MEASURE NUMBER: SB 581
STATUS: A-Engrossed
SUBJECT: 2007-09 Budget Reconciliation Measure related to Program Changes
GOVERNMENT UNIT AFFECTED: Department of Administrative Services; Department of
Revenue; Bureau of Labor and Industries; Oregon Economic and Community Development Department;
Employment Department; Department of Community Colleges and Workforce Development;
Department of Education; Department of Human Services; Department of Environmental Quality;
Department of Agriculture; Water Resources Department; Department of Fish and Wildlife; Department of Justice; Department of Public Safety Standards and Training; Military Department; Judicial
Department; Oregon State Police; Governor's Office; Secretary of State; Oregon Liquor Control
Commission; Department of Higher Education; Housing and Community Development; Department of Transportation; and local government.
PREPARED BY: John Borden

REVIEWED BY: John Borden **REVIEWED BY:** Ken Rocco **DATE:** February 27, 2009

2007-2009

EXPENDITURES: See Analysis

REVENUES: See Analysis

EFFECTIVE DATE: On Passage

GOVERNOR'S BUDGET: This bill is not anticipated by the Governor's recommended budget.

LOCAL GOVERNMENT MANDATE: This bill does not affect local governments' service levels or shared revenues sufficient to trigger Section 15, Article XI of the Oregon Constitution.

ANALYSIS: This measure, commonly referred to as the "Program Change" bill, implements legislative changes that are necessary to balance the 2007-09 budget.

This measure provides for the transfer of a portion of Other Funds balances from 40 accounts and subaccounts to the General Fund (\$82.9 million). The affected Other Funds accounts were reviewed to ensure they have a sufficient cash balance to accomplish the transfer. Additionally, the accounts retain adequate resources to meet working capital requirements, as needed, for continued operations. The transfers provided in this measure are one-time in nature and affect only the 2007-09 biennium. The transfers are to be made on or before June 30, 2009. Legislatively approved Other Funds expenditure limitations of the affected state agencies are not impacted by this measure.

Section 20 of the measure establishes a new account for the remainder of the 2007-09 biennium, the School Day Restoration Fund, and provides criteria for school districts and education services districts to access the funds appropriated to the new fund in SB 5552. Statutory authority for the fund repeals on July 1, 2009. Any funds remaining in the account on July 1, 2009 are to be transferred to the General Fund.

The measure also includes the following provisions: (a) section 37 expands the use of proceeds from the sale of salmon license plates to allow the monies to be used to pay the cost of any activities "...related to

the restoration and protection of native salmonid populations, watersheds, fish and wildlife habitats and water quality, including but not limited to activities under the Oregon Plan" (\$430,000 Other Funds); (b) section 26 implements a funding transfer for the Department of Human Services' (DHS) December 2008 rebalance plan relating to the Law Enforcement Medical Liability Account (\$1 million); (c) section 27 implements a second DHS transfer related to the Oregon JOBS Individual Education Account (\$1.8 million); and (d) Sections 47 through 57 eliminate the Employment Department component of the JOBS Plus Program in current law (this program has not existed for the past two biennia) and transfers the remaining balance in the Oregon JOBS Plus Unemployment Wage Fund to the General Fund. With the exception of the transfer of the balance of moneys in the Oregon JOBS Plus Unemployment Wage Fund to the General Fund, this portion of the measure does not have a fiscal impact.

The measure also reduces the transfer of Lottery Funds to two specific programs. The retained Lottery Funds are allocated to the State School Fund in SB 5552 to support the reconciliation of the 2007-09 biennium budget. Section 23 of the measure reduces the April 2009 Lottery Funds transfer to the Problem Gambling Treatment Fund by \$1,200,000. This will not affect the Department of Human Services programs funded by the Problem Gambling Treatment Fund, as the Department will instead spend fund balances already in that Fund. Section 7 of the measure reduces the April 2009 Lottery Funds transfer to counties for economic development programs by \$2,000,000. This represents approximately a 4.4% reduction from the amount anticipated for transfer during the full 2007-09 biennium.

Section 5 specifies that revenue resulting from OLCC operations reductions and revenue enhancements accrues solely to the General Fund. Under this section an additional \$2,248,840 would to be credited to the General Fund rather than distributed to local government. This is in addition to \$2,862,160 that would normally accrue under the regular distribution formula under ORS 471.810(1)(a).

Section/Agency/Account	Description	Transfer Amount
Section 1. Department of Administrative Services - Tobacco Settlement Funds Account	This account receives payments from the tobacco industry under the 1998 Tobacco Master Settlement Agreement. The fund should still be able to meet its payment obligations with this transfer, as the fund's lowest cash balance point over the next three years is projected to be just under \$20 million.	\$6,000,000
Section 2. Department of Administrative Services - Insurance Fund (Risk Management)	This fund is used to provide insurance and self-insurance for the State of Oregon and is supported primarily by agency assessments. After the transfer, the projected ending fund balance for 2007-09 is \$92.6 million. This change does increase the program's unfunded liability, as reserve liabilities are currently estimated to be about \$120 million.	\$20,200,000
Section 3. Department of Administrative Services - Oregon Educators Benefit Account	This action accelerates the statutorily-required repayment of General Fund provided for Board start-up. The repayment was originally allowed to be made any time until June 30, 2011. The payment will need to occur late in the 2007-09 biennium to ensure there is an adequate fund balance to support the transfer.	\$4,996,081
Section 4. Department of Revenue - Homeowner and Renter Refund Program Suspense Account	Transfers all remaining funds from a suspense account for the defunct Homeowner and Renter Refund Program (HARRP) to the General Fund. The program ended in 1991.	\$74,470

The following table summarizes, by section and agency, the Other Fund transfers to the General Fund.

Section/Agency/Account	Description	Transfer Amount
Section 6. Bureau of Labor and Industries - Wage Security Fund	This fund is used to pay wage claims owed when an employer has ceased doing business and lacks assets to pay the claims. The transfer is projected to leave an ending balance of approximately \$2.8 million in the fund. The Wage Security Fund balance is currently approximately \$3.3 million. Approximately \$2.5 million will be deposited into the Fund on May 1, 2009. The transfer to the General Fund will occur after the May 1 deposit. This should leave sufficient monies in the fund to meet the usual level of claims.	\$3,000,000
Section 8. Economic and Community Development Department - Credit Enhancement Fund	This fund contains monies reserved to pay loans guaranteed by the Department that go into default. The fund is projected to have a \$9.8 million ending balance after the transfer. If the fund balance is insufficient to make required loan payments, Lottery Funds are allocated for this purpose. The remaining fund balance is expected to be sufficient to finance required payments without necessitating the use of Lottery Funds.	\$3,300,000
Section 9. Economic and Community Development Department - Trust for Cultural Development Account	The account is used to fund arts, heritage and humanities programs. The trust account is projected to retain an ending balance of \$10 million after the transfer.	\$1,800,000
Section 10. Economic and Community Development Department - Connecting Oregon Communities Fund	No future expenditures from this fund are authorized by current law, and the entire fund balance is transferred to the General Fund.	\$264,850
Section 11. Economic and Community Development Department - Oregon Community Development Fund	Transfers program income of \$93,296 from the Oregon Community Development Fund to the General Fund. Monies transferred do not include any Lottery Funds in the Fund. The full amount of program income funds are transferred to the General Fund.	\$93,296
Section 12. Economic and Community Development Department - Strategic Reserve Fund	Transfers program income of \$75,000 from the Strategic Reserve Fund to the General Fund. Monies transferred do not include any Lottery Funds in the Strategic Reserve Fund. This transfer is expected to leave an ending balance of approximately \$628,000 of program income funds in the Strategic Reserve Fund.	\$75,000
Section 13. Employment Department - Special Administrative Fund (penalties and interest)	The Employment Department Special Administrative Fund is comprised of penalty and interest earnings on delinquent unemployment insurance taxes. The amount of the transfer is equivalent to amounts for planned upgrades to unemployment insurance center call technology. The Department's current means of processing UI claims are by phone or by internet. Other sources of funds are available to the Department for expenses related to agency and program administration, but may be consumed by the close of 2009-11 if the number of unemployment insurance claimants and jobseekers continues to rise precipitously. The federal economic stimulus program is also expected to provide additional federal funding for Department administrative functions.	\$4,700,000

Section/Agency/Account	Description	Transfer Amount
Section 14. Employment Department - JOBS Plus Unemployment Wage Fund	The Employment Department's JOBS Plus Unemployment Wage Fund constitutes residual amounts from a temporary diversion from Unemployment Insurance taxes used to subsidize wages for employers who provided on the job training. However, the program has not been reauthorized by the Legislative Assembly. Sections 47 through 57 of this measure eliminates the Employment Department's component of the program and transfers all ending balances to the General Fund.	\$319,310
Section 15. Department of Community Colleges and Workforce Development Account (Oregon Youth Conservation Corp)	Monies transferred consist of Amusement Device Tax revenues otherwise dedicated to the Oregon Youth Conservation Corps. Approximately \$200,000 of ending balances will be available for the Oregon Youth Conservation Corps program.	\$500,000
Section 16. Department of Education - School Improvement Fund Interest Earnings	Transfers interest earnings totaling \$2,976,114 from the School Improvement Fund to the General Fund. These resources were not budgeted, and, therefore, do not reflect a reduction in expenditures for the 2007-09 biennium.	\$2,976,114
Section 17. Department of Education - Education Cash Account (Youth Corrections Education)	Resources available to this program are provided through the State School Fund. Based on program expenditures, the Department is able to lower the cash on hand while still maintaining services.	\$1,000,000
Section 18. Department of Education - Education Cash Account (Hospital/Long- Term Care and Treatment)	Resources available to this program are provided through the State School Fund. Based on program expenditures for 2007-09, the Department is able to lower the cash on hand while still maintaining services.	\$2,000,000
Section 24. Department of Human Services- Dammasch Housing Trust Interest Earnings Only	The Community Housing Trust Account is expected to total about \$13.0 million at the end of the 2007-09 biennium. The Account was initially funded with the proceeds from the sale of the Dammasch state hospital in Wilsonville. SB 581 transfers a portion of the interest (\$447,430) earned during the 2007-09 biennium to the General Fund. This interest was not expected to be spent, and would otherwise increase the Fund's 2007-09 ending balance.	\$447,430
Section 25. Department of Human Services - Various Public Health	Transfers \$1,159,143 from various public health ending balances to the General Fund. This amount represents about 75% of these account ending balances and will not affect public health program expenditures during the current biennium. Removing this portion of ending balances may, however, create the need to increase fees earlier than they otherwise would be increased. The ending balances come from various public health programs including radiation control/radioactive materials, Medical Marijuana certification, cross connection backflow certification, and environmental consultation services.	\$1,159,143

Section/Agency/Account	Description	Transfer Amount
Section 28. Department of Environmental Quality - Orphan Site Account (Solid Waste Disposal Site Remediation)	Funds are collected from tipping fees from waste haulers to build a fund balance to be used for environmental cleanup of failed landfill sites. The fund is intended to help local governments clean up landfills, after an initial cost-share contribution, and to clean up privately owned sites when the owner is either unknown, unwilling, or unable to pay cleanup costs (orphan sites). The transfer is projected to leave a balance of \$2.2 million by the end of the current biennium to address future cleanups of landfill sites.	\$4,100,000
Section 29. Department of Environmental Quality - Air Quality Indirect Source Permits (Low Emission Vehicles)	The Oregon Low Emissions Vehicle program was begun in 2005 and was intended to link Oregon with California's request of a waiver from the Environmental Protection Agency to enact tougher standards on pollution from vehicle emissions than the national standards currently in effect. This waiver was never granted and therefore much of the fees collected from automobile manufactures were never expended. This transfer is projected to leave a balance of over \$120,000 by the end of the current biennium for any future work.	\$400,000
Section 30. Department of Environmental Quality - Motor Vehicle Pollution Account	The Department of Environmental Quality operates the Vehicle Inspection Program, which requires testing of vehicles operating in the Portland and Medford metropolitan areas as part of the vehicle license renewal process. The program is designed to reduce pollution from vehicle emissions and is part of both the Portland and Medford Air Quality Maintenance Plans as agreed to by the Environmental Protection Agency. This transfer is projected to leave a balance of \$2.8 million by the end of the current biennium. Based on current revenue projections, the Department does not believe the transfer will require them to raise fees during the 2009-11 biennium.	\$2,000,000
Section 31. Department of Environmental Quality - Waste Tire Recycling Account	The \$1 fee on new tires that used to fund this account was discontinued in 1992. The account balance has been used to mitigate environmental hazards posed by waste tires when they are discovered. This transfer will leave a small amount in the fund, which, together with current revenues will fund 2009-11 compliance activities to address future costs of waste tire cleanup.	\$18,824
Section 32. Department of Environmental Quality - Underground Storage Tank Insurance Fund	Statutory changes restricted the use of the funds and the Department of Environmental Quality has been unable to find eligible uses of the funds remaining in the account.	\$47,854
Section 33. Department of Agriculture Service Fund (Weights and Measures)	This transfer is from fees paid to the Department of Agriculture which licenses and tests measuring devices to ensure goods are accurately weighed and measured. This transfer is projected to leave a balance of \$2.7 million by the end of the current biennium. Fees are received by the program one time per year. Based on current revenue projection, the Department does not believe the transfer will require them to raise fees during the 2009-11 biennium.	\$500,000

Section/Agency/Account	Description	Transfer Amount
Section 33. Department of Agriculture Service Fund (Pesticides)	This transfer is from fees paid to the Department of Agriculture to regulate the availability and use of pesticides. This transfer is projected to leave a balance of \$2.4 million by the end of the biennium. Fees are received by the program one time per year. Based on current revenue projections, the Department does not believe the transfer will require them to raise fees during the 2009-11 current biennium to maintain the current level of program operation.	\$750,000
Section 33. Department of Agriculture Service Fund (Car Pool)	The Department of Agriculture is one of a few agencies allowed statutorily to own and operate its own fleet of vehicles. The Department charges an assessment to all programs using vehicles to fund replacement costs. This transfer will leave \$2.6 million in the Car Pool Fund to purchase replacement vehicles as the need arises. The Department may need to keep vehicles in service longer than the normal replacement schedule due to this transfer.	\$1,000,000
Section 34. Water Resources Department - Water Dev Admin & Bond Sinking Fund (Loan Program)	Transfer from the Water Development Administration and Bond Sinking Fund within the Water Resources Department to the General Fund. Consistent with ORS 541.840, this transfer reimburses the General Fund for amounts allocated to support the Sinking Fund.	\$1,600,000
Section 35. Water Resources Department - General Fund - Property Liquidation	Final claims and loans associated with the Tumalo Project Fund were made in late 2008. The remaining balance in the fund is available without reducing any programs or services.	\$426,050
Section 36. Department of Fish and Wildlife - The Fish and Wildlife Deferred Maintenance Subaccount	This subaccount was established in 2001, when \$3.5 million General Fund was appropriated to the Department of Fish and Wildlife for deposit into the subaccount. This subaccount was to provide the Department a pool of monies they could borrow against to meet cash flow needs. The subaccount was done in response to the Department's previous practice of taking moneys from dedicated and obligated funds for general agency operations.	\$3,500,000
Section 38. Department of Justice - Consumer Protection & Education Revolving Account	The Consumer Protection and Education Revolving Account receives revenues from settlements or judgments due the state. Funds are used for the Department of Justice's consumer protection and financial fraud activities. After this transfer, it is estimated that over \$20 million will remain in the Fund.	\$2,000,000
Section 39. Department of Justice - Child Abuse Multidisciplinary Intervention	The Child Abuse Multidisciplinary Intervention (CAMI) Account is funded with Criminal Fines and Assessment (CFAA) revenues and is used to pay the costs of CAMI teams in counties. Currently the account balance is reserved for the payments in the next quarter. This section would not reduce any payment to CAMI programs, but would require a short-term intra-agency loan for approximately one month each quarter to make future payments. This transfer would be made at the end of the biennium.	\$900,000

Section/Agency/Account	Description	Transfer Amount
Section 40. Department of Public Safety Standards and Training - Operations	The Operations account provides the resources to fund the agency's activities which are primarily funded with Criminal Fines and Assessment (CFAA) revenues. The total \$1,151,183 reduction in the balance of the account included in the measure represents the \$651,183 reduction in spending for 2007-09 expenditures included in SB 5552 and a \$500,000 reduction in the ending balance of the account. The remaining balance is sufficient to maintain the cash-flow needs of the agency in 2009-11.	\$500,000
Section 41. Military Department - 9-1-1 35% Enhanced Subaccount	Revenue in the Enhanced 9-1-1 subaccount, which is part of the statutory distribution of the \$0.75 9-1-1 surcharge, is primarily used by the Department to make direct payments to vendors for Public Safety Answering Points circuit charges and software upgrades. The subaccount may reimburse cities and counties on an actual cost reimbursement basis for some costs. The balance in this account, after this transfer, would be \$3.9 million.	\$3,112,497
Section 42. Military Department - 9-1-1 Equipment Replacement Subaccount	By statute, the Enhanced 9-1-1 Equipment Replacement subaccount must carry a balance of \$500,000; however, the fund has no anticipated expenditures. The account balance would return to \$500,000 after the next statutory distribution of 9-1-1 funds.	\$500,000
Section 43. Judicial Department - Miscellaneous Receipts	A miscellaneous receipts account for intergovernmental agreements and other general financial activities of the Department. The balance in this account, after this transfer, would be approximately \$800,000.	\$350,000
Section 43. Judicial Department - Oregon Judicial Information Network Account	The Oregon Judicial Information Network Account is a fee charged to the various users of the OJIN. The balance in this account, after this transfer, would be approximately \$410,000.	\$290,000
Section 44. Judicial Department - Collections Account	Oregon Revised Statute (ORS 1.204) establishes a Judicial Department collections and revenue management program including a Judicial Department Collections Account. The purpose of the program and the account is the collection of amounts owed to the state that are subject to collection by the Judicial Branch of government. In general, collections are for past-due crime victim restitution payments, compensatory fines, other fines, costs, and assessments. Expenses related to the Judicial Department's administration of the revenue management program are reimbursable on an actual cost basis, which is based on a flat percentage of collected revenue. By statute, this percentage must be adjusted periodically to reflect actual program costs. The current administrative percentage is 8%. The balance in this account, after this transfer, would be approximately \$1.3 million.	\$4,350,000

Section/Agency/Account	Description	Transfer Amount
Section 44. Judicial Department - Multnomah Parking Account	Oregon Revised Statute (ORS 1.204) establishes a Judicial Department collections and revenue management program including a Judicial Department Collections Account and the Multnomah Collections subaccount. This type of account can be established for counties with populations of more than 500,000 residents. The balance in this account, after this transfer, would be approximately \$300,000.	\$460,000
Section 45. Judicial Department – State Court Facilities Security Account	The 2005 Legislature established a State Court Facilities Security Account (SCFSA) within the Oregon Judicial Department (OJD). Revenue for the account is derived from an increase in circuit, municipal, and justice court (non-unitary) assessments. The balance in this account, after this transfer, would be approximately \$800,000.	\$1,200,000
Section 46. Oregon State Police/State Fire Marshal - Fire Insurance Premium Tax	The Fire Insurance Premium Tax (FIPT) is financed from a premium assessment for fire related insurance policies which is transferred to the State Fire Marshal Fund. The FIPT revenues fund a variety of activities of the Office of the State Fire Marshal, fire related training at the Department of Public Safety Standards and Training, and arson investigations at the Oregon State Police. The remaining balance after this action provides sufficient resources for the current activities funded with this revenue source.	\$2,000,000
Grand Total	Other Funds Transferred to the General Fund	82,910,919