several limited-term flexibility provisions designed to help districts respond to a sizeable midyear reduction. The administration proposes loosening many major fiscal requirements now placed on districts. To backfill the proposed revenue limit cut, the Governor would allow districts to transfer unlimited amounts and completely drain prior-year ending balances from virtually any categorical program. His flexibility proposals also include cutting reserves for economic uncertainties in half, reducing routine maintenance reserves from 3 percent to 2 percent, and suspending local deferred maintenance matches.

Across Two Years, Governor's Proposed Reductions Total More Than $3 Billion. Figure 8 shows the 2009-10 impact of the Governor's proposed midyear reduction. If the entire $2.5 billion reduction were made in 2008-09, the Proposition 98 minimum guarantee in 2009-10 would be $57.4 billion (assuming all of the Governor's revenue estimates and proposals). This reflects a programmatic cut of about $700 million. Across the two years, therefore, the Governor's proposed reductions total $3.2 billion from the funding levels assumed at the time the *2008-09 Budget Act* was adopted.

Other Spending Reductions

The administration's other special session spending reduction proposals include significant operational changes and restrictions of eligibility and benefits. Key proposals are described below.

- ***Health.*** Under the special session proposals, fewer families could apply to the Medi-Cal Program. The income level

Figure 7

Governor's Proposed Proposition 98 Midyear Reductions

(In Millions)

Rescind COLA[a]	$284
K-12 revenue limits	(244)
California Community College (CCC) apportionments	(40)
Reduce base funding	2,083
K-12 revenue limits	(1,791)
CCC apportionments	(292)
Capture savings from current year	132
Child care programs	(97)
K-12 programs	(35)
Total	**$2,500**

[a] The *2008-09 Budget Act* provided a 0.68 percent cost-of-living adjustment (COLA).

that determines eligibility for certain families would be reduced—resulting in $340 million in General Fund savings upon full implementation. The Medi-Cal benefits provided to certain immigrants would be limited, and the amount that some aged, blind, and disabled recipients pay out of pocket before they can receive Medi-Cal benefits would be increased. The administration also proposes to eliminate certain Medi-Cal benefits, including dental services for adults. Certain reimbursements to regional center providers would be reduced by 3 percent, effective December 1, 2008.

- ***Social Services.*** The administration proposes to reduce—to the federal minimum—grants for low-income aged, blind, and disabled Supplemental Security Income/State Supplementary Program (SSI/SSP) recipients. In California Work Opportunity and Responsibility to Kids (CalWORKs), savings also would be achieved by reducing grants by 10 percent and by limiting benefits beyond five years for some recipients, in addition to other proposed reforms. In the In-Home Supportive Services (IHSS) program, the state's participation in wage costs for workers would be reduced and access to domestic services would be restricted to recipients rated as most needing assistance.

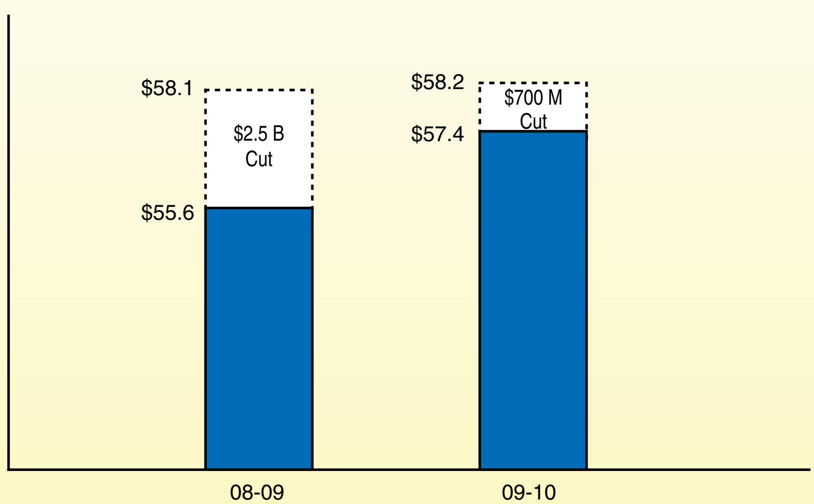
- ***Criminal Justice.*** Under the special session proposal, inmates who did not have current or prior convictions for violent, serious, or certain sex crimes would not receive parole supervision after release from prison. This proposal combined with other changes, such as expanding inmate credits and increasing the threshold value for prosecuting property crimes as a felony, would save $78 million in 2008-09 and $678 million in 2009-10.

- ***Higher Education.*** For the university systems (University of California, California State University, and Hastings College of the Law), the administration proposes unallocated

Figure 8

Governor Proposes $3.2 Billion Reduction in Proposition 98 Funding Across Two Years[a]

(In Billions)



[a] Reflects reductions in Proposition 98 funding from the levels otherwise assumed at the time the *2008-09 Budget Act* was adopted. Based on the administration's revenue estimates and proposals, but does not reflect the potential 2009-10 impact of the lottery proposal.

reductions totaling $132 million. This proposal would reduce funding to the levels originally proposed by the Governor in January 2008.

- ***Transportation.*** The administration proposes to (1) eliminate the State Transit Assistance program and (2) use all spillover revenues to benefit the General Fund on an ongoing basis.

- ***Employee Compensation Savings.*** Savings are proposed from furloughing most state employees for one day per month through the end of 2009-10—the equivalent of a 4.62 percent reduction in pay. (Employees' retirement credit and health, dental, and vision benefits would not be affected.) In addition, the measures would eliminate the Lincoln's Birthday and Columbus Day holidays for state employees, eliminate premium pay for hours worked on remaining state holidays, and change methods for computing employee overtime. In general, these changes would take effect outside of the collective bargaining process. Certain provisions, such as the furlough proposal, would not apply to California Highway Patrol officers, who are part of the only bargaining unit operating under a current collective bargaining agreement.

- ***Local Government Funding.*** Other proposals include reducing the amount of funding provided to local governments for various public safety grants by $250 million in 2008-09 and $501 million in 2009-10. Most of the General Fund spending reductions would be backfilled with funding from the portion of vehicle license fee (VLF) revenues currently dedicated to Department of Motor Vehicles (DMV) administrative costs. In addition, the administration proposes to eliminate state reimbursements to local governments for the loss of property tax revenues under the Williamson Act open space program.

Most Estimates of Savings Reasonable. Most of the administration's estimates of savings for its proposals are reasonable. We have identified a few exceptions. For instance, our analysis indicates that a proposal to change application procedures for undocumented immigrants obtaining Medi-Cal emergency services is unlikely to result in the level of savings assumed by the administration. On the other hand, we believe the elimination of state funding for transit operations will result in significantly greater General Fund savings in 2009-10.

Cash Management

Because a large portion of state revenues—particularly personal income taxes—is received late in the fiscal year, the state typically must borrow several billion dollars each fall through issuing securities called revenue anticipation notes (RANs). The RANs then are paid back in the spring following receipt of April income tax payments. In October, the State Controller's Office determined that the state needed to issue $7 billion of RANs to ensure timely cash payments through the end of 2008-09. The financial market crisis and the state's deteriorating financial condition, however, prevented officials from issuing the full $7 billion of RANs. Instead, a smaller $5 billion RAN borrowing was executed.

New Cash Flow Pressures for 2008-09. The state's economic outlook and deteriorating budgetary situation reduce the chance that investors will provide the remaining $2 billion of RAN proceeds requested by the Controller. This situation also places more stress on the state's cash flows than previously anticipated. We concur with the administration's estimate that, even if the state were able to obtain $2 billion more in RAN proceeds from investors during 2008-09, the General Fund still would be unable to meet all of its payment obligations on a timely basis without additional remedial action by the Legislature.

Administration's Cash Flow Proposals. To address this situation, the Governor proposes $10 billion of budgetary and other measures that would improve the state's cash flow situation through at least the end of 2008-09.

- Revenue proposals and budgetary reductions (discussed earlier) would provide over $8 billion of estimated General Fund cash flow relief by the end of 2008-09.

- Statutory measures to allow the General Fund to temporarily borrow from available special fund and other fund balances would provide around $2 billion of additional cash flow cushion.

The administration forecasts that these measures would allow the General Fund to preserve a minimum cash cushion of over $3 billion (slightly more than the targeted minimum of $2.5 billion) at the end of each of the last seven months of the 2008-09 fiscal year.

Legislature May Need Additional Solutions. Despite all of these remedial measures, the estimated cash cushion at the end of 2008-09 would be several billion dollars less than was on hand at the end of 2007-08. The General Fund typically needs a large cash cushion at the end of June because the months between July and October are ones when state expenditures far exceed state revenues. In order to ensure that the General Fund can meet its payment obligations in the summer of 2009, the Legislature may need to enact additional cash management solutions—above and beyond those now presented by the administration—either in the special session or in the first part of 2009. While additional borrowing (through mechanisms like revenue anticipation warrants) may be available to assist with cash flow during the summer of 2009, the fragile condition of the financial markets makes reliance on such borrowing risky, as well as expensive.

Other Proposals

The Governor's call for a special session was quite broad and included a number of additional policy proposals.

Economic Stimulus Measures. The administration hopes to help stimulate the economy through a variety of means. The administration proposes to accelerate the allocation of bond funds from measures previously approved by voters. In addition, the administration seeks to ease a variety of hospital construction and workplace regulations. It also seeks to provide tax incentives for film and television productions (although any lost state revenues from these incentives are not part of the Governor's fiscal plan). Finally, the administration proposes changes related to home mortgages that would aim to reduce the frequency of foreclosures.

***Unemployment Insurance (UI) Trust Fund*.** Because benefit payments exceed the UI taxes collected from employers, the Employment Development Department (EDD) estimates that the UI trust fund will end calendar year 2009 with a deficit of $2.4 billion, rising to $4.9 billion by the end of 2010. (An existing federal loan program, with required interest payments, will enable California to continue making benefit payments while the fund is experiencing a deficit.) Effective January 2010, the Governor proposes to increase the employer taxes for each worker and to slightly decrease UI benefits for those who become unemployed. The tax increase could as much as double the tax paid per employee, depending on the stability of the employer's workforce. The EDD estimates that these changes would restore solvency to the UI trust fund in 2011.

THE BOTTOM LINE ON THE GOVERNOR'S SPECIAL SESSION PROPOSALS

We have examined the implications of the Governor's special session proposals using our updated revenue and spending forecast. In other words, if the Legislature adopted all of the Governor's proposals, we have forecasted what the budget would look like.

2008-09 and 2009-10 Outlook. As noted above, we have differences with the administration in the magnitude of benefit that some of its solutions will generate. On net, however, we project that the Governor's special session proposals would provide a similar level of benefit. Combined with $5 billion in assumed benefit from borrowing from lottery profits (pending voter approval and successful marketing of the bonds), the Governor's approach would essentially close the projected $28 billion gap—leaving a minimal $169 million reserve as shown in Figure 9.

Long-Term Outlook. As noted above, the Legislature begins the special session with projected annual shortfalls in the range of $22 billion through 2013-14. The Governor's proposals would help address those shortfalls by permanently providing increased revenues and by reducing spending. The largest proposed solution—the increase in the sales tax rate—however, would end after three years. Combined with the expected end of available lottery borrowing after 2010-11, the state's budget problem would grow once again to between $9 billion and $11 billion in the future, as illustrated in Figure 10. In other words, the Governor's proposals would cut these years' shortfalls in about half.

Figure 9

LAO Projection of General Fund Condition Under Governor's Proposals[a]

(In Millions)

	2007-08	2008-09	2009-10
Prior-year fund balance	$4,777	$3,786	$1,110
Revenues and transfers	102,649	98,332	97,703
Total resources available	$107,426	$102,118	$98,813
Expenditures	$103,640	$101,008	$97,759
Ending fund balance	$3,786	$1,110	$1,054
Encumbrances	$885	$885	$885
Reserve	**$2,901**	**$225**	**$169**
Budget Stabilization Account	—	—	—
Special Fund for Economic Uncertainties	2,901	225	169

[a] Assumes enactment of all special session proposals and voter adoption of lottery securitization.

HOW SHOULD THE LEGISLATURE APPROACH THE BUDGET PROBLEM?

The rapid deterioration of the state's economy and revenues follows seven years of budget problems of various degrees. The Legislature and the Governor have tended to close these prior gaps principally with borrowing and other one-time solutions. Consequently, the state faces its newest budget struggle burdened with more than $18 billion in outstanding budgetary borrowing from past decisions. With the expected slow recovery of the state's economy, it is imperative that the Legislature attack the budget problem quickly and aggressively, making permanent improvements to the state's fiscal outlook.

Governor's Framework Offers Many Positive Aspects

The Governor's special session proposals are a comprehensive and ambitious package. Among the positive aspects of its approach are:

- ➢ ***Realistic Numbers.*** The Governor's revenue forecast is a realistic assessment of expected state resources. Despite some differences in our scoring of the Governor's proposed solutions, the overall package would achieve its targeted savings and close the budget gap for 2009-10.

- ➢ ***No Borrowing.*** The administration has avoided putting forward any new budgetary borrowing proposals that would simply push the budget problem into 2010-11 or beyond.

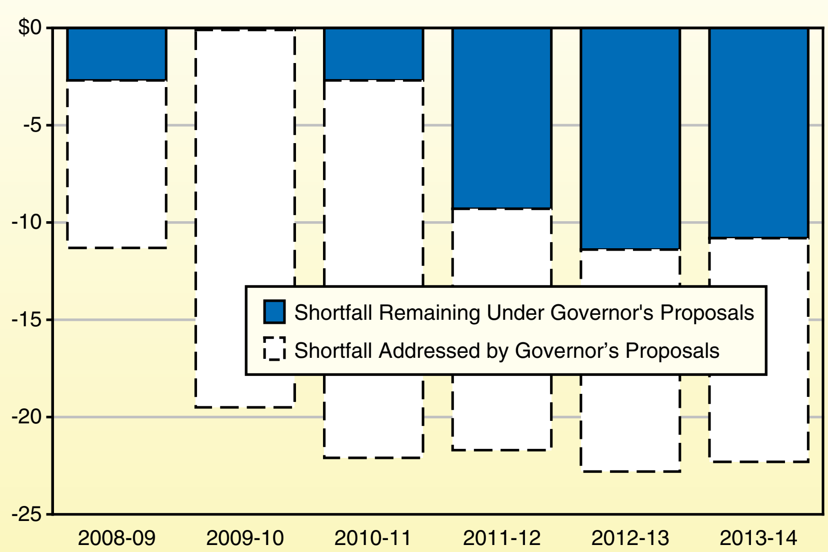
- ➢ ***Long-Lasting Solutions.*** With little prospect of a quick economic recovery, the state's budget problems demand long-term solutions. The Governor's proposals would provide budgetary relief for at least three years and permanently in many cases.

- ***Balanced Approach.*** The Governor has put forward a mix of revenue increases and spending reductions. The magnitude of the budget shortfall is too great to close on only one side of the ledger—revenues must be increased and expenditures must be decreased.

Figure 10

Governor's Proposals Would Address About One-Half of State's Long-Term Problem

General Fund Operating Shortfalls (In Billions)



Early Action Is Critical

While the state is not required by law to take action to bring the 2008–09 budget into balance, it is critical that the Legislature close as much of the problem as possible. By taking action now, the Legislature in some cases can "double up" its savings from any enacted solutions. That is, by acting this year a program reduction can generate savings in 2008–09 which will then carry over into 2009–10. In other cases, solutions may need early action in order to get a full year's worth of savings in 2009–10. This would often be the case in program reforms or restructurings. Similarly, early action can send signals to cities, counties, and school districts on what to expect for the upcoming budget. The extra months of planning can help these governments mitigate the adverse effects of any reductions or program changes. Actions now will also ensure that the state can continue to meet its cash flow demands. Finally, with a special election already planned for 2009, early decisions could include adding more measures to the ballot for constitutional or other changes that need to be approved by voters. In the end, any unsolved problem from 2008-09, would make next year's budget gap even more difficult to close.

Effect of Actions on the Economy

The state's main options for addressing its budget dilemma—cutting expenditures and/or raising revenues—would both have adverse effects on the economy. Either type of option would reduce money held by or received by individuals or businesses that otherwise could be used for consumption or investment purposes. Because the state's economy totals more than $1.7 trillion in economic activity each year, however, spending reductions or tax increases totaling between $20 billion and $30 billion would have a relatively small impact on the overall economy. While the Legislature should try to minimize any negative economic effects of its decisions, the foremost concern must remain a permanent fix to the state's budget ills.

Potential for Federal Assistance

In the coming months, there is a good chance that Congress will pass economic stimulus measures in an effort to boost the national economy. In the past, some components of such measures have directly provided state fiscal relief. To date, the administration has not built any estimates of such relief into its budget numbers. For the time being, this is appropriately cautious to avoid counting on relief that may never come. The state, however, should continue to press the federal government for economic stimulus measures that will provide California with flexible fiscal relief. While such relief would not solve the state's budget problem, it could provide several billions of dollars in budgetary solutions.

ASSESSING THE GOVERNOR'S REVENUE PROPOSALS

The most important decision facing the Legislature is the mix of solutions between spending reductions and revenue increases. As we have noted earlier, we believe the Legislature must have major contributions from both sides of the fiscal equation. The Governor is proposing roughly equal revenue and spending solutions for 2008-09, although the proportion of solutions from revenues increases in 2009-10. Below, we provide comments on the Governor's tax proposals and offer several considerations for the Legislature as it reviews these proposals.

Duration of Increases

The Legislature will need to carefully consider the duration of any tax or revenue increases, particularly given the massive operating deficits we estimate over the forecast period. The Governor's major proposal—the 1½ cent sales tax increase—would be in effect for three years, while all the other proposals would be ongoing. Based on our forecast, we recommend that any major revenue increases adopted be in effect for at least a three-year period.

Economic and Incidence Effects

As noted previously, almost anything the state does to close its fiscal gap will have a negative effect on the economy. The Governor's proposed sales tax rate increase, for example, would result in an average state and local total rate of about 9.5 percent—the highest average rate in the country. This level of taxation would not only worsen the impacts on durable goods spending (particularly cars), but it would likely lead to increased internet and other "remote" purchases that could completely escape taxation. Given these factors, the Legislature should also consider a smaller sales tax increase—say, a 1 cent increase.

Alternative tax increases, however, also would have negative economic impacts. For instance, we have provided as an option (see appendix) a temporary 5 percent income tax surcharge on all personal income taxpayers. While this alternative might have somewhat less impact on consumer spending in the short term, it would have more impact on work and investment decisions. In addition, it would add to the already volatile nature of the state's revenue structure.

The Legislature will also need to consider tax incidence issues—that is, who bears the burden of the tax—with regard to any new or increased tax revenues. The Governor relies on increases in taxes that are regressive in nature—that is, over much of the income spectrum, the proportion of taxes paid relative to income declines as income increases. Alternative methods of raising revenue—such as an income tax surcharge—raise other tax incidence issues. Some have expressed concern, for instance, over the "top heavy" nature of the personal income tax, where 1 percent of taxpayers pay over 40 percent of total liabilities. One other consideration relates to deductibility of state taxes for federal tax purposes. Increased sales tax payments generally do not affect federal liabilities, while increased state income taxes are partially offset by lower federal tax payments for many filers.

New Taxes

The Governor is proposing two new revenue sources: taxing some services and an oil severance tax.

Tax on Services. The state currently applies the sales and use tax to *tangible* goods, not to services. The Governor's proposal, therefore, represents a significant departure from current policy. We believe there are good reasons to rethink the state's approach by taxing all final transactions—whether they be tangible goods or services. Such a change, which would result in a broader-based tax with a lower average tax rate, would require a comprehensive approach and a longer-term process to sort out the many implementation issues. One option would be to have the Governor's newly announced tax modernization commission address this proposed change as a key part of its deliberations.

Oil Severance Tax. The Legislature will also have to evaluate the proposed new severance tax on oil. California is currently the only major oil producing state that does not levy such a tax. Unlike California, however, some of those states do not levy a corporate tax and some do not levy a property tax. In addition, many severance taxes are levied on all products removed from the ground, such as natural gas and minerals. If the Legislature wants to impose such a tax, it should consider whether to apply it selectively to one industry or more broadly to all.

Broadening/Increasing Existing Taxes

Finally, the Legislature will be confronted with choices whether to broaden existing taxes and/or increase the rate on certain taxes.

Base Broadening. The Governor has not proposed any modification or elimination of tax expenditure programs. (Tax expenditures are special deductions, credits, exemptions, and exclusions that provide targeted incentives or relief to certain groups of taxpayers.) In this report's appendix, we provide several tax expenditure options as ways to raise revenues without increasing overall tax rates.

Increased Tax Rates. In addition to the three-year increase in the state sales and use tax rate, the Governor proposes to increase the tax on alcoholic beverages by roughly a nickel a drink. We think the proposal is a reasonable one, as these per-unit charges have not been raised since 1991, and these revenues can be justified as a way for the state to recoup health care and law enforcement-related costs imposed on it as a result of alcohol abuse.

We have also offered an alternate tax rate increase as an option for the Legislature's consideration. As described further in the next section, the Legislature could increase the vehicle license fee (VLF) rate from 0.65 percent to 1 percent and use the proceeds for a realignment of certain services from the state to local governments (similar to a 1991 realignment). There is a strong tax policy basis for increasing the rate to 1 percent, as the VLF—an in lieu property tax on cars—would then be assessed at the same base rate as other property. These taxes are also deductible for federal tax purposes, which reduces the impact of any increase for many taxpayers.

LAO ALTERNATIVES FOR ADDITIONAL BUDGET SOLUTIONS

While we are supportive of the administration's general framework for closing the budget gap, the specifics of the proposals raise a number of policy and fiscal issues. Many of the spending proposals are not new, and the Legislature has previously rejected such proposals, given concerns about the implications on program recipients. The severely worsening budget outlook warrants the Legislature giving such proposals another look. In other cases, there are better alternatives to achieve budgetary savings. While there are few avenues remaining that would achieve budgetary savings without some negative consequences, we have attempted to identify revenue increases and program reductions that would minimize harm to the state's taxpayers and core programs.

The appendix itemizes these additional options along with their estimated fiscal effects in 2008-09 and 2009-10. We believe these options merit consideration in the special session either because of the savings they can generate in 2008-09, or because they will facilitate the state's ability to achieve savings in 2009-10. Below, we discuss in more detail alternative approaches related to realigning program responsibilities and Proposition 98.

Program Realignments

California's system of state-local governance diffuses responsibility to such an extent that it is often difficult to hold any one entity accountable for program results. Severe budget difficulties can offer an opportunity for the Legislature to examine the state's structure of governance and make improvements. For instance, during the early 1990s recession, the Legislature raised revenues from the sales tax and the VLF. The increased revenues, along with General Fund costs for various social services, health, and mental health programs, were transferred to local governments. This 1991 realignment generally improved program outcomes by providing a flexible and stable revenue source for these programs.

Administration's Funding Realignments Would Not Achieve Program Efficiencies or Innovation. The administration proposes two modest funding realignments:

- Backfilling most of the proposed General Fund reductions in local public safety funds with a shift of about $360 million in VLF revenues currently used to support DMV administrative costs. (Revenues from a proposed increase in vehicle registration fees, in turn, would backfill the loss to the department of VLF funding.)
- Dedicating the estimated $585 million in annual revenues from increasing the alcohol tax to the support of various drug and alcohol abuse prevention and treatment programs operated by the state (and currently paid for by the General Fund).

Neither of these realignments make a significant effort to improve the operations of the affected programs. Rather, they are simply tax or fee increases, with the new funds dedicated to specific purposes. Funds would be earmarked without a corresponding change in program governance or operations. As such, the administration misses an opportunity to use the new revenues as the foundation for an improvement in service delivery and program effectiveness.

Alternative Program Realignment. As noted above, raising the VLF tax rate to 1 percent has merit from a tax policy perspective. If the Legislature made it the foundation of a program realignment with local governments, programmatic outcomes could be improved as well. Under this approach, $1.6 billion of state criminal justice and mental health programs could be realigned to counties and supported by (1) the revenues raised by the increase in the VLF rate and (2) most of the VLF fee revenues currently retained for administrative purposes by the DMV. By consolidating these program responsibilities at the county level, and giving counties significant program control and an ongoing revenue stream, we think California could achieve greater program outcomes and significant budgetary savings.

Proposition 98

As has been the case over the last few years, the Proposition 98 funding requirement in 2008-09 and 2009-10 is very sensitive to year-to-year changes in General Fund revenues.

Although making decisions in such a volatile revenue environment is difficult, we believe the state can take certain actions now that will help it achieve some savings while giving schools more time to respond to the magnitude of the fiscal downturn.

Make Midyear Reductions That Lower Costs Rather Than Shift Burden. Given teachers and students are in the midst of their school year—with districts already having made decisions about staff, class size, and programs—we suggest the state consider more modest midyear reductions. Compared to the administration's $2.5 billion midyear reduction, we think districts realistically can accommodate midyear cuts of roughly $1 billion. Figure 11 shows how this $1 billion could be achieved. As shown in the figure, we think roughly one-half of the savings can come from eliminating the COLA provided in the *2008-09 Budget Act* and finding one-time savings from lower-than-expected program expenditures. To achieve the remaining savings, we recommend a series of targeted changes. For K-12 education, we recommend suspending some professional development activities, some maintenance, and some instructional material purchases. For community colleges, we recommend increasing the credit fee to $26 per unit (up from $20 per unit), effective January 1, 2009, and reducing the funding for certain credit-bearing physical education courses (such as pilates, racquetball, and golf) to the regular noncredit rate. As this list suggests, we encourage the state to link reduced state funding either to reduced local costs or increased local revenue. In contrast, the administration's approach is likely to leave some districts drawing down their local reserves to backfill midyear cuts that cannot realistically be achieved.

Use "Settle-Up" to Forego Even Deeper Midyear Cuts. Even after making $1 billion in midyear cuts to K-14 education, we currently estimate that Proposition 98 spending in 2008-09 would remain approximately $500 million above the Proposition 98 minimum guarantee. Reducing spending down to the minimum guarantee maximizes the state's options for the coming year—enabling it to achieve budget-year savings without suspending Proposition 98 and without adversely affecting other budget priorities. Thus, we recommend scoring any current-year Proposition 98 spending that exceeds the calculated funding requirement toward prior-year Proposition 98 obligations. (This is known as settle-up. The state currently owes $1.1 billion in settle-up attributable to 2002-03 and 2003-04.) Such action not only lowers the minimum guarantee in 2009-10, it also allows the state to achieve $150 million in General Fund savings by virtue of having prepaid the scheduled 2009-10 settle-up payment. Even with scoring the settle-up in this way, the Proposition 98 base remains somewhat higher in 2008-09 under our alternative than under the administration's plan.

Make Budget-Year Cuts Now. For 2009-10, more options are available—both for the state and school districts. Nonetheless, given the magnitude of potential cuts and the need for school districts to notify staff of impending reductions, we recommend making an initial set of budget-year reductions in the special session. As shown in Figure 11, we identify slightly more than $2 billion in potential budget-year savings. Of this amount, we identify approximately $500 million in program eliminations. We also recommend continuing from 2008-09 and further extending K-12 program suspensions. For community colleges,

Figure 11

Recommend Set of Targeted Education Changes[a]

(In Millions)

	2008-09	2009-10
Rescind 2008-09 COLA (0.68 percent)	$284	$284
Foregone growth[b]	—	81
Savings from current/prior years[c]	216	—
K-12 program suspensions	400	915
K-12 program eliminations	—	500
Increase California Community College (CCC) credit fee	40	120
Reduce funding rate for certain CCC enrichment courses	60	200
Total Reductions	**$1,000**	**$2,100**

a All amounts reflect reductions from funding levels assumed at the time the *2008-09 Budget Act* was adopted.

b Assumes no growth in overall Proposition 98 funding for 2009-10.

c Reflects one-time savings from lower-than-expected program expenditures. Assumes roughly one-half will materialize from child care programs, with the other one-half coming from K-14 programs.

we recommend further increasing the credit fee to $30 per unit, effective July 1, 2009, and applying the regular noncredit funding rate to additional enrichment courses (such as ballroom dancing, drawing, and photography).

Make Targeted, Transparent Cuts. For both 2008-09 or 2009-10, we recommend preserving K-12 revenue limits and CCC apportionments, as these represent flexible dollars that support districts' basic education program. Given these monies support basic operations, even the Governor's plan assumes that many cuts, in reality, likely will be made elsewhere in districts' budgets. This is why the Governor's plan relies so heavily on flexibility provisions allowing districts to transfer categorical funds to mitigate the cut to revenue limits. Rather than take such a circuitous approach, we recommend identifying low-priority categorical programs and cutting them directly. This approach is both transparent and strategic. Under such an approach, the state would evaluate programs based on their merits and eliminate those that are poorly structured, create poor local incentives, are duplicative of other state programs, or have largely outlived their original purpose. As a result, it would make the best of difficult times by weeding out programs of lower priority.

CLOSING THE GAP

The Legislature faces a monumental task in closing the projected $28 billion budget shortfall. The administration has put forth a credible plan that can serve as a starting point for deliberations. If the Legislature has any hope of developing a fiscally responsible 2009-10 budget, it must begin laying the groundwork *now*. We believe it must take major ongoing actions—reducing base spending and increasing revenues—both to close as much of the current-year gap as possible and to provide a head start on closing the 2009-10 shortfall.

Appendix

LAO Budget Options

(In Millions)

	2008-09	2009-10
Revenues		
Vehicle License Fee (VLF) Rate and Realignment—Set VLF rate at 1 percent, shift VLF administrative costs, and use funds to realign some criminal justice and mental health responsibilities from the state to counties, as discussed in the text of this report.	—	$1,600.0
Personal Income Tax Surcharge—Increase final tax liability by 5 percent for all taxpayers in 2009. Tax is deductible for federal taxes.	$1,150.0	1,100.0
Reduce Dependent Credit—Make dependent credit the same amount ($99 per person) as the personal exemption.	—	1,100.0
Eliminate the Senior Credit—Make personal credits for seniors the same for other adults.	—	130.0
End Small Business Stock Exclusion—Eliminate the deduction for qualified sales of small business stock.	—	55.0
Repeal the Like-Kind Exchange Exclusion—Tax all like-kind exchanges, which currently allow individuals to avoid paying taxes on the sale of property.	65.0	290.0
K-14 Education		
Proposition 98—Make various targeted reductions and increase certain fees, as described in the text of this report.	$1000.0	$2,100.0
Proposition 98 Settle-Up—Prepay 2009-10 obligation by reclassifying some 2008-09 spending, as described in the text of this report.	—	150.0
ERAF Redevelopment Pass-Through Payments—Increase current-year amount by $50 million and make the pass-through requirement permanent. This requirement would offset part of the annual revenue loss K-14 districts experience due to redevelopment.	50.0	400.0
Higher Education		
University of California (UC), California State University (CSU), Hastings College of the Law (Hastings)—Express intent not to fund cost-of-living adjustment (COLA) in 2009-10.	—	$120.0
UC, CSU, Hastings—Assume additional 5 percent fee increase (above 10 percent increase assumed in our baseline projection) to offset General Fund costs. (Savings are net of increased financial aid costs.)	—	83.0
UC and CSU—Increase student-faculty ratio to 20.5 on current funded enrollment base.	$113.6	227.3
UC—Reduce specified research programs by 25 percent.	9.3	9.3
UC and CSU—Phase out General Fund support for excess course units (credits beyond 110 percent of those required to complete a degree at UC and 120 percent at CSU).	—	57.9
California Student Aid Commission—Raise Cal Grant B eligibility requirement from 2.0 to 2.5 grade point average.	—	12.8

	2008-09	2009-10
Health		
Medi-Cal—Adjust dental benefits to eliminate certain procedures. This option would restructure the dental benefit to eliminate some restorative procedures, but maintain access to a wide range of services, including preventative care.	**$3.4**	**$20.0**
Medi-Cal—Include Medicare revenue in nursing home quality assurance fee calculation. The quality assurance fee that is currently charged for Medi-Cal and private pay beds would be expanded to include Medicare beds.	**—**	**26.0**
Medi-Cal—Delay implementation of Chapter 328, Statutes of 2006 (SB 437 Escutia), to self-certify income and assets of applicants. This option would delay implementation of a new program for two years.	**—**	**13.0**
Medi-Cal—Capture federal matching funds for "minor consent" beneficiaries. The state recently opted to forego federal matching funds instead of complying with new federal eligibility requirements for these beneficiaries. However, Medi-Cal can likely meet the requirements in many cases without inconvenience to these beneficiaries or disruption of services.	**1.5**	**18.9**
Medi-Cal—Discontinue payment for over-the-counter drugs. This option would stop Medi-Cal payment for over-the-counter drugs, thereby reducing pharmacy costs.	**2.9**	**15.0**
Medi-Cal—Suspend COLA for county administration.	**—**	**24.6**
Medi-Cal—Implement interstate match to identify and disenroll beneficiaries who have left California.	**—**	**7.0**
Medi-Cal—Reduce benefits for certain undocumented immigrants who now receive full-scope benefits with no federal matching funds. This proposal would conform benefits for this group to those of other undocumented immigrants.	**5.9**	**71.3**
Alcohol and Drug Programs—Redirect asset forfeiture proceeds to support community substance abuse treatment. This alternative funding source could support spending for cost-effective substance abuse treatment services.	**—**	**10.0**
Developmental Services—Expand the number of services included under the Family Cost Participation Program. This option would require those with the greatest ability to pay a share of the cost for the services.	**—**	**10.0**
Medi-Cal—Retract one-half of January 2008 rate increase for family planning services. The state raised these rates by 91 percent through policy legislation (Chapter 636, Statutes of 2007 [SB 94, Kuehl]) at the same time it reduced rates for many other providers. There is no clear basis for singling out these services for an increase of that magnitude.	**1.7**	**21.6**
Healthy Families Program—Freeze state funding at 2008-09 levels and establish a waiting list for new applicants. This approach would realize savings while keeping the program intact, and allow flexibility to adjust to new federal rules. (State Children's Health Insurance Program will likely be reauthorized before March 2009.)	**—**	**28.4**
Social Services		
Proposition 10—Eliminate state commission and redirect 50 percent of funds to children's health or childcare programs. This targets resources to high-priority state programs while allowing some local priorities to be supported. This option requires voter approval.	**—**	**$307.4**
Supplemental Security Income/State Supplementary Program (SSI/SSP)—Reduce combined SSI/SSP monthly grants to December 2008 levels. This action captures savings from January 2009 federal COLA.	**$156.0**	**479.3**
SSI/SSP—Reduce grants for couples to 125 percent of federal poverty level. See SSI/SSP write-up in *2008-09 Analysis*.	**38.9**	**119.4**

	2008-09	2009-10
Cash Assistance Program for Immigrants—Make some current recipients eligible for federal benefits. This proposal takes advantage of new federal funds.	$1.1	$18.1
In-Home Supportive Services (IHSS)—Limit state support for provider wages to current state average ($10 per hour). Counties above the state average would share the marginal cost with the federal government.	29.0	89.0
IHSS—Impose graduated caps for domestic services. See *Overview of the 2008-09 May Revision*.	11.6	37.1
IHSS—Reduce state participation in share-of-cost buyouts. See *Overview of the 2008-09 May Revision.*	7.4	23.6
Community Care Licensing—Increase fees for child care and community care facilities. We estimate that a 25 percent fee increase would raise cost recovery to about 50 percent of program costs.	1.7	5.2
Kinship Guardianship Assistance Payment Program—Enable drawdown of federal funds pursuant to federal legislation. This proposal takes advantage of new federal funds.	1.8	72.6
California Work Opportunities and Responsibilities fo Kids (CalWORKs)—Adopt community service requirement for parents who have been on aid for more than five years. See CalWORKs write-up in the *2008-09 Analysis*.	0.9	23.5
CalWORKs—Make in-person interview a condition of eligibility for adult cases. This action targets cases with a work-eligible adult who could benefit from contact and engagement.	3.2	9.6
CalWORKs—Do not provide July 2009 COLA.	—	119.5
Welfare Automation—Delay replacement of Los Angeles County computer system by two years. The current system is functional; bid award for a new system is otherwise anticipated in early 2009.	—	14.6
Judiciary and Criminal Justice		
Judicial Branch—Suspend conservatorship program. Some courts are able to implement this program without additional funding.	—	$17.4
Judicial Branch—Make one-time reductions from 2008-09 ongoing.	—	103.5
Judicial Branch—Partially eliminate COLA provided in 2008-09.	$35.1	35.1
Judicial Branch—Suspend State Appropriations Limit adjustment for one year. Trial courts have significant reserves to help offset this reduction.	—	99.9
Judicial Branch—Implement electronic court reporting.	—	12.6
Judicial Branch—Phase in competitive bidding for court security.	—	20.0
Judicial Branch—Transfer surplus funds from Trial Court Improvement Fund.	61.0	—
Judicial Branch—Transfer funds from State Court Facilities Construction Fund.	—	40.0
Judicial Branch—Delay appointment of additional judges.	—	57.1
Department of Justice—Charge forensic lab fees.	—	20.5
Restitution Fund—Transfer additional funds from Restitution Fund.	30.0	—
Control Section 24.10—Increase transfer to General Fund.	—	4.0
Corrections—Change so-called "wobbler" crimes to misdemeanors. Offenders diverted from prison would still be subject to criminal sanctions at the local level.	128.0	261.0
Corrections—Requires second and third "strikes" to be serious or violent for an offender to get a full "Three Strikes" sentence enhancement. Prioritize limited prison resources for serious or violent offenders.	10.0	50.0

	2008-09	2009-10
Corrections—Release all non-lifer inmates 30 days early.	**$27.0**	**$53.0**
Corrections—Exclude inmates with less than six months to serve from prison.	**14.0**	**29.0**
Corrections—Reduce time served for parole revocations.	**48.0**	**96.0**
Corrections—Exclude parolees with technical and misdemeanor violations from prison. Offenders could be diverted to community sanctions.	**138.0**	**262.0**
Corrections—Implement earned discharge program for parolees.	**25.0**	**50.0**
Corrections—Implement supervision fees for parolees.	**16.0**	**31.0**
Resources		
Parks and Recreation—Shift funding for Empire Mine remediation to bonds. Proposition 84 funds for state park planning and administrative purposes are an eligible alternative funding source for this activity.	**$4.0**	**—**
Parks and Recreation—Shift funding for Americans With Disabilities Act lawsuit compliance to bonds. Proposition 84 bond funds for the state park system are an eligible alternative funding source for this activity.	**11.0**	**$11.0**
Parks and Recreation—Increase state park fees. User fees in the state park system are comparatively low and many have not increased significantly over the last decade. The increased fee revenues would facilitate a reduction in the department's General Fund spending.	**—**	**25.0**
Forestry and Fire Protection—Partially shift funding for wildland fire protection in state responsibility areas to new fees. Property owners benefitting from the service should also pay a share of state costs. The state would still bear one-half the cost of protecting wildlands from fire.	**—**	**239.0**
Various Resources Departments—Shift funding for water and regulatory programs to fees. Beneficiaries of state services should pay the state's costs of providing these services; regulatory programs should be fully funded by regulated entities.	**6.5**	**60.2**
Integrated Waste Management Board—Delay budgeted special fund loan repayments. Full repayment of loans from California Tire Recycling Management Fund and Integrated Waste Management Account is not statutorily required and can be delayed; repayment of loan from Recycling Market Development Revolving Loan Subaccount also can be delayed.	**26.0**	**—**
Public Utilities Commission—Delay budgeted special fund loan repayments. Repayment of $5 million on loan from California Teleconnect Fund is not statutorily required and can be delayed to a later year.	**5.0**	**—**
Transportation		
Transportation—Suspend Local Airport Grant programs.	**—**	**$4.5**
Department of Motor Vehicles—Sweep all Motor Vehicle Account revenues not subject to Article XIX. These revenues can be used for general purposes.	**$55.0**	**110.0**
Transportation Loans—Temporarily redirect tribal payments for transportation loans to the General Fund.	**62.9**	**100.8**
General Government		
Franchise Tax Board (FTB)—Establish Financial Institutions Records Match program that would require banks to match records of account holders to delinquent taxpayers for improved collection of unpaid tax liabilities.	**-$2.6**	**$35.4**
FTB—Allow for suspension of occupational licenses if tax debts are not paid.	**—**	**12.0**
Office of Emergency Services (OES)—Capture related administrative costs from Governor's proposal to eliminate public safety and victim services grants.	**2.0**	**11.5**

	2008-09	2009-10
OES—Eliminate California Gang Reduction Intervention and Prevention program and Internet Crimes Against Children Task Force. Program funds for the next several years could be transferred from the Restitution Fund to the General Fund.	**$30.0**	**—**
Office of Planning and Research—Eliminate Cesar Chavez Grants.	**2.5**	**$2.5**
Various Programs—Eliminate Office of Administrative Law, Commission on the Status of Women, and the Commission for Economic Development.	**0.9**	**3.5**
Animal Adoption Mandate—Repeal mandate and pay prior years' costs over time. Mandate does not promote Legislature's objectives.	**—**	**25.0**