The policies and guidelines included herein shall apply to the preparation of the Executive Supplemental Budget for FY 17 (FB 2015-17).

General Background

The State’s fiscal situation has fluctuated rapidly in recent years. Since FY 14, the monthly tax collection growth rates of the State’s general fund revenues have been quite inconsistent, ranging from highs of 8.1% and 20.7% and lows of -11.9% and -15.8% in FY 14 and FY 15, respectively, on a year-over-year basis. Because general fund revenue growth trends have not been clearly reflective of economic activity, this uncertainty has been a factor in the Administration’s cautious approach to the State’s budget.

While our approach has positively impacted the general fund balance, which was a healthy $828.1 million at the end of FY 15, fiscal year end balances are still expected to decrease through FY 17 due to annual spending in excess of annual revenues. Thus, as we move further into FY 16, which has exhibited positive revenue growth in its first two months, we are optimistic about the State’s financial and economic condition but mindful of our obligations and the changes which can happen all too swiftly.

The State has commitments that must be addressed while we are in the position to do so. We will propose to pay Post-Employment Benefits (OPEB) annual required contribution (ARC) at the 100% level in FY 17. The ARC amortizes the OPEB $8.52 billion unfunded liability over a 30-year period. We will also propose to provide funding in FY 17 for the Emergency and Budget Reserve Fund, which will help to ensure the State’s fiscal stability in future downturns.
The State’s economy has continued to show strength, with the current economic expansion expected to last a few years. Much of this expansion is a result of the strong performance of the visitor industry, the single largest driver of the State’s economy. The industry has continued to experience high levels of visitor arrivals and expenditures, with year-to-date growth in visitor arrivals increasing by 4.2% and visitor spending increasing by 3.6% through July 2015.

The increase in construction jobs and the value of private building permits reflect the growth of Hawaii’s construction industry. Through the first half of 2015, the number of construction jobs grew by 3.1%, the second highest level of growth across all industries. Compared to the same period last year, the value of private building permits issued through the first half of 2015 increased by over 36%. Commercial, industrial and residential construction are leading this industry’s growth.

The continually decreasing unemployment rate is also a favorable indicator, with unemployment declining from 3.7% in July 2015 to 3.5% in August 2015 (seasonally adjusted). The current rate of 3.5% is the lowest since 3.4% in March 2008, which is due, in large part, to the expansions of the visitor and construction industries.

On the national level, there are again concerns about potential economic and fiscal impact due to the absence of a federal budget for the upcoming federal fiscal year. Without a federal spending plan in place, the State could be significantly impacted by a federal government shutdown. Even if a federal budget is passed, there may be reductions to programs which will adversely impact Hawaii. The U.S. and the State’s economic health also remain vulnerable to the potential impact of the unrest in the Middle East and economic volatility in China and Europe.

The State's Fiscal Condition

For FY 15, preliminary actual general fund tax revenues were less than the Council on Revenues’ (COR) projection, primarily due to faster than anticipated processing of tax refunds by the Department of Taxation. Tax revenues came in at 6.8% higher than FY 14 instead of the 7.5% projected by the COR.

In its September 10, 2015 report to the Governor, the COR revised its May 2015 general fund revenue forecast significantly. The FY 16 projection was increased from 2.7% to 6.0%, the FY 17 projection was decreased from 6.4% to 5.5%, the projections of 5.5% for FY 18 and 5.0% for FY 19 were left unchanged, the projections for FY 20 and FY 21 were lowered from 5.0% to 4.5% and 4.5% growth was forecast for FY 22. The estimated impact of the COR’s revisions to general fund tax revenues for the current and two upcoming biennium total $255.6 million for FB 2015-17, $227.6 million for FB 2017-19, and $141.0 million for FB 2019-21.

The COR’s rationale for the adjustments for FY 16 were the strong performance of economic indicators (labor, tourism, construction) and decreased impact of the slower processing of tax refunds in FY 15. The out-year projections were reduced slightly to reflect the eventual cyclical slowing of the economy.
Additionally, non-tax revenues are projected to increase significantly primarily due to correction of underreporting of non-general fund reimbursements for Hawaii Employer-Union Health Benefits Trust Fund (EUTF) premiums. For FB 2015-17, the increased non-tax revenues total $108.3 million; for FB 2017-19, the increased non-tax revenues total $160.3 million; and for FB 2019-21, the increased non-tax revenues total $224.1 million.

**Strengthening Our Foundation**

Going into this supplemental budget, we recognize that while we must strengthen the foundation of our State government, we must balance these efforts with maintaining the State's fiscal sustainability. We must always strive to make the most efficient use of our resources and ensure that public funds are judiciously spent.

Again, we must remain mindful that the State is projected to spend more than it is taking in on an annual basis and is facing significant increases in funding pension and OPEB liabilities. Thus, while there are many needs to be met, this supplemental budget process should be viewed as a means to provide critical enhancements to State programs, after thoughtful consideration of the resources which are already available to your department.

Our efforts must be focused on high priority needs, those which most significantly impact our State programs and the residents of our State. For example, the Administration supports additional funds for the Department of Education’s (DOE) Weighted Student Formula so that more funding can be made available at the school level. We must also ensure that suitable learning environments are provided for Hawaii's students.

The Administration also recognizes the need to address housing and homelessness. This growing concern is far reaching in its impact to all of our communities. This initiative will consider both the operational and capital improvement program (CIP) resource requirements so we can work towards short- and long-term solutions.

We will be requesting funding to continue ongoing State services for which second year funding for FB 2015-17 Executive Budget requests was not approved by the Legislature. Additionally, specific appropriations which were funded in FY 16 but require funding for program continuation into FY 17 will be considered.

We will strive to provide the most appropriate funding for State programs. As such, we will be proposing to convert general obligation (G.O.) bond funded CIP staff costs to general funded.

We must lead the way to support our renewable energy goals for the State of Hawaii. As such, energy efficiency projects to decrease the State's reliance on fossil fuels will be considered for the Administration's CIP package.

The Administration will be requesting funding for other critical program needs which have been long passed over. The improvement or replacement of our correctional facilities in the State of Hawaii is necessary to alleviate current overcrowded conditions.
Such improvements could generate program savings. We must also provide for a forensics facility at the Hawaii State Hospital to reduce overcrowding and to address the safety concerns of the public and the hospital's staff.

**Budget Transparency**

Departments should review their FB 2015-17 operating budget details for items which do not align with anticipated expenditures and can be addressed immediately. Each department's review should include, but should not be limited to, the following, as applicable:

- Negative adjustments
- Underfunded, unfunded or unbudgeted positions
- Specific budget line items which do not align with anticipated expenditures

Be aware that Section 128 of Act 119, SLH 2015, prohibits the expenditure of funds to fill any position not authorized by the Legislature, with specific exceptions. For the purpose of complying with Section 128, positions authorized by a General or Supplemental Appropriations Act item or proviso are generally positions reflected in the budget details as:

- Permanent or temporary positions (also positions vicing into authorized positions).
- Lump-sum funding authorizations for hourly or casual employees.
- Lump-sum CIP funding for project-funded positions.

This prohibition does not apply to positions established by specific legislation or pursuant to the HRS. All other positions currently funded by departments are considered unbudgeted.

Additionally, Act 160, SLH 2015, provides that, effective July 1, 2017, no funds shall be expended to fill a permanent or temporary position if the filling of that position causes the position ceiling to be exceeded, with specified exceptions. “Position ceiling” is defined as the maximum number of permanent and temporary positions that an expending agency is authorized for a particular program.

Thus, it is imperative that all departments review their unbudgeted positions. All unbudgeted positions that are critical and on-going must be identified and incorporated into the budget. Additional funding will not be provided for these positions because they are currently funded within existing budgets; as such, only requests for “Conversion of Unbudgeted Positions” which are cost neutral but may increase temporary or permanent position counts may be submitted.
In order to reflect necessary changes, departments should submit the following:

1. “Conversion of Unbudgeted Positions” requests to authorize unbudgeted positions; or
2. Trade-off and transfer adjustment requests necessary to correct negative amounts, fully fund underfunded or unfunded positions, or realign the budget to expenditures; or
3. Base adjustment requests to delete underfunded or unfunded positions.

Please note that Act 160 also requires that permanent and temporary position ceilings for each program be provided in the budget documents. In anticipation of these requirements, departments must provide permanent and temporary position counts in their BJ Summary tables for the FY 17 Supplemental Budget.

Federal Fund Budgeting

Beginning in FY 14, the State changed the way federal awards were budgeted and expended, with the intent of increasing transparency and improving the State’s ability to meet anticipated federal reporting requirements. The Federal Fund Information for States list of major, recurring federal awards was used to determine which federal awards were appropriated in FB 2015-17 as means of financing (MOF) “N” (federal funds). All other federal awards which were anticipated to be received in FY 16 or FY 17 were appropriated as MOF “P” (other federal funds).

Each operating federal grant award anticipated to be received in FY 16 received a unique appropriation symbol and an extended lapse date (operating federal funds lapse after three fiscal years, instead of one fiscal year) to accommodate the difference between the State and the federal fiscal years and performance periods which extend beyond one year. Also, CIP federal fund appropriations which have been deemed necessary to qualify for federal aid financing and reimbursement will lapse five fiscal years after the fiscal biennium to encourage the timely implementation of federally-funded projects and expenditure of federal grant awards.

During this supplemental budget process, departments may submit requests to adjust FY 17 federal fund ceilings to more accurately reflect anticipated federal award amounts or to correct the MOF, if necessary. For planning purposes, it should not be assumed that State funding will automatically replace federal funding in situations where federal funding is disrupted or discontinued.

I. General Policies

The general policies for the development of the FY 17 Executive Supplemental Budget are as follows:
1. Program goals and objectives are generally expected to be accomplished within existing funding levels for general and non-general funds. There will be limited operating budget increases from current appropriations for FY 17, as authorized in Act 119, SLH 2015 (the General Appropriations Act), as discussed below.

2. Before requesting additional funds, departments should first consider trade-offs and transfers within and among their programs to address departmental needs or to bring about greater efficiency.

3. Departments should continue their efforts to consider the use of non-general funds, as appropriate, to support their programs. Changes in MOF may be proposed as appropriate. Departments should not assume, however, that State funds will be available to support program costs if federal funds are no longer available.

4. Except as otherwise provided by law, special or other funds authorized to receive general revenue receipts, or general fund appropriations, should consider the feasibility of discontinuing such general fund support as funds of this type should generally be self-sustaining. As necessary, draft legislative proposals should be prepared to discontinue such general fund support.

5. Pursuant to Section 37-68(1), HRS, any proposal for new programs, regardless of funding sources, must demonstrate that such programs are appropriate functions of State government and can be implemented by government as cost-effectively as by the private sector.

6. Departments should be prepared to initiate necessary enabling legislation, or appropriate rule changes, to coincide with budget requests, as applicable. However, bear in mind that only legislative proposals that have been coordinated with the Governor’s Policy Office should be proposed at this time. The Department of Budget and Finance (B&F) analyst assigned to your department should be informed of the applicable proposals as part of the budget review. (Form A, Request for Operating Budget Adjustment, should be used to provide the necessary information to justify the request.)

II. Supplemental Budget Guidelines

A. Operating Budget

The following guidelines apply to all MOF, unless otherwise specified.

1. Requests for general funds may be proposed to meet the requirements of the following:

   a. Administrative Initiatives.

   b. Second year funding for FB 2015-17 Executive Budget Requests.
c. Increases in fixed costs and entitlements such as debt service, fringe benefits, Medicaid and financial assistance programs.

d. Public health and safety or immediate requirements of court orders or federal mandates.

e. Continuation of programs currently funded by specific appropriations.

2. Requests for conversion of unbudgeted positions and other trade-offs and transfers within and among programs may be submitted to authorize unbudgeted positions, address changes in program needs or to improve operational efficiency or budget transparency. These requests must be cost neutral; however, requests for conversion of unbudgeted positions may include new temporary or permanent position counts.

3. Non-general funded programs. Increases to non-general fund appropriation ceilings may be requested if there is sufficient basis for the department's revised estimates and if such increases will not require additional general fund appropriations. A financial plan for the fund supporting the request must also be submitted. (Note: Changes in receipts must be reflected in the Quarterly Update of Revenue Estimates.)

4. Federally funded programs. To continue our efforts to improve transparency in the budgeting and expenditure of federal awards, the attached listing of “Major, Recurring Federal Awards for FB 2015-17” shall be used to determine the appropriate MOF for all federal awards anticipated to be received and appropriated in FY 17. (Note: There is no new list for FY 17.)

a. Form FF, Federal Awards for FY 17, shall include the following:

- All awards on the list of “Major, Recurring Federal Awards for FB 2015-17” included under MOF “N” (federal funds).

- All other recurring, including currently non-appropriated, or anticipated awards under MOF “P” (other federal funds). Anticipated awards under MOF “P” may be included if you reasonably expect to apply for and receive a federal award that has not been designated as MOF “N.”

- The total amount of each federal award anticipated to be received in FY 17, regardless of the performance period. Departments should make reasonable estimates of anticipated grant award amounts based on the previous year’s grant award and/or by discussion with the awarding federal agencies.

- Note: Due to the extended lapse date for federal fund appropriations, anticipated carryover amounts from FY 16 should not be included on Form FF or included in the budget.
b. FY 17 federal fund (MOF “N” or “P”) budget requests shall be submitted:

- For appropriation ceiling increases required because the total amount of awards anticipated to be received in FY 17 exceeds the Act 119, SLH 2015, appropriation ceiling for the respective MOF, as indicated on Form FF.

All departments, however, should consider that future reductions to federal-aid moneys are always a possibility and should exercise caution when requesting an increase to their federal fund ceiling. Departments should not assume that State funds will be available to support program costs if federal funds are no longer available.

- For appropriation ceiling decreases required because the total amount of awards anticipated to be received in FY 17 is less than the Act 119, SLH 2015, appropriation ceiling for the respective MOF, as indicated on Form FF.

- To correct the MOF for awards already appropriated in Act 119, SLH 2015, if necessary.

- Note: Changes in receipts must be reflected in the Quarterly Update of Revenue Estimates.

5. Existing positions must be funded for the full year; new positions shall be funded for a maximum of six months for the first year, then for the full year thereafter. Vacant positions must be funded for the full year; partially funded or unfunded positions should be eliminated.

6. Section 128 of Act 119, SLH 2015, prohibits the expenditure of funds to fill any position not authorized by the Legislature, with specific exceptions. For the purpose of complying with Section 128, positions authorized by a General or Supplemental Appropriations Act item or proviso are generally positions reflected in the budget details as:

a. Permanent or temporary positions (also positions vicing into authorized positions).

b. Lump-sum funding authorizations for hourly or casual employees.

c. Lump-sum CIP funding for project-funded positions.

This prohibition does not apply to positions established by specific legislation or pursuant to the HRS. All other positions currently funded by departments are considered unbudgeted.
Additionally, Act 160, SLH 2015, provides that, effective July 1, 2017, no funds shall be expended to fill a permanent or temporary position if the filling of that position causes the position ceiling to be exceeded, with specified exceptions. “Position ceiling” is defined as the maximum number of permanent and temporary positions that an expending agency is authorized for a particular program.

All unbudgeted positions that are critical and on-going must be identified and incorporated into the budget. Additional funding will not be provided for these positions because they are currently funded within existing budgets; as such, only requests for “Conversion of Unbudgeted Positions” (trade-off and transfer) may be submitted.

7. Legislative proposals containing specific appropriations or impacting revenues must be coordinated with the Governor’s Policy Office. The B&F analyst(s) assigned to your department must also be informed accordingly.

B. Capital Improvement Budget

Departments should focus on completing the CIP projects already authorized in previous and current budget acts. As such, consideration of new CIP requests will be limited.

1. CIP project requests may be submitted for the following:

   a. Administrative Initiatives.

   b. To improve energy efficiency or conservation.

   c. To address public health and safety, court orders/consent decrees or federal mandates.

   d. To provide major repair and maintenance (R&M) for a public or educational facility.

   e. To convert G.O. bond funded CIP staff costs to general funded.

   f. Trade-offs that result in no net increase in authorization levels.

2. Departments are encouraged to review their current appropriations for trade-offs or to propose lapsing existing projects before considering requests for new funding.

3. Major R&M includes projects that extend the useful life of a facility or provide for greater functional/operational efficiency through a significant improvement or upgrade. The life expectancy of the project should be generally over 15 years. Examples include: reroofing, air conditioning equipment, refurbishing of building space or building infrastructure, major improvements to sports facilities, and resurfacing.
4. CIP financed by special funds, revolving funds, or revenue bond funds must be self-supporting. Departments must ensure that the responsible program will be able to generate sufficient revenues to cover the cost of the undertaking, including principal and interest, that a dedicated fund has been authorized to ensure the availability of funds for such purpose and that these revenues are reflected in the Quarterly Update of Revenue Estimates.

5. CIP requests financed by federal funds or other federal funds which require extended lapse dates (biennium plus five years) to meet the requirements of their federal awards must include the following language in their project description: "This project is deemed necessary to qualify for federal aid financing and/or reimbursement."

6. All requests will be reviewed for their impact on debt service and operating costs. Additional operating costs incurred as a result of CIP requests must be accommodated within your department’s operating budget ceiling.

Pursuant to Act 135, SLH 2014, and Act 150, SLH 2015, departments submitting CIP requests must provide estimates of operational costs for each proposed CIP project and furnish all documents that support each operational cost estimate. Form CIP Op (Estimated Operating Costs Related to CIP Requests) and Form CIP Op B (Department Summary of Estimated Operating Costs Related to CIP Requests) have been developed to standardize reporting of CIP operational costs in conformance with these Acts.

Operating cost information must be included in Table R (Capital Project Information and Justification Sheet), Form CIP Op (Estimated Operating Costs Related to CIP Requests) and Form CIP Op B (Department Summary of Estimated Operating Costs Related to CIP Requests) for all CIP budget requests.

7. Works of Art. Departments are reminded that CIP budget requests should include 1% for Works of Art in accordance with Section 103-8.5, HRS, as amended, and criteria set forth by the State Comptroller.

8. User and expending agencies with CIP requests to be funded by G.O. or G.O. Reimbursable bonds are reminded of compliance requirements of the Tax Reform Act of 1986, including amendments thereto. Form PAB (Questionnaire - G.O. Bond Fund Appropriations) (revised September 2013) must be completed and submitted for every G.O. or G.O. Reimbursable bond fund CIP request. If assistance with this form is required, please contact B&F’s Financial Administration Division.
III. Submission Requirements and Format

Departments must use the following formats in submitting their Supplemental Budget requests and should use the attached instructions as applicable. Refer to the attached Instructions for BJ Summary Tables Update, Budget Narratives, and CIP Requests for details. Financial plans for funds supporting non-general fund requests are also required.

A. Requirements for Operating Budget Requests:

1. Use Form A (Operating Budget Adjustment Request) to:
   a. Request FY 17 budget adjustments as allowed under II.A (Supplemental Budget Guidelines, Operating Budget).
   b. Identify details of plus or minus funding in requests for trade-offs/transfers. Form A-Attachment may be used to list multiple conversion of unbudgeted positions or trade-off/transfer proposals.

2. Use Form B (Department Summary of Operating Budget Adjustment Requests) to summarize all supplemental budget adjustment requests at the program ID/organization code level. All requests shall be listed sequentially using unique priority numbers; duplicate priority numbers may only be used for corresponding trade-off/transfer requests or for requests with multiple MOF.

3. Use Form FF (Federal Awards for FY 17) to summarize all federal awards anticipated to be received and budgeted in FY 17.

4. For each special/revolving fund appropriated in Act 119, SLH 2015, an updated six-year financial plan must be submitted.

5. Update of BJ Summary Tables. Please note that all departments will now be required to provide temporary position counts (in addition to the permanent position counts which are already provided) on their BJ Summary tables pursuant to Act 160, SLH 2015, which requires that permanent and temporary position ceilings be included in the budget documents. Refer to the attached Instructions for BJ Summary Tables Update, Budget Narratives, and CIP Requests for details.

6. Budget Narratives. Refer to the attached Instructions for BJ Summary Tables Update, Budget Narratives, and CIP Requests for details.

B. Requirements for CIP Budget Requests:

1. All departments are required to use eCIP, B&F’s web-based CIP system, to update the CIP tables and prepare their supplemental CIP budget request (Form S-Supplemental should be downloaded in Excel format from eCIP):
a. Use **Table P (Capital Project Details)** to request supplemental budget adjustments as allowed under II.B (Supplemental Budget Guidelines, Capital Improvement Budget).

b. Use **Table Q (Capital Project Details)** to provide project schedule, expenditures, and other information for each respective CIP request.

c. Use **Table R (Capital Project Information and Justification Sheet)** to provide narrative project information and justification for each respective CIP request.

d. Use **Form S-Supplemental (Summary of Proposed CIP Lapses and New CIP Requests)** to identify projects which can be lapsed (including trade-offs) and summarize all FY 17 Supplemental Budget CIP Requests. “Part A: Proposed Lapses” and request category of Form S-Supplemental must be completed manually after downloading the Form S-Supplemental file from eCIP. All requests shall be listed sequentially using unique priority numbers; duplicate priority numbers may only be used for corresponding requests with multiple MOF.

2. **Form PAB (Questionnaire - General Obligation Bond Fund Appropriations)** (revised September 2013) must be completed for all G.O. and G.O. Reimbursable bond funded CIP requests to indicate anticipated private activity use of State facilities.

3. **Form CIP Op (Estimated Operating Costs Related to CIP Requests)** and **Form CIP Op B (Department Summary of Estimated Operating Costs Related to CIP Requests)** must be completed for all CIP requests to indicate the anticipated operating costs related to each CIP project requested.

C. **Additional Requirement:**

Act 150, SLH 2015, also requires that each agency responsible for operating or maintaining a State-owned building, facility or other improvement furnish B&F with an estimate of the deferred maintenance costs for the building, facility or other improvement. Deferred maintenance cost refers to the cost of R&M of the State-owned building, facility or other improvement which has been delayed past the ordinary R&M cycle.

A summary of the deferred maintenance costs must be provided in the Supplemental Budget document. As such, all departments responsible for operating or maintaining a State-owned building, facility or other improvement must complete and submit **Form DMC (Department Summary of Estimated Deferred Maintenance Costs)**. Detailed worksheets and other supporting details should be available upon request.
D. **Availability of Electronic Forms:**

Forms will be e-mailed to your Administrative Services/Budget Officers. In addition, these forms will also be available on the B&F website. Form S-Supplemental should be downloaded from eCIP, in blank form or prefilled with FY 17 Supplemental Budget requests which have been input in eCIP. A prefilled Form FF file, with FY 17 information from your FB 2015-17 Form FF, will also be e-mailed to your department.

IV. **Due Dates/Other Requirements**

A. The following must be provided to this office:

1. **By Friday, October 16, 2015:** Two copies of each submission, including Forms A, A-Attachment, B, and FF (for the operating budget) and Tables P, Q, and R, and Forms S-Supplemental, PAB, CIP Op and CIP Op B (for the CIP budget). Financial plans to support non-general fund requests are required, as appropriate. Electronic files of Forms A, A-Attachment, B, FF, S-Supplemental, CIP Op, and CIP Op B must be transmitted to your B&F analyst.

2. **By Friday, December 4, 2015:** The following submittals reflecting the Governor’s final supplemental budget decisions:

   a. For all departments except DOE, University of Hawaii (UH), and the Department of Transportation (DOT): All BJ Summary tables in eBUDDI.

   b. For DOE, UH, and DOT: Hard copies, Excel files, or other electronic files of the BJ Summary tables.

   c. All departments: Two copies of the Budget Narratives; Forms PAB, CIP Op and CIP Op B.

   d. All departments: All Tables P, Q, and R updated in eCIP.

3. **By Friday, December 4, 2015:** Two copies of Form DMC (additional requirement for deferred maintenance costs). The electronic file of Form DMC must be transmitted to your B&F analyst.

4. **By Friday, January 8, 2016:** The BJ details updated in eBUDDI reflecting the Governor's final supplemental budget decisions, for all departments except DOE, UH, and DOT for which Excel or other electronic files are required.
B. Requests will be reviewed by B&F and the Governor's Office; as such, worksheets and other supporting details should be made available upon request.

Attachments:

Attachment 1 - FY 17 Supplemental Budget Ceiling
Form A, A-Attachment and instructions
Form B and instructions
Form CIP Op and instructions
Form CIP Op B and instructions
Form DMC and instructions
Form FF and instructions
Form PAB and instructions
Form S-Supplemental and instructions
Instructions for BJ Summary Tables Update, Budget Narratives, and CIP Requests
List of “Major, Recurring Federal Awards for FB 15-17”