

SPRINGFIELD OFFICE:  
ILES PARK PLAZA  
740 EAST ASH • 62703-3154  
PHONE: 217/782-6046  
FAX: 217/785-8222 • TTY: 888/261-2887  
FRAUD HOTLINE: 1-855-217-1895



CHICAGO OFFICE:  
MICHAEL A. BILANDIC BLDG. • SUITE S-900  
160 NORTH LASALLE • 60601-3103  
PHONE: 312/814-4000  
FAX: 312/814-4006  
FRAUD HOTLINE: 1-855-217-1895

OFFICE OF THE AUDITOR GENERAL  
WILLIAM G. HOLLAND

**MEMORANDUM**

**TO:** The Honorable Pat Quinn, Governor  
The Honorable Jesse White, Secretary of State  
The Honorable Dan Rutherford, State Treasurer  
The Honorable Judy Baar Topinka, State Comptroller  
Members of the General Assembly

**FROM:** William G. Holland, Auditor General

**RE:** Report #1-15 Pursuant to the Taxpayer Accountability and Budget Stabilization Act (P.A. 96-1496)

**DATE:** June 26, 2014

**A. INTRODUCTION**

This report is made pursuant to the Taxpayer Accountability and Budget Stabilization Act (the "Act") (P.A. 96-1496). The Act increased the income tax rates imposed on individuals, trusts, estates, and corporations. The Act also established State spending limitations for Fiscal Years 2012 through 2015, and provided for a reduction in tax rates should those limitations be exceeded. Among its provisions, the Act requires the Auditor General to examine each Public Act authorizing State spending from State general funds and prepare a report indicating:

- i. The amount of State spending set forth in the applicable Public Act;
- ii. The total amount of State spending authorized by law for the applicable fiscal year as of the date of the report; and
- iii. Whether State spending exceeds the State spending limitation.

In the event that the Auditor General determines that State spending has exceeded the State spending limitation in any given fiscal year, the Act provides certain mechanisms and timeframes by which State spending may be reduced to a level that does not exceed the State spending limitation, including by passage of a bill or bills or designation of reserves. Under these circumstances, the Auditor General is required to issue a



supplemental report summarizing the actions taken by the General Assembly and Governor, indicating whether the level of State spending has changed since the initial report, and indicating whether State spending still exceeds the State spending limitation. If State spending still exceeds the State spending limitation, then the income tax rates will be reduced as provided by Section 201.5 of the Illinois Income Tax Act.

A complete text of the Taxpayer Accountability and Budget Stabilization Act is available on the Illinois General Assembly website at [www.ilga.gov](http://www.ilga.gov).

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## B. DEFINITIONS

Under the Act, the State spending limitation applies to specific types of appropriations or transfers from the State's general funds. The Act provides the following definitions of terms pertinent to the reporting requirement (35 ILCS 5/201.5 (h)):

***“State spending”*** means:

- i. The total amount authorized for spending by ***appropriation*** or ***statutory transfer*** from the ***State general funds*** in the applicable fiscal year; and
- ii. Any amounts the Governor places in reserves that are subsequently released from reserves following authorization by a Public Act.

***“Appropriation”*** means authority to spend money from a State general fund for a specific amount, purpose, and time period, including any supplemental appropriation or continuing appropriation, but does not include reappropriations from a previous fiscal year.

***“Statutory Transfer”*** means authority to transfer funds from one State general fund to any other fund in the State treasury, but does not include transfers made from one State general fund to another State general fund.

***“State general funds”*** means the General Revenue Fund (Fund 0001), the Common School Fund (Fund 0412), the General Revenue Common School Special Account Fund (Fund 0005), the Education Assistance Fund (Fund 0007), and the Budget Stabilization Fund (Fund 0686).

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## C. ADDITIONAL PROVISIONS

### **Public Acts, Continuing Appropriations and Statutory Transfers**

The definition of “appropriations” for purposes of the State Spending Limitation includes “continuing appropriations.” Continuing appropriations are those expenditures that are authorized by law for one or more fiscal periods without the necessity of further legislative action. Further, the definition of “state spending” includes “statutory transfers.” Like continuing appropriations, statutory transfers can occur in one fiscal period based on authorization granted in prior fiscal periods. Therefore, continuing appropriations and statutory transfers impacting the

State spending limitation may occur in Fiscal Year 2015 based on laws passed in previous years, and in some instances, several years ago.

Under the Secretary of State Act [15 ILCS 305/5 (9)], as amended by the Taxpayer Accountability and Budget Stabilization Act, the Secretary of State is required to notify the Auditor General of any *new* Public Act filed with that Office making an appropriation or a transfer of funds from the State treasury. Additional spending may occur based on *existing* statutory authority, and would be documented at the time of authorization or transfer in forms C-45 (Chart of Accounts Maintenance and Inquiry) and C-55 (Fund Transfer Notification) on file with the State Comptroller's Office.

The Auditor General's Office will review new Public Acts as they are filed with our Office by the Secretary of State. We will also review forms C-45 and C-55 provided by the State Comptroller's Office. The purpose of our reviews will be to identify all appropriations, supplemental appropriations, continuing appropriations and statutory transfers constituting "State spending" from "State general funds" (as those terms are defined in P.A. 96-1496). We will issue a report or reports under the Taxpayer Accountability and Budget Stabilization Act showing authorizations for spending or actual spending and their impact on the State spending limitation.

### **Reserves**

Under the Act, any amount placed in reserves is not State spending and shall not be considered when calculating the total amount of State spending [35 ILCS 5/201.5 (d)]. Notice of the Governor's designation of amounts to be set aside as reserves shall be given to the Auditor General, among other parties. However, any Public Act authorizing the use of amounts placed in reserve by the Governor is considered State spending, unless such Public Act authorizes the use of amounts placed in reserves in response to a fiscal emergency.

### **Fiscal Emergencies**

Under the Act, State spending authorized by law to address a fiscal emergency declared by the Governor and concurred in by the State Comptroller and State Treasurer shall not be considered "State spending" for purposes of the State spending limitation [35 ILCS 5/201.5 (g)].

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## **D. STATE SPENDING LIMITATION**

The State Spending Limitation for Fiscal Year 2015 is \$39,072,000,000 [35 ILCS 5/201.5 (b)].

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## **E. REPORT DEADLINE**

The Auditor General's report is due no later than 30 days after receiving notification of a new Public Act from the Secretary of State or 60 days after the effective date of the Public Act, whichever is earlier. As long as the deadline is met, the Auditor General may issue one report covering multiple Public Acts.

All reports are available on the Auditor General's website at [www.auditor.illinois.gov](http://www.auditor.illinois.gov).

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## F. LOG OF STATE SPENDING AUTHORIZATIONS

### Report #1:

On June 11, 2014, pursuant to 15 ILCS 305/5 (9), the Auditor General's Office received the following Public Act from the Secretary of State:

- P.A. 98-642, effective July 1, 2014. *(This Act contains both FY14 supplemental appropriations and FY15 new appropriations. This report reflects only the FY15 new appropriations, which are effective July 1, 2014. FY14 supplemental appropriations, which are effective June 9, 2014, were reported in FY14.)*

The complete text of all Public Acts and statutory citations is available on the General Assembly's website at [www.ilga.gov](http://www.ilga.gov).

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## G. STATE SPENDING ANALYSIS

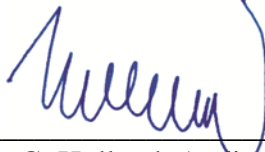
As of this report:

- Cumulative State Spending for Fiscal Year 2015 is \$221,500,000.00 ; and
- The balance of the Fiscal Year 2015 State Spending cap remaining is \$38,850,500,000.00.

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## H. CONCLUSION

It is our conclusion that the amount of State spending authorized to date for Fiscal Year 2015 does not exceed the State spending limitation. This report does not constitute a post audit or examination as that term is defined in generally accepted government auditing standards.



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William G. Holland, Auditor General

06-26-2014

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Date

Exhibit 1 TOTAL AMOUNT OF AUTHORIZED STATE SPENDING vs. FISCAL YEAR 2015 SPENDING CAP OF \$39,072,000,000							
1	2	3	4	5	6	7	8
Report Number	Authorization Type	Citation	Does it Impact the FY15 Cap?	Fund Number	Spending Authorization	FY15 Cumulative State Spending To Date	FY15 Balance of State Spending Cap Remaining
1-15	PA	98-642	Yes	001	\$221,500,000.00	\$221,500,000.00	\$38,850,500,000.00

Notes to Exhibit 1		
<p><b>Abbreviations (Column 2):</b>                      CA = Continuing Appropriation                      FE = Fiscal Emergency                      PA = Public Act                      R = Reserves                      ST = Statutory Transfer / TV = Transfer Voucher</p>	<p><b>Funds (Column 5):</b>                      0001 = General Revenue (GR)                      0005 = GR Common School Special Account                      0007 = Education Assistance                      0412 = Common School                      0686 = Budget Stabilization</p>	<p><b>Notes:</b></p> <ul style="list-style-type: none"> <li>• A positive amount in Column 6 <u>reduces</u> the amount remaining in Column 8.</li> <li>• A negative amount in Column 6 <u>increases</u> the amount remaining in Column 8.</li> </ul>