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March 15, 2024

MEMORANDUM

TO: The Honorable JB Pritzker, Governor, State of Illinois
The Honorable Don Harmon, President of the Senate
The Honorable Emanuel Chris Welch, Speaker of the House of Representatives
The Honorable Tony M. McCombie, Minority Leader of the House of Representatives
The Honorable John F. Curran, Minority Leader of the Senate

FROM: Clayton Klenke, Executive Director

RE: FY 2025 GAAP (Generally Accepted Accounting Principles) Report

Introduction

Included in this memorandum are the Commission on Government Forecasting and Accountability's revenue estimates formulated on a modified accrual basis in accordance with generally accepted accounting principles (GAAP). Public Act 90-0479, a synopsis of which is included in the Appendix, requires modified accrual basis estimates for the general funds, the Agricultural Premium Fund, the Road Fund, and the Motor Fuel Tax Fund.

Recognition of revenue and liability in the fiscal year of collection or payment has been the premise for formulating the Illinois budget and is known as cash basis budgeting. Estimates formulated on a modified accrual basis instead recognize revenue and liability in the fiscal year of accrual and provide an alternative perspective to the budget process.

Modified Accrual Basis Estimates

The Commission on Government Forecasting and Accountability estimates that FY 2025 revenue to the general funds on a modified accrual basis will be \$57.1 million higher than the cash basis estimate. The differential between the two estimates is because lapse period collections in FY 2025 are expected to be slightly higher than FY 2024 lapse period collections. This is mainly because anticipated lapse spending from income taxes and federal sources are expected to be modestly higher in FY 2025 as compared to FY 2024.

The Commission estimates that there will be a relatively small difference between modified accrual basis revenue to the Agricultural Premium Fund, the Road Fund, and the Motor Fuel Tax Fund in FY 2025. The following table summarizes the Commission’s estimates, while tables at the back of this document provide more detail of the analysis.

FY 2025 REVENUE ESTIMATES Summary Table (\$ in Millions)			
Estimated Revenue by Fund	CGFA Cash Basis vs. Modified Accrual Basis		
	CGFA FY 2025 Cash Basis (Current Law)	CGFA FY 2025 Modified Accrual Basis	Difference
General Funds	\$52,077.0	\$52,134.1	\$57.1
Agricultural Premium Fund	\$23.8	\$23.8	\$0.0
Road Fund	\$5,264.5	\$5,320.2	\$55.7
Motor Fuel Tax Fund	\$1,247.7	\$1,249.0	\$1.3

The Governor’s Office of Management and Budget included their cash basis and modified accrual revenue estimates in the FY 2025 Budget Book. The GOMB’s FY 2025 cash basis revenue estimate is \$52.993 billion. This estimate is \$916 million above the Commission’s cash basis estimate of \$52.077 billion. However, the primary reason for the extent of this difference is that GOMB’s forecast includes approximately \$1.098 billion in revenue adjustments in their forecast that would require change to State law. The Commission’s estimate is based on current law. If these adjustments are removed from GOMB’s total, their estimate would be lowered to \$51.895 billion, which is \$182 million less than the CGFA’s comparable FY 2025 figure of \$52.077 billion.

The GOMB’s FY 2025 General Funds estimate on a modified accrual basis is reported to be \$53.123 billion (when not including the beginning fund balance of \$4.050 billion), which is \$130 million above their cash basis estimate. If, again, removing the Governor’s proposed revenue adjustments from this estimate, the modified total would be \$52.025 billion. This figure is \$109 million below the Commission’s comparable modified accrual basis estimate of \$52.134 billion.

Methodology for Modified Accrual Basis Revenue Estimates

In general, the Commission on Government Forecasting and Accountability's modified accrual revenue estimates were formulated as follows:

- 1) obtained historical amounts of revenue accrued in a given fiscal year but received during July and August of the following fiscal year, or later during the following fiscal year in the case of federal reimbursements associated with Section 25 of the State Finance Act;
- 2) used historical data to calculate the percentage of a fiscal year's cash basis receipts attributable to the previous fiscal year;
- 3) used data described above and additional insight from relevant agencies to formulate estimates of accrued revenue to be received after the close of fiscal years 2024 and 2025;
- 4) used these estimates of accrued revenue received after the close of fiscal years 2024 and 2025 to convert fiscal year 2025 cash basis revenue estimates to modified accrual basis estimates by subtracting fiscal year 2025 cash receipts attributable to fiscal year 2024 and adding fiscal year 2026 cash receipts attributable to fiscal year 2025.

It should also be noted that:

- 1) for federal revenues to the general funds, the Governor's Office of Management and Budget estimates are principally used given GOMB's role in coordinating federal receipts and the estimates' similarity to such receipts in previous fiscal years;
- 2) in accordance with Public Act 90-0479, the Commission also formulated fund balance estimates – however, GOMB's estimated fiscal year 2025 beginning cash basis fund balances were utilized for the Agricultural Premium Fund, the Road Fund, and the Motor Fuel Tax Fund;
- 3) the Governor's Office of Management and Budget's estimates of expenditures were utilized for fund balance calculations given the Commission does not routinely estimate expenditures.

Background

Each year, the Comptroller's office produces the *Annual Comprehensive Financial Report* (ACFR). The ACFR is the State's official annual report, which provides the readers with the financial position of the State as of June 30 each year, and results of operations during the fiscal year. The report is intended to provide the State's taxpayers, managers, investors, creditors, lawmakers, and other users with information in accordance with GAAP. The State of Illinois' daily activities are operated on a "cash basis," where bills are paid with the available balances of cash on hand.

Cash basis budgets are based on estimates of the cash balance available at the beginning of the fiscal year, the amount of revenue actually received during July through June of the fiscal year, the amount of expenditures actually made during July through June of the

fiscal year, and the ending cash balance. Budgeting on a modified accrual basis instead recognizes revenues and expenditures as they accrue.

Funds

Below is a brief description of the funds for which modified accrual estimation is required.

- General Funds - The general funds support operations and programs of numerous State agencies with revenues from various sources, the largest of which include income taxes, sales taxes, and federal sources. The following funds are included in the “general funds” category: General Revenue Fund, Education Assistance Fund, Common School Fund, General Revenue-Common School Special Account Fund, Fund for the Advancement of Education, Commitment to Human Services Fund, and the Budget Stabilization Fund.
- Agricultural Premium Fund – The purpose of this Fund is to record payments of premium awards to exhibitors and to encourage county and state fairs. Revenues come from portions of pari-mutuel taxes on harness racing; the 5% pari-mutuel tax on running races, and 1% proceeds from State Fair and Department of Agriculture refunds.
- Road Fund – The purpose of this Fund is to finance highway maintenance and construction, traffic control and safety, policing, administering driver's license and motor vehicle license laws and other transportation programs.
- Motor Fuel Tax Fund – The purpose of this Fund is to receive taxes assessed under the Motor Fuel Tax Law and the Petroleum Standards Acts. Monies in the Fund are expended pursuant to appropriation by the Illinois Department of Transportation for activities related to the enforcement of the Acts.

FY 2025 GAAP REPORT

Supplementary Notes March, 2024

Cash Basis Revenue Estimate vs. Modified Accrual Basis Revenue Estimate

- It is estimated that there will be a relatively small difference between FY 2025 revenue measured on a cash basis and FY 2025 revenue measured on a modified accrual basis. The modified accrual basis general funds estimate is \$57 million higher than the cash basis estimate.
- The differential between the two estimates is simply because lapse period collections in FY 2025 are expected to be slightly higher than FY 2024 lapse period collections.
- Fund balance estimates were made utilizing both cash basis and modified accrual basis revenue and expenditure estimates.
- The cash basis fund balance calculation starts with an actual FY 2024 beginning cash balance of \$2.226 billion, per the financial summary table published in the FY 2025 Budget Book. The FY 2025 beginning cash balance is calculated by adding the Commission’s FY 2024 estimated cash basis revenues to the FY 2024 beginning cash balance and by subtracting GOMB’s FY 2024 cash basis spending estimate.

Description	Amount	Source
FY24 Beginning Cash Balance:	\$2.226 billion	FY25 Budget Book
FY24 CGFA Est. Base Cash Revenue:	\$52.590 billion	CGFA
FY24 Est. Cash Spending:	(\$51.943 billion)	FY25 Budget Book
FY24 Ending/FY25 Beginning Cash Balance:	\$2.873 billion	Calculation

The “modified accrual basis” fund balance calculation starts by adjusting the estimated FY 2025 beginning balance for outstanding revenues and liabilities not accounted for in the cash basis beginning balance.

Description	Amount	Source
FY24 Ending/FY25 Beginning Cash Balance:	\$2.873 billion	Calculation
FY25 Cash Receipts Attributable to FY24:	\$2.147 billion	CGFA
FY24 Lapse Period/Section 25 Spending:	(1.866 billion)	FY25 Budget Book
FY24 End/FY25 Begin. Modified Accrual Bal.:	\$3.154 billion	Calculation

The estimated FY 2025 modified accrual basis ending balance is calculated by adding estimates of FY 2025 modified accrual basis revenue and subtracting GOMB estimated FY 2025 expenditures, adjusted to a modified accrual basis by subtracting estimates of

prior year lapse period and Section 25 spending and adding estimates of current year lapse period and Section 25 spending.

Description	Amount	Source
FY25 Est. Beginning Modified Accrual Balance:	\$3.154 billion	Calculation
FY25 Estimated Modified Accrual Revenue:	\$52.134 billion	CGFA
FY25 Estimated Modified Accrual Expenditures:	(\$52.675 billion)	FY25 Budget Book
FY24 Est. Ending Modified Accrual Balance:	\$2.613 billion	Calculation

The estimated FY 2025 modified accrual basis ending balance results in a surplus of over \$2.6 billion.

A projected surplus, especially of this magnitude, is a significant change from anticipated balances projected in past year reports. This improvement is due to several factors including a higher anticipated beginning cash balance, revenue estimates above initial spending projections for FY 2024, and lapse period / Section 25 spending estimates at comparably lower levels than previous years.

FY 2025 REVENUE ESTIMATES - ANALYSIS OF CASH BASIS VS. MODIFIED ACCRUAL BASIS

Agricultural Premium Fund, Road Fund, & Motor Fuel Tax Fund

\$'s in Millions

Agricultural Premium Fund

	FY 2025	FY 2025 Cash Receipts Attributable to FY 2024	FY 2026 Cash Receipts	FY 2025
	Cash Basis	\$'s	Attributable to FY 2025 - \$'s	Modified Accrual Basis
Estimated Revenue	\$23.8	\$4.0	\$4.0	\$23.8
		16.7%		
Estimated Fund Balance	FY 2025 Beginning Balance	Revenue	Expenditures	FY 2025 Ending Balance
Cash Basis	\$1.9	\$23.8	\$22.5	\$3.2
Modified Accrual Basis	\$1.9	\$23.8	\$22.5	\$3.2

Road Fund

	FY 2025	FY 2025 Cash Receipts Attributable to FY 2024	FY 2026 Cash Receipts	FY 2025
	Cash Basis	\$'s	Attributable to FY 2025 - \$'s	Modified Accrual Basis
Estimated Revenue	\$5,264.5	\$821.9	\$871.6	\$5,320.2
		16.7%		
Estimated Fund Balance	FY 2025 Beginning Balance	Revenue	Expenditures	FY 2025 Ending Balance
Cash Basis	\$2,875.9	\$5,264.5	\$5,282.7	\$2,857.7
Modified Accrual Basis	\$2,875.9	\$5,320.2	\$5,282.7	\$2,913.4

Motor Fuel Tax Fund

	FY 2025	FY 2025 Cash Receipts Attributable to FY 2024	FY 2026 Cash Receipts	FY 2025
	Cash Basis	\$'s	Attributable to FY 2025 - \$'s	Modified Accrual Basis
Estimated Revenue	\$1,247.7	\$207.0	\$208.3	\$1,249.0
		16.7%		
Estimated Fund Balance	FY 2025 Beginning Balance	Revenue	Expenditures	FY 2025 Ending Balance
Cash Basis	\$100.4	\$1,247.7	\$1,096.9	\$251.1
Modified Accrual Basis	\$100.4	\$1,249.0	\$1,096.9	\$252.4

NOTES:

* The Governor's Office of Management and Budget (GOMB) estimated FY 2025 beginning cash balances are utilized for the Agricultural Premium Fund, the Road Fund, and the Motor Fuel Tax Fund.

* FY 2025 estimated beginning modified accrual balances were assumed to equal FY 2025 estimated beginning cash balances.

* Fund balance calculations utilize the GOMB's spending estimates as the CGFA does not formulate estimates of expenditures.

* Estimates of modified accrual basis spending equal the GOMB's estimates of cash basis spending as FY 2024 and FY 2025 lapse period spending are assumed to be equal.

APPENDIX

Synopsis of Public Act 90-0479 (15 ILCS 20/50-5), Pertaining to Budget Formulation

Public Act 90-0479 (15 ILCS 20/50-5), effective August of 1997, requires that the State budget, both underlying revenue and spending estimates, for the following funds be formulated on a modified accrual basis in concert with generally accepted accounting principles (GAAP):

- 1) General Funds;
- 2) Agricultural Premium Fund;
- 3) Road Fund;
- 4) Motor Fuel Tax Fund.

Revenue estimates for a fiscal year are to include:

- 1) the estimated beginning fund balance;
- 2) plus the revenues estimated to be received from July through June of the fiscal year;
- 3) plus receipts due to the state as of June 30 but expected to be collected during the lapse period;
- 4) minus the receipts collected during the first two months of the fiscal year that are attributable to the previous fiscal year;
- 5) plus federal reimbursements associated with State expenditures made in accordance with Section 25 of the State Finance Act.

Spending estimates for a fiscal year are to include:

- 1) expenditures estimated to be made from July through June of the fiscal year;
- 2) plus expenditures estimated to be incurred in the fiscal year but paid in the following fiscal year;
- 3) minus costs paid in the fiscal year which were incurred in the previous fiscal year.

Both revenue and expenditure estimates for a fiscal year are to include all transfers between funds that are based on revenues received or costs incurred during the fiscal year.

The Commission on Government Forecasting and Accountability is to prepare revenue and fund transfer estimates in accordance with Public Act 90-0479 each year. These estimates are to be reported to the General Assembly and the Governor.

For other funds not specified in Public Act 90-0479, proposed expenditures and appropriations are not to exceed estimated available funds for the budgeted fiscal year.