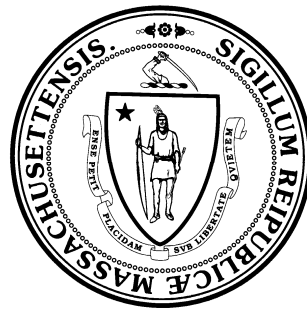


**THE  
COMMONWEALTH  
OF  
MASSACHUSETTS**



**INFORMATION STATEMENT SUPPLEMENT**

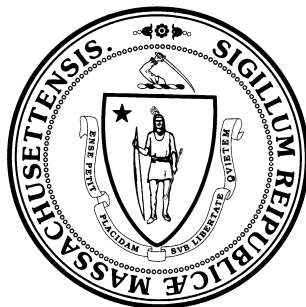
**Dated March 2, 2010**

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**TABLE OF CONTENTS**  
**INFORMATION STATEMENT SUPPLEMENT DATED MARCH 2, 2010**

RECENT DEVELOPMENTS .....	A-1
Fiscal 2009.....	A-1
Fiscal 2010.....	A-4
Fiscal 2011.....	A-8
Cash Flow .....	A-9
COMMONWEALTH REVENUES .....	A-11
Statutory Basis Distribution of Budgetary Revenues .....	A-11
State Taxes.....	A-12
Federal and Other Non-Tax Revenue .....	A-13
COMMONWEALTH EXPENDITURES .....	A-14
Medicaid.....	A-15
Health Care Reform.....	A-16
Pension .....	A-18
SELECTED FINANCIAL DATA.....	A-19
Statutory Basis.....	A-19
Stabilization Fund.....	A-21
LONG-TERM LIABILITIES .....	A-22
Interest Rate Swaps .....	A-22
Debt Service Requirements .....	A-23
General Obligation Contract Assistance Liabilities.....	A-25
Contingent Liabilities .....	A-25
COMMONWEALTH CAPITAL INVESTMENT PLAN .....	A-25
Capital Investment Plan.....	A-25
Transportation Reform Legislation.....	A-29
LEGAL MATTERS .....	A-30
MISCELLANEOUS.....	A-35
CONTINUING DISCLOSURE.....	A-35
AVAILABILITY OF OTHER FINANCIAL INFORMATION .....	A-36

**THE COMMONWEALTH OF MASSACHUSETTS**



**CONSTITUTIONAL OFFICERS**

**Deval L. Patrick.....Governor**  
**Timothy P. Murray .....Lieutenant Governor**  
**William F. Galvin.....Secretary of the Commonwealth**  
**Martha Coakley..... Attorney General**  
**Timothy P. Cahill ..... Treasurer and Receiver-General**  
**A. Joseph DeNucci.....Auditor**

**LEGISLATIVE OFFICERS**

**Therese Murray..... President of the Senate**  
**Robert A. DeLeo..... Speaker of the House**

**THE COMMONWEALTH OF MASSACHUSETTS**  
**INFORMATION STATEMENT SUPPLEMENT**

**March 2, 2010**

This supplement (“Supplement”) to the Information Statement of The Commonwealth of Massachusetts (the “Commonwealth”) dated March 26, 2009 (the “March Information Statement”) is dated March 2, 2010 and contains information which updates the information contained in the March Information Statement. The March Information Statement has been filed with the Municipal Securities Rulemaking Board. This Supplement and the March Information Statement must be read collectively and in their entirety in order to obtain the appropriate fiscal, financial and economic information concerning the Commonwealth through March 2, 2010. All capitalized terms not otherwise defined in this Supplement shall have the meanings ascribed to them in the March Information Statement.

The March Information Statement, as supplemented hereby, includes three exhibits. Exhibit A is the Statement of Economic Information as of October 16, 2009, which sets forth certain economic, demographic and statistical information concerning the Commonwealth. Exhibits B and C are, respectively, the Commonwealth’s Statutory Basis Financial Report for the year ended June 30, 2009 and the Commonwealth’s Comprehensive Annual Financial Report, reported in accordance with generally accepted accounting principles (GAAP), for the year ended June 30, 2009. The Commonwealth’s independent auditor has not been engaged to perform, and has not performed, since the respective dates of its reports included herein, any procedures on the financial statements addressed in such reports, nor has said independent auditor performed any procedures relating to the official statement of which this Supplement is a part. Specific reference is made to said Exhibits A, B and C, copies of which have been filed with the Municipal Securities Rulemaking Board. The financial statements are also available at the web site of the Comptroller of the Commonwealth located at <http://www.mass.gov/osc> by clicking on “Publications and Reports” and then “Financial Reports.”

**RECENT DEVELOPMENTS**

**Fiscal 2009**

On April 15, 2009, based on year-to-date fiscal 2009 tax collections through March that were \$117 million below the revised fiscal 2009 tax revenue estimate for the corresponding period, the Secretary of Administration and Finance further revised the tax revenue forecast for fiscal 2009 from \$19.450 billion to \$19.333 billion. The tax revenue shortfall, combined with approximately \$39 million in spending and non-tax revenue-related exposures, resulted in a \$156 million budget gap. The Governor’s plan at that time to close the budget shortfall included the use of \$128 million in federal funds to be received under the American Recovery and Reinvestment Act of 2009, consisting of \$90 million from the State Fiscal Stabilization Fund, \$16 million from additional budget cuts and spending controls and \$12 million in savings from furloughs and workforce reductions.

On May 4, 2009, after analysis of April, 2009 tax revenue collections that fell by \$953 million, or 34.9%, from collections in April, 2008, and which were \$456 million below the monthly benchmark based on the fiscal 2009 revised revenue forecast of \$19.333 billion, pursuant to Section 5B of Chapter 29 of the General Laws, the Secretary of Administration and Finance informed the Governor, the House and Senate Committees on Ways and Means, and the Joint Committee on Revenue that the fiscal 2009 revenue estimate was being further revised to \$18.436 billion, a reduction of \$897 million from the April 15, 2009 tax revenue forecast of \$19.333 billion. Also on May 4, 2009, pursuant to Section 9C of Chapter 29 of the General Laws, the Secretary of Administration and Finance advised the Governor of a probable deficiency of revenue of approximately \$953 million with respect to the appropriations approved to date for fiscal 2009 and certain non-discretionary spending obligations that had not been budgeted. See the March Information Statement under the heading “COMMONWEALTH BUDGET AND FINANCIAL MANAGEMENT CONTROLS - Overview of Operating Budget Process.” The \$953 million projected shortfall to cover expenses resulted from the \$897 million reduction in projected state tax revenues from the revised tax revenue forecast and \$56 million in projected costs not accounted for in the fiscal 2009 budget.

On May 15, 2009 the Governor approved supplemental budget legislation that authorized a \$461 million withdrawal from the Stabilization Fund to help close the projected \$953 million shortfall. The legislation included supplemental appropriations totaling \$62 million, including \$32 million for the county sheriffs' reserves and \$30 million for state employee health benefits.

On June 29, 2009 the Governor approved supplemental budget legislation that contained the remaining solutions to the projected \$953 million shortfall, including (i) accessing approximately \$412 million in State Fiscal Stabilization Funds included in the American Recovery and Reinvestment Act, (ii) eliminating a planned \$100 million deposit to the Stabilization Fund that was authorized in fiscal 2008 but had yet to be executed, (iii) a \$65 million transfer from the State Convention Center Fund established for the benefit of the Massachusetts Convention Center Authority and (iv) reducing the General Fund contribution to the Health Safety Net Trust Fund by \$15 million in order to meet projected deficiencies in the MassHealth program. (Even with this \$15 million reduction, the Health Safety Net is projected to have a surplus in its fiscal 2009.) The legislation also included supplemental appropriations totaling \$59.8 million, including \$21.4 million for the MassHealth program to meet increasing service utilization costs and \$11.5 million for costs associated with providing legal representation to indigent persons in criminal and civil court cases.

On July 2, 2009, the Governor filed legislation requesting supplemental appropriations totaling \$64 million, including \$60 million to support costs related to increased claims and utilization in the MassHealth program and \$3 million to aid in the transition of transportation entities as a result of the recently enacted transportation reform bill. MassHealth paid these costs in advance of the enactment of this supplemental appropriation in order to maintain compliance with federal Medicaid prompt-pay requirements.

Total fiscal 2009 MassHealth program spending was \$8.552 billion, which is 5.5% above fiscal 2008 spending. The fiscal 2009 Federal Medical Assistance Percentages (FMAP) for Massachusetts were 58.8% for October through March and 60.2% for April through June as a result of enhancements to federal reimbursement under the American Recovery and Reinvestment Act. As a result of these changes, in fiscal 2009 the state was able to claim an additional \$869 million in federal reimbursement from spending at MassHealth, Commonwealth Care, the Health Safety Net and other health and human service programs.

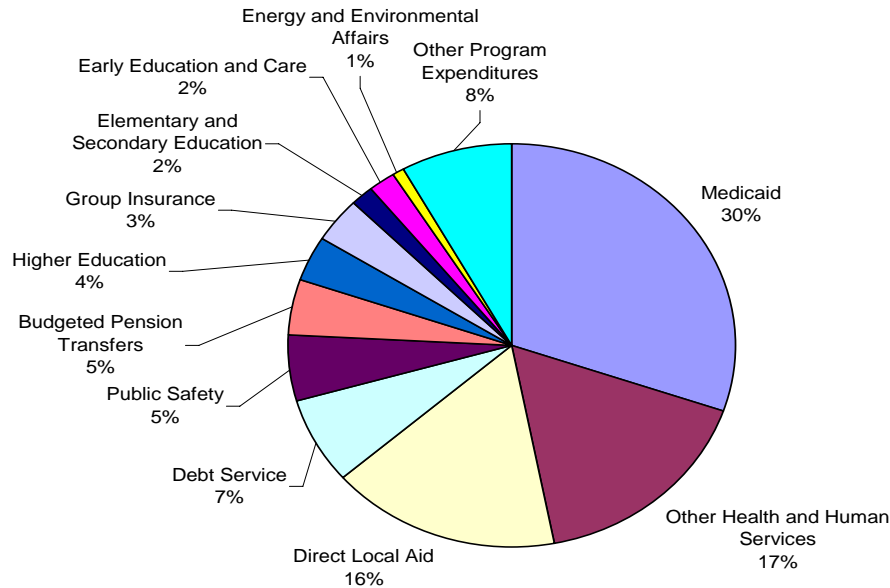
On October 20, 2009, the Legislature enacted fiscal 2009 supplemental appropriations totaling \$71.7 million. On October 29, 2009, the Governor approved \$66.3 million of such appropriations, including \$60 million to support costs related to increased claims and utilization in the MassHealth program and \$5.4 million for the special election to fill the Commonwealth's vacant U. S. Senate seat.

On November 3, 2009, the Commonwealth published the fiscal 2009 statutory basis financial report, which shows a consolidated net surplus of approximately \$74.7 million before a \$10 million transfer for life sciences funding required by a supplemental budget passed earlier in the year.

The statutory basis financial report for fiscal 2009 has been restructured due to a change in the general laws that afforded the Comptroller some flexibility in reporting. The report is independently reviewed but not audited and concentrates on the operating results of the budgeted funds, rather than the entirety of the Commonwealth's operations. The comprehensive annual financial report for fiscal 2009, published on December 23, 2009 is audited and presents an entire view of the Commonwealth's balances and results of operations in accordance with generally accepted accounting principles.

The following graph depicts the breakdown of major categories of estimated budgeted operating spending for fiscal 2009.

### Fiscal 2009 Operating Spending



Tax revenue collections for fiscal 2009 totaled \$18.260 billion, a decrease of \$2.620 billion, or 12.5%, compared to fiscal 2008. The following table shows the monthly tax collections in fiscal 2009 and the change from tax collections in fiscal 2008, both in dollars and as a percentage. The table also notes the amount of tax collections in fiscal 2009 that were dedicated to the Massachusetts Bay Transportation Authority and the Massachusetts School Building Authority.

### Fiscal 2009 Tax Collections (in millions) (1)

<u>Month</u>	<u>Tax Collections</u>	<u>Change from Prior Year</u>	<u>Percentage Change</u>	<u>MBTA Portion (2)</u>	<u>MSBA Portion</u>	<u>Tax Collections: Net of MBTA and MSBA</u>
July	\$ 1,381.6	\$ 85.6	6.6%	\$ 60.7	\$ 54.6	\$ 1,266.3
August	1,309.1	51.0	4.1	56.9	51.2	1,201.0
September	2,099.4	(108.6)	(4.9)	74.2	49.3	1,976.0
October	1,150.2	(57.3)	(4.7)	57.6	51.8	1,040.7
November	1,256.2	(59.6)	(4.5)	52.0	46.8	1,157.4
December	1,862.4	17.9	1.0	82.1	46.1	1,734.2
January	1,790.7	(409.8)	(18.6)	62.5	56.2	1,672.0
February	953.7	(189.6)	(16.6)	46.8	42.1	864.8
March	1,603.3	(312.2)	(16.3)	82.5	41.5	1,479.3
April	1,779.2	(954.6)	(34.9)	51.9	46.7	1,680.7
May	1,282.6	(209.8)	(14.1)	52.2	47.0	1,183.3
June	1,791.1	(472.5)	(20.9)	87.7	169.0	1,534.4
<b>Total (2)</b>	<b><u>\$18,259.5</u></b>	<b><u>\$(2,619.5)</u></b>	<b><u>(12.5)%</u></b>	<b><u>\$ 767.1</u></b>	<b><u>\$ 702.3</u></b>	<b><u>\$ 16,790.2</u></b>

SOURCE: Executive Office for Administration and Finance.

(1) Details may not add to Total due to rounding.

(2) Includes adjustments of \$19.4 million on account of the first quarter, \$31 million on account of the second quarter, \$36.4 on account of the third quarter and \$32.4 on account of the fourth quarter related to the inflation-adjusted floor applicable to tax receipts dedicated to the MBTA.

The fiscal 2009 tax revenue decrease of \$2.620 billion is attributable in large part to a decrease of approximately \$712.5 million, or 28.6%, in personal income tax estimated payments, a decrease of approximately \$147.6 million, or 1.6%, in withholding collections, a decrease of approximately \$825.2 million, or 36.4%, in income tax payments made with returns and extensions, an increase of approximately \$216.4 million, or 16.2%, in income tax refunds, a decrease of approximately \$218 million, or 5.3%, in sales tax collections, and a decrease of approximately \$449.6 million, or 17.6%, in corporate and business tax collections, which are partially offset by changes in other revenues (net of refunds). The fiscal year 2009 collections were \$176.5 million below the benchmark estimate for the corresponding period, based on the Secretary of Administration and Finance's revised fiscal 2009 revenue estimate of \$18.436 billion announced on May 4, 2009.

## **Fiscal 2010**

On July 30, 2009, the Legislature enacted supplemental budget legislation that included \$40 million to help meet the health care needs of legal immigrants who will be dis-enrolled from their existing Commonwealth Care health insurance because they do not currently qualify for federal reimbursement (see "COMMONWEALTH EXPENDITURES - Health Care Reform" below) and \$60.5 million in other program spending. On August 7, 2009, the Governor vetoed \$32.2 million of this spending but approved \$40 million for the health care needs of legal immigrants and \$28.2 in other program spending.

On October 15, 2009, pursuant to Section 9C of Chapter 29 of the Massachusetts General Laws, the Secretary of Administration and Finance advised the Governor of a probable deficiency of state tax revenues of approximately \$600 million with respect to the appropriations approved to date for fiscal 2010. On the same day, the Secretary made a downward revision to the fiscal 2010 tax revenue estimate. See "COMMONWEALTH REVENUES – Tax Revenue Forecasting." State finance law provides the Governor 15 days after this notification to reduce allotments, to the extent lawfully permitted to do so, or submit proposals to the Legislature to raise additional revenues or to make appropriations from the Stabilization Fund to cover such deficiencies.

On October 29, 2009, the Governor filed legislation containing proposed solutions to the projected \$600 million tax revenue shortfall, including \$277 million in spending reductions across executive branch agencies. As part of the \$277 million in executive branch cuts, the Governor has directed agencies to reduce personnel positions to achieve an additional \$35 million in savings and is requiring managers within the executive branch to take up to nine furlough days through the remainder of fiscal 2010 in order to achieve additional savings. In addition, the Governor sought expanded 9C authority to make \$75 million in spending reductions in non-executive branch agencies, including the Legislature, other constitutional officers, the judiciary, sheriffs and district attorneys. The Governor's plan also includes \$126 million in anticipated departmental and other revenues, including, as a result of the reduced sales tax revenue forecast, \$27 million of sales tax revenue that will not be transferred to the Massachusetts School Building Authority and \$20 million from a tax amnesty program. The Governor's plan also assumed the use of a projected fiscal 2009 surplus of \$60 million, as well as \$62 million in available federal funds under the American Recovery and Reinvestment Act. The Governor's plan does not rely on the use of any of the current balance in the Commonwealth's Stabilization Fund. The legislation also includes several proposals that are designed to improve the efficiency of state government and give agencies the ability to better manage their budgets, including elimination of two paid holidays granted only to state employees working in Suffolk County, providing for shared administrative services within Secretariats and allowing limited transferability of funds between accounts.

The Legislature enacted the legislation on November 19, 2009, and the Governor approved it, with certain vetoes, on November 24, 2009. The Legislature did not take action on approximately \$125 million of the \$600 million in budget solutions proposed by the Governor, most significantly the Governor's proposal for expanded 9C authority to make \$75 million in spending reductions in agencies not under the Governor's direct control. The Legislature also authorized the use of only \$35.8 million from the fiscal 2009 surplus rather than \$60 million.

On December 18, 2009 the Governor approved supplemental budget legislation that included \$41.9 million in additional funding for the emergency family shelters program at the Department of Housing and Community Development. Supplemental funding was necessary due to the substantial growth in demand for shelter services.



As of January 1, 2010, tax revenue collections were running approximately \$230 million over benchmark versus the revised consensus revenue estimate of \$18.279 billion established on October 15, 2009. In addition, there was \$76 million in departmental revenue generated by the State Treasurer's Office from the sale of abandoned property. After taking into account all of the over-benchmark tax revenue and additional departmental revenue through January, all of the budget solutions implemented to date and all of the actions taken by the Legislature, including overrides totaling approximately \$24 million, the Executive Office for Administration and Finance projected sufficient funding to be available to restore some of the 9C cuts that were implemented in October and to cover the cost of certain provisions of the Governor's October budget solutions that were not acted upon by the Legislature. The largest 9C reductions to be restored were \$18 million for regional school transportation and the full restoration of cuts proposed at the Department of Transitional Assistance totaling approximately \$16 million.

Including the deficiencies filed to date, the Executive Office for Administration and Finance continues to manage up to \$426 million (gross) in potential fiscal 2010 spending pressures. These items have been accounted for in the fiscal 2010 balance sheet and sufficient resources have been identified to fund these items. The Executive Office for Administration and Finance has not yet recommended supplemental funding for certain items for which additional experience will provide a more accurate funding recommendation. The Executive Office for Administration and Finance will continue to work with state agencies to mitigate the amount required through supplemental funding.

On January 7, 2010, the Secretary of Administration and Finance further revised the fiscal 2010 revenue estimate upward by \$181 million, from \$18.279 to \$18.460 billion based on the slightly improved year-to-date above benchmark performance relative to the \$18.279 billion benchmark estimate.

On January 27, 2010, the Governor filed legislation requesting supplemental appropriations totaling \$229 million, including \$200 million for increased claims and utilization in the MassHealth program, \$8 million for a deficiency within the Department of Correction, \$7.2 million to fund cost associated with the January special election and \$2.1 million for the Veterans' Benefits account to support fourth quarter reimbursements to cities and towns that have experienced increases in caseload for Veterans' benefits. The Executive Office for Administration and Finance anticipates requesting an additional \$107 million to fully meet projected MassHealth funding needs. In addition to these amounts, funding is recommended to support union agreements with NAGE, SEIU and AFSCME that account for fiscal 2010 salary adjustments as well as reimbursements to union employees and managers who have experienced cost increases as a result of changes in health benefits. Since the collective bargaining agreements signed contribute to the overall budget balance by taking furloughs and deferring wage increases, the reimbursement will hold these employees harmless from certain health benefit increases in fiscal 2010.

In addition, the legislation provides for other requests such as line item transfer authority for MassHealth and the Department of Early Education and Care to manage caseload and utilization changes; a proposal to mitigate the effects on municipalities of the Commonwealth's reduction in Quinn Bill funding by clarifying that municipalities are not liable for the state share of Quinn Bill payments, unless a collective bargaining agreement specifically so provides; a Housing Development Incentive Program to increase residential growth, expand diversity of housing stock, support economic development, and promote neighborhood stabilization in designated Housing Development Zones within gateway municipalities; and a proposal to fund the Boston teacher retirement system in a manner more closely resembling the provisions for other retired teachers. Also included are sections that correspond to proposals in the fiscal 2011 budget recommendation that require implementation to begin this fiscal year. See "*Fiscal 2011*" below.

Preliminary tax revenue collections for the first eight months of fiscal 2010, ending February 28, 2010, totaled \$11.561 billion, a decrease of \$242.3 million, or 2.1%, compared to the same period in fiscal 2009. The following table shows the tax collections for the first eight months of fiscal 2010 and the change from tax collections in the same period in the prior year, both in dollars and as a percentage. The table also notes the amount of tax collections in fiscal 2010 that are dedicated to the Massachusetts Bay Transportation Authority and the Massachusetts School Building Authority.

**Fiscal 2010 Tax Collections (in millions) (1)**

<u>Month</u>	<u>Tax Collections</u>	<u>Change from Prior Year</u>	<u>Percentage Change</u>	<u>MBTA Portion (3)</u>	<u>MSBA Portion</u>	<u>Tax Collections: Net of MBTA and MSBA</u>
July	\$ 1,250.6	\$ (131.1)	(9.5) %	\$ 57.6	\$ 54.7	\$ 1,138.4
August	1,296.5	(12.7)	(1.0)	54.4	51.7	1,190.4
September	1,765.9	(333.6)	(15.9)	79.8	47.2	1,638.9
October	1,224.9	74.8	6.5	53.8	51.1	1,120.0
November	1,288.7	32.4	2.6	50.5	48.0	1,190.2
December	1,885.9	23.4	1.3	87.4	48.2	1,750.2
January	1,845.1	54.5	3.0	61.9	58.8	1,724.4
February (2)	<u>1,003.6</u>	<u>49.9</u>	<u>5.2</u>	<u>46.0</u>	<u>43.7</u>	<u>913.8</u>
<b>Total (2)</b>	<b><u>\$ 11,561.1</u></b>	<b><u>\$ (242.3)</u></b>	<b><u>(2.1) %</u></b>	<b><u>\$491.5</u></b>	<b><u>\$ 403.3</u></b>	<b><u>\$ 10,666.3</u></b>

SOURCE: Executive Office for Administration and Finance.

(1) Details may not add to Total due to rounding.

(2) Figures are preliminary.

(3) Includes adjustment of \$30.2 million on the account of the first quarter and \$36.7 million on the account of the second quarter related to the inflation-adjusted floor applicable to tax receipts dedicated to the MBTA.

The year-to-date tax revenue decrease of \$242.3 million through February 28, 2010 is attributable in large part to a decrease of approximately \$332.8 million, or 25.6%, in income tax cash estimated payments, a decrease of approximately \$175.7 million, or 2.9%, in withholding collections, a decrease of approximately \$49.5 million, or 16.0%, in income tax payments with returns and extensions, and an increase of approximately \$71.3 million, or 11.0%, in income tax cash refunds, which are partially offset by an increase of approximately \$46.8 million, or 5.0%, in corporate and business tax collections, an increase of approximately \$382.4 million, or 14.5%, in sales tax collections, and changes in other revenues (net of refunds). The year-to-date fiscal 2010 collections through February were \$33.8 million above the February year-to-date benchmark, based on the January 7, 2010 revised revenue estimate of the Secretary of Administration and Finance of \$18.460 billion for fiscal 2010. See “*Fiscal 2010 Tax Revenue Forecasting*” below.

The Legislature enacted the fiscal 2010 budget totaling \$27.411 billion on June 19, 2009, and the Governor approved it on June 29, 2009, but vetoed appropriations totaling approximately \$147 million. In addition to these line item vetoes, an additional \$217 million was vetoed from county sheriff line items as part of a technical correction until legislation accomplishing the transfer of county sheriffs to the state was enacted. The transfer legislation was subsequently signed into law on August 6, 2009. The Governor also filed a supplemental fiscal 2010 appropriations bill on June 29, 2009 which would provide for \$269.4 million in spending that was not included in the enacted fiscal 2010 budget, \$217 million of which was for the sheriffs that transferred from the county to the state.

The budget as enacted by the Legislature was based on a revised fiscal 2010 tax revenue estimate of \$17.989 billion. The estimate had been revised downward on May 6, 2009 by the Secretary of Administration and Finance and the chairs of the House and Senate Committees on Ways and Means from the original estimate of \$19.530 billion. The House version of the budget, approved on May 1, 2009, was based on the original \$19.530 billion estimate. The Senate approved its version of the budget on May 21, 2009, and the differences between the two versions were reconciled by a legislative conference committee, which released its report on June 18, 2009. On June 4, 2009, while the conference committee was deliberating, the Governor filed a revised version of his fiscal 2010 budget recommendations to accommodate the lower tax revenue estimate.

The tax revenue estimates assumed in the fiscal 2010 budget provide for an allocation of \$619.4 million to the Massachusetts School Building Authority, \$767.1 million to the Massachusetts Bay Transportation Authority and approximately \$1.377 billion to the state pension fund. The budget also includes an increase in the sales and use tax rates from 5% to 6.25%, effective August 1, 2009, which is estimated to produce an additional \$759 million in fiscal 2010, of which \$275 million is dedicated to transportation. See “COMMONWEALTH CAPITAL INVESTMENT PLAN” below. The budget eliminates the sales tax exemption for sales of alcohol, which is estimated to produce \$78.8 million in fiscal 2010. The budget also includes a new tax on direct broadcast satellite service, which is estimated to produce \$25.9 million in fiscal 2010 and authorizes the Department of Revenue to hire additional tax

auditors in fiscal 2010, which is estimated to produce \$26 million in fiscal 2010. The estimate of total state taxes expected to be received in fiscal 2010 resulting from changes in tax law and the new auditors is \$889.7 million, including the \$275 million dedicated to transportation. This new tax revenue is in addition to the \$17.989 billion revised fiscal 2010 tax revenue estimate, increasing the fiscal 2010 tax revenue estimate upon which the fiscal 2010 budget was based to \$18.879 billion.

The fiscal 2010 budget also includes several provisions designed to increase municipal revenues. The budget repealed the property tax exemption for telecommunication poles and wires. Effective August 1, 2009, the permitted ceiling on hotel taxes imposed by cities and towns will be raised from 4% to 6% (from 4.5% to 6.5% in Boston). Cities and towns will also be authorized to impose a local option meals tax of 0.75%.

The fiscal 2010 budget provides for funding the state's pension fund during fiscal 2009, fiscal 2010 and fiscal 2011 in accordance with the funding schedule adopted in March, 2009. See the March Information Statement under the heading "COMMONWEALTH EXPENDITURES - Pension."

The fiscal 2010 budget also directs the Comptroller to transfer \$372 million from the General Fund to the State Retiree Benefits Trust Fund. See the March Information Statement under the heading "COMMONWEALTH EXPENDITURES - Other Post-Retirement Benefit Obligations (OPEB)." Supplemental budget legislation signed into law by the Governor on August 7, 2009 increased the health care contribution from 15% to 20% for state employees whose retirement is effective on or after February 1, 2010. It has not been determined to what extent this provision will impact the Commonwealth's current OPEB liability.

The fiscal 2010 budget increases employee contributions for all active employees enrolled with the Group Insurance Commission. Previously, employees hired before June 30, 2003 paid 15% of their premiums, while those hired after that date paid 20%. The fiscal 2010 budget increases premium contributions by 5% for all employees. Accordingly, employees hired before June 30, 2003 will pay 20% of their premiums, while those hired after that date will pay 25%. The change is expected to save the Commonwealth \$45 million in fiscal 2010.

The fiscal 2010 budget provides \$4.086 billion in state-funded local aid to municipalities. The budget includes state funding for chapter 70 education aid of \$3.870 billion and also includes \$167 million of federal State Fiscal Stabilization Funds, provided for through the American Recovery and Reinvestment Act, for Chapter 70 education aid. The \$4.037 billion in state and federal funds for Chapter 70 brings all school districts to the foundation level called for by 1993 education reform legislation, and is an increase of \$89 million over the fiscal 2009 amount of \$3.948 billion. The fiscal 2010 budget also includes \$936 million for unrestricted general government aid, which is a new category of local aid, replacing lottery aid and additional assistance. This amount is \$377 million lower than the total amount funded through lottery aid and additional assistance in fiscal 2009.

*Fiscal 2010 Tax Revenue Forecasting.* Based on an analysis of fiscal 2010 year-to-date revenue trends and taking into account revised economic forecasts and recommendations of the Governor's Council of Economic Advisors and the Department of Revenue, as well as outside economists from the Massachusetts Taxpayers Foundation and Suffolk University's Beacon Hill Institute who testified at a specially convened joint hearing held by the Secretary of Administration and Finance and the House and Senate Committees on Ways and Means on October 8, 2009, the Secretary of Administration and Finance on October 15, 2009 revised the fiscal 2010 revenue estimate downward by \$600 million, from \$18.879 to \$18.279 billion. The \$600 million downward revision was at the high end of the revenue shortfall estimates provided by the Department of Revenue, the Governor's Council of Economic Advisors, and forecasters who testified at the joint hearing. The basis for this revenue revision is described below. Subsequently, the \$18.279 billion benchmark estimate was revised upward to \$18.460 billion based on the slightly improved year-to-date above benchmark performance.

While economic growth forecasts from the forecasters Moody's Economy.com, Global Insight and the New England Economic Partnership (NEEP) for the remainder of fiscal 2010 have not changed significantly since the time of the consensus forecast in May, 2009, tax collections from income tax withholding, sales tax, and corporate and business excises have been below forecast due to several factors, as described below, which affect revenue estimates for the remainder of fiscal 2010:

- Wage and salary growth for the first half of calendar year 2009 was significantly below that assumed in economic forecasts, leading to reduced withholding collections in the first quarter of fiscal 2010, and a reduced withholding forecast for the remainder of fiscal 2010. For the full fiscal year 2010, the withholding

forecast has been reduced by \$107 million. The fiscal 2010 estimate for total income tax collections was reduced by \$202 million, with the remainder of the reduction due to lower forecasts for tax revenue from non-withheld income such as interest and dividends and capital gains.

- In the first quarter of fiscal 2010, sales tax revenues were lower than would be expected given the current economic estimates and forecasts, possibly due to changes in behavior by consumers as a result of the decline in the housing and stock markets. Consequently, the sales tax estimate for the remainder of fiscal 2010 has been reduced by \$189 million to account for this possible change in consumer behavior.
- Corporate and business excise taxes were below forecast in the first quarter of fiscal 2010, probably due to lower than projected corporate profits, but also due to greater use of transferable tax credits. As a result, the fiscal 2010 corporate/business excise forecast has been reduced by \$181 million, with approximately \$130 million the result of a lower baseline profits forecast and approximately \$50 million due to greater use of transferable tax credits.

## **Fiscal 2011**

On January 27, 2010, the Governor filed his budget recommendations for fiscal 2011 with the Legislature. The Governor's recommendations are based on the consensus tax revenue estimate for fiscal 2011 of \$19.050 billion (see "Tax Revenue Forecasting" below). The Governor's recommendations call for total spending in fiscal 2011 to exceed total anticipated spending in fiscal 2010 by 3.0%, which is less than the anticipated increase in tax revenue growth of 3.2%. The projected fiscal 2011 budget shortfall is \$2.75 billion which the Administration recommends solving for through budget reductions, use of federal stimulus, use of state Stabilization Funds and other revenue proposals.

The Administration has proposed budget cuts and savings and efficiencies totaling \$797 million gross (\$670 million net) across all agencies, including \$265 million (gross) in savings at Masshealth (see Health section below). The proposal includes \$29 million of budget cuts that will be offset by contributions from the Commonwealth's independent and quasi-public agencies.

The fiscal 2011 recommendation proposes a \$175 million withdrawal from the State Stabilization Fund, an 87% decrease from fiscal 2009 level of \$1.39 billion and a 30% decrease from the fiscal 2010 amount authorized to date of \$249 million. At the end of fiscal 2011, the balance of the Stabilization Fund is expected to be approximately \$450 million, depending on investment earnings.

The fiscal 2011 budget recommendation includes a total of \$1.297 billion in enhanced Federal Medical Assistance Percentage (FMAP), generated throughout fiscal 2011. This total includes the amount currently projected for the first half of fiscal 2011 which provides the Commonwealth with a tier 3 level of FMAP reimbursement of 61.59% or \$690 million. In addition, it reflects the anticipated success in securing the expected enactment of a six-month extension of enhanced federal matching relief as part of pending federal legislation. This approach is consistent with projections included in fiscal 2010 budget recommendations while the federal recovery act was pending. The fiscal 2011 recommendation also includes \$96 million in remaining federal recovery act Education Stabilization funds, which are used to fully protect higher education from budget cuts.

Part of the Governor's plan to address fiscal 2011 budgetary shortfall includes a two-part debt refinancing strategy. The first part is to refinance \$200 million of fiscal 2011 amortizing principal to smooth the spike in fiscal 2011 debt service. Repayment of this refinancing would occur over the next seven years. Following this transaction, the resulting fiscal 2011 total debt service will be approximately equivalent to fiscal 2010 debt service. The second part is to refinance an additional \$100 million of fiscal 2011 principal to achieve budgetary relief, if necessary.

The fiscal year 2011 recommendation does not include any broad-based tax increases but does limit select tax exemptions that contribute \$136 million to the budget solve. This amount includes retaining existing film and life sciences tax credits, but temporarily capping the financial benefit provided. The limit to the film tax credit at \$50 million for fiscal 2011 and fiscal 2012 is expected to save \$75 million. Additionally, the temporary limit of life sciences tax credits is expected to save \$5 million. The recommendation also repeals sales tax exemptions for candy and soda worth \$51.7 million and ends the exemption of cigars and smokeless tobacco from the cigarette excise tax rate worth \$15 million enacted by the Legislature in 2008. These revenues are dedicated to health care and wellness

programs through the Commonwealth Care Trust Fund and the Commonwealth Health and Prevention Fund. Lastly, the recommendation repeals the aircraft sales tax exemption, valued at \$4.2 million.

The Governor's fiscal 2011 budget recommendation establishes a new mechanism for budgeting for capital gains revenues. As one element of the yearly consensus revenue process, the Governor and Legislature would agree on a maximum amount of capital gains tax revenues that would be included in the overall consensus revenue estimate. This amount would be based on projections for the fiscal year, as well as principles of prudent budgeting necessary to modulate the impact of this fluctuating revenue source, and subject to a \$1 billion annual maximum. Any capital gains tax revenues in excess of \$1 billion would be transferred to the Stabilization Fund, except for 5% of such excess which will be transferred to the State Retiree Benefits Trust fund to pay for unfunded retiree health insurance liability.

## **Cash Flow**

The Commonwealth ended fiscal 2009 with a cash balance of \$805.3 million, compared to \$1.198 billion at the end of fiscal 2008. Several factors contributed to the overall decline in the cash balance for fiscal 2009 relative to fiscal 2008, including tax revenue declines (as discussed above), fiscal 2008 appropriations carried forward and authorized to be expended in fiscal 2009, and certain transfers made from the fiscal 2008 consolidated net surplus calculation. Cash balances are net of check float.

Current cash flow projections for fiscal 2010 show an overall decline in the non-segregated cash balance from \$805.3 million to \$785.7 million. On October 15, 2009, pursuant to Section 9C of Chapter 29 of the Massachusetts General Laws, the Secretary of Administration and Finance revised the fiscal 2010 revenue estimate downward by \$600 million, from \$18.879 to \$18.279 billion. On November 24, 2009, the Governor signed legislation that closed the majority, but not all, of the \$600 million projected tax revenue shortfall. This cash flow forecast reflects the budget solutions that were signed into law but does not include solutions that are still pending before the Legislature and does not reflect the January 7, 2010 revised revenue estimate of 18.460 billion.

The Administration has updated its five-year capital investment plan and has set the fiscal 2010 bond cap at \$1.650 billion. The actual size and timing of bond issuances in fiscal 2010 will be dictated by the capital budget, the pace of capital spending and market conditions. Bond sales are sized and timed to keep up with the projected pace of capital spending. The aggregate amount of fiscal 2010 borrowing projected for purposes of this cash flow forecast is \$1.732 billion, which is expected to fund a portion of the \$1.650 billion bond cap and \$360 million for fiscal 2009 and fiscal 2010 spending for the accelerated bridge program projected in this cash flow forecast. The balance of the projected capital spending is expected to be funded with the \$278 million of unexpended bond proceeds on hand at the beginning of fiscal 2010.

On August 4, 2009, the Commonwealth sold commercial paper (as revenue anticipation notes) in the aggregate principal amount of \$300 million to support the state's cash flow. On September 22, 2009, the Commonwealth issued revenue anticipation notes in the aggregate principal amount of \$1.2 billion as additional support for the state's cash flow in fiscal 2010. The commercial paper issued in August was repaid with the proceeds from the September RAN issuance. The revenue anticipation notes issued in September mature as follows: \$350 million on April 29, 2010, \$425 million on May 27, 2010, and \$425 million on June 24, 2010.

On December 8, 2009, the Commonwealth issued general obligation bonds (as Build America Bonds, a program authorized by the federal American Recovery and Reinvestment Act of 2009) in the aggregate principal amount of \$956,450,000 to fund various capital projects throughout the Commonwealth. Bond proceeds have been segregated from the General Fund until they are allocated to capital spending that has occurred and initially funded by the General Fund. Commercial paper in the aggregate principal amount of \$300 million (as bond anticipation notes) was issued on December 4, 2009 to facilitate the allocation and reimbursement process. The commercial paper was repaid by December 14, 2009. Commercial paper in the aggregate principal amount of \$130 million (as bond anticipation notes) was issued on December 29, 2009 and is expected to remain outstanding into late February, 2010.

The next cash flow statement is expected to be released on or about March 5, 2010. The Commonwealth expects to file the next cash flow statement with EMMA.

**Overview of Fiscal 2010 Non-Segregated Operating Cash Flow (in millions) (1)**

(as of December 9, 2009)

	<b>Jul</b>	<b>Aug</b>	<b>Sep</b>	<b>Oct</b>	<b>Nov (2)</b>	<b>Dec (2)</b>	<b>Jan (2)</b>	<b>Feb (2)</b>	<b>Mar (2)</b>	<b>Apr (2)</b>	<b>May (2)</b>	<b>June (2)</b>	<b>Total FY 2010 (2)</b>
<b>Opening Non-Segregated Operating Cash Balance</b>	\$ 805.3	\$ 581.8	\$ 837.7	\$ 1,033.0	\$ 703.4	\$ 548.1	\$ 630.7	\$ 862.3	\$ 400.4	\$ 412.0	\$ 1,198.6	\$ 1,232.7	\$ 805.3
<b>Operating Activities:</b>													
Budgetary Funds:													
<i>Transfer from/(to) Stabilization Fund</i>	0.0	199.0	0.0	0.0	0.0	35.8	0.0	0.0	0.0	0.0	0.0	0.0	234.8
Total Budgetary Revenue/Inflows	1,792.4	2,306.5	2,738.8	2,120.1	2,076.9	2,737.8	2,664.5	2,089.0	3,287.5	3,655.0	2,646.1	3,093.5	31,208.1
Total Budgetary Expenditures/Outflows	2,300.5	2,252.4	3,042.8	2,300.9	1,985.3	3,120.4	1,995.1	2,285.4	3,324.9	2,030.7	1,857.0	2,859.4	29,354.9
Net Budgetary Funds	(508.2)	54.0	(304.0)	(180.9)	91.6	(382.6)	669.4	(196.4)	(37.3)	1,624.3	789.2	234.1	1,853.2
Non Budgetary Funds (Non Budgetary, Higher Ed and Trust Funds):													
Total Non Budgetary Revenue/Inflows	867.0	726.1	886.6	786.0	775.0	909.3	505.0	525.0	651.0	520.0	480.0	597.0	8,228.3
Total Non Budgetary Expenditures/Outflows	813.8	779.0	1,142.4	719.8	801.6	832.6	933.6	801.6	802.6	801.6	801.6	840.6	10,071.2
Net Non Budgetary Funds	53.2	(52.9)	(255.7)	66.2	(26.6)	76.7	(428.6)	(276.6)	(151.6)	(281.6)	(321.6)	(243.6)	(1,842.9)
Net Undesignated Revenue/Inflows and Expenditures/Outflows	<u>0.5</u>	<u>3.1</u>	<u>0.7</u>	<u>2.2</u>	<u>1.0</u>	<u>1.0</u>	<u>1.0</u>	<u>1.0</u>	<u>1.0</u>	<u>1.0</u>	<u>1.0</u>	<u>1.0</u>	<u>14.4</u>
<b>Net Operating Activities</b>	<b>\$ (454.4)</b>	<b>\$ 4.2</b>	<b>\$ (559.1)</b>	<b>\$ (112.5)</b>	<b>\$ 66.0</b>	<b>\$ (304.9)</b>	<b>\$ 241.8</b>	<b>\$ (472.0)</b>	<b>\$ (118.0)</b>	<b>\$ 1,343.7</b>	<b>\$ 468.5</b>	<b>\$ (8.5)</b>	<b>\$ 24.7</b>
<b>Federal Grants:</b>													
Total Federal Grants Revenue/Inflows	611.2	174.1	161.3	159.8	260.7	202.1	453.4	210.5	211.4	212.6	198.8	262.1	3,118.1
Total Federal Grants Expenditures/Outflows	<u>195.2</u>	<u>214.6</u>	<u>160.0</u>	<u>169.1</u>	<u>271.1</u>	<u>199.4</u>	<u>463.5</u>	<u>200.4</u>	<u>211.8</u>	<u>212.7</u>	<u>198.2</u>	<u>264.7</u>	<u>2,760.8</u>
<b>Net Federal Grants</b>	<b>\$ 416.0</b>	<b>\$ (40.5)</b>	<b>\$ 1.3</b>	<b>\$ (9.3)</b>	<b>\$ (10.4)</b>	<b>\$ 2.8</b>	<b>\$ (10.2)</b>	<b>\$ 10.1</b>	<b>\$ (0.4)</b>	<b>\$ (0.0)</b>	<b>\$ 0.6</b>	<b>\$ (2.6)</b>	<b>\$ 357.3</b>
<b>Capital Funds:</b>													
Total Capital Revenue/Inflows	70.0	238.1	90.4	40.1	70.4	584.9	223.6	167.3	166.7	212.3	217.2	377.3	2,458.4
Total Capital Expenditures/Outflows:	<u>255.0</u>	<u>245.9</u>	<u>255.1</u>	<u>247.9</u>	<u>149.5</u>	<u>200.1</u>	<u>223.6</u>	<u>167.3</u>	<u>166.7</u>	<u>212.3</u>	<u>217.2</u>	<u>377.3</u>	<u>2,717.9</u>
<b>Net Capital Funds</b>	<b>\$ (185.0)</b>	<b>\$ (7.8)</b>	<b>\$ (164.7)</b>	<b>\$ (207.7)</b>	<b>\$ (79.1)</b>	<b>\$ 384.8</b>	<b>\$ 0.0</b>	<b>\$ 0.0</b>	<b>\$ 0.0</b>	<b>\$ 0.0</b>	<b>\$ 0.0</b>	<b>\$ 0.0</b>	<b>\$ (259.5)</b>
<b>Financing Activities:</b>													
Cash Flow Financing Activities Inflows:													
<i>Commercial Paper</i>	0.0	300.0	0.0	0.0	0.0	300.0	0.0	0.0	200.0	0.0	0.0	0.0	800.0
<i>Revenue Anticipation Notes (RANS)</i>	0.0	0.0	1,217.9	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	1,217.9
Total Cash Flow Financing Activities Inflows	0.0	300.0	1,217.9	0.0	0.0	300.0	0.0	0.0	200.0	0.0	0.0	0.0	2,017.9
Cash Flow Financing Activities Outflows:													
<i>Commercial Paper – (Principal + Interest)</i>	0.0	0.0	300.2	0.0	0.0	300.0	0.0	0.0	0.0	200.0	0.0	0.0	800.2
<i>RANS – (Principal + Interest)</i>	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	357.0	435.0	436.0	1,228.0
Total Cash Flow Financing Activities Outflows	<u>0.0</u>	<u>0.0</u>	<u>300.2</u>	<u>0.0</u>	<u>0.0</u>	<u>300.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>557.0</u>	<u>435.0</u>	<u>436.0</u>	<u>2,028.2</u>
<b>Net Financing Activities</b>	<b>\$ 0.0</b>	<b>\$ 300.0</b>	<b>\$ 917.7</b>	<b>\$ 0.0</b>	<b>\$ 0.0</b>	<b>\$ 0.0</b>	<b>\$ 0.0</b>	<b>\$ 0.0</b>	<b>\$ 200.0</b>	<b>\$ (557.0)</b>	<b>\$ (435.0)</b>	<b>\$ (436.0)</b>	<b>\$ (10.3)</b>
<b>Ending Non-Segregated Operating Cash Balance</b>	<b>\$ 581.8</b>	<b>\$ 837.7</b>	<b>\$ 1,033.0</b>	<b>\$ 703.4</b>	<b>\$ 548.1</b>	<b>\$ 630.7</b>	<b>\$ 862.3</b>	<b>\$ 400.4</b>	<b>\$ 412.0</b>	<b>\$ 1,198.6</b>	<b>\$ 1,232.7</b>	<b>\$ 785.7</b>	<b>\$ 785.7</b>

SOURCE: Office of the Treasurer and Receiver-General.

(1) Totals may not add due to rounding.

(2) Figures are estimated.

## COMMONWEALTH REVENUES

### Statutory Basis Distribution of Budgetary Revenues

The following table sets forth the Commonwealth's revenues in its budgeted operating funds for fiscal 2005 through fiscal 2009, and projected revenues for fiscal 2010.

#### Commonwealth Revenues - Budgeted Operating Funds (in millions)(1)

	<u>Fiscal 2005</u>	<u>Fiscal 2006</u>	<u>Fiscal 2007</u>	<u>Fiscal 2008</u>	<u>Fiscal 2009</u>	<u>Projected Fiscal 2010</u>
<b>Article I. Tax Revenues:</b>						
Alcoholic Beverages	\$68.6	\$68.9	\$71.0	\$71.2	\$71.9	\$71.4
Banks	198.9	349.9	340.9	547.8	242.6	216.8
Cigarettes	423.6	435.3	438.1	436.9	456.8	457.5
Corporations	1,062.7	1,390.7	1,587.6	1,512.2	1,548.6	1,503.5
Deeds	220.3	210.1	194.1	153.9	105.5	102.9
Income	9,690.3	10,483.4	11,399.6	12,483.8	10,583.7	10,269.7
Inheritance and Estate	255.1	196.3	249.6	254.0	259.7	207.2
Insurance(2)	423.4	448.5	418.6	417.7	356.7	331.2
Motor Fuel	685.5	671.8	676.1	672.2	654.0	657.8
Public Utilities	71.1	118.5	178.3	120.2	(1.7)	27.9
Room Occupancy	97.8	105.8	111.1	119.2	109.5	99.3
Sales:						
Regular	2,746.6	2,864.7	2,927.7	2,952.2	2,799.7	3,226.4
Meals	555.6	584.1	608.7	632.9	629.6	742.3
Motor Vehicles	<u>584.2</u>	<u>555.5</u>	<u>531.1</u>	<u>501.6</u>	<u>439.3</u>	<u>532.0</u>
Sub-Total-Sales	3,886.4	4,004.3	4,067.5	4,086.7	3,868.6	4,500.7
Miscellaneous(3)	<u>3.9</u>	<u>4.0</u>	<u>3.8</u>	<u>3.1</u>	<u>3.3</u>	<u>14.2</u>
<b>Total Tax Revenues</b>	<u>17,087.9</u>	<u>18,487.4</u>	<u>19,736.3</u>	<u>20,879.2</u>	<u>18,259.5</u>	<u>18,460.0</u>
MBTA Transfer	(704.8)	(712.6)	(734.0)	(756.0)	(767.1)	(767.1)
MSBA Transfer	<u>(395.7)</u>	<u>(488.7)</u>	<u>(557.4)</u>	<u>(634.7)</u>	<u>(702.3)</u>	<u>(590.9)</u>
<b>Total Budgeted Operating Tax Revenues</b>	<u>15,987.4</u>	<u>17,286.2</u>	<u>18,444.9</u>	<u>19,488.5</u>	<u>16,790.0</u>	<u>17,102.0</u>
<b>Non-Tax Revenues:</b>						
Federal Reimbursements (4)	4,697.0	5,210.1	6,167.6	6,429.5	8,250.9	8,587.8
Departmental and Other Revenues(5)	1,948.9	2,094.3	2,218.4	2,355.9	2,326.2	2,824.1
Inter-fund Transfers from Non - Budgeted Funds and Other Sources (6)	<u>1,740.1</u>	<u>1,714.9</u>	<u>1,785.0</u>	<u>2,039.3</u>	<u>1,850.3</u>	<u>1,941.5</u>
<b>Budgeted Non-Tax Revenues and Other Sources</b>	<u>8,386.0</u>	<u>9,019.3</u>	<u>10,171.0</u>	<u>10,824.7</u>	<u>12,427.4</u>	<u>13,353.4</u>
<b>Budgeted Revenues and Revenues from Other Sources</b>	<u>\$24,373.4</u>	<u>\$26,305.5</u>	<u>\$28,615.9</u>	<u>\$30,313.2</u>	<u>\$29,217.4</u>	<u>\$30,455.4</u>

SOURCES: Fiscal 2005-2009, Office of the Comptroller; fiscal 2010, Executive Office for Administration and Finance.

- (1) Totals may not add due to rounding. Table does not reflect inter-fund transfers among budgeted funds and other sources that have no effect on ending balances. Excludes certain miscellaneous taxes expended outside the budget process.
- (2) Includes unemployment insurance surcharges.
- (3) Includes miscellaneous receipts from departments, comprising boxing receipts, beano receipts remittable to the Commonwealth, receipts from raffle and bazaar fees and, starting in fiscal 2010, satellite tax revenues.
- (4) Federal reimbursements include increases in Medicaid matching funds (Federal Medical Assistance Percentage).
- (5) Excludes intergovernmental revenues.
- (6) Inter-fund transfers from non-budgeted funds and other sources include profits from the State Lottery, tobacco settlement funds and abandoned property proceeds, as well as other transfers.

## State Taxes

The fiscal 2010 budget includes several provisions “decoupling” Commonwealth tax law from certain federal tax law changes made by the American Recovery and Reinvestment Act of 2009 (ARRA) and, in one instance, from the impact of an interpretation by the federal Internal Revenue Service that was effectively repealed (but only prospectively) by ARRA. The purpose of the decoupling provisions is to prevent revenue losses to the Commonwealth. The federal provisions at issue are ones that affect the scope of income or deductions of businesses under the federal Internal Revenue Code (IRC) and, in the absence of decoupling, would also apply for purposes of Commonwealth taxation. The specific federal provisions from which the Commonwealth legislation decouples include: (a) deferral of the recognition of certain cancellation of indebtedness income under the IRC; (b) suspension of IRC rules that would otherwise disallow or defer deductions for original issue discount claimed by issuers of debt obligations; and (c) relief from certain limitations on the use of losses after changes of ownership of a business under (i) IRS Notice 2008-83 (for periods prior to its effective repeal by ARRA) and (ii) new IRC Section 382(n) as added by ARRA.

In addition, the Commonwealth legislation specifically adopts a new federal exclusion from gross income of certain individuals. ARRA provides a subsidy of 65% of the cost of the Consolidated Omnibus Budget Reconciliation Act (or “COBRA,” which gives workers and their families who lose their health benefits the right to choose to continue group health benefits provided by their group health plan for limited periods of time under certain circumstances) continuation premiums for up to nine months for certain involuntarily terminated employees and for their families. This subsidy also applies to health care continuation coverage if required by states for small employers. ARRA provides for an exclusion from federal gross income of the COBRA subsidy. Because Commonwealth personal income tax law generally adopts IRC rules defining the scope of gross income as of January 1, 2005, it was necessary to adopt a specific Commonwealth exclusion to prevent this 2009 federal subsidy from being included in the Commonwealth taxable income of affected employees.

*Sales and Use Tax.* Effective August 1, 2009, the sales and use tax rate was increased from 5% to 6.25%, which was expected to produce an additional \$759 million in fiscal 2010 and \$900 million annually thereafter. Given the weak economy and the decline in the fiscal 2010 baseline sales tax revenue forecast, the Department of Revenue currently estimates that the sales tax increase will result in additional fiscal 2010 revenues of approximately \$705 million. Also effective August 1, 2009 was the elimination of the sales tax exemption on alcohol sales, which was expected to generate \$78.8 million in fiscal 2010 and approximately \$95 million annually thereafter. Revenue collections for the first five months after the alcoholic beverages sales tax exemption was eliminated indicate that fiscal 2010 collections will be approximately \$93 million. Beginning in fiscal 2011, a portion of the Commonwealth’s receipts from the sales tax (other than taxes required to be credited to the Convention Center Fund) is dedicated to the Massachusetts Transportation Trust Fund. The amount dedicated is the amount raised by a portion of the sales tax equal to a 0.385% sales tax, with a floor of \$275 million per fiscal year. On June 29, 2009, the Governor filed legislation providing that such sales tax receipts be dedicated to the Commonwealth Transportation Fund rather than directly to the Massachusetts Transportation Trust Fund. The fiscal 2010 budget directs the Comptroller to transfer \$275 million from the General Fund to the Commonwealth Transportation Fund. See “COMMONWEALTH CAPITAL INVESTMENT PLAN - Transportation Reform Legislation” below and the March Information Statement under the heading “COMMONWEALTH REVENUES - State Taxes; Sales and Use Tax.”

On September 2, 2009, the Attorney General certified an initiative petition to remove the sales tax on alcoholic beverages and alcohol, where the sale of such beverages and alcohol or their importation into the state is already subject to a separate excise tax under state law. The Attorney General also certified a petition to reduce the sales and use tax rates from their current level of 6.25% to 3%. Each petition would take effect as of January 1, 2011. The petition to reduce the sales and use tax rate provides that if the reduced rate would not produce enough revenues to satisfy any lawful pledge of sales and use tax revenues in connection with any bond, note or other contractual obligation, then the rate would instead be reduced to the lowest level allowed by law. Proponents of each certified petition collected the signatures of 66,593 registered voters by December 2, 2009 and such petitions have been filed with the Legislature. If the Legislature fails to enact an initiative petition by May 5, 2010, its proponents must collect another 11,099 signatures from registered voters by early July, 2010, to place the initiative on the November, 2010 ballot. See the March Information Statement under the heading “THE GOVERNMENT - Initiative Petitions.”

*FAS 109 Deduction:* For tax years beginning on or after January 1, 2009, the Commonwealth adopted a combined reporting regime for purposes of calculating the corporate excise of corporations that are engaged with affiliated corporations in a unitary business. In addition, legislation was enacted providing for a new tax deduction



designed to limit the impact of combined reporting in the Commonwealth on certain publicly traded corporations' financial statements. The deduction is generally referred to as the "FAS 109" deduction, in reference to the Statement of Financial Accounting Standards (FAS) No. 109, Accounting for Income Taxes. The Department of Revenue (DOR) issued a report on "FAS 109" deductions on September 23, 2009. The report was based on the projected FAS 109 deduction amounts the companies provided to DOR. Then DOR used this information and calculated aggregate potential tax benefit.

The DOR report indicated that the companies filing for the FAS deductions stated that their FAS 109 deductions would be about \$178.1 billion, which would result in corporate tax savings of \$535 million at the applicable tax rates in the years in which the deductions will be claimed. Corporations are required to claim deductions over a seven-year period starting in tax year 2012. These deductions are expected to result in corporate tax savings (and corresponding Commonwealth corporate tax revenue reductions) of \$76 million to \$79 million annually for tax years 2012 through 2018, inclusive.

### **Federal and Other Non-Tax Revenue**

*Lottery Revenues.* The Lottery Commission's operating revenues for fiscal 2009 were \$959 million. This includes a \$1 million spending reduction in operating expenses, a \$2 million spending reduction in administrative expenses and an additional \$700,000 spending reversion by the Lottery. The result was a shortfall of \$43.7 million against the assumed \$1.003 billion budget to fund various commitments appropriated by the Legislature from the State Lottery Fund and Arts Lottery Fund, including Lottery administrative expenses, and \$811 million in appropriations for local aid to cities and towns, with the balance, if any, to be transferred to the General Fund for the general activities of the Commonwealth. A transfer of \$43.7 million from the General Fund to the Lottery Fund will be necessary in order to eliminate the fund deficit. The fiscal 2009 supplemental appropriation bill approved by the Governor on October 29, 2009 authorized the Comptroller to transfer up to \$46 million from the General Fund to the State Lottery Fund to cure the deficiency. See the March Information Statement under the heading "COMMONWEALTH REVENUES - Federal and Other Non-Tax Revenue; *Lottery Revenues.*"

The fiscal 2010 budget assumes total net transfers from the Lottery of \$937.5 million to fund various commitments appropriated by the Legislature from the State Lottery Fund and the Arts Lottery Fund, including Lottery administrative expenses and \$758.8 million in appropriations for local aid to cities and towns, with the balance, if any to be transferred to the General Fund for the general activities of the Commonwealth. The Lottery has increased its revenue projection for fiscal 2010 by \$54.8 million. For fiscal 2010, the State Lottery Commission is currently projecting net operating revenues of \$958.7 million, which would result in an expected surplus of \$21.3 million against the assumed \$937.5 million at the end of fiscal 2010.

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## COMMONWEALTH EXPENDITURES

The following table identifies certain major spending categories of the Commonwealth and sets forth the budgeted expenditures for each fiscal year within each category.

### Commonwealth Expenditures—Budgeted Operating Funds (in millions)(1)

<u>Expenditure Category</u>	<u>Fiscal 2005</u>	<u>Fiscal 2006</u>	<u>Fiscal 2007</u>	<u>Fiscal 2008</u>	<u>Fiscal 2009</u>	<u>Projected Fiscal 2010</u>
Direct Local Aid(2)	\$4,224.1	\$4,430.0	\$4,805.2	\$5,040.5	\$4,723.6(7)	\$4,837.4
Medicaid(3)	5,977.2	6,852.5	7,550.4	8,246.3	8,679.2	9,237.4
Other Health and Human Services	4,226.0	4,433.6	4,625.3	4,796.5	4,828.3	4,666.0
Group Insurance	846.4	963.7	1,022.3	852.5	973.1	1,063.9
Dept. of Elementary and Secondary Education	476.7	408.6	459.0	485.8	495.9	436.9
Higher Education	915.0	987.8	1,115.7	1,084.4	1,035.5	842.0
Dept. of Early Education and Care	348.8	387.1	507.1	549.9	560.3	520.8
Public Safety(4)	1,206.5	1,288.0	1,399.2	1,544.4	1,514.3	1,488.9
Energy and Environmental Affairs	181.1	202.0	238.5	227.1	215.9	204.3
Debt Service	1,738.8	1,826.7	2,234.4	1,990.1	2,011.7	2,064.0
Budgeted Pension						
Transfers	1,216.9	1,274.7	1,335.2	1,398.6	1,314.4	1,376.6
Other Program Expenditures	<u>1,927.2</u>	<u>2,138.7</u>	<u>2,364.9</u>	<u>2,414.1</u>	<u>2,350.9</u>	<u>2,022.0</u>
Sub Total - Programs and Services before transfers to Non- budgeted funds	<u>\$23,284.7</u>	<u>\$25,193.4</u>	<u>\$27,657.2</u>	<u>\$28,630.2</u>	<u>\$28,703.1</u>	<u>\$28,760.2</u>
<b>Inter-fund Transfers to Non-budgeted Funds</b>						
Commonwealth Care Trust Fund(5)	-	-	722.1	1,045.9	987.6	631.7
State Retiree Benefit Trust Fund	-	-	-	354.7	352.0	372.0
Medical Assistance Trust Fund(6)	-	70.0	364.0	376.7	374.0	559.5
Other	<u>494.4</u>	<u>321.2</u>	<u>179.6</u>	<u>400.9</u>	<u>189.9</u>	<u>520.1</u>
<i>Sub Total</i>	<u>\$494.4</u>	<u>\$391.2</u>	<u>\$1,265.7</u>	<u>\$2,178.2</u>	<u>\$1,903.5</u>	<u>\$2,083.3</u>
Budgeted Expenditures and Other Uses	<u>\$23,779.1</u>	<u>\$25,584.6</u>	<u>\$28,922.9</u>	<u>\$30,808.4</u>	<u>\$30,606.6</u>	<u>\$30,843.5</u>
Adjusted Budgeted Expenditures and Other Uses	<u>\$23,779.1</u>	<u>\$25,584.6</u>	<u>\$28,922.9</u>	<u>\$30,808.4</u>	<u>\$30,606.6</u>	<u>\$30,843.5</u>

SOURCES: Fiscal 2005-2009 Office of the State Comptroller; fiscal 2010 and off-budget adjustments, Executive Office for Administration and Finance.

(1) Totals may not add due to rounding. Table does not reflect inter-fund transfers among budgeted funds and other sources that have no effect on ending balances. Excludes certain miscellaneous taxes expended outside the budget process.

(2) Restated fiscal 2005 to fiscal 2007 Direct Local Aid differ from Direct Local Aid expenditures reported in the fiscal 2005 to 2007 SBFRs.

(3) Excludes off-budget Medicaid spending in fiscal 2005, 2006 and 2007 estimated at \$292 million, \$292 million and \$290 million, respectively. Fiscal 2005 through 2007 include program administration.

(4) Public Safety comprises expenditures for the Executive Office of Public Safety and Security, plus the Commonwealth's expenditures for sheriffs. Prior fiscal years have been restated to identify public safety spending.

(5) Commonwealth Care Trust Fund transfers are based on projected program spending offset in part by revenues dedicated to the Trust Fund, including certain cigarette tax revenue dedicated to the Trust Fund beginning in fiscal 2009.

(6) Medical Assistance Trust Fund transfers are shown according to date of payment, rather than date of service or authorization year.

(7) Approximately \$412 million in State Fiscal Stabilization Funds from the American Recovery and Reinvestment Act of 2009 were part of the Chapter 70 education funding in fiscal 2009

## Medicaid

See the March Information Statement under the heading “COMMONWEALTH EXPENDITURES - Medicaid.”

The fiscal 2010 budget approved by the Governor includes \$8.930 billion for MassHealth (a 4.0% increase over fiscal 2009 estimated spending). Excluding spending that was previously off-budget, MassHealth’s fiscal 2010 budget totals \$8.640 billion (1% percent over fiscal 2009 estimated on-budget spending). The fiscal 2010 MassHealth budget has spending exposures (*i.e.*, anticipated spending is greater than budgeted amounts) related to utilization, enrollment and claims processing. Estimates suggest that the exposure is \$307 million (the Governor has requested \$200 million to date in supplemental funding and anticipates requesting an additional \$107 million in supplemental funding, see “RECENT DEVELOPMENTS – Fiscal 2010” above). MassHealth is also working on quantifying potential additional exposures in the Children’s Behavioral Health Initiative related to compliance with the remedial plan ordered in *Rosie D. et al v. The Governor*. See “LEGAL MATTERS” below. In fiscal 2010, the state will be eligible for a FMAP of 61.59% throughout the year. This is expected to generate a total of \$1.32 billion in enhanced federal matching funds (*i.e.*, over and above reimbursement that would be received at a 50% federal match) based on the projected spending levels for all programs qualifying for federal Medicaid matching funds.

The Governor’s fiscal 2011 budget recommendations include \$9.84 billion for MassHealth which is 6.5% above fiscal 2010 estimated spending of \$9.23 billion. The fiscal 2011 budget fully maintains eligibility for Commonwealth residents and funds projected enrollment growth of 3%.

The MassHealth budget assumes a variety of savings and revenue initiatives. The savings include exercising discipline on rates, introducing new program integrity measures, restructuring the adult dental program, and increasing co-payments for generic drugs from \$2 to \$3 (excluding certain drugs used to manage and treat long-term chronic medical conditions). Revenue initiatives at MassHealth include restructuring payments for prescription drug coverage in managed care plans to achieve higher rebate revenues and expanding the Health Safety Net payer surcharge to managed care organizations serving MassHealth and Commonwealth Care members to provide additional funding for MassHealth and Commonwealth Care.

(in millions)

	<u>Fiscal 2006</u>	<u>Fiscal 2007</u>	<u>Fiscal 2008</u>	<u>Fiscal 2009 (1)</u>	<u>Fiscal 2010 (2)</u>
Budgeted Medicaid program expenses (3)	\$6,756.40	\$7,412.50	\$8,102.50	\$8,552.00	\$9,132.30
Budgeted Medicaid administrative expenses (4)	127.60	133.76	132.37	143.70	95.38
Off-Budget Medicaid expenses (5) (6)	332.50	288.50	-	-	-
Total expenditures	7,216.50	7,834.76	8,234.87	8,695.70	9,277.68
Annual percentage growth in total expenditures	12.4%	8.6%	5.1%	5.6%	7.4%
Enrollment	1,042,345	1,094,844	1,139,284	1,177,922	1,220,144
Annual percentage growth in enrollment	5.5%	5.0%	4.1%	3.4%	3.6%
Per-enrollee expenditures	\$6,481.92	\$6,770.37	\$7,111.92	\$7,260.24	\$7,484.61
Annual percentage growth in per - enrollee expenditures	9.0%	4.5%	5.0%	2.1%	3.1%

SOURCE: The Executive Office of Administration and Finance

(1) Reflects the fiscal 2009 budget after emergency 9C spending reductions. Incorporates additional spending proposed by the Governor in supplemental appropriations legislation filed on July 2, 2009.

- (2) Reflects the fiscal 2010 estimated spending which includes the final budget after vetoes and supplemental funding that occurred in August. It also includes an additional \$307 million in spending that is expected in the MassHealth program. \$200 million has been requested by the Governor in a recent supplemental appropriations bill.
- (3) All fiscal years reflect spending through June 30.
- (4) The Executive Office of Health and Human Services and Medicaid administrative budget for fiscal 2010 was reduced due to the shifting of information technology resources to a new account.
- (5) Beginning in fiscal 2006, Medicare “buy in” payments (reimbursing the federal government for Medicare health insurance expenses for eligible low-income Medicare recipients) are reflected in budgeted Medicaid program expenses.
- (6) Off-budget spending does not include increases in hospital and physician rates mandated by health care reform legislation. Such costs were paid from the Commonwealth Care Trust Fund from fiscal 2007 through fiscal 2009. See “Health Care Reform - Commonwealth Care Trust Fund and Health Safety Net Trust Fund” below.

## Health Care Reform

See the March Information Statement under the heading “COMMONWEALTH EXPENDITURES - Health Care Reform.”

*Commonwealth Care.* The fiscal 2010 budget currently includes \$723 million for Commonwealth Care. The fiscal 2010 budgeted amount for Commonwealth Care is lower than fiscal 2009 program spending for two reasons: (i) as proposed by the Legislature and enacted into law, Commonwealth Care coverage previously provided to “aliens with special status” (about 31,000 legal immigrants who do not qualify for federal reimbursement) was terminated as of September 1, 2009; and (ii) budgeted amounts reflect new savings initiatives designed to control Commonwealth Care costs while maintaining the integrity of the program. See “LEGAL MATTERS - *Finch, et al. v. Health Insurance Connector Authority, et al.*” below. In addition to the \$723 million already allocated for Commonwealth Care, on August 7, 2009, the Governor approved legislation providing an additional \$40 million to continue state-subsidized health coverage for these aliens with special status through June 30, 2010. On August 31, 2009, the Governor and the Connector Authority announced plans to contract with a health plan to offer this continuing coverage beginning as early as October 1, 2009 – under a new “Commonwealth Care Bridge” program. On October 1, 2009, eligible aliens with special status began to be enrolled in the health plan selected to offer this continuing coverage through Commonwealth Care Bridge.

The Connector Authority continues to monitor cost and enrollment trends for Commonwealth Care for fiscal 2010 and will revise estimates based on updated information. Current spending estimates range from \$723 million to \$743 million, reflecting different potential enrollment scenarios for the program. The cost estimates discussed above represent projections of gross funding needs for Commonwealth Care (net of enrollee contributions) and do not account for federal reimbursement under the Commonwealth’s Medicaid waiver.

The Administration’s fiscal 2011 budget preserves current eligibility for Commonwealth Care and provides \$838 million to fund additional enrollment in fiscal 2011 (funding over 20,000 additional members in the program from current enrollment levels). The budget does not assume any increases in Commonwealth Care enrollee premiums. The budget assumes that Plan Type 1 co-payments would increase by \$1 for generic drugs, consistent with MassHealth changes (with no co-payment increases for Plans Type 2 and 3) and that dental coverage for Plan Type 1 members would be restructured in the same manner as MassHealth dental benefits. The Administration’s fiscal 2011 budget also includes \$75 million for the Commonwealth Care Bridge program. This program will continue to be run by the Secretary of Administration and Finance, the Secretary of Health and Human Services and the Executive Director of the Connector.

*Health Safety Net/Health Safety Net Trust Fund.* The fiscal 2010 budget includes \$390 million in dedicated resources for the Health Safety Net, including \$320 million from hospital and insurer assessments and \$70 million from supplemental payments made by other sources. The Governor’s budget also anticipates retaining an additional \$30 million in accumulated Health Safety Net fiscal year 2008 and 2009 surpluses within the Health Safety Net Trust Fund to help address fiscal year 2010 demand. In light of these resources, while there is significant uncertainty around Health Safety Net program demand for fiscal 2010 given the downturn in the economy and lags in data, demand is currently projected to exceed these revenues by \$25 million to \$50 million. In the event that demand exceeds available revenues, the shortfall is expected to be allocated among hospitals based on rules already established in regulation.

The Governor’s fiscal 2011 budget includes \$420 million in dedicated resources for the Health Safety Net, including \$320 million from hospital and insurer assessments, \$70 million from supplemental payments made by other sources and a \$30 million contribution from the General Fund.

The Division of Health Care Finance and Policy continues to monitor Health Safety Net service volume and costs, to update evolving trends relating to Trust Fund care demand. Projections will likely change as more data emerges regarding demand on the Health Safety Net.

*Commonwealth Care Trust Fund and Health Safety Net Trust Fund.* The following chart reflects updated estimates of spending and revenues associated with the Commonwealth Care Trust Fund and the Health Safety Net Trust Fund.

**Commonwealth Care Trust Fund (in millions)**

<u>Spending Categories (1)</u>	<u>Fiscal 2008</u>	<u>Fiscal 2009</u>	<u>Fiscal 2010</u>
Commonwealth Care (2)	\$ 629.8	\$ 804.6	\$ 723.0
Commonwealth Care Bridge (3)			40.0
Section 122 Supplemental Payments (4)	180.0	160.0	-
Provider Rates (5)	165.0	218.2	-
<b>Total Spending</b>	<b>\$ 974.8</b>	<b>\$ 1,182.8</b>	<b>\$ 763.0</b>
Dedicated Revenue to the CCTF			
Rolling Surplus (6)	\$ (28.3)	\$ (20.0)	\$ -
Cigarette Tax Revenue (7)	-	(130.0)	(105.0)
Other Tobacco Products (8)			
Individual Tax Penalties	(9.7)	(14.0)	(12.3)
Fair Share Assessment (9)	(5.4)	(12.5)	(9.5)
One-Time Hospital Assessment (10)	-	(15.0)	(5.0)
Prior-Years Health Safety Net Surplus (11)	-	(49.5)	-
FY 08 CCTF Surplus	-	(1.9)	-
Total General Fund Contribution to CCTF excluding HSNTF contributions (12)	(995.4)	(939.9)	(631.2)
<b>Total Revenue</b>	<b>\$ 1,038.8</b>	<b>\$ 1,182.8</b>	<b>\$ 763.0</b>

**Health Safety Net Trust Fund (in millions)**

<u>Spending Categories (13)</u>	<u>Fiscal 2008(14)</u>	<u>Fiscal 2009(15)</u>	<u>Fiscal 2010(16)</u>
Health Safety Net	\$ 415.6	\$ 419.5	\$ 420.0
One-Time Payment to DSH Hospital	-	64.0	-
<b>Total Spending</b>	<b>\$ 415.6</b>	<b>\$ 483.5</b>	<b>\$ 420.0</b>
Dedicated Revenue to HSNTF			
Provider and Insurer Assessments	(320.0)	(320.0)	(320.0)
Offset	(60.0)	(70.0)	(70.0)
General Fund Contribution (for HSN)	(49.6)	(48.0)	(30.0)
Dedicated Funding for One-Time Payment to DSH Hospital	-	(64.0)	-
Residual UCP Funds	(24.0)	-	-
<b>Total Revenue</b>	<b>\$ (453.6)</b>	<b>\$ (502.0)</b>	<b>\$ (420.0)</b>
<b>Spending Less Revenue in HSNTF</b>	<b>\$ (38.0)</b>	<b>\$ (18.0)</b>	<b>-</b>
<b>Total General Fund Contribution to CCTF including HSNTF</b>	<b>\$ (1,045.0)</b>	<b>\$ (987.9)</b>	<b>\$ (631.2)</b>

SOURCE: Executive Office for Administration and Finance. Fiscal 2008 and fiscal 2009 amounts reflect actual spending and revenues. Fiscal 2010 amounts reflect budgeted spending and revenue estimates.

- 1) Overall spending is gross and therefore does not include federal reimbursements.
- 2) Reflects only the General Fund-supported portion of the Commonwealth Care program and does not reflect spending that is supported by enrollee contributions. Fiscal 2009 costs reflect estimates prior to finalization of risk-sharing with managed care organizations. Fiscal 2010 estimates reflect budgeted amounts. See "COMMONWEALTH EXPENDITURES - Health Care Reform, Commonwealth Care."

- 3) On August 7, 2009 the Governor approved legislation providing \$40 million for health care coverage for aliens with special status (legal immigrants who do not qualify for federal reimbursement) who were by law dis-enrolled from their previous Commonwealth Care coverage as of September 1, 2009. This coverage has been provided through the newly created Commonwealth Care Bridge program.
- 4) Section 122 supplemental payments are based on date of service (not date of payment). This reflects supplemental payments made to certain hospitals as specified in section 122 of the health care reform legislation.
- 5) Provider rates are based on date of service (not date of payment). This reflects hospital and physician rate increases as specified in section 128 of the health care reform legislation. These provider rates were moved on-budget (as part of the MassHealth budget) for fiscal 2010.
- 6) In fiscal 2008, this category reflects surplus funds that were transferred to the Commonwealth Care Trust Fund during fiscal 2007 that were not spent. In fiscal 2009, this category reflects funds that were held aside relating to hospital pay-for-performance incentives specified in the health care reform legislation.
- 7) Starting in fiscal 2009, the state raised cigarette taxes by \$1 per pack and dedicated the increased revenues to the Commonwealth Care Trust Fund.
- 8) The fiscal 2009 increase in cigarette taxes omitted cigars and smoking and smokeless tobacco. The Governor's fiscal 2011 budget proposal includes language to end this exemption.
- 9) Fair Share revenue is net of administrative funding to run the program at the Division of Unemployment Assistance.
- 10) A one-time hospital assessment of \$20 million was included in legislation enacted in August, 2008 to raise revenues to support health care spending. The Commonwealth Care Trust Fund received \$15 million in fiscal 2009 due to the fact that the assessment is paid on a hospital fiscal year ending September 30 (not the state fiscal year ending June 30). The Commonwealth Care Trust Fund received the remaining \$5 million in fiscal 2010.
- 11) Reflects prior-year Health Safety Net surpluses that by statute revert to the Commonwealth Care Trust Fund.
- 12) For fiscal 2008, the \$995.4 million contribution from the General Fund to the Commonwealth Care Trust Fund (excluding Health Safety Net Trust Fund contributions) is a combination of (i) \$931.4 million to support Commonwealth Care, Section 122 supplemental payments and provider rates; and (ii) \$64 million for a one-time payment to a DSH hospital (that was transferred into the Commonwealth Care Trust Fund in fiscal 2008 and subsequently transferred to the Health Safety Net Trust Fund in fiscal 2009).
- 13) Health Safety Net spending is based on a hospital fiscal year ending September 30.
- 14) The \$38 million fiscal 2008 Health Safety Net surplus is part of the \$49.5 million in Prior-Years Health Safety Net surplus that reverted to the Commonwealth Care Trust Fund in fiscal 2009. See footnote 11. As much as \$11.5 million in additional surplus from unneeded claims reserve funds is expected to be certified in the coming months.
- 15) In fiscal 2009, the \$18.55 million potential Health Safety Net surplus listed above is based on a current spending assumption of \$419.5 million and funding of \$320 million in provider and insurer assessments, \$70 million in offsets from the Medical Assistance Trust Fund and \$48 million in General Fund contributions (\$63 million originally appropriated reduced by \$15 million redirected to meet MassHealth funding needs.) The fiscal 2009 surplus could be lower or higher based upon final remediation of claims. Also, in fiscal 2009, the Health Safety Net Trust Fund received \$64 million from the Commonwealth Care Trust Fund to make a one-time payment to a DSH hospital.
- 16) Health Safety Net payments for fiscal 2010 are based on \$390 million in dedicated revenues for the program plus approximately \$30 million in surplus Health Safety Net funds from fiscal 2009 and fiscal 2009 that the Governor intends to retain within the Health Safety Net Trust Fund to address current demand. Demand is currently projected to exceed these revenues by \$20-\$50 million. In the event that demand exceeds available revenues, the shortfall is allocated among hospitals based on rules already established in regulation.

## Pension

See the March Information Statement under the heading "COMMONWEALTH EXPENDITURES - Pension."

*Valuation of Pension Obligation.* On September 21, 2009, the Public Employee Retirement Administration Commission released its actuarial valuation of the total pension obligation as of January 1, 2009. The unfunded actuarial accrued liability as of that date for the total obligation was approximately \$22.080 billion, including approximately \$6.730 billion for the State Employees' Retirement System, \$13.620 billion for the Massachusetts Teachers' Retirement System, \$1.410 billion for Boston Teachers and \$325 million for cost-of-living increases reimbursable to local systems. The valuation study estimated the total actuarial accrued liability as of January 1, 2009 to be approximately \$59.140 billion (comprised of \$23.720 billion for state employees, \$32.540 billion for state teachers, \$2.550 billion for Boston Teachers and \$325 million for cost-of-living increases reimbursable to local systems). Total assets were valued at approximately \$37.060 billion based on a five-year average valuation method, which equaled 110% of the January 1, 2009 total asset market value. The valuation method was the same as the method used in the 2008 valuation.

The following table shows the valuation of accrued liabilities and assets from 2005 through 2009:

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**Pension Fund Valuation and Unfunded Accrued Liabilities (in millions)**

<u>Valuation Date</u>	<u>Total Actuarial Accrued Liability</u>	<u>Actuarial Value of Assets(1)</u>	<u>Unfunded Accrued Liabilities</u>	
			<u>Unfunded Actuarial Liability(2)</u>	<u>Market Value of Unfunded Liability</u>
January 1, 2005	\$48,358	\$34,939	\$13,419	\$12,861
January 1, 2006	50,865	36,377	14,488	11,844
January 1, 2007	53,761	40,412	13,349	8,859
January 1, 2008	56,637	44,532	12,105	7,402
January 1, 2009	59,142	37,058	22,084	25,453

SOURCE: Public Employee Retirement Administration Commission.

(1) Based on five-year average smoothing methodology.

(2) Based on actuarial valuation.

The most recently adopted funding schedule is based on the January 1, 2008 actuarial results and reflects the recently extended funding schedule deadline of 2025.

On November 9, 2009, in his testimony to the Joint Committee on Public Service, the Secretary of the Executive Office for Administration and Finance noted the impact to the state and local pension funding schedules from the recent losses in state and local pension fund assets and the resulting increase in the annual pension payments that would be required to fully fund the state and local systems on the existing funding schedules. The Secretary pointed out that this poses a significant challenge given the current fiscal constraints but underscored the importance of being thoughtful and deliberate in developing proposals to address this challenge responsibly.

The Governor's fiscal 2011 budget proposal maintains the January 1, 2008 pension schedule by recommending a transfer of \$1.442 billion, an increase of \$65 million over fiscal 2010. The Commonwealth revises its funding schedule every three years. Recognizing the impact that the loss of assets will have on the pension fund and future funding schedules, the Governor has instructed the Secretary of Administration and Finance to form a task force to begin developing strategies and recommendations for a new triennial schedule to be adopted for fiscal 2012.

On January 27, 2010, the Governor filed legislation proposing pension reforms in addition to those adopted by the passage of pension reform legislation in June, 2009. The additional reforms include eliminating abuses, improving fairness and updating the system to reflect changes in work patterns. Such reforms are expected by the Governor to generate an estimated savings of over \$2 billion over 30 years.

**SELECTED FINANCIAL DATA**

**Statutory Basis**

During a fiscal year there are numerous transactions among these budgeted funds, which from a fund accounting perspective create offsetting inflows and outflows. In conducting the budget process, the Executive Office for Administration and Finance excludes those inter-fund transactions that by their nature have no impact on the combined fund balance of the budgeted funds. The following table isolates this inter-fund activity from the budgeted sources and uses to align more clearly forecasts prepared during the budget process to the detailed fund accounting of the Commonwealth's annual financial statements.

**Budgeted Operating Funds -- Statutory Basis (in millions)(1)**

	<u>Fiscal 2005</u>	<u>Fiscal 2006</u>	<u>Fiscal 2007</u>	<u>Fiscal 2008</u>	<u>Fiscal 2009</u>	<u>Projected Fiscal 2010</u>
<u>Beginning Fund Balances</u>						
Reserved or Designated	\$ 664.6	\$ 355.6	\$ 947.2	\$ 351.3	\$ 171.5	\$ 68.8
Bay State Competitiveness Investment Fund	-	-	-	100.0	-	-
Transitional Escrow Fund	-	304.8	-	-	-	-
Stabilization Fund	1,137.3	1,728.4	2,154.7	2,335.0	2,119.2	841.3
Undesignated	<u>90.9</u>	<u>98.4</u>	<u>106.2</u>	<u>114.7</u>	<u>115.1</u>	<u>106.4</u>
<b>Total</b>	<b><u>1,892.8</u></b>	<b><u>2,487.2</u></b>	<b><u>3,208.1</u></b>	<b><u>2,901.0</u></b>	<b><u>2,405.8</u></b>	<b><u>1,016.5</u></b>
<u>Revenues and Other Sources</u>						
Tax Revenues	15,987.4	17,286.2	18,444.9	19,488.5	16,790.0	17,102.0
Federal Reimbursements	4,697.0	5,210.1	6,167.6	6,429.5	8,250.9	8,587.8
Departmental and Other Revenues	1,948.9	2,094.3	2,218.4	2,355.9	2,326.2	2,824.1
Inter-fund Transfers from Non-budgeted Funds and Other Sources (2)	<u>1,740.2</u>	<u>1,714.9</u>	<u>1,785.0</u>	<u>2,039.3</u>	<u>1,850.3</u>	<u>1,941.5</u>
Budgeted Revenues and Other Sources	24,373.4	26,305.5	28,615.9	30,313.2	29,217.4	30,455.4
Inter-fund Transfers	<u>2,231.3</u>	<u>1,358.1</u>	<u>552.9</u>	<u>2,226.3</u>	<u>1,963.8</u>	<u>925.9</u>
<b>Total Budgeted Revenues and Other Sources</b>	<b><u>26,604.7</u></b>	<b><u>27,663.6</u></b>	<b><u>29,168.8</u></b>	<b><u>32,539.5</u></b>	<b><u>31,181.2</u></b>	<b><u>31,381.3</u></b>
<u>Expenditures and Uses</u>						
Programs and Services	23,284.7	25,193.4	27,657.2	28,630.2	28,703.1	28,760.2
Inter-fund Transfers to Non-budgeted Funds and Other Uses	<u>494.4</u>	<u>391.2</u>	<u>1,265.7</u>	<u>2,178.2</u>	<u>1,903.5</u>	<u>2,083.3</u>
Budgeted Expenditures and Other Uses	23,779.1	25,584.6	28,922.9	30,808.4	30,606.6	30,843.5
Inter-fund Transfers	<u>2,231.2</u>	<u>1,358.1</u>	<u>553.0</u>	<u>2,226.3</u>	<u>1,963.8</u>	<u>925.9</u>
<b>Total Budgeted Expenditures and Other Uses</b>	<b><u>26,010.3</u></b>	<b><u>26,942.7</u></b>	<b><u>29,475.9</u></b>	<b><u>33,034.7</u></b>	<b><u>32,570.4</u></b>	<b><u>31,769.4</u></b>
Excess (Deficiency) of Revenues and Other Sources Over Expenditures and Other Uses	<u>594.4</u>	<u>720.9</u>	<u>(307.1)</u>	<u>(495.2)</u>	<u>(1,389.2)</u>	<u>(388.1)</u>
<u>Ending Fund Balances</u>						
Reserved or Designated (3)	355.6	947.2	351.3	171.5	68.8	16.1
Bay State Competitiveness Investment Fund	-	-	100.0	-	-	-
Transitional Escrow Fund	304.8	-	-	-	-	-
Stabilization Fund	1,728.4	2,154.7	2,335.0	2,119.2	841.3	609.3
Undesignated	<u>98.4</u>	<u>106.2</u>	<u>114.7</u>	<u>115.1</u>	<u>106.4</u>	<u>92.7</u>
<b>Total</b>	<b><u>\$ 2,487.2</u></b>	<b><u>\$ 3,208.1</u></b>	<b><u>\$ 2,901.0</u></b>	<b><u>\$ 2,405.8</u></b>	<b><u>\$ 1,016.6</u></b>	<b><u>\$ 718.1</u></b>

SOURCES: Fiscal 2005-2009, Office of the Comptroller; fiscal 2010, Executive Office for Administration and Finance.

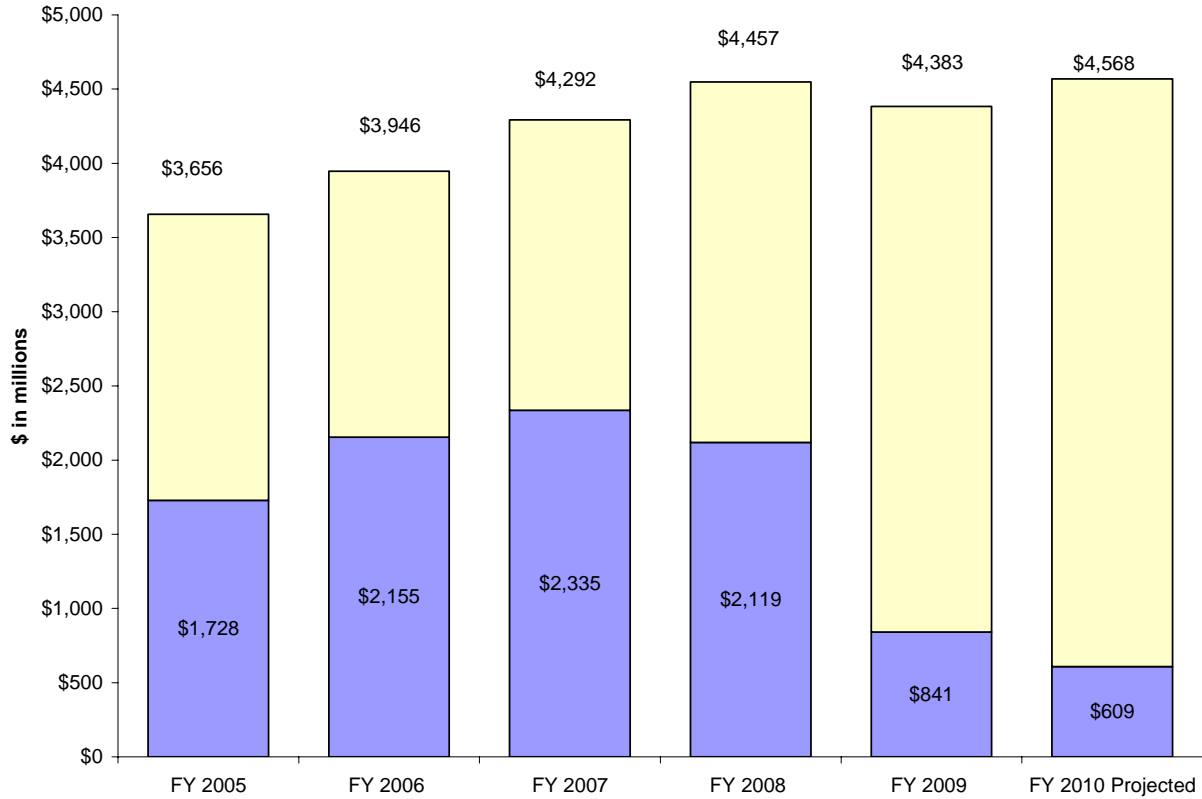
- (1) Totals may not add due to rounding.
- (2) Inter-fund Transfers from Non-budgeted Funds and Other Sources include profits from the State Lottery, transfer of tobacco settlement funds to allow their expenditure, abandoned property proceeds as well as other inter-fund transfers.
- (3) Consists largely of appropriations from previous years, authorized to be expended in current years.



**Stabilization Fund**

The fiscal 2010 budget authorizes the transfer of \$199 million from the Stabilization Fund to the General Fund and the transfer of all fiscal 2010 interest earnings. The budget also suspends the statutorily required deposit for fiscal 2010. Supplemental budget legislation signed into law on November 24, 2009 authorized an additional transfer of \$35.8 million from the Stabilization Fund to the General Fund. The Governor’s budget recommendations for fiscal 2011 propose to suspend the statutorily required deposit and transfer \$175 million from the Stabilization Fund to the General Fund.

**Stabilization Fund Balance Compared to Allowable Stabilization Fund Balance**  
(in millions) (1)



SOURCES: Fiscal 2005-2009, Office of the Comptroller; fiscal 2010, Executive Office for Administration and Finance.

## LONG-TERM LIABILITIES

### Interest Rate Swaps

The following table describes the interest rate swap agreements that the Commonwealth has entered into in connection with certain of its outstanding bond issues as of July 2, 2009.

<u>Swap Structure</u>	<u>Associated Bond Issue</u>	<u>Outstanding Notional Amount (in thousands)</u>	<u>Bond Floating Rate</u>	<u>Swap Fixed Rate Paid (Range)</u>	<u>Swap Variable Rate Received</u>	<u>Effective Date</u>	<u>Termination Date</u>	<u>Counterparty</u>
	<i>General Obligation Bonds:</i>							
Floating-to-fixed	Series 1997B	\$162,768	VRDB	4.659%	Cost of Funds	8/12/1997	8/1/2015	Goldman Sachs Matsui Marine Derivative Products Co., LP
Floating-to-fixed	Series 1997B	108,512	VRDB	4.659%	Cost of Funds	8/12/1997	8/1/2015	Ambac Financial Services, LP*
Floating-to-fixed	Series 1998A (refunding)	295,986	LIBOR	4.174%	LIBOR	11/17/2008	9/1/2016	Deutsche Bank AG
	Consolidated Loan of 2006, Series A							
	Central Artery Loan of 2000, Series A							
	Central Artery Loan of 2000, Series B							
Floating-to-fixed	Series 1998A	197,324	VRDB	4.174%	Cost of Funds	9/17/1998	9/1/2016	Citi Swapco, Inc.
Floating-to-fixed	Series 2001B & C	496,225	VRDB	4.150%	Cost of Funds	2/20/2001	1/1/2021	Morgan Stanley Derivative Products Inc.
Floating-to-fixed	Series 2003B	87,455	CPI	4.500%	Cost of Funds/CPI	3/12/2003	3/1/2014	Goldman Sachs Matsui Marine Derivative Products Co., LP
Floating-to-fixed	Series 2003B	10,000	CPI	4.500%	Cost of Funds/CPI	10/8/2008	3/1/2013	Deutsche Bank AG
Floating-to-fixed	Series 2005A	540,725	SIFMA	2.925 - 4.000%	SIFMA	3/29/2005	2/1/2028	Citi
Floating-to-fixed	Series 2006C	100,000	CPI	3.730 - 3.850%	Cost of Funds/CPI	11/29/2006	11/1/2020	Citi
Floating-to-fixed	Consolidated Loan of 2007, Series A	400,000	LIBOR	4.420%	LIBOR	5/30/2007	5/1/2037	Barclays Bank, PLC
Floating-to-fixed	Series 2007A (refunding)	31,665	LIBOR	3.963%	Cost of Funds/LIBOR	10/8/2008	11/2/2025	Deutsche Bank AG
Floating-to-fixed	Series 2007A (refunding)	414,130	LIBOR	4.083%	Cost of Funds/LIBOR	10/8/2008	8/1/2018	Bank of New York Mellon
	Central Artery Loan of							

\* The Commonwealth plans to terminate this swap and replace it with a new swap with a more highly rated counterparty. The Commonwealth does not expect to be required to make a termination payment to Ambac.

<u>Swap Structure</u>	<u>Associated Bond Issue</u>	<u>Outstanding Notional Amount (in thousands)</u>	<u>Bond Floating Rate</u>	<u>Swap Fixed Rate Paid (Range)</u>	<u>Swap Variable Rate Received</u>	<u>Effective Date</u>	<u>Termination Date</u>	<u>Counterparty</u>
Floating-to-fixed	2000, Series A	109,125	SIFMA	3.942%	SIFMA	10/8/2008	8/1/2018	Merrill Lynch Capital Services, Inc.
Floating-to-fixed	Central Artery of 2000, Series A	54,525	SIFMA	3.942%	SIFMA	8/16/2008	6/15/2033	Bear Stearns Financial Products
Floating-to-fixed	Consolidated Loan of 2006, Series B Consolidated Loan of 2000, Series D	294,000	LIBOR	4.515%	LIBOR	11/25/2008	6/15/2033	Barclays Bank, PLC
<b>Subtotal</b>		<b><u>3,020,470</u></b>						
<i>Special Obligation Dedicated Tax Revenue Bonds (CPI Based Swaps):</i>								
Floating-to-fixed	Series 2004	28,863	CPI	4.450 - 5.250%	Cost of Funds/CPI	6/29/2004	1/1/2018	Goldman Sachs Capital Markets, LP
Floating-to-fixed	Series 2004	28,863	CPI	4.450 - 5.250%	Cost of Funds/CPI	6/29/2004	1/1/2018	J.P. Morgan Chase Bank
Floating-to-fixed	Series 2004	28,863	CPI	4.450 - 5.250%	Cost of Funds/CPI	6/29/2004	1/1/2018	J. P. Morgan Chase Bank
Floating-to-fixed	Series 2005A	<u>96,490</u>	CPI	4.771 - 5.060%	Cost of Funds/CPI	6/12/2005	6/1/2022	Merrill Lynch Capital Services, Inc.
Subtotal		<u>183,079</u>						
<b>Total</b>		<b><u>\$3,485,519</u></b>						

## Debt Service Requirements

The following table sets forth, as of July 2, 2009, the annual fiscal year debt service requirements on outstanding Commonwealth general obligation bonds, special obligation bonds and federal grant anticipation notes. For variable-rate bonds with respect to which the Commonwealth is a fixed-rate payor under an associated interest rate swap agreement, the debt service schedule assumes payment of the fixed rate due under such agreement. For other variable-rate bonds, the schedule assumes a 5% interest rate.

**Debt Service Requirements on Commonwealth Bonds as of January 2, 2010 through Maturity (in thousands) (1)**

Period Ending	General Obligation Bonds <u>As of January 2, 2010 through Maturity</u>						Federal Highway Grant Anticipation Notes (2) <u>As of January 2, 2010 through Maturity</u>			Special Obligation Revenue Bonds <u>As of January 2, 2010 through Maturity</u>		
	Principal	Compounded Interest	Gross Interest	Build America Bonds Subsidies	Net Interest	Debt Service	Principal	Interest	Debt Service	Principal	Interest	Debt Service
6/30/2010	\$228,048	\$ -	\$ 362,526	\$ -	\$ 362,526	\$ 590,574	\$ 73,145	\$ 25,841	\$ 98,986	\$ 35,530	\$ 11,700	\$ 47,230
6/30/2011	1,063,932	7,768	813,009	(19,320)	793,689	1,865,389	151,290	44,957	196,247	37,240	56,178	93,418
6/30/2012	968,628	8,266	754,859	(18,159)	736,700	1,713,594	159,365	36,880	196,245	39,135	54,290	93,425
6/30/2013	1,041,529	9,413	704,861	(18,159)	686,702	1,737,644	194,580	28,933	223,513	41,150	52,258	93,408
6/30/2014	932,292	7,735	656,445	(18,159)	638,286	1,578,313	239,065	16,727	255,792	37,170	50,020	87,190
6/30/2015	928,103	7,686	611,585	(18,159)	593,426	1,529,215	247,070	5,641	252,711	59,065	48,117	107,182
6/30/2016	979,764	6,083	568,321	(18,159)	550,162	1,536,009	-	-	-	60,975	44,918	105,893
6/30/2017	871,080	4,533	524,806	(18,159)	506,647	1,382,260	-	-	-	64,675	41,617	106,292
6/30/2018	735,930	3,588	485,361	(18,159)	467,202	1,206,720	-	-	-	46,350	38,425	84,775
6/30/2019	732,162	21,077	448,090	(18,159)	429,931	1,183,170	-	-	-	48,775	36,121	84,896
6/30/2020	813,864	2,236	411,111	(18,159)	392,952	1,209,052	-	-	-	49,020	33,499	82,519
6/30/2021	1,002,329	1,806	366,731	(18,159)	348,572	1,352,707	-	-	-	51,515	31,064	82,579
6/30/2022	798,077	1,625	322,199	(18,159)	304,040	1,103,742	-	-	-	54,355	28,292	82,647
6/30/2023	740,289	1,422	283,763	(18,159)	265,604	1,007,315	-	-	-	36,960	25,428	62,388
6/30/2024	665,332	1,115	249,181	(18,159)	231,022	897,469	-	-	-	28,990	23,443	52,433
6/30/2025	608,680	873	218,721	(18,159)	200,562	810,115	-	-	-	30,625	21,848	52,473
6/30/2026	471,168	708	191,904	(18,159)	173,745	645,621	-	-	-	32,360	20,164	52,524
6/30/2027	465,191	522	169,250	(18,159)	151,091	616,804	-	-	-	34,190	18,384	52,574
6/30/2028	275,969	345	150,691	(18,159)	132,532	408,846	-	-	-	36,125	16,504	52,629
6/30/2029	360,171	139	135,192	(18,159)	117,033	477,343	-	-	-	38,170	14,517	52,687
6/30/2030	519,376	79	117,588	(18,159)	99,429	618,884	-	-	-	40,330	12,418	52,748
6/30/2031	301,135	-	91,233	(14,445)	76,788	377,923	-	-	-	42,610	10,199	52,809
6/30/2032	216,715	-	81,076	(14,445)	66,631	283,346	-	-	-	45,020	7,856	52,876
6/30/2033	187,300	-	69,908	(12,440)	57,468	244,768	-	-	-	47,565	5,380	52,945
6/30/2034	188,585	-	60,460	(11,068)	49,392	237,977	-	-	-	50,250	2,764	53,014
6/30/2035	196,755	-	50,745	(9,647)	41,098	237,853	-	-	-	-	-	-
6/30/2036	205,130	-	40,643	(8,177)	32,466	237,596	-	-	-	-	-	-
6/30/2037	214,730	-	30,106	(6,654)	23,452	238,182	-	-	-	-	-	-
6/30/2038	194,135	-	19,102	(5,077)	14,025	208,160	-	-	-	-	-	-
6/30/2039	123,805	-	10,940	(3,445)	7,495	131,300	-	-	-	-	-	-
6/30/2040	91,905	-	4,596	(1,609)	2,987	94,892	-	-	-	-	-	-
<b>TOTAL</b>	<b>\$17,122,109</b>	<b>\$87,019</b>	<b>\$9,005,003</b>	<b>\$(451,348)</b>	<b>\$8,553,655</b>	<b>\$25,762,783</b>	<b>\$1,064,515</b>	<b>\$158,979</b>	<b>\$1,223,494</b>	<b>\$1,088,150</b>	<b>\$705,404</b>	<b>\$1,793,554</b>

SOURCE: Office of the Comptroller.

(1) Totals may not add up due to rounding.

(2) Includes a series of crossover refunding bonds. The refunding escrows funded by these bonds and related premiums are used to pay interest on the refunding bonds until the refunded bonds are callable and then to redeem the refunded bonds. Interest on the refunded bonds prior to redemption continues to be paid from pledged revenues as before.

## **General Obligation Contract Assistance Liabilities**

*Massachusetts Turnpike Authority.* The fiscal 2010 budget included a provision authorizing a contract between the Secretary of Administration and Finance, acting on behalf of the Commonwealth, with the concurrence of the Secretary of Transportation and Public Works, and the Turnpike Authority providing for the Commonwealth to make payments to the Turnpike Authority or the Massachusetts Department of Transportation (MassDOT), as appropriate, in the amount of \$100 million in each fiscal year for the purpose of defraying costs, including debt service on bonds issued by the Turnpike Authority or MassDOT to finance or refinance improvements to the Metropolitan Highway System. See “COMMONWEALTH CAPITAL INVESTMENT PLAN - Transportation Reform Legislation.” The contract, which pledges the full faith and credit of the Commonwealth to such payments, was executed on June 30, 2009. The term of the contract extends until fiscal 2039, the last fiscal year in which Metropolitan Highway System bonds issued before July 1, 2009 are scheduled to mature. Payments under the new contract are in addition to the payments required by the contract for financial assistance dated as of February 19, 1999 between the Turnpike Authority and the Commonwealth. See the March Information Statement under the heading “LONG-TERM LIABILITIES - General Obligation Contract Assistance Liabilities; *Massachusetts Turnpike Authority.*”

## **Contingent Liabilities**

*Massachusetts Turnpike Authority.* On June 24, 2009, Standard & Poor’s downgraded Ambac’s insurer financial strength rating below the threshold at which UBS AG (UBS) asserted it was entitled to provide a notice of potential termination of its swap agreements with the Authority. UBS provided notice on June 24, 2009 of an asserted termination event. Under the swap agreements, upon valid notice of a termination event, the Turnpike Authority had 30 days (until July 24, 2009) either to provide alternate credit support that was acceptable to UBS, provide collateral essentially equal to the fair value of the swaps or obtain an “A” rating or better on all of the Turnpike Authority’s underlying Metropolitan Highway System (MHS) bonds. Prior to the 30-day deadline, the Turnpike Authority obtained sufficiently high ratings on its underlying subordinated MHS bonds to cure the asserted termination events with respect to four of the five UBS swaps. The deadline for curing the asserted termination event with respect to the remaining UBS swap was extended several times by mutual agreement, and on October 20, 2009, the Turnpike Authority reached agreement with UBS that one of the ratings currently assigned to the underlying senior MHS bonds was sufficient to cure the asserted termination event. Legislation authorizing a Commonwealth guaranty of the Turnpike’s swap obligations expired November 1, 2009. No guaranty was ultimately required to cure the termination event. See the March Information Statement under the heading “LONG-TERM LIABILITIES - Contingent Liabilities; *Massachusetts Turnpike Authority.*”

## **COMMONWEALTH CAPITAL INVESTMENT PLAN**

### **Capital Investment Plan**

The Executive Office for Administration and Finance annually updates its five-year capital investment plan, including its debt affordability analysis. The five-year plan coordinates capital expenditures by state agencies and authorities that are funded primarily by Commonwealth debt, third-party payments and federal reimbursements. Beginning in fiscal 2009 and expected through fiscal 2012, capital funds are also provided pursuant to the American Recovery and Reinvestment Act of 2009.

The Executive Office for Administration and Finance sets an annual administrative limit on the amount of bond-funded capital expenditures. The purpose of the administrative limit, known as the “bond cap,” is to keep Commonwealth debt within affordable levels.

On October 7, 2009, the Governor released a five-year capital investment plan for fiscal 2010 through fiscal 2014, totaling nearly \$17 billion. With the release of the five-year capital investment plan, the Governor announced that the bond cap will be \$1.5 billion for fiscal 2010, plus \$150 million in unused bond cap from fiscal 2009 which has been carried forward to support spending in fiscal 2010. The bond cap for fiscal 2011 is projected to be \$1.625 billion, and is projected to increase by \$125 million in each subsequent fiscal year through fiscal 2014.

The bond cap determination is based on the debt affordability policy described in the updated debt affordability analysis. Under this policy, the Executive Office for Administration and Finance will set the annual borrowing limit at a level designed to keep debt service within 8% of budgeted revenues. For this purpose, debt service includes principal and interest payments on all general obligation debt, special obligation gas tax debt, interest on federal grant anticipation notes, general obligation contract assistance payment obligations and budgetary contract assistant payment obligations on certain capital lease financings. In addition, while the accelerated bridge program will be funded outside of the bond cap, the related debt service costs of the program have been fully accounted for under the debt affordability policy in setting the bond cap at the designated levels. However, when a project financed with debt payable by the Commonwealth directly or indirectly generates new state revenue that is applied to the payment of such debt, the Executive Office for Administration and Finance will exclude the debt, the related debt service payment obligations and the new revenue used to pay such obligations from the debt affordability analysis. For example, bonds issued by MassDevelopment and payable by the Commonwealth pursuant to the I-Cubed program or for the parkway at the former South Weymouth naval base are expected to be excluded from the bond cap, as the Commonwealth's payment liability with respect to such bonds is expected to be limited to the new state tax revenues generated from the private development supported by the infrastructure improvements financed by the bonds.

For purpose of the debt affordability analysis, budgeted revenue includes all Commonwealth taxes and other revenues available to pay Commonwealth operating expenses, including debt service, pensions and other budgetary obligations. It does not include off-budget revenues dedicated to the Massachusetts Bay Transportation Authority, the Massachusetts School Building Authority and the Massachusetts Convention Center Authority. The fiscal 2010 estimate was based on the fiscal 2010 budget as originally approved and does not take into account the subsequent downward revision of the fiscal 2010 revenue estimate by the Secretary of Administration and Finance on October 15, 2009. For purposes of projecting budgeted revenue in future fiscal years, the compound annual growth rate in budgeted revenues from fiscal years 2000 through 2010 of 2.66% was applied to fiscal 2011 revenues and to each year thereafter. This is consistent with the debt affordability policy, which states that projected increases to budgeted revenues will be the lesser of 3% or the actual compound annual growth rate over the last ten fiscal years.

In addition to keeping debt service within 8% of budgeted revenues, the debt management policy limits future annual growth in the bond cap for the regular capital program to not more than \$125 million. This additional constraint is designed to ensure that projected growth in the bond cap will be held to stable and sustainable levels. As noted above, the bond cap is expected to grow by \$125 million from fiscal 2010 through fiscal 2014.

The Executive Office for Administration and Finance will revisit the debt capacity and affordability analysis periodically, and at least every year, to revise estimates for future years by taking into account fluctuations in interest rates, budgeted revenues and other changes affecting the Commonwealth's debt capacity. In addition, the Executive Office for Administration and Finance will annually assess the appropriateness of the methodology and constraints for establishing the bond cap.

The following table shows the annual bond cap, the resulting estimated total annual debt service payment obligations and the estimated debt service as a percentage of estimated budgeted revenues, all as presented in the debt affordability analysis published on October 7, 2009.

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### Bond Cap

(in thousands - may not add due to rounding)

	Fiscal 2010	Fiscal 2011	Fiscal 2012	Fiscal 2013	Fiscal 2014
Bond Cap <sup>1</sup>	\$ 1,650,000	\$ 1,625,000	\$ 1,750,000	\$ 1,875,000	\$ 2,000,000
Total Debt Service Obligations	2,215,272	2,215,317	2,390,578	2,391,257	2,494,262
Estimated Budgeted Revenue	29,370,942	30,298,677	31,104,291	31,931,577	32,781,022
Debt Service as % of Budgeted Revenues	7.54%	7.31%	7.69%	7.49%	7.61%

SOURCE: Executive Office for Administration and Finance, Debt Affordability Analysis published October 7, 2009.

(1) Includes \$150 million of fiscal 2009 unused bond cap that has been carried forward to fiscal 2010.

Reflecting changed economic conditions, the total bond cap projected in the fiscal 2010 through fiscal 2014 five-year plan is \$1.1 billion less than the total bond cap projected in the first five-year plan published by the Executive Office for Administration and Finance in July, 2007.

In the past, the Commonwealth aggregated its capital expenditures into seven major categories based primarily on the agencies responsible for spending and carrying out capital projects: economic development, environment, housing, information technology, infrastructure and facilities, public safety, and transportation. The following table sets forth historical capital spending in fiscal 2005 through fiscal 2009 according to these categories:

### Commonwealth Historical Capital Spending

(in millions - may not add due to rounding)

	Fiscal 2005	Fiscal 2006	Fiscal 2007	Fiscal 2008	Fiscal 2009
Information technology	\$ 61	\$ 88	\$ 53	\$ 65	\$ 97
Infrastructure	262	283	271	186	333
Environment	122	142	153	188	246
Housing	122	129	140	172	252
Public safety	18	19	18	19	21
Transportation	1,300	1,189	1,120	1,109	1388
Convention centers	54	12	2	-	-
Other	39	30	29	43	96
School building assistance	565	435	-	-	-
Total Uses	<u>\$2,543</u>	<u>\$2,327</u>	<u>\$1,786</u>	<u>\$1,782</u>	<u>\$2,432</u>

SOURCE: Executive Office for Administration and Finance, Debt Affordability Analysis published October 7, 2009.

For fiscal 2008 through fiscal 2014, the Executive Office for Administration and Finance re-characterized capital spending into 13 categories based on spending purpose, rather than spending agency: community investments, corrections, courts, economic development, energy and environment, health and human services, higher education, housing, information technology, maintenance, public safety, state office buildings and facilities, and transportation. This presentation of capital investment categories results in certain expenditures appearing in categories that are different from those in which they had been categorized in the historical capital spending table above. For example, Chapter 90 local aid for municipal transportation projects appears in the community investment category, rather than the transportation category, because these funds are invested in municipally-owned assets. Similarly, expenditures for Department of Conservation and Recreation roads and bridges appear in the transportation category, rather than the energy and environment category.

The capital investment plan for fiscal 2010 through fiscal 2014 is designed to allocate resources strategically to invest in the Commonwealth's public facilities and programs and represents the Governor's vision for public infrastructure. The following tables show the allocation of bond cap spending by major investment category and the allocation of total capital spending from all sources of funding by major investment category for fiscal 2010 through fiscal 2014.

**Capital Investment Plan - Total Bond Cap**  
(in millions - may not add due to rounding)

<b>Investment Category:</b>	<u>Fiscal 2010</u>	<u>Fiscal 2011</u>	<u>Fiscal 2012</u>	<u>Fiscal 2013</u>	<u>Fiscal 2014</u>	<u>5-Year Total</u>	<u>% of 5-Year Total</u>
Community Investment	\$235	\$223	\$241	\$259	\$244	\$1,203	14%
Corrections	21	21	32	60	95	229	3
Courts	112	69	30	53	109	373	5
Economic Development	87	82	94	107	117	487	5
Energy/Environment	107	103	98	106	109	523	6
Health/Human Services	92	84	80	45	67	368	4
Higher Education	84	124	152	232	235	827	9
Housing	168	168	168	171	173	848	10
Information Technology	75	73	82	86	86	402	5
Public Safety	13	8	15	28	39	103	1
State Buildings	73	92	105	70	61	400	4
Transportation	<u>583</u>	<u>578</u>	<u>653</u>	<u>659</u>	<u>665</u>	<u>3138</u>	<u>35</u>
<b>Total</b>	<u>\$1,650</u>	<u>\$1,625</u>	<u>\$1,750</u>	<u>\$1,875</u>	<u>\$2,000</u>	<u>\$8,900</u>	<u>100%</u>

**Capital Investment Plan - All Sources of Funding**  
(in millions - may not add due to rounding)

<b>Investment Category:</b>	<u>Fiscal 2010</u>	<u>Fiscal 2011</u>	<u>Fiscal 2012</u>	<u>Fiscal 2013</u>	<u>Fiscal 2014</u>	<u>5-Year Total</u>	<u>% of 5-Year Total</u>
Community Investment	\$294	\$280	\$283	\$295	\$281	\$1,433	8%
Corrections	26	22	32	60	95	236	1
Courts	112	76	39	62	118	406	2
Economic Development	107	122	168	177	192	767	4
Energy/Environment	121	116	99	106	109	551	3
Health/Human Services	93	89	84	45	67	378	2
Higher Education	99	169	200	234	235	937	5
Housing	297	268	212	173	173	1,124	7
Information Technology	78	76	82	86	86	494	3
Public Safety	39	20	19	28	39	145	1
State Buildings	85	104	105	70	61	425	2
Transportation	<u>1,687</u>	<u>2,133</u>	<u>2,231</u>	<u>2,240</u>	<u>1,855</u>	<u>10,146</u>	<u>60</u>
<b>Total</b>	<u>\$3,039</u>	<u>\$3,475</u>	<u>\$3,554</u>	<u>\$3,577</u>	<u>\$3,311</u>	<u>\$17,042</u>	<u>100%</u>

SOURCE: Executive Office for Administration and Finance, Debt Affordability Analysis published October 7, 2009.

The different sources of funding for the capital program, as reflected in the table above, include:

- Bond cap – Commonwealth borrowing to support the regular capital program;
- Federal – federal reimbursements for capital expenditures, primarily for transportation projects;
- Third-party – contributions made by third parties to capital projects being carried out by the Commonwealth and Commonwealth contributions to the Central Artery/Ted Williams Tunnel project from annual operating revenues;
- Project-Financed Bonds – self-supporting bonds payable by the Commonwealth from a project-related stream of revenue;
- Accelerated Bridge – Commonwealth gas tax bonds or federal grant anticipation notes issued to fund the accelerated bridge program; and
- American Recovery and Reinvestment Act of 2009 (ARRA) – funds provided by the federal stimulus bill directly to the Commonwealth for targeted capital investments.



The following table shows the sources of capital funds for fiscal 2009 and the estimated sources of funds for the next five fiscal years:

**Capital Investment Plan: Sources of Funds**  
(in millions - may not add due to rounding)

<u>Fiscal Year</u>	<u>Bond Cap</u>	<u>Federal Reimbursements</u>	<u>Third Party</u>	<u>Project Financed</u>	<u>Accelerated Bridge Program</u>	<u>ARRA</u>	<u>Total</u>
2009	\$1,577.0	633.1	119.6	16.2	81.6	4.9	2,432.3
2010	1,650.0	717.3	57.5	37.5	357.3	219.1	3,038.7
2011	1,625.0	821.9	88.8	141.1	525.5	272.7	3,475.1
2012	1,750.0	703.0	80.9	179.0	688.7	152.2	3,553.8
2013	1,875.0	698.1	26.2	212.8	668.4	96.0	3,576.6
2014	2,000.0	715.5	24.2	214.0	357.1	0	3,310.8

SOURCE: Executive Office for Administration and Finance, Debt Affordability Analysis published October 7, 2009.

**Transportation Reform Legislation**

On June 18, 2009, the Legislature enacted, and on June 26, 2009 the Governor approved, legislation designed to reform the Commonwealth's transportation system. The legislation created a new entity called the Massachusetts Department of Transportation (MassDOT), governed by a five-member board appointed by the Governor. The Governor has appointed a Secretary of MassDOT, who serves as the new authority's chief executive officer. MassDOT has an office of planning and programming and four divisions - one for highways, one for mass transit, one for aeronautics and one for the Registry of Motor Vehicles - which share administrative functions such as human resources, financial management, information technology and planning. Each division is headed by an administrator appointed by the Secretary of MassDOT. The board of MassDOT was authorized to begin exercising its powers on November 1, 2009.

The transportation reform legislation provided for the dissolution of the Massachusetts Turnpike Authority and the transfer of its assets, liabilities, obligations and debt to MassDOT, which has a separate legal existence from the Commonwealth. MassDOT assumed the rights, powers and duties of the Turnpike Authority effective November 1, 2009. The legislation maintained the separate existence of the Massachusetts Bay Transportation Authority, but its governing board was abolished and has been replaced by a new five-member board appointed by the Governor. The Massachusetts Port Authority remains an independent authority, but pursuant to the legislation the Tobin Memorial Bridge, a tolled bridge previously owned and operated by the Port Authority, was transferred to MassDOT on January 1, 2010.

All regional transit authorities in the Commonwealth are mandated to shift to a forward-funded budgeting system no later than fiscal 2012. The Secretary of Administration and Finance is to develop a plan for accomplishing this conversion and to seek the necessary appropriations.

The legislation established a Massachusetts Transportation Trust Fund within MassDOT, into which all bridge, tunnel and highway tolls, as well as transit fares under certain circumstances, are deposited. Moneys in the Central Artery and Statewide Road and Bridge Infrastructure Fund may be transferred to the Massachusetts Transportation Trust Fund. The Trust Fund is to be used for operations, maintenance and capital costs related to the transportation assets under MassDOT's jurisdiction, including MBTA assets and assets of the Turnpike Authority transferred pursuant to the legislation, as well as debt service on outstanding Turnpike Authority debt. MassDOT is authorized to issue special obligation debt secured by moneys in the Trust Fund to refinance Turnpike Authority debt issued before July 1, 2009. MassDOT debt will not be debt of the Commonwealth.

The legislation contemplates that the Legislature will continue to make capital appropriations for transportation improvements and that such appropriations will continue to be funded through the issuance by the State Treasurer of Commonwealth debt. Currently outstanding capital spending authorizations are to be made available to MassDOT by the Secretary of Administration and Finance.

The legislation also established a Commonwealth Transportation Fund as a budgetary fund of the Commonwealth for transportation-related purposes, to receive essentially the same revenues that are now deposited in the Highway Fund, including gasoline tax receipts and registry fee revenues. Legislation approved by the Governor on July 20, 2009 provides that the Commonwealth Transportation Fund will also receive the sales tax receipts dedicated to transportation purposes (see “COMMONWEALTH REVENUES - State Taxes; *Sales and Use Tax*” above), with a guaranteed annual payment of \$275 million. The guaranteed amount of \$275 million includes \$100 million earmarked for costs including debt service on Turnpike Authority debt, \$160 million earmarked for the MBTA and \$15 million earmarked for the regional transit authorities. Moneys currently in the Deferred Maintenance Trust Fund are also being transferred to the Commonwealth Transportation Fund. Moneys in the Commonwealth Transportation Fund will be used to pay Commonwealth debt service and contract assistance obligations for transportation-related investments, with the excess in each fiscal year to be available for appropriation to the Massachusetts Transportation Trust Fund for use by MassDOT.

## LEGAL MATTERS

Matters described in the March Information Statement under the heading “LEGAL MATTERS” are updated as follows:

*The Arborway Committee v. Executive Office of Transportation et al*, Suffolk Superior Court. On May 26, 2009, the Superior Court granted summary judgment to the state defendants on statute of limitations grounds, dismissing all claims against the Commonwealth. On July 7, 2009, the Superior Court ordered the entry of a separate and final judgment on those claims. The plaintiffs have appealed, and their brief was filed in the Massachusetts Appeals Court on February 12, 2010.

*Hutchinson et al v. Patrick et al*, United States District Court, Western Division. In May, 2009, plaintiffs moved for an award of attorneys’ fees and costs, requesting just over \$750,000. In February, 2010, the court allowed Plaintiffs’ motion and awarded the fees and costs requested.

*Ricci v. Okin*. The United States Supreme Court denied the petition of the Fernald class members for a writ of certiorari, and so the decision of the U. S. Court of Appeals for the First Circuit, favorable to the Commonwealth, stands.

*Rolland v. Patrick*, United States District Court, Western Division. This is a class action by mentally retarded nursing home patients seeking community placements and services that resulted in a settlement agreement. In July, 2001, the District Court found that the Commonwealth had breached portions of the agreement and was in violation of certain legal requirements related to the provision of “active treatment” to class members. The United States Court of Appeals for the First Circuit affirmed the District Court’s order in January, 2003. In April, 2007, the District Court found that, despite a “tremendous amount of work,” and substantial improvement in the provision of services, the Commonwealth has not yet ensured that all class members receive active treatment. A court monitor was appointed to evaluate whether each class member is receiving active treatment. The parties have now reached a new settlement agreement under which 640 community placements would be created; placement of a class member in the community would take the place of any further obligation to provide “active treatment” to that individual. After a hearing on May 22, 2008, the court found that the agreement is fair, reasonable and adequate, and approved it in a written decision issued June 16, 2008. A group of class members challenged the court-approved settlement agreement on appeal to the United States Court of Appeals for the First Circuit. In mid-January, 2010, the United States Court of Appeals for the First Circuit affirmed the District Court’s order approving the fairness, reasonableness and adequacy of the new settlement agreement.

*Disability Law Center, Inc. v. Massachusetts Department of Correction, et al.*, United States District Court. On July 31, 2009, the state defendant filed, under seal, a superseding draft settlement agreement that contemplates appropriate services to inmates with serious mental illness while taking account of the Commonwealth’s current budgetary constraints. The Disability Law Center (DLC) rejected the state defendant’s settlement offer, as proposed. Thereafter, in early November, 2009, the parties filed separate status reports with the Court reporting a cessation of their settlement discussions and, consequently, the need for a trial date. A scheduling order dated February 10, 2010 provides that any amended pleadings must be filed by early May, 2010, and all discovery is to be completed by mid-

March, 2011. The Court has set a trial date of June 6, 2011. While the DLC requests only injunctive relief, the Department of Correction has conducted a preliminary funding analysis, which estimates that approximately \$135 million of additional funding would be required over the next five fiscal years relating to program costs and staffing associated with the implementation of provisions of the original draft settlement agreement. This estimate does not include approximately \$8 million in bond funding for information technology infrastructure and related upgrades.

*Harper et al. v. Massachusetts Department of Transitional Assistance*, United States District Court. This lawsuit was filed by three individuals seeking to represent a class of indigent disabled individuals who apply for or receive subsistence-level cash and/or food stamp benefits from the Massachusetts Department of Transitional Assistance (“DTA”). Plaintiffs allege that the DTA’s practices and policies with respect to processing applications for benefits, notifying recipients of changes in benefits and identifying applicants or recipients with disabilities fail to make reasonable accommodations for applicants and recipients with disabilities, and therefore violate the Americans with Disabilities Act and the Rehabilitation Act of 1973. Plaintiffs seek systemic changes to the DTA’s policies for processing benefits applications, notifying applicants or recipients of benefit awards or changes and making disability determinations. The DTA has answered the complaint, and the parties are conducting discovery. The parties are awaiting the Court’s decision with respect to plaintiffs’ motion for class certification, which the DTA opposed. Although the existence and scope of liability are contested by the DTA, the cost of implementing the changes demanded by the plaintiffs could cost millions of dollars.

*Demoranville v. Commonwealth*, Supreme Judicial Court. Following dismissal of the case by the Superior Court in January, 2009, the Supreme Judicial Court granted direct appellate review of that decision. Oral argument took place on February 11, 2010.

*TJX Companies v. Commissioner of Revenue (“TJX I”)*, Appeals Court. In *TJX I*, the taxpayer challenged certain assessed corporate excise taxes and the Commissioner’s application of the sham transaction doctrine to various deductions claimed by TJX on account of purported royalty and interest payments to related, out-of-state corporations. According to the statement of agreed facts submitted to the Appellate Tax Board in *TJX I*, the direct amount in dispute, exclusive of interest, was approximately \$9.8 million. The Board decided *TJX I* in favor of the Commissioner, and the taxpayer appealed. The Appeals Court largely affirmed the decision of the Appellate Tax Board in an unpublished decision dated April 3, 2009. Subsequently, the Supreme Judicial Court denied TJX Companies’ application for further appellate review.

*TJX Companies v. Commissioner of Revenue (“TJX II”)*, Appellate Tax Board. In *TJX II*, the taxpayer is challenging a tax liability of approximately \$18 million (including interest) at the Appellate Tax Board arising from the Commissioner’s disallowance of deductions for various royalty payments and interest taken in connection with transactions between several subsidiaries of the taxpayer. The Board had stayed *TJX II* pending the outcome of *TJX I*, although the facts and circumstances of each are slightly different. While the issues are similar, the Appeals Court’s decision in *TJX I* will not necessarily control the ultimate decision in *TJX II*.

*Capital One Bank v. Commissioner of Revenue*. The United States Supreme Court denied Capital One Bank’s petition for a writ of certiorari on June 22, 2009, and so the decision of the Supreme Judicial Court, favorable to the Commonwealth, stands.

*Geoffrey, Inc. v. Commissioner of Revenue*. The United States Supreme Court denied Geoffrey, Inc.’s petition for a writ of certiorari on June 22, 2009, and so the decision of the Supreme Judicial Court, favorable to the Commonwealth, stands.

*Central Artery/Ted Williams Tunnel Cost Recovery Program Litigation*, Suffolk Superior Court. In the November, 2006 civil action involving the collapse of the ceiling in the I-90 Connector Tunnel, the Commonwealth has reached settlement agreements with or agreed to dismiss each of the remaining defendants. Under those agreements, the Commonwealth has recovered or expects to recover an additional \$43.2 million. Of that amount, \$26 million is in credits against claims by contractors against the Commonwealth; the remaining \$17.2 million is in settlement payments. Under the settlement agreements, those payments are to be made to the Central Artery and Statewide Road and Bridge Infrastructure Fund (now part of the Commonwealth Transportation Fund). The settlement documents have been signed and filed with the court, and the litigation is concluded. Once payments

called for under the settlement agreements are made, the Commonwealth will have recovered a total of approximately \$78.4 million in damages specifically for the ceiling collapse.

*Grand River Enterprises Six Nations, Ltd. v. William Pryor, et al.*, United States District Court, New York. Except for resolution of outstanding discovery disputes, discovery is complete. Summary judgment briefs were filed in September, 2009. Due to the parties' requests for extensions of time for responses and reply briefs, argument will not occur until the first quarter of 2010, at the earliest.

*In re: Centers for Medicare and Medicaid Services regulations (Uncompensated Care Pool/Health Safety Net Trust Fund)*. The federal Health Care Financing Administration (now CMS) asserted in June, 2000 that the portion of the Medicaid program funded by the Commonwealth's Health Safety Net Trust Fund (formerly the Uncompensated Care Pool) might violate federal regulations regarding permissible taxes on health care providers. Since 1993, MassHealth has sought federal waivers for the Commonwealth's assessment on acute care hospitals and surcharge payers, respectively, which fund the Uncompensated Care Pool and its successor, the Health Safety Net Trust Fund. The Commonwealth believes that the assessments are within the federal law pertaining to health care-related taxes. Under federal regulations, if the Commonwealth were ultimately determined to have imposed an impermissible health care-related tax, the federal government could seek retroactive repayment of federal Medicaid reimbursements. New federal regulations on health care-related taxes were, in large part, subject to a moratorium on implementation through June 30, 2009, which CMS has extended until June 30, 2010. By the end of pool fiscal year 2010, the Commonwealth will have collected an estimated \$4.836 billion in acute hospital assessments since 1990 and an estimated \$1.717 billion in surcharge payments since 1998. Clarification of the law surrounding permissible provider taxes is a national issue involving a number of states.

*In re: Audit by the U. S. Department of Health and Human Services Office of the Inspector General (UMMHC hospital supplemental payments)*. The OIG audited MassHealth supplemental payments made to the UMass Memorial Health Care hospitals in 2004 and 2005. In its final report, the OIG identified an overpayment of \$5.75 million in Federal Financial Participation (FFP) and made a recommendation that the Commonwealth work with CMS to determine the appropriateness of an additional \$2.8 million in FFP. EOHHS sent its response to the final report on February 2, 2010.

*Boston Harbor Clean-Up*. The cost of initial construction of water treatment facilities required under the federal district court's order has now amounted to approximately \$4.5 billion through December, 2009. Going forward, the Massachusetts Water Resources Authority anticipates spending an additional \$230 million on remaining construction work on Combined Sewer Overflow projects. These figures do not include routine ongoing costs, such as maintenance expenses and capital spending for plant and system upgrades, retrofits, and replacements.

*Shwachman v. Commonwealth*, Worcester Superior Court. This eminent domain case, involving the taking of property necessary for construction of a new Worcester County courthouse, settled in early October, 2009 for \$500,000.

*Rosie D., et al. v. The Governor*, United States District Court, Western Division. Although the Commonwealth paid the plaintiffs' attorneys approximately \$7.1 million in court-approved fees in 2009, plaintiffs are entitled to submit additional petitions for recovery of attorneys' fees incurred post-judgment (*e.g.*, for monitoring activity), through the end of the remedial plan implementation period (July, 2012).

*Commonwealth of Massachusetts v. Philip Morris, Inc., et al.* (2006 Non-Participating Manufacturer ("NPM") Adjustment proceeding). Philip Morris paid its entire April 2009 annual Tobacco Master Settlement Agreement ("MSA") payment, but (as anticipated) R.J. Reynolds Tobacco Co. and Lorillard Tobacco Co. withheld their portion of the NPM Adjustment, which reduced the initial 2009 payout to Massachusetts by approximately \$22 million.

The following matters were not described in the March Information Statement:

*Commonwealth v. Johnson et al.*, United States District Court. The Attorney General filed this action seeking judicial review of the decision by the federal Centers for Medicare and Medicaid Services (CMS) to deny approximately \$86 million FFP for targeted case management (TCM) services provided by the Department of

Children and Families (formerly the Department of Social Services). A hearing occurred on November 12, 2009, at which time the court took under advisement the Commonwealth's motion for summary judgment. (See description of CMS' initial disallowance action under *In re: Disallowance by the U.S. Department of Health and Human Services Centers of Medicaid and Medicaid Services (Targeted Case Management)* in the March Information Statement).

*Boston Medical Center Corp. and Boston Medical Center Health Plan, Inc. v. Secretary of the Executive Office of Health and Human Services*, Suffolk Superior Court. On July 15, 2009, the plaintiffs filed suit alleging that they are owed at least \$127.6 million in additional payments by the Commonwealth for fiscal 2009. The plaintiffs allege that the Commonwealth was obligated under Commonwealth law to set aside higher Medicaid reimbursement rates for services provided to Medicaid clients by the Boston Medical Center hospital and managed care organization entities. The defendant filed its Answer denying all of plaintiffs' claims on September 11, 2009. Around October 21, 2009, the court granted plaintiffs' motion to file an Amended Complaint. Defendant filed its Amended Answer on October 27, 2009.

*Kristy Didonato, et al. v. Department of Transitional Assistance, et al. (Didonato I and Didonato II)*, Massachusetts Housing Court—Western Division. These are consolidated class actions challenging DTA's practices and procedures relating to emergency shelter placements and, more specifically, its practices and procedures relating to the placement of families in shelters that are located more than 20 miles from their home communities. In October, 2006, the Housing Court allowed the plaintiffs' motion for partial summary judgment on the systemic notice and hearing claims in *Didonato I and II*. Following the court's decision, DTA worked with plaintiffs' counsel to implement the court's partial summary judgment decision and also initiated settlement discussions to resolve the remaining claims in the consolidated complaints. During a status conference in February, 2009, plaintiffs' counsel expanded their requested relief to include a demand that DTA adopt a policy requiring that motel placements be used to avoid placing families with school-age children in shelters that are more than 20 miles from their home communities. On July 1, 2009, the emergency shelter program was transferred from DTA to another state agency, the Department of Housing and Community Development. If the court agrees to expand the *Didonato* cases to include this claim relating to the use of motels, and ultimately finds that the Commonwealth must facilitate a motel placement before placing a family with school-age children in a shelter more than 20 miles from their home community, the program costs related to implementing such a requirement potentially could exceed \$20 million.

*Sales/Use Tax Abatement Claims*, not yet docketed at the Appellate Tax Board. Counsel for the Office of Appeals of the Department of Revenue has identified a group of related administrative appeals involving tax abatements filed as the result of pending litigation, in which the taxpayers are being sued in a potential class action. These taxpayers have filed protective abatement claims seeking a refund from the Commonwealth of \$24.6 million.

*Local 589, Amalgamated Transit Union, et al. v. Commonwealth of Massachusetts, et al.*, Suffolk Superior Court. In a class action complaint filed in September, 2009, ten separate union organizations and numerous MBTA employees and retirees challenge various provisions in the recently enacted transportation reform legislation that alter the requirements for employee pension eligibility, transfer the MBTA employees' and retirees' health insurance coverage to Group Insurance Commission plans, increase the percentage of health insurance premiums to be paid by MBTA employees and retirees, and foreclose collective bargaining of group insurance coverage. These changes are in each instance prospective, do not apply to the pension and health insurance provisions in currently existing collective bargaining agreements, and when ultimately implemented are anticipated to result in projected annual savings of \$30 million to \$40 million associated with the transition of the MBTA employee/retiree benefits to state-controlled insurance plans. Plaintiffs claim that the changes effected by the statute violate federal labor protective agreements, unconstitutionally impair union and other contracts, and effect an unconstitutional taking of property. On December 24, 2009, the Superior Court denied the plaintiffs' request for a preliminary injunction regarding the first round of health insurance transfers, which then took place on January 1, 2010. Both the Commonwealth and the MBTA have filed answers, and the case is now in the discovery phase. There is a significant likelihood that the Superior Court will hear dispositive motions before the next round of health insurance transfers, which will occur on July 1, 2010.

*OPEIU, Local 6 and the Massachusetts Trial Court*, American Arbitration Association. The union representing the Trial Court's clerical and professional employees has taken two grievances to arbitration concerning the non-payment of negotiated wage increases for the second and third years of a collective bargaining

agreement effective from July 1, 2007 to June 30, 2010. At an arbitration commenced in October, 2009, the union argued that because the Legislature funded the negotiated 3% wage increases for the first year of that agreement, the Trial Court is bound to pay the negotiated wage increases for the second and third years of the agreement as well. The union values these wages increases at about \$30.8 million. The Trial Court reports that the Legislature has not fully funded the wage increases, the Senate specifically rejected funding for the fiscal 2010 increases, and the collective bargaining agreement specifies that economic items are not effective until the appropriations necessary to fully fund such items are enacted. The Trial Court has additional arguments as to why the claimed increases are not owing, including that an arbitrator has no authority to order the Trial Court to expend funds for which there has been no appropriation. It is anticipated that any adverse ruling by an arbitrator will be appealed under the state statute governing collective bargaining agreements providing for arbitration.

*Holyoke Medical Center, Inc., et al. v. Secretary of the Executive Office of Health & Human Services*, Suffolk Superior Court. Six community hospitals which mainly serve patients covered by public insurance plans claim that they are owed an additional \$115.9 million, plus interest, by the Commonwealth's Medicaid program. Plaintiffs claim that the Medicaid reimbursement rates established by Executive Office of Health and Human Services were too low. The lawsuit was filed on December 1, 2009, and the defendants' response to the complaint is due March 15, 2010.

*DIRECTV, Inc. v. Commonwealth of Massachusetts Department of Revenue*, Suffolk Superior Court. In a lawsuit filed in early 2010, DIRECTV claims that the excise on the sale of direct broadcast satellite services to subscribers or customers in the Commonwealth (enacted by Mass. St. 2009, c. 27, sec. 61 and 150) violates the Commerce Clause of the United States Constitution and the equal protection clauses of the United States and Massachusetts Constitution. Although the suit is only in its incipient stage, the potential refund of taxes collected under the statute may exceed \$10 million for each tax year.

*Howe v. Town of North Andover, et al.*, United States District Court. A lawsuit was filed in late January, 2010, naming twenty Massachusetts State Police officers or employees and three Essex Sheriff officers or employees as defendants. The lawsuit arises out of a death at a sobriety checkpoint allegedly organized and/or staffed by the Massachusetts State Police, Essex Sheriff's Department and the North Andover Police Department. The lawsuit alleges wrongful death, civil rights violations, negligence and other claims. At this time no determination has been made as to the merits of the claims against the defendants.

*Mass. Community College Council, Inc. et al. v. Board of Higher Ed. et al.*, Suffolk County Superior Court. A group of individual plaintiffs and the employee organizations to which they belong brought this action for declaratory and mandamus relief, challenging the Commonwealth's criteria for eligibility to enroll in Group Insurance Commission health insurance coverage under G.L. c. 32A and for the payment of a pro-rata contribution for non-eligible employees who obtain health insurance coverage through the Health Insurance Connector Authority. The case is in the earliest stages of litigation; the complaint was filed in late November, 2009, and the state defendants' answered on February 12, 2010 denying the plaintiffs are entitled to any of the relief they demand. While the case is not a class action, if the plaintiffs prevail, it is expected that the Commonwealth would likely make similarly situated persons eligible for coverage or contribution. It is not possible, at this time, to accurately estimate the costs that would be incurred if the plaintiffs prevail.

*Sandra Murphy, et al. v. Massachusetts Turnpike Authority*, Middlesex Superior Court. Plaintiffs filed suit against the Turnpike Authority on behalf of a purported "class" consisting of all toll payers within the Metropolitan Highway System ("MHS"). The plaintiffs claim that the use of toll money collected on some parts of the MHS to fund operations, maintenance and tax debt service for other parts of the MHS (specifically, the Central Artery) is an unconstitutional tax and seek an injunction and damages. The plaintiffs filed a motion seeking a preliminary injunction prohibiting the Turnpike Authority from spending any MHS tolls on the "non-tolled segments" of the MHS for the duration of the case. The Superior Court denied that motion. The Turnpike Authority filed a Motion to Dismiss, seeking to dismiss all counts of the Third Amended Complaint. A hearing on the Turnpike Authority's motion was held on October 15, 2009. The Court took the motion under advisement and has not yet rendered its decision. In the event the motion were denied and the plaintiffs ultimately prevailed, the extent of the impact on the treasury of the Commonwealth cannot now be accurately estimated.

*Finch, et al. v. Health Insurance Connector Authority, et al.* SJC for Suffolk County. This lawsuit, filed directly in the Supreme Judicial Court single justice session, challenges, under the state and federal Equal Protection Clauses, a statute enacted in August 2009 that excludes from the Commonwealth Care program, run by the Connector Authority, those individuals who are alien residents with special status (AWSS). Many members of the AWSS population are otherwise eligible for subsidized insurance through the Commonwealth Care program. Because the Commonwealth does not receive federal Medicaid funds for these individuals (unlike other members of Commonwealth Care), the Legislature effectively reduced the Connector Authority's budget by excluding this group of members. The Commonwealth then established a less expensive program to cover much of the AWSS population with health insurance. The lawsuit does not ask for retroactive relief, but seeks to have the individuals reinstated to the Commonwealth Care program. If plaintiffs succeed on their claims, the Commonwealth could incur as much as \$80-\$100 million in additional costs for covering special status immigrants through Commonwealth Care in fiscal 2011. This is a conservative estimate based on projected average program costs and will be refined as updated cost and enrollment information for special status immigrants becomes available.

### MISCELLANEOUS

Any provisions of the constitution of the Commonwealth, of general and special laws and of other documents set forth or referred to in the March Information Statement and this Supplement are only summarized, and such summaries do not purport to be complete statements of any of such provisions. Only the actual text of such provisions can be relied upon for completeness and accuracy.

The March Information Statement and this Supplement contain certain forward-looking statements that are subject to a variety of risks and uncertainties that could cause actual results to differ from the projected results, including without limitation general economic and business conditions, conditions in the financial markets, the financial condition of the Commonwealth and various state agencies and authorities, receipt of federal grants, litigation, arbitration, force majeure events and various other factors that are beyond the control of the Commonwealth and its various agencies and authorities. Because of the inability to predict all factors that may affect future decisions, actions, events or financial circumstances, what actually happens may be different from what is set forth in such forward-looking statements. Forward-looking statements are indicated by use of such words as "may," "will," "should," "intends," "expects," "believes," "anticipates," "estimates" and others.

All estimates and assumptions in the March Information Statement and this Supplement have been made on the best information available and are believed to be reliable, but no representations whatsoever are made that such estimates and assumptions are correct. So far as any statements in the March Information Statement and this Supplement involve any matters of opinion, whether or not expressly so stated, they are intended merely as such and not as representations of fact. The various tables may not add due to rounding of figures.

Neither the Commonwealth's independent auditors, nor any other independent accountants, have compiled, examined, or performed any procedures with respect to the prospective financial information contained herein, nor have they expressed any opinion or any other form of assurance on such information or its achievability, and assume no responsibility for, and disclaim any association with, the prospective financial information.

The information, estimates and assumptions and expressions of opinion in the March Information Statement and this Supplement are subject to change without notice. Neither the delivery of this Supplement nor any sale made pursuant to any official statement of which the March Information Statement and this Supplement are a part shall, under any circumstances, create any implication that there has been no change in the affairs of the Commonwealth or its agencies, authorities or political subdivisions since the date of this Supplement, except as expressly stated.

### CONTINUING DISCLOSURE

The Commonwealth prepares its Statutory Basis Financial Report and its Comprehensive Annual Financial Report with respect to each fiscal year ending June 30. The Statutory Basis Financial Report becomes available by October 31 of the following fiscal year and the Comprehensive Annual Financial Report becomes available in January of the following fiscal year. Copies of such reports and other financial reports of the Comptroller referenced

