Legislative Budgeting

Budget Advisory Group April 2023

The term "Fiscal Year" means different things depending on the audience

For an auditor, "this fiscal year" means the year that ended last June 30th.

REVIEW

Admin THE SOUTH CAROLINA DEPARTMENT of ADMINISTRATION For an executive branch agency, "this fiscal year" means the year that began on July 1st.

IMPLEMENT

For the General Assembly, "this fiscal year" means the year to begin next July 1st.

PLAN

Today's Focus is on the Planning Phase

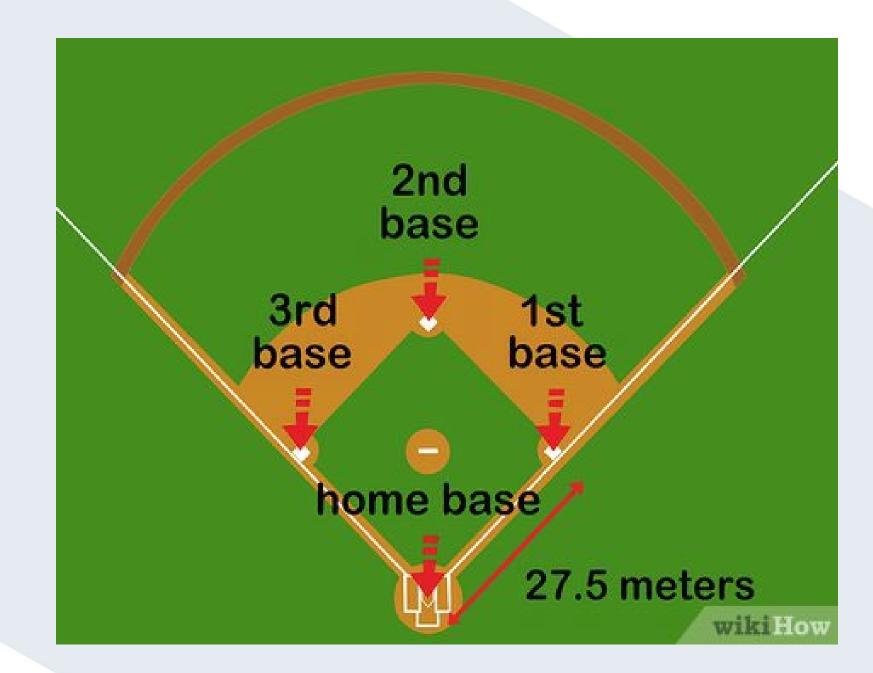
- The **Review Phase** is the practice of auditing, usually the most recently completed fiscal year.
 - Lead organizations in this phase are the State Auditor's Office, the Inspector General and in some cases the Legislative Audit Council.
- The Implementation Phase refers to the time between the enactment of a budget on July 1st and the close of the fiscal year on June 30th. Monitoring is performed by the Executive Budget Office.
 - During the Implementation Phase, the Executive Budget Offices monitors for agency deficits. The Board of Economic Advisors monitors for General Fund revenue shortfalls. Should either occur, there are statutory procedure for addressing these budget issues.
- The Planning Phase is to create the upcoming budget for the next state fiscal year that becomes an operational budget on July 1st.



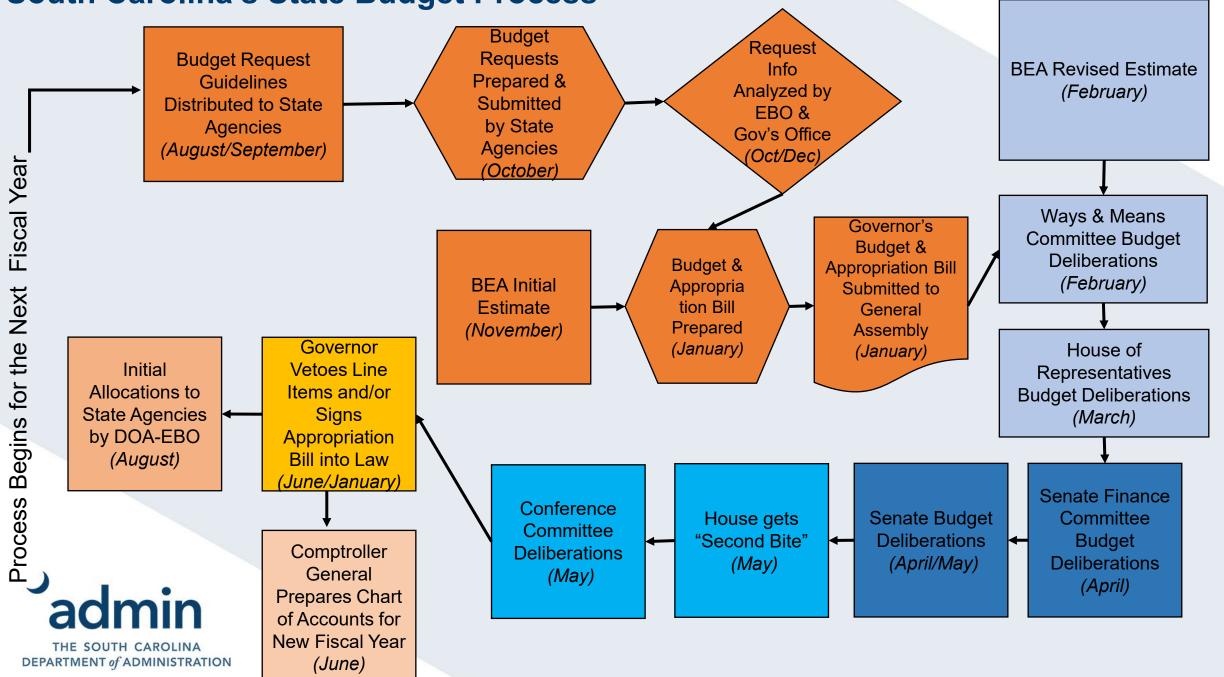
Budget Planning Phase

• For the planning phase of the budget process, certain milestones are generally met at certain times of the year, much like a game of baseball.





South Carolina's State Budget Process



Governor



State Senate



House of Representatives



The Participants



South Carolina Revenue and Fiscal Affairs Office Board of Economic Advisors & Budget Development Section



THE SOUTH CAROLINA DEPARTMENT of ADMINISTRATION

Executive Budget Office & Division of State Human Resources State Agencies 8

State Agencies & Higher Education Institutions





Constituents/Citizens & Special Interest Groups

South Carolina: A "Legislative" State for the budget process

- The Governor recommends a budget to the General Assembly, but there is no requirement for adoption of any elements.
- The Governor has line-item veto, but some other states allow the Governor to reduce a budget line. South Carolina does not.
- Only with the passage of Act 121 of 2014 (S22) did the Governor have an Executive Budget Office. Prior to that date, the Budget and Control Board exercised authority to reduce the budget in mid-year due to shortfalls in revenues.

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DEPARTMENT of ADMINISTRATION

The Annual Budget is Just Another Bill

(but it must be enacted by July 1st for State Government to operate and gets "Masthead Status")

A284, R275, H5001

GENERAL APPROPRIATIONS ACT

FY 2016-2017

TO MAKE APPROPRIATIONS AND TO PROVIDE REVENUES TO MEET THE ORDINARY EXPENSES OF STATE GOVERNMENT FOR THE FISCAL YEAR BEGINNING JULY 1, 2016, TO REGULATE THE EXPENDITURE OF SUCH FUNDS, AND TO FURTHER PROVIDE FOR THE OPERATION OF STATE GOVERNMENT DURING THIS FISCAL YEAR AND FOR OTHER PURPOSES.

BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF SOUTH CAROLINA:

Budget Bill Process

- Governor's
- House Ways & Means
- House
- Senate Finance
- Senate
- House II
- Conference Committee
- Governor's Vetoes
- Legislative Overrides
- Ratified Version

2022-2023 General Appropriations Bill South Carolina State Budget Bill H. 5150

- H. 5150, GENERAL APPROPRIATIONS BILL, FISCAL YEAR 2022-2023
- H. 5150 As Introduced by the House Ways and Means Committee on March 8, 2022 Full Text Search of Budget as Introduced by the House Ways and Means Committee
- H. 5150 As Passed by the House of Representatives on March 15, 2022 Full Text Search of Budget as Passed by the House
- H. 5150 As Reported by the Senate Finance Committee on April 18, 2022 Full Text Search of Budget as Reported by the Senate Finance Committee
- H. 5150 As Passed by the Senate on April 28, 2022 Full Text Search of Budget as Passed by the Senate
- H. 5150 As Amended by the House of Representatives on May 11, 2022 Full Text Search of Budget as Amended by the House
- H. 5150 Conference Report Adopted by the General Assembly on June 15, 2022 Full Text Search of Budget as reported by the Conference Committee
- H. 5150 As Ratified by the General Assembly on June 16, 2022. Governor's vetoes are marked. Enacted on June 29, 2022. Full Text Search of Budget as Ratified by the General Assembly H. 5150 -- Governor's Veto Message - June 22, 2022

Related Documents

Governor McMaster's Proposed Budget

- Governor McMaster's Executive Budget Fiscal Year 2022-2023 (PDF)
- Part IA, Appropriations (PDF)
- Statement of Revenues (PDF)
- Part IB (PDF)
- Capital Reserve Fund (PDF)

https://www.scstatehouse.gov/sess124_2021-2022/appropriations2022/gab5150.php

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Executive Budget

- The Executive budget begins with the Executive Budget Office (EBO).
- The Governor's Office holds budget hearings with agencies but waits until it receives the November BEA estimate to finalize recommendations.
- The Executive Budget Office creates and updates the Summary Control Document (SCD). EBO staff tracks, analyzes, and estimates costs of amendments and update the Summary Control Document (SCD).
- Per House Rule 5.3A
 - RFA certifies that appropriations in the House Budget do not exceed forecasted revenue
 - Revenue estimates must be adjusted for bills that have passed the House



House Budget

- The House budget begins with the Ways & Means Committee.
- The Committee holds budget hearings with agencies but waits until it receives the BEA estimate on February 15th to finalize its recommendations.
- RFA supports the committee process by creating and updating the Summary Control Document (SCD). During the House debate, RFA staff tracks, analyzes, and estimates costs of amendments and update the SCD.
- Per House Rule 5.3A
 - RFA certifies that appropriations in the House Budget do not exceed forecasted revenue
 - Revenue estimates must be adjusted for bills that have passed the House



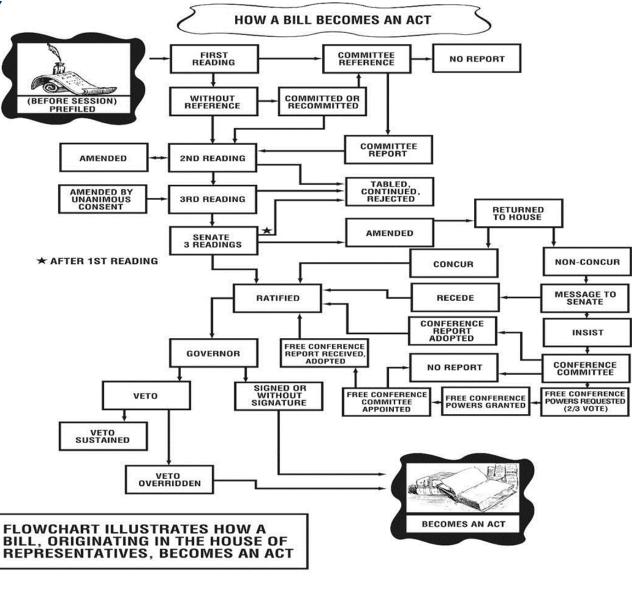
Senate Budget

- The Senate receives the budget bill from the House and refers it to the Senate Finance Committee (SFC).
- The SFC holds budget hearings with agencies and makes its recommendations for amendments to the bill.
- RFA again supports the committee process by managing the SCD and evaluating changes to provisos and other legislation that may impact revenue. During Senate debate, RFA staff tracks, analyzes, and estimates costs of amendments and updates the SCD.
- Rule 24 (B) Germaneness.



Budget Conference Committee also known as (House II)

- Once the House and Senate approved their respective budgets, the House II may "amend to the third degree". This normally triggers and Conference Committee.
- SC legislative rules call for three members to represent the two Chambers.
- Of the six members, the vote requirement is two votes on both sides to include material in the Conference Committee report.
- The Conference Committee adopts the same and compromise the difference.
 - Practice of "high, low or in between" and blending of language.
 - Simple majority for adoption (no amendments).



Gubernatorial Actions

- The Governor has five days (except Sundays) during the session to approve or disapprove an Act
 - **Sign** legislation becomes permanent law
 - Veto legislation is returned to the originating body with a veto message; may be overridden by 2/3's vote (of those present) in each chamber

*Bills not signed within five days become law as if signed by the Governor (or if the General Assembly is adjourned, two days after the next meeting)



DEPARTMENT of ADMINISTRATION

Passing Legislation is an Exercise of Clearing Bases



- Three readings in the House and Senate. All readings must occur on separate days.
 - First reading is the Bill's introduction.
 - Most of the detailed deliberation takes place after 1st reading and before 2nd reading in Committee.
 - 2nd reading in each chamber is where open debate among all members occurs.
 - 3rd reading is usually perfunctory.
- Once all of this occurs in both bodies, differences are negotiated by a Conference Committee with 3 Senators and 3 House members. Must obtain 2 votes from each side.
- If the Conference Committee reaches compromise on all differences, then both bodies must approve by simple majority the Report.
- Then, the bill becomes an Act and is submitted to the Governor who has veto authority.

Producing a Budget: Hurry Up and Wait





Scene from South Carolina Senate Finance Committee Hearing

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Budget Decisions are made rationally but...

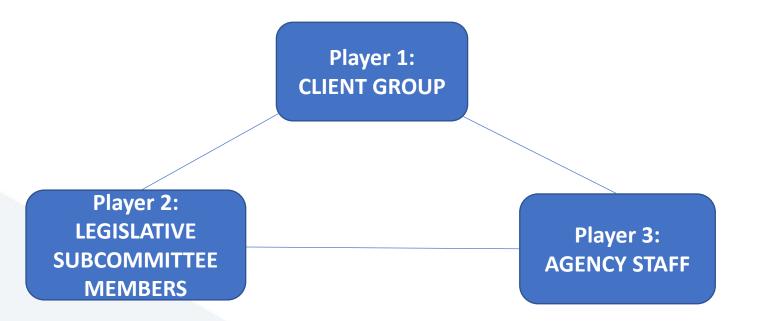
You must understand the process.

• You must understand the rules of the game.

You must understand the players of the game, their motivations and their preferences.

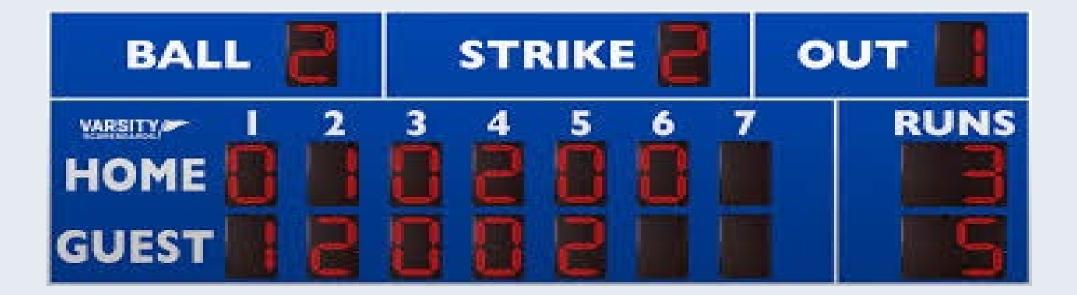


Major Team: The Triple Alliance



- · Policy-making relationships referred to as the "Iron Triangle"
- These alliances compete for funding
- Client groups consist of constituents and interest groups







Key Terms, Definitions & Concepts

- Much like keeping score at a baseball game, you need to be able to understand how to track the budget process.
- This means you understand a number of budget terms and learn how to read several basic documents used in the process.

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Summary Control Document (SCD)

- The Summary Control Document (SCD) is the spreadsheet used in the budget process to show available revenues, base budget appropriations, and line-item changes by agency.
- This worksheet documents the changes made to the budget bill from its introduction to enactment and is used to ensure a balanced budget.
- The Governor's budget is also included in the SCD.
- In addition to recurring appropriations, the document also accounts for nonrecurring appropriations, such as surplus and Lottery funds.



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Summary Control Document

Governors:

https://admin.sc.gov/sites/default/files/budget/SCD%20FY2023-24%20Governor's%20Executive%20Budget%20-%20FINAL.pdf

> House & Senate: https://www.scstatehouse.gov/committeeinfo.php



	SUMMARY CONTROL DOCUMENT		
	FY 2022-23 Appropriation Bill, H. 5150		
	& FY 2021-22 Capital Reserve Fund Bill, H. 5151		
	The Summary Control Document is the SC Revenue and Fiscal Affairs Office's attempt to		
	maintain a historical record in summary form reflecting the recommendations/actions taken at	FY 2022-23	Part IA I
	each stage of the budget process. It is not intended to be construed as a binding, legal document.	Agency	Recurring Funds
Line		Beginning Base	H. 5150
1	REVENUES FY 2022-23		
2			
3	Revenue Forecast, FY 2022-23, Board of Economic Advisors		11,876,877,415
4			
5	Less: FY 2022-23 Transfer to Tax Relief Trust Fund/Res Prop Tax Capped at FY 01-02 Level		(661,952,631)
6			
7			
8	Net General Fund Revenue Forecast, FY 2022-23		11,214,924,784
9			
10	Less: FY 2022-23 General Reserve Fund Transfer [SC ST SEC 11-11-310] (FY 23 Required Balance	= \$522,986.077)	See Line 104
11		,,	
12	Less: FY 2022-23 Appropriation Base		(9,270,619,765)
13			
14			
15	"New" Recurring Revenue		1,944,305,019
16			
17	ENHANCEMENTS AND ADJUSTMENTS		
18	1% Income Tax Reduction (Year 1 of 5)		
19	Income Tax Relief (H. 4880)		
20	Comprehensive Tax Cut of 2022 (S. 1087)		(702,442,000)
21	Military Retirement Income Tax Exemption		
22	Full Military Income Tax Exemption (H. 3247)		(7,972,000)
23	Police Officers, Peace Officers, & Firefighters Retirement Income Tax Exemption		
24	Proviso 118.7 SR: Admissions Tax		
25	Proviso 81.3 LLR: POLA - Ten Percent, Other Funds		(140,000)
26	Proviso 81.16 LLR: Indirect Cost Waiver OSHA		(300,000)
27	Proviso 117.175 GP: Indirect Costs Exemption		
28	Proviso 73.10 ORS: Santee Cooper Billing		(2,000,000)
29	Proviso 109.13 DOR: Renewable Fuel Credit - Deleted		
30	Proviso 109.12 DOR: Food Manufacturing Equipment - Veto 9 - Overriden		
31			
32	Subtotal, Enhancements and Adjustments		(712,854,000)
33			
34	Subtotal, Part I Revenues		1,231,451,019
AE			

The Underlying Assumptions:

- Incremental Budgeting
 - Annualization
 - New Funds
 - Recurring Funds
- Non-Recurring Funds
- Carryforward Funds
 - Lapsed Funds
- Supplemental Funds

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Fund Accounting

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Fund Types

- General Funds (State Funds)
 - By proviso 117.1, all general state revenues ... from whatever source ... and income derived by any agency or activity ... must be credited to the General Fund ... unless otherwise directed by law.
- Other Funds (Revenues)
 - **<u>Earmarked</u>** Accrued interest goes to the General Fund.
 - **<u>Restricted</u>** Accrued interest remains in the fund.
- Federal Funds
 - Revenue that is generated from grants and disbursements from the Federal Government.



Constitutional Requirements

 These elements must be considered and reflected on the Summary Control Document for the General Appropriations Bill to be in order.



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Constitutional Requirements

- Balanced Budget
 Requirement
- Constitutional Spending Limit
- State Employee Growth Limit
- General Reserve Fund

- Capital Reserve Fund
- Other Major Accounts
- Local Government Fund
- Tax Relief Trust Fund
- Debt Service

The Appropriations Act

- Each Appropriation Act is applicable for one fiscal year (July 1 June 30)
- Organized by Part IA & Part IB
 - IA: Appropriation of funds and FTEs
 - IB: Provisos Temporary laws for the budget that direct the expenditure of funds in Part IA.

https://www.scstatehouse.gov/sess124_2021-2022/appropriations2022/ta22ndx.php



The Appropriations Act

DEPARTMENT OF ADMINIST	RATION	
	TOTAL FUNDS	GENERAL FUNDS
I. ADMINISTRATION		
EXECUTIVE DIRECTOR	201,297	201,297
	(1.00)	(1.00)
CLASSIFIED POSITIONS	1,908,335	374,335
	(31.37)	(6.55)
UNCLASSIFIED POSITIONS	864,500	130,000
	(7.00)	(0.90)
OTHER PERSONAL SERVICES	62,306	4,680
OTHER OPERATING EXPENSES	1,118,946	722,446
ETV COVERAGE - LEGISLATIVE &	838,269	838,269
PUBLIC AFFAIRS		
TECHNOLOGY INVESTMENT COUNCIL	98,784	98,784
TOTAL I. ADMINISTRATION	5,092,437	2,369,811
	(39.37)	(8.45)
II. STATEWIDE PROGRAMS & SERVICES		
A. EXECUTIVE BUDGET OFFICE		
CLASSIFIED POSITIONS	1,054,000	1,054,000
	(16.00)	(16.00)
UNCLASSIFIED POSITIONS	353,000	353,000
	(3.00)	(3.00)
OTHER OPERATING EXPENSES	140,100	140,100
TOTAL A. EXECUTIVE BUDGET	1,547,100	1,547,100
OFFICE	(19.00)	(19.00)
B. HUMAN RESOURCES DIVISION		
CLASSIFIED POSITIONS	1,372,989	1,232,989
	(21.00)	(19.00)
UNCLASSIFIED POSITIONS	68,145	68,145
	(1.00)	(1.00)
OTHER PERSONAL SERVICES	52,738	52,738
OTHER OPERATING EXPENSES	1,321,539	826,573
TOTAL B. HUMAN RESOURCES DIVISION	2,815,411	2,180,445
	(22.00)	(20.00)

How is it Organized?....

- Each agency has a different Section Number within the Appropriations Act
- Each agency's budget is typically broken into programs:
- -Administration -Programs & Services
- -Employee Benefits
- Each program is typically broken into categories:
 - -Agency Head
 -Classified Positions
 -Unclassified Positions
 -Unclassified Positions
 -Employee Benefits
- For each category, there will be a Total Funds and General Funds amount and an FTE amount beneath

CONGRATULATIONS!

Now you know how to keep score!



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