

## New Issue – Book-Entry-Only

*This Official Statement provides information about the Bonds. Some of the information appears on this cover page for ready reference. A prospective investor should read the entire Official Statement to make an informed investment decision.*

**\$114,905,000**  
**STATE OF MAINE**  
**GENERAL OBLIGATION BONDS**  
**Consisting of**  
**\$16,040,000 2020 Series A**  
**(Federally Taxable)**  
**And**  
**\$98,865,000 2020 Series B**

<b><i>Dated: Date of Delivery</i></b>	Due: as shown on the inside cover
<b><i>Bond Ratings</i></b>	See “RATINGS” herein.
<b><i>Interest Payment Dates</i></b>	June 1 and December 1, commencing December 1, 2020.
<b><i>Redemption</i></b>	The Bonds are not subject to redemption prior to maturity.
<b><i>Source of Payment</i></b>	The Bonds will be general obligations of the State of Maine (“the State”) and the full faith and credit of the State are pledged to the punctual payment of principal of and interest on the Bonds, with the State Treasurer being obligated under the Maine Constitution to set aside available General Fund revenues to the extent needed to make said payments if legislative appropriations are insufficient, as more fully described herein. See “DESCRIPTION OF THE BONDS” herein.
<b><i>Tax Matters</i></b>	In the opinion of Locke Lord LLP, Bond Counsel to the State, interest on the Series A Bonds is included in the gross income of the owners of the Series A Bonds for federal income tax purposes. Interest on the Series B Bonds is excluded from gross income for federal income tax purposes under the Internal Revenue Code of 1986, as amended. Interest on the Series B Bonds will not be included in computing the alternative minimum taxable income for individuals. Under existing law, interest on the Bonds is excluded from gross income for State income tax purposes. Bond Counsel expresses no opinion regarding any other tax consequences related to the ownership or disposition of, or the accrual or receipt of interest on, the Bonds. See “TAX MATTERS” herein.
<b><i>Purpose</i></b>	The Bonds are being issued to finance certain capital expenditures of the State. See “DESCRIPTION OF THE BONDS” herein.
<b><i>Initial Denominations</i></b>	Multiples of \$5,000.
<b><i>Closing</i></b>	June 24, 2020.
<b><i>Global Book-Entry System</i></b>	The Bonds, when issued, will be registered in the name of Cede & Co., as the nominee of The Depository Trust Company (“DTC”), New York, New York. DTC will act as securities depository (the “Securities Depository”) of the Bonds. Purchasers of the Bonds will not receive certificates representing their interests in the Bonds purchased.
<b><i>Bond Counsel</i></b>	Locke Lord LLP. See “TAX MATTERS” herein.
<b><i>Municipal Advisor</i></b>	Hilltop Securities Inc. See “MUNICIPAL ADVISOR” herein.
<b><i>Issuer Contact</i></b>	Henry E.M. Beck, Esq., Treasurer of State. See “MISCELLANEOUS” herein.

**Goldman Sachs & Co. LLC**

**J.P. Morgan**

**Raymond James**

**Siebert Williams Shank & Co., LLC**

## MATURITIES, AMOUNTS, INTEREST RATES AND YIELDS

**\$114,905,000**  
**State of Maine**  
**General Obligation Bonds**

**\$16,040,000**  
**General Obligation Bonds, 2020 Series A**  
**(Federally Taxable)**

<b><u>Maturity</u></b> <b><u>(June 1)</u></b>	<b><u>Principal</u></b> <b><u>Amount</u></b>	<b><u>Interest</u></b> <b><u>Rate</u></b>	<b><u>Yield</u></b>	<b><u>CUSIP</u></b> <b><u>No.</u></b>
2022	\$12,770,000	1.250%	0.743%	56052AE77
2023	3,270,000	1.250%	0.899%	56052AE85

**\$98,865,000**  
**General Obligation Bonds, 2020 Series B**

<b><u>Maturity</u></b> <b><u>(June 1)</u></b>	<b><u>Principal</u></b> <b><u>Amount</u></b>	<b><u>Interest</u></b> <b><u>Rate</u></b>	<b><u>Yield</u></b>	<b><u>CUSIP</u></b> <b><u>No.</u></b>
2023	\$9,500,000	5.000%	0.280%	56052AD78
2024	12,770,000	5.000%	0.360%	56052AD86
2025	12,770,000	5.000%	0.440%	56052AD94
2026	12,765,000	5.000%	0.620%	56052AE28
2027	12,765,000	5.000%	0.730%	56052AE36
2028	12,765,000	5.000%	0.830%	56052AE44
2029	12,765,000	5.000%	0.900%	56052AE51
2030	12,765,000	5.000%	1.000%	56052AE69

No dealer, broker, salesperson or other person has been authorized by the State or the underwriters listed on the cover page hereof (the "Underwriters") to give any information or to make any representation, other than those contained in this Official Statement. If given or made, such other information or representation must not be relied upon as having been authorized by the State or the Underwriters. This Official Statement does not constitute an offer to sell or the solicitation of an offer to buy nor shall there be any sale of the Bonds by any person in any jurisdiction in which it is unlawful for such person to make such offer, solicitation or sale. The information and expressions of opinions herein are subject to change without notice and neither the delivery of this Official Statement nor any sale made hereunder shall under any circumstance create any implication that there has been no change in the affairs of the State since the date hereof.

The Underwriters have provided the following sentence for inclusion in this Official Statement. The Underwriters have reviewed the information in this Official Statement in accordance with, and as part of, their responsibilities to investors under the federal securities laws as applied to the facts and circumstances of this transaction, but the Underwriters do not guarantee the accuracy or completeness of such information.

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TABLE OF CONTENTS

INTRODUCTION ..... 1  
DESCRIPTION OF THE BONDS ..... 1  
INFORMATION CONCERNING THE STATE ..... 2  
    COVID-19 Impact ..... 2  
LITIGATION ..... 5  
TAX MATTERS..... 5  
    Series B Bonds – Tax Exempt Bonds ..... 5  
    Series A Bonds – Federally Taxable Bonds ..... 7  
DOCUMENTS ACCOMPANYING DELIVERY OF THE BONDS ..... 13  
    Absence of Litigation..... 13  
    Treasurer’s Certificate ..... 14  
    Legal Opinions..... 14  
    Secondary Market Disclosure ..... 14  
THE DEPOSITORY TRUST COMPANY ..... 15  
RATINGS ..... 18  
UNDERWRITING ..... 18  
MUNICIPAL ADVISOR..... 19  
MISCELLANEOUS ..... 19  
  
APPENDIX A – State of Maine Information Statement ..... A-1  
APPENDIX B – Selected Financial Information Pertaining to the State of Maine  
    for Fiscal Years 2015 through 2019..... B-1  
APPENDIX C – Certain Revenues of the State (Unaudited) ..... C-1  
APPENDIX D – Selected Information Regarding Authorized and Outstanding  
    Debt of the State..... D-1  
APPENDIX E – Maine Public Employees Retirement System Actuarial Balance Sheet  
    June 30, 2019 ..... E-1  
APPENDIX F – Selected Economic Information with Respect to the State ..... F-1  
APPENDIX G – Proposed Forms of Approving Opinions of Bond Counsel ..... G-1  
APPENDIX H – Secondary Market Disclosure ..... H-1

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**INTRODUCTION**

This Official Statement, including the cover page hereof and the Appendices hereto, sets forth certain information in connection with the issuance by the State of Maine (the “State” or “Maine”) of its \$16,040,000 General Obligation Bonds, 2020 Series A (Federally Taxable) (the “Series A Bonds”) and its \$98,865,000 General Obligation Bonds, 2020 Series B (the “Series B Bonds” and, together with the Series A Bonds, the “Bonds”). The Bonds are authorized by, and are being issued pursuant to, Article IX, Section 14, of the Constitution of the State and certain laws of the State which were ratified by voters of the State voting in elections thereon. See Appendix D hereto. The Bonds will be general obligations of the State.

**DESCRIPTION OF THE BONDS**

The Bonds will bear interest from the date of their delivery payable semiannually on June 1 and December 1 of each year, commencing December 1, 2020, until payment of the principal of the Bonds. Interest on the Bonds will be paid on the interest payment dates, and principal of the Bonds will be paid at maturity, to The Depository Trust Company, New York, New York (“DTC”) or its nominee as registered owner of the Bonds. So long as DTC or its nominee is the registered owner of the Bonds, disbursement of such payments to DTC is the responsibility of the State, disbursement of such payments to the Direct Participants (as defined under the heading “The Depository Trust Company” below) is the responsibility of DTC, and disbursement of such payments to the Beneficial Owners (as defined under the heading “The Depository Trust Company” below) is the responsibility of the Direct Participants or Indirect Participants (as defined under the heading “The Depository Trust Company” below) as more fully described herein. See “The Depository Trust Company” below. The Bonds will bear interest at the rates and will mature on the dates and in the amounts set forth on the inside cover page hereof. Interest on the Bonds will be computed on the basis of a 30-day month and a 360-day year.

The Bonds are not subject to redemption prior to maturity.

The Bonds are general obligations of the State and the full faith and credit of the State are pledged to the punctual payment of principal of and interest on the Bonds. Article V, Part Third, Section 5 of the Constitution of the State provides that **if sufficient funds are not appropriated to pay the principal of and interest on all bonded debt (including the Bonds), when due, then the Treasurer of State is obligated to set apart from the first General Fund revenues thereafter received an amount sufficient to make payment of principal of and interest on the Bonds as such principal and interest become due.**

The Bonds are being issued to finance certain capital expenditures of the State. See Appendix D hereto.

## INFORMATION CONCERNING THE STATE

Certain information regarding the State is included in Appendix A hereto. The State's audited financial statements for the fiscal year ended June 30, 2019 and certain other selected financial information pertaining to the State are included in Appendix B hereto. Certain information with respect to revenues of the State is included in Appendix C hereto. Certain information regarding authorized and outstanding debt of the State is included in Appendix D hereto. Certain information derived from actuarial valuation reports for the retirement programs administered by the Maine Public Employees Retirement System is included in Appendix E hereto. Selected economic information pertaining to the State is included in Appendix F hereto.

### COVID-19 Impact

The following information provides an overview of State actions taken in response to the public health crisis caused by the strain of coronavirus called COVID-19 ("COVID-19") and certain known impacts on the State's economy and its financial condition to date. The State cannot at this time predict the ultimate economic and fiscal impacts.

*COVID-19 Outbreak.* The outbreak of COVID-19, a respiratory disease caused by a new strain of coronavirus, has been declared a pandemic by the World Health Organization and led to a declaration of a national state of emergency in the United States. The State of Maine and other state and local governments in the United States have declared states of emergency and issued numerous other public health emergency orders that severely restrict movement and limit businesses and activities to essential functions. These actions and the effects of COVID-19 have significantly disrupted economic activity at all levels, including within the State, and have caused significant volatility in financial markets around the world, including in the United States.

In response to the public health crisis created by COVID-19, since early March, the Governor of Maine has issued multiple executive orders and declarations and taken various actions to protect the public health in an effort to reduce community spread of the virus and protect Maine's citizens. These measures have included, among others, closing or restricting access to certain businesses and activities, issuing a "stay at home" directive for most citizens, restricting nonessential travel, requiring self-quarantining by persons traveling into the State, suspension of lodging and short-term rental operations, and limiting movement of all persons in Maine to those necessary to obtain or provide essential services or conduct essential activities. The current state of emergency has been extended to June 11 and may be further extended if circumstances warrant. While steps toward reopening the State have begun, the speed and scope of the reopening process will depend upon progress toward limiting the continued spread of the disease.

*Impact on State Finances.* The economic, financial and budgetary impacts on the State and its economy from the measures taken to combat the spread of COVID-19, while not fully knowable at this time, are expected to be significant.

When the COVID-19 public health crisis became clear in March, the Administration of Governor Mills (the "Administration") and the State of Maine Legislature (the "Legislature") worked to finalize the supplemental budget, limiting it to address immediate needs with a focus on



addressing the impact of COVID-19. The increased revenue forecast (as of March 1, 2020), which was completed prior to the onset of the COVID-19 crisis, was included as budgeted resources but excluded from spending. Following the 2nd Regular Session of the 129th Legislature and including the supplemental budget enacted in March, Maine's General Fund total appropriation for fiscal year 2020 was \$193 million less than its total projected resources.

In order to give Maine people and businesses some fiscal breathing room at the beginning of the COVID-19 crisis and in alignment with a decision announced by the Federal government, the State extended the payment deadline for Maine individual and corporate income tax payments (final and estimated) from April 15, 2020, to July 15, 2020. The Federal and State governments also recently extended the payment deadline of the June 15, 2020 estimated payments to July 15, 2020. To reflect the change in payment date, the State will accrue the budgeted revenue, adjusted for any actual payments received; April's accrual is approximately \$264.4 million, refer to Appendix C under "Preliminary Undedicated Revenues, General Fund, Ten Months Ended April 30, 2020 Fiscal Year Ending June 30, 2020", herein for further detail. Accruing for these deferred tax revenues keeps the revenues aligned in the fiscal year in which they are earned. This deferred payment date will result in lower than budgeted income tax collections through the remainder of fiscal year 2020, but the accrual shows that these receipts are earned and expected by the State. The State may take additional remedial action if actual July collections are less than projected if necessary to maintain a balanced budget for fiscal year 2021.

Maine was well poised economically before the onset of the COVID-19 pandemic: the State's population had grown for 4 straight years (*Source: U.S. Census Bureau*); the unemployment rate was lower than national average (*Source: Maine Department of Labor*); the State's pension plan is funded at 82% with the fifth lowest discount rate of all the states (*Source: National Association of State Retirement Administrators, Issue Brief February 2020*); and the State's Unemployment Insurance trust fund was the 11th strongest in the country (*Source: Tax Foundation as of April 25, 2020*). Additionally, due to Maine's large cash reserve balance, the State has not issued bond anticipation notes since 2015 or tax anticipation notes as short-term borrowing to cover cash flows since 2006. Even with the tax payment delay described above, the State does not expect to need to issue any tax anticipation notes. The decision to delay the tax payment date does impact cash flow, but Maine's liquidity/cash pool strength was a primary consideration when making the decision to extend the filing and payment deadlines.

The economic impact of COVID-19 to date has been significant. For the month of April, the unemployment rate in the State rose to 10.6%, as compared to 3.2% in March. According to the State Department of Labor, 98,400 payroll jobs were lost in April and an additional 28,600 persons were no longer in the labor workforce as compared to February. The largest job losses, 42,600, occurred in the hospitality sector.

The State is using its 2018 stress test, jointly prepared by the Consensus Economic Forecasting Commission ("CEFC") and the Revenue Forecasting Committee ("RFC"), as a way to estimate the fiscal impact of this epidemic while waiting for actual economic and revenue figures. Applying the "worst case scenario" to projected sales and income tax collections between April and June reflects an estimate of \$200 million below budget for fiscal year 2020. Because of several factors - the estimated year end fund balance of \$193 million; limiting the use of allotment reserves, which total more than \$70 million, to emergency purposes only; the Governor's direction to assess all hiring and any spending of prior year balances through an emergency lens; and the

deferred tax payment date - the General Fund budget is not currently expected to be materially out of balance.

The State does not currently anticipate any additional fiscal year 2020 expenditures due to COVID-19 that would not be covered by existing State and Federal resources, including authorized the Coronavirus Aid, Relief, and Economic Security (“CARES”) Act funding.

Using the 2018 stress test, the State currently estimates the fiscal year 2021 revenue shortfall to be in the range of \$450 - \$525 million, which is 11 - 13% below the current General Fund forecast for fiscal year 2021. This estimate will be officially updated when the CEFC/RFC forecasting exercise is completed at the end of July. The updated forecast will be used for a fiscal year 2021 supplemental budget and to develop the fiscal year 2022/2023 biennial budget which is due to the Legislature at the beginning of calendar year 2021.

The Administration continues to monitor real time metrics, including traffic counts and unemployment data, and will study the monthly revenues closely each month and intends to make adjustments as needed. The Consensus Economic Forecasting Commission will convene at the end of June, when it will have actual data for an entire quarter of COVID-19 impacts to incorporate into its forecast. The Revenue Forecasting Committee will meet in July to update revenue estimates based on the economic forecast provided by the CEFC. The State foresees a significant reduction in revenues as a result of the COVID-19 crisis that will impose budgetary constraints on the State’s normal operations. As part of the National Governors’ Association, Maine continues to convey the need for additional direct Federal support to State and local governments, as well as flexibility for the funding already authorized via the CARES Act. The Mills’ administration worked with the Legislature to take steps to safeguard Maine’s economy, but with all states facing reductions in revenue as a result of this virus, a strong Federal partnership will help Maine continue to protect public health and safety and spearhead an economic recovery.

The COVID-19 crisis has also caused significant volatility in global and national financial markets. Longer-term adverse economic and financial market performance will also have longer-term State budget consequences due to the effects on the funded status of the State’s retirement plans and OPEB liabilities and resulting annual funding requirements. However, it is not possible at this time to estimate the likely impacts.

*Expected Federal Support.* The State also expects to receive financial support from the Federal government through a variety of mechanisms and legislative actions. In particular, the FMAP percentage for Medicaid reimbursements has been increased resulting in estimated positive budgetary impact of \$80-90 million in the current fiscal year and an estimated \$40-45 million for each quarter in fiscal year 2021 for as long as the Federal national emergency declaration remains in effect. The State is also entitled to reimbursement for 75% of eligible costs of responding to COVID-19 from FEMA, which may be received over multiple fiscal years. The State has received to date \$1.25 billion of Coronavirus Relief Fund monies under the CARES Act for costs incurred in connection with responding to COVID-19 between March 1, 2020, and December 30, 2020, which also can be used to cover any State match portion of costs reimbursed by FEMA. The CARES Act also provides additional funding statewide under various programs of up to \$671 million. Some portion of these direct payments to programs could reduce the overall COVID-19 expenses funded through State general revenues. The foregoing programs are subject to various conditions and restrictions contained in the applicable legislative acts or in interpretive guidance provided by various Federal agencies and the estimated funding amounts provided herein are



subject to adjustment. Additionally, the Governor and/or Legislature may need to take certain actions to request and receive Federal funding. However, the State expects that it will qualify and satisfy various conditions such that Federal moneys are available to provide budgetary relief in the current and next fiscal year. There may also be additional Federal legislation that provides increased financial assistance to the State but no assurance can be provided regarding future Federal programs or funding.

*Conclusion.* It is likely that the full financial impact of COVID-19 on the State, its economy, and its financial position will change significantly as circumstances and events evolve. In early May, the Governor established an Economic Recovery Committee charged with developing recommendations to mitigate the damage to Maine’s economy caused by the ongoing COVID-19 pandemic and to jumpstart a long-term economic recovery for Maine people, businesses, and organizations. It is not possible at present to project with any reasonable degree of certainty the impact on State revenues, expenditures, reserves, budget, or financial position nor is it possible to predict the short-term and long-term impact of COVID-19 on the Maine economy and its individual sectors. No assurance can be given regarding future events or impacts because many actions and events are unpredictable, unknowable at this time, and outside the control of the State.

## **LITIGATION**

There is no controversy or litigation of any nature now pending or, to the knowledge of the Department of the Attorney General, threatened, seeking to restrain or enjoin the issuance, sale, execution or delivery of the Bonds, or in any way contesting or affecting the validity of the Bonds, or any law or other authorization with respect to the issuance or sale of the Bonds, or the payment of the Bonds, or the existence or powers of the State, or the title to their respective offices of the present officers of the State who are responsible for the issuance, sale, execution or delivery of the Bonds. See “Litigation” in Appendix A hereto.

## **TAX MATTERS**

### **Series B Bonds – Tax Exempt Bonds**

In the opinion of Locke Lord LLP, Bond Counsel to the State (“Bond Counsel”), based upon an analysis of existing laws, regulations, rulings, and court decisions, and assuming, among other matters, compliance with certain covenants, interest on the Series B Bonds is excluded from gross income for federal income tax purposes under Section 103 of the Internal Revenue Code of 1986, as amended (the “Code”). Bond Counsel is of the further opinion that interest on the Series B Bonds will not be included in computing the alternative minimum taxable income of Bondholders who are individuals. Bond Counsel expresses no opinion regarding any other federal tax consequences arising with respect to the ownership or disposition of, or the accrual or receipt of interest on, the Series B Bonds.

The Code imposes various requirements relating to the exclusion from gross income for federal income tax purposes of interest on obligations such as the Series B Bonds. Failure to comply with these requirements may result in interest on the Series B Bonds being included in gross income for federal income tax purposes, possibly from the date of original issuance of the Series B Bonds. The State has covenanted to comply with such requirements to ensure that interest

on the Series B Bonds will not be included in federal gross income. The opinion of Bond Counsel assumes compliance with these requirements.

Bond Counsel is also of the opinion that, under existing law, interest on the Series B Bonds is excluded from gross income for Maine income tax purposes. Bond Counsel expresses no opinion regarding any other Maine tax consequences arising with respect to the Series B Bonds. Bond Counsel also has not opined as to the taxability of the Series B Bonds or the income therefrom under the laws of any state other than Maine. A complete copy of the proposed form of opinion of Bond Counsel with respect to the Series B Bonds is set forth in Appendix G hereto.

To the extent the issue price of any maturity of the Series B Bonds is less than the amount to be paid at maturity of such Series B Bonds (excluding amounts stated to be interest and payable at least annually over the term of such Series B Bonds), the difference constitutes “original issue discount,” the accrual of which, to the extent properly allocable to each owner thereof, is treated as interest on the Series B Bonds which is excluded from gross income for federal income tax purposes and is exempt from Maine personal income taxes. For this purpose, the issue price of a particular maturity of the Series B Bonds is the reasonably expected initial offering price to the public or the first price at which a substantial amount of such maturity of the Series B Bonds is sold to the public, as applicable. The original issue discount with respect to any maturity of the Series B Bonds accrues daily over the term to maturity of such Series B Bonds on the basis of a constant interest rate compounded semiannually (with straight-line interpolations between compounding dates). The accruing original issue discount is added to the adjusted basis of such Series B Bonds to determine taxable gain or loss upon disposition (including sale, redemption, or payment on maturity) of such Series B Bonds. Beneficial owners of the Series B Bonds should consult their own tax advisors with respect to the tax consequences of ownership of Series B Bonds with original issue discount, including the treatment of purchasers who do not purchase such Series B Bonds in the original offering to the public at the reasonably expected initial offering price to the public, or, if applicable, the first price at which a substantial amount of such Series B Bonds is sold to the public.

Series B Bonds purchased, whether at original issuance or otherwise, for an amount greater than the stated principal amount to be paid at maturity of such Series B Bonds, or, in some cases, at the earlier redemption date of such Series B Bonds (“Premium Series B Bonds”), will be treated as having amortizable bond premium for federal income tax purposes and for Maine personal income tax purposes. No deduction is allowable for the amortizable bond premium in the case of obligations, such as the Premium Series B Bonds, the interest on which is excluded from gross income for federal income tax purposes. However, a beneficial owner’s basis in a Premium Series B Bond will be reduced by the amount of amortizable bond premium properly allocable to such beneficial owner. Holders of Premium Series B Bonds should consult their own tax advisors with respect to the proper treatment of amortizable bond premium in their particular circumstances.

Prospective beneficial owners should be aware that certain requirements and procedures contained or referred to in the relevant documents may be changed and certain actions (including, without limitation, defeasance of the Series B Bonds) may be taken or omitted under the circumstances and subject to the terms and conditions set forth in such documents. Bond Counsel has not undertaken to determine (or to inform any person) whether any actions taken (or not taken) or events occurring (or not occurring) after the date of issuance of the Series B Bonds may adversely affect the value of, or the tax status of interest on, the Series B Bonds.

Legislation affecting tax-exempt obligations is regularly considered by the United States Congress and may also be considered by the Maine legislature. Court proceedings may also be filed, the outcome of which could modify the tax treatment of obligations such as the Series B Bonds. There can be no assurance that legislation enacted or proposed, or actions by a court, after the date of issuance of the Series B Bonds will not have an adverse effect on the tax status of interest on the Series B Bonds or the market value or marketability of the Series B Bonds. These adverse effects could result, for example, from changes to federal or state income tax rates, changes in the structure of federal or state income taxes (including replacement with another type of tax), or repeal (or reduction in the benefit) of the exclusion of interest on the Series B Bonds from gross income for federal or state income tax purposes for all or certain taxpayers.

The Series B Bonds are not subject to special mandatory redemption, and the interest rates on the Series B Bonds are not subject to adjustment, in the event of any such change in the tax treatment of interest on the Series B Bonds. Prospective beneficial owners are urged to consult their own tax advisors with respect to any such legislation, interpretation or development.

Although Bond Counsel is of the opinion that interest on the Series B Bonds is excluded from gross income for federal income tax purposes and is exempt from Maine personal income taxes, the ownership or disposition of, or the accrual or receipt of interest on, the Series B Bonds may otherwise affect a beneficial owner's federal or state tax liability. Among other possible consequences of ownership or disposition of, or the accrual or receipt of interest on, the Series B Bonds, the Code requires recipients of certain social security and certain railroad retirement benefits to take into account receipts or accruals of interest on the Series B Bonds in determining the portion of such benefits that are included in gross income. The nature and extent of these other tax consequences will depend upon the particular tax status of the beneficial owner or the beneficial owner's other items of income, deduction or exclusion. Bond Counsel expresses no opinion regarding any such other tax consequences, and beneficial owners should consult with their own tax advisors with respect to such consequences.

### **Series A Bonds – Federally Taxable Bonds**

In the opinion of Bond Counsel, based upon an analysis of existing law, interest on the Series A Bonds is includable in gross income for federal income tax purposes under the Code. Bond Counsel expresses no opinion regarding any other federal tax law consequences related to the ownership or disposition of, or accrual or receipt of interest on, the Series A Bonds.

Bond Counsel is also of the opinion that, under existing law, interest on the Series A Bonds is excluded from gross income for Maine income tax purposes. Bond Counsel expresses no opinion regarding any other Maine tax consequences arising with respect to the Series A Bonds. Bond Counsel also has not opined as to the taxability of the Series A Bonds or the income therefrom under the laws of any state other than Maine. A complete copy of the proposed form of opinion of Bond Counsel with respect to the Series A Bonds is set forth in Appendix G hereto.

The following discussion summarizes certain U.S. federal income tax considerations relating to the acquisition, ownership, and disposition of the Series A Bonds and it may not contain all of the information that may be important to a particular investor. It is based on provisions of the Code, Treasury Regulations promulgated thereunder, and administrative and judicial interpretations thereof, all in effect or proposed on the date hereof and all of which are subject to change, possibly with retroactive effect. Prospective investors should note that no rulings have

been or are expected to be sought from the Internal Revenue Service (“IRS”) with respect to any of the U.S. federal income tax consequences discussed below. Accordingly, no assurance can be given that the IRS will agree with the views expressed in this summary, or that a court will not sustain any challenge by the IRS in the event of litigation.

The following relates only to Series A Bonds that are acquired in the initial offering for an amount of cash equal to the initial offering price (i.e., the price at which a substantial amount of such Series A Bonds is first sold to the public) and that are held as “capital assets” within the meaning of Section 1221 of the Code (i.e., generally, property held for investment).

This discussion does not address all U.S. federal income tax consequences applicable to any given investor, nor does it address the U.S. federal income tax considerations applicable to investors who may be subject to special tax treatment (regardless of whether or not such persons constitute U.S. Holders (defined below)), such as banks and other financial institutions, retirement plans, employee stock ownership plans, certain U.S. expatriates, banks, real estate investment trusts, regulated investment companies, insurance companies, tax-exempt organizations, dealers or traders in securities or currencies, partnerships or other pass-through entities for U.S. federal income tax purposes (or investors in such entities), S corporations, estates and trusts, investors who hold their Series A Bonds as part of a hedge, straddle, or an integrated or conversion transaction, investors whose “functional currency” is not the U.S. dollar, or persons subject to the alternative minimum tax. In addition, this discussion does not include any description of the tax laws of any state, local, or non-U.S. jurisdiction that may be applicable to a particular investor and does not consider any aspects of U.S. federal tax law other than income taxation.

As used herein, “U.S. Holder” means a beneficial owner of a Series A Bond that is, for U.S. federal income tax purposes: (i) an individual citizen or resident, as defined in Section 7701(b) of the Code, of the United States, (ii) a corporation (or other entity taxable as a corporation for U.S. federal income tax purposes) created or organized in or under the laws of the United States or any state thereof (including the District of Columbia), (iii) an estate the income of which is subject to U.S. federal income taxation regardless of its source, or (iv) a trust if (A) a court within the United States is able to exercise primary supervision over the administration of the trust and one or more United States persons (as defined in the Code) have the authority to control all substantial decisions of the trust or (B) the trust validly elected to be treated as a domestic trust). As used herein, “Non-U.S. Holder” generally means a beneficial owner of a Series A Bond (other than a partnership) who is not a U.S. Holder.

The U.S. federal income tax treatment of an entity classified as a partnership for U.S. federal income tax purposes that holds the Series A Bonds generally will depend on such partner’s particular circumstances and on the activities of the partnership. Partners in such partnerships should consult their own tax advisors regarding the consequences of acquiring, owning and disposing of the Series A Bonds (including their status as U.S. Holders or Non-U.S. Holders).

### ***U.S. Holders***

*Interest.* Stated interest on the Series A Bonds generally will be taxable to a U.S. Holder as ordinary interest income at the time such amounts are accrued or received, in accordance with the U.S. Holder’s method of accounting for U.S. federal income tax purposes.

“Original issue discount” will arise for U.S. federal income tax purposes in respect of any Series A Bonds if its stated redemption price at maturity exceeds its issue price by more than a de minimis amount (as determined for U.S. federal income tax purposes). For any Series A Bonds issued with original issue discount, the amount of original issue discount is equal to the excess of the stated redemption price at maturity of that Series A Bond over its issue price. The stated redemption price at maturity of a Series A Bond is the sum of all scheduled amounts payable on such Series A Bond other than qualified stated interest. U.S. Holders generally will be required to include any original issue discount in income for U.S. federal income tax purposes as it accrues, in accordance with a constant yield method based on a compounding of interest (which may be before the receipt of cash payments attributable to such income). Under this method, U.S. Holders of Series A Bonds issued with original issue discount generally will be required to include in income increasingly greater amounts of original issue discount in successive accrual periods.

“Premium” generally will arise for U.S. federal income tax purposes in respect of any Series A Bond to the extent its issue price exceeds its stated principal amount. A U.S. Holder of a Series A Bond issued at a premium may make an election, applicable to all debt securities purchased at a premium by such U.S. Holder, to amortize such premium, using a constant yield method over the term of such Series A Bond.

*Market Discount.* A holder who acquires a Series A Bond in a secondary market transaction may be subject to U.S. federal income tax rules providing that accrued market discount will be subject to taxation as ordinary income on the sale or other disposition of a “market discount bond.” Dispositions subject to this rule include a redemption or retirement of a Series A Bond. The market discount rules may also limit a holder’s deduction for interest expense for debt that is incurred or continued to purchase or carry a Series A Bond. A market discount bond is defined generally as a debt obligation purchased subsequent to issuance, at a price that is less than the principal amount of the obligation, subject to a de minimis rule. The Code allows a taxpayer to compute the accrual of market discount by using a ratable accrual method or a constant interest rate method. Also, a taxpayer may elect to include the accrued discount in gross income each year while holding the bond, as an alternative to including the total accrued discount in gross income at the time of a disposition, in which case the tax basis of the bond will be increased by the amount of discount included in gross income and the interest expense deduction limitation described above will not apply.

*Disposition of the Series A Bonds.* Unless a nonrecognition provision of the Code applies, the sale, exchange, redemption, retirement (including pursuant to an offer by the State), reissuance or other disposition of a Series A Bond will be a taxable event for U.S. federal income tax purposes. In such event, a U.S. Holder generally will recognize gain or loss equal to the difference between (i) the amount of cash plus the fair market value of property received (except to the extent attributable to accrued but unpaid interest on the Series A Bond which will be taxed in the manner described above under “Interest”) and (ii) the U.S. Holder’s adjusted tax basis in the Series A Bond at the time of disposition. A U.S. Holder’s adjusted basis in a Series A Bond will generally equal the purchase price paid by the U.S. Holder for the Series A Bond, increased by the amount of any original issue discount previously included in income by such U.S. Holder with respect to such Series A Bond and decreased by any payments previously made on such Series A Bond, other than payments of qualified stated interest, or decreased by any amortized premium. Any such gain or loss generally will be capital gain or loss and will be long term capital gain or loss if such Series A Bond is held by the U.S. Holder for more than one year. Long-term capital gain of non-corporate



U.S. Holders is generally subject to tax at preferential rates. The deductibility of capital losses is subject to limitations.

A material modification of the terms of any Series A Bond may result in a deemed reissuance thereof, in which event a beneficial owner of the modified Series A Bonds generally will recognize taxable gain or loss equal to the difference between the amount realized from the sale, exchange or retirement (less any accrued qualified stated interest which will be taxable as such) and the beneficial owner's adjusted tax basis in the Series A Bond.

*Net Investment Income Tax.* Section 1411 of the Code generally imposes a 3.8% Medicare contribution tax on the net investment income of certain individuals, trusts, and estates to the extent their income exceeds certain threshold amounts. For these purposes, "net investment income" may include, among other things, interest and gains from the sale or other disposition of the Series A Bonds. Prospective investors are advised to consult their tax advisors regarding the possible implications of this additional tax on their investment in the Series A Bonds.

*Information Reporting and Backup Withholding.* In general, a U.S. Holder will be subject to backup withholding with respect to interest on the Series A Bonds, and the proceeds of a sale or other disposition of the Series A Bonds (including a redemption or retirement), at the applicable tax rate of 28%, unless such holder (a) is an entity that is exempt from backup withholding (including corporations) and, when required, demonstrates this fact, or (b) provides the payor with its taxpayer identification number ("TIN"), certifies that the TIN provided to the payor is correct and that the holder has not been notified by the IRS that such holder is subject to backup withholding due to underreporting of interest or dividends, and otherwise complies with applicable requirements of the backup withholding rules. In addition, such payments to U.S. Holders that are not exempt entities will generally be subject to information reporting requirements. A U.S. Holder who does not provide the payor with its correct TIN may be subject to penalties imposed by the IRS. Backup withholding is not an additional tax. The amount of any backup withholding from a payment to a U.S. Holder will be allowed as a credit against such holder's U.S. federal income tax liability and may entitle such holder to a refund, provided that certain required information is timely furnished to the IRS.

### ***Non-U.S. Holders***

The following discussion applies only to Non-U.S. Holders. This discussion does not address all aspects of U.S. federal income taxation that may be relevant to Non-U.S. Holders in light of their particular circumstances. For example, special rules may apply to a Non-U.S. Holder that is a "controlled foreign corporation" or a "passive foreign investment company," and, accordingly, Non-U.S. Holders should consult their own tax advisors to determine the effect of U.S. federal, state, local and non U.S. tax laws, as well as tax treaties, with regard to an investment in the Series A Bonds.

*Interest.* Subject to the discussions below under the headings "FATCA Withholding" and "Information Reporting and Backup Withholding," a Non-U.S. Holder will not be subject to U.S. federal income or withholding taxes in respect of interest paid or accrued on a Series A Bond (including original interest discount income) if the interest qualifies for the "portfolio interest exemption." This generally will be the case if each of the following applicable requirements are satisfied:



- the interest is not effectively connected with a U.S. trade or business;
- the Non-U.S. Holder is not, and is not treated as, a bank receiving interest on an extension of credit pursuant to a loan agreement entered into in the ordinary course of its trade or business, as described in Section 881(c)(3)(A) of the Code;
- certain certification requirements are met. Under current law, the certification requirement will be satisfied in any of the following circumstances;
- If a Non-U.S. Holder provides to the payor a statement on an applicable IRS Form W-8 (or suitable successor form), together with all appropriate attachments, signed under penalties of perjury, identifying the Non-U.S. Holder by name and address and stating, among other things, that the Non-U.S. Holder is not a United States person;
- If a Series A Bond is held through a securities clearing organization, bank, or another financial institution that holds customers' securities in the ordinary course of its trade or business, (i) the Non-U.S. Holder provides such a form to such organization or institution, and (ii) such organization or institution, under penalty of perjury, certifies to the payor that it has received such statement from the beneficial owner or another intermediary and furnishes the payor with a copy thereof; and
- If a financial institution or other intermediary that holds the Series A Bond on behalf of the Non-U.S. Holder has entered into a withholding agreement with the IRS and submits an IRS Form W-8IMY (or suitable successor form) and certain other required documentation to the payor.

If the requirements of the portfolio interest exemption described above are not satisfied, a 30% withholding tax will apply to the gross amount of interest on the Series A Bonds that is paid to a Non-U.S. Holder, unless either: (a) an applicable income tax treaty reduces or eliminates such tax, and the Non-U.S. Holder claims the benefit of that treaty by providing a properly completed and duly executed IRS Form W-8BEN or Form W-8BEN-E, as applicable (or suitable successor or substitute form), establishing qualification for benefits under the treaty, or (b) the interest is effectively connected with the Non-U.S. Holder's conduct of a trade or business in the United States and the Non-U.S. Holder provides an appropriate statement to that effect on a properly completed and duly executed IRS Form W-8ECI (or suitable successor form).

If a Non-U.S. Holder is engaged in a trade or business in the United States and its investment in a Series A Bond is effectively connected with the conduct of that trade or business, the Non-U.S. Holder generally will be required to pay U.S. federal income tax on that interest on a net income basis in the same manner as a U.S. Holder and the 30% withholding tax described above will not apply provided the duly executed IRS Form W-8ECI is provided to the Issuing and Paying Agent. If a Non-U.S. Holder is eligible for the benefits of an income tax treaty between the U.S. and its country of residence, and the Non-U.S. Holder claims the benefit of the treaty by properly submitting an IRS Form W-8BEN or Form W-8BEN-E, as applicable, any interest income that is effectively connected with a U.S. trade or business will be subject to U.S. federal income tax in the manner specified by the treaty and generally will only be subject to such tax if such income is attributable to a permanent establishment (or a fixed base in the case of an individual) maintained by the Non-U.S. Holder in the United States. In addition, a Non-U.S. Holder that is treated as a foreign corporation for U.S. federal income tax purposes may be subject

to a branch profits tax equal to 30% (or such lower rate provided by an applicable income tax treaty) of its earnings and profits for the taxable year, subject to adjustments, that are effectively connected with its conduct of a trade or business in the United States.

*Disposition of the Series A Bonds.* Subject to the discussions below under the headings “FATCA Withholding” and “Information Reporting and Backup Withholding,” any gain realized by a Non-U.S. Holder upon the sale, exchange, redemption, retirement, reissuance or other disposition of a Series A Bond generally will not be subject to U.S. federal income tax, unless (i) such gain is effectively connected with the conduct by such Non-U.S. Holder of a trade or business within the United States (and, in the case of certain income tax treaties, is attributable to a permanent establishment or “fixed base” within the United States); or (ii) in the case of any gain realized by an individual Non-U.S. Holder, such holder is present in the United States for 183 days or more in the taxable year of such sale, exchange, redemption, retirement, reissuance or other disposition and certain other conditions are met. If the first exception applies, the Non-U.S. Holder will generally be subject to U.S. federal income tax on the net gain derived from the sale, exchange, redemption, retirement at maturity, or other taxable disposition of the Series A Bonds in the same manner as a U.S. Holder unless an applicable income tax treaty provides otherwise. If the second exception applies, the Non-U.S. Holder generally will be subject to U.S. federal income tax at a rate of 30% (except as otherwise provided by an applicable income tax treaty) on the amount by which its U.S.-source capital gains exceed its U.S.-source capital losses. In addition, corporate Non-U.S. Holders may be subject to a 30% (or lower applicable treaty rate) branch profits tax on any such effectively connected earnings and profits attributable to such gain.

*U.S. Federal Estate Tax.* A Series A Bond that is held by an individual who at the time of death is not a citizen or resident of the United States will not be subject to U.S. federal estate tax as a result of such individual’s death, provided that at the time of such individual’s death, payments of interest with respect to such Series A Bond would not have been effectively connected with the conduct by such individual of a trade or business within the United States.

*FATCA Withholding.* The Foreign Account Tax Compliance Act (“FATCA”) together with administrative guidance and certain intergovernmental agreements entered into thereunder generally imposes a 30% U.S. withholding tax on certain U.S. source payments, including interest, and, after December 31, 2018, on gross proceeds from a disposition of property of a type which can produce U.S. source interest (“withholdable payments”), paid to (i) a “foreign financial institution” (as specifically defined in the Code) which does not provide sufficient documentation, typically on IRS Form W-8BEN-E, evidencing either (x) an exemption from FATCA, or (y) its compliance (or deemed compliance) with FATCA (which may alternatively be in the form of compliance with an intergovernmental agreement with the United States) in a manner which avoids withholding, or (ii) a “non-financial foreign entity” (as specifically defined in the Code)” which does not provide sufficient documentation, typically on IRS Form W-8BEN-E, evidencing either (x) an exemption from FATCA, or (y) adequate information regarding certain substantial United States beneficial owners of such entity (if any). The 30% withholding tax under FATCA applies regardless of whether the foreign financial institution or non-financial foreign entity receives payments as a beneficial owner or intermediary and whether the applicable payment otherwise is exempt from U.S. withholding (e.g., as “portfolio interest” or as capital gain upon the sale, exchange, redemption or other disposition of a Series A Bond). Interest paid with respect to the Series A Bonds and, after December 31, 2018, gross proceeds from the sale or disposition of the Series A Bonds, may be subject to the 30% withholding tax if the holder fails to comply with FATCA. Non-U.S. Holders are urged to consult their own tax advisors with respect to these

information reporting rules and due diligence requirements and the potential application of FATCA to them.

*Information Reporting and Backup Withholding.* In general, the amount of any interest paid on the Series A Bonds in each calendar year, and the amount of U.S. federal income tax withheld, if any, with respect to these payments will be reported to the IRS and each Non-U.S. Holder. Copies of the information returns reporting such interest payments and any withholding may also be made available to the tax authorities in the country in which the Non-U.S. Holder resides under an applicable income tax treaty or other information exchange agreement.

Non-U.S. Holders who have provided certification as to their non-U.S. status or who have otherwise established an exemption will generally not be subject to backup withholding tax on payments of interest if the payor does not have actual knowledge or reason to know that such certification is unreliable or that the conditions of the exemption are in fact not satisfied.

Payments of the proceeds from the disposition of a Series A Bond (including a redemption or retirement) to or through a foreign office of a broker generally will not be subject to information reporting or backup withholding. However, information reporting, but generally not backup withholding, may apply to those payments if the broker is one of the following: (a) a United States person, (b) a “controlled foreign corporation” for U.S. federal income tax purposes, (c) a foreign person, 50% or more of whose gross income from all sources for the three-year period ending with the close of its taxable year preceding the payment was effectively connected with a U.S. trade or business, or (d) a foreign partnership with specified connections to the United States, unless the Non-U.S. Holder certifies as to its non-U.S. status or otherwise establishes an exemption.

Payment of the proceeds from a disposition of a Series A Bond (including a redemption or retirement) to or through the United States office of a broker will be subject to information reporting and backup withholding unless the Non-U.S. Holder certifies as to its non-U.S. status or otherwise establishes an exemption from information reporting and backup withholding.

Backup withholding is not an additional tax, and amounts withheld as backup withholding are allowed as a refund or credit against a holder’s federal income tax liability, provided that the required information as to withholding is furnished to the IRS.

**The foregoing summary is included herein for general information only and does not discuss all aspects of U.S. federal income taxation that may be relevant to a particular Beneficial Owner of Series A Bonds in light of the Beneficial Owner’s particular circumstances and income tax situation. Prospective investors are urged to consult their own tax advisors as to any tax consequences to them from the purchase, ownership and disposition of Series A Bonds, including the application and effect of state, local, foreign and other tax laws.**

## **DOCUMENTS ACCOMPANYING DELIVERY OF THE BONDS**

### **Absence of Litigation**

Upon delivery of the Bonds, the State will furnish an opinion of the Department of the Attorney General, dated the date of delivery of the Bonds, to the effect that there is no litigation of any nature pending or threatened to restrain or enjoin the issuance or delivery of the Bonds or

in any way contesting or affecting the validity of the Bonds or any of the proceedings taken with respect to the issuance and sale thereof or the levy or collection of any taxes to pay principal of or interest on the Bonds. In addition, such opinion will state that, based on consultations with certain officers of the State, there is no litigation of any nature now pending or threatened by or against the State wherein an adverse judgment or ruling could have a material adverse effect on the financial condition of the State or adversely affect the power of the State to levy, collect or enforce the collection of taxes or other revenues for the payment of its Bonds which has not been disclosed in this Official Statement.

### **Treasurer's Certificate**

Upon delivery of the Bonds, the State will furnish a certificate of the Treasurer of State, dated the date of delivery of the Bonds, to the effect that to the best of his knowledge this Official Statement does not contain any untrue statement of a material fact or omit to state any material fact necessary to make the statements made herein, in light of the circumstances under which they were made, not misleading.

### **Legal Opinions**

The opinions of Locke Lord LLP with respect to the validity and tax status of the Bonds will be delivered at the time of delivery of the Bonds in substantially the forms set forth in Appendix G to this Official Statement.

Except as to matters expressly set forth in its opinions delivered in connection with the issuance of the Bonds, the scope of engagement of Bond Counsel does not extend to passing upon or assuming responsibility for the accuracy or adequacy of any statement made in this Official Statement, and they make no representation that they have independently verified the same other than matters expressly set forth as its opinions.

### **Secondary Market Disclosure**

In connection with the issuance of the Bonds, the State will undertake in the Bonds to provide annual financial information and notices of certain events pursuant to Rule 15c2-12 (the "Rule"), promulgated by the Securities and Exchange Commission under the Securities Exchange Act of 1934 (17 CFR Part 240, §240.15c-2-12). Such undertakings of the State are summarized in Appendix H hereto.

The following information describes the instances in the previous five (5) years in which the State failed to comply, in all material respects, with the terms of certain of its previous undertakings entered into pursuant to the Rule.

The State has provided continuing disclosure undertakings with respect to its general obligation bonds issued from time to time and with respect to certain bonds issued from time to time by the Maine Governmental Facilities Authority ("MGFA") and agreed therein to provide audited financial statements and annual financial information and operating data within one year after the June 30 end of each of its fiscal years. In order to fulfill such continuing disclosure undertakings, it has been the State's practice to post its official statements with respect to such bonds on the Municipal Securities Rulemaking Board's Electronic Municipal Markets Access website ("EMMA") and to associate such official statements with CUSIP numbers to which such continuing disclosure undertakings apply. The State has determined that while its annual financial

information and audited financial statements were filed with EMMA in a timely manner each year, such filings did not specifically associate such filings with the MGFA bonds CUSIP numbers to which its continuing disclosure undertakings apply. On June 14, 2017, the State's official statement dated June 7, 2017 (as supplemented on July 3, 2017 and July 5, 2017), which included annual financial information and operating data for the fiscal year ended June 30, 2016 ("FY2016 Annual Financial Information"), was posted on EMMA. However, that filing did not specifically associate such official statement with CUSIP numbers to which continuing disclosure undertakings apply. On July 14, 2017, a continuing disclosure filing was made with respect to the FY2016 Annual Financial Information.

The Maine Municipal Bond Bank (the "Bank") has issued its Grant Anticipation Bonds (Maine Department of Transportation ("MaineDOT")) (the "GARVEE Bonds") and its Transportation Infrastructure Revenue Bonds (the "TransCap Bonds") on behalf of MaineDOT, and, in connection with such bonds, entered into substantially similar continuing disclosure agreements with the trustee for such bonds and the State, acting by and through the Treasurer of State and the Commissioner of MaineDOT.

With respect to the TransCap Bonds, the financial information and operating data of the State for the fiscal year ended June 30, 2016 was filed on July 14, 2017. In addition, with respect to the outstanding TransCap Bonds, on or about September, 2015, it was determined that MaineDOT had not complied in a timely fashion with its continuing disclosure undertaking to post on EMMA within six months after the end of each State Fiscal Year annual financial information and operating data with respect to the sources of funding for the current highway system capital plan, Memorandum of Agreement, and motor fuel tax revenue. Such information for the State Fiscal Years 2012, 2013, and 2014 was posted on EMMA on September 29, 2015. A Statement of Change to Annual Financial Information Reporting Method was also posted on EMMA on October 5, 2015. Finally, the State has determined that certain annual filings for the TransCap Bonds were not linked to all of the CUSIP numbers of the outstanding TransCap Bonds and is in the process of making corrective filings.

In addition, the State has determined that annual financial information and operating data for the GARVEE Bonds for fiscal year 2015 was timely filed for one series of GARVEE Bonds, but did not incorporate the CUSIP numbers for an earlier series of GARVEE Bonds. Certain audited financial statements of the State also were not linked to the 2008 GARVEES when filed, but no further action is being taken now as those bonds are no longer outstanding.

The State did not file separate failure to file notices because, except for the disclosures above related to the GARVEE Bonds and the TransCap Bonds, the filings when made contained a cover sheet accompanying the financial information stating that the required information was being filed late or was otherwise a corrective filing. The State has implemented procedures to ensure timely filing in the future.

## **THE DEPOSITORY TRUST COMPANY**

DTC will act as securities depository for the Bonds. The Bonds will be issued as fully-registered securities registered in the name of Cede & Co. (DTC's partnership nominee) or such other name as may be requested by an authorized representative of DTC. One fully-registered Series A Bond certificate will be issued in the aggregate principal amount of each maturity thereof



and will be deposited with DTC. One fully-registered Series B Bond certificate will be issued in the aggregate principal amount of each maturity thereof and will be deposited with DTC.

DTC, the world's largest securities depository, is a limited-purpose trust company organized under the New York Banking Law, a "banking organization" within the meaning of the New York Banking Law, a member of the Federal Reserve System, a "clearing corporation" within the meaning of the New York Uniform Commercial Code, and a "clearing agency" registered pursuant to the provisions of Section 17A of the Securities Exchange Act of 1934, as amended. DTC holds and provides asset servicing for over 3.5 million issues of U.S. and non-U.S. equity issues, corporate and municipal debt issues, and money market instruments (from over 100 countries) that DTC's participants ("Direct Participants") deposit with DTC. DTC also facilitates the post-trade settlement among Direct Participants of sales and other securities transactions in deposited securities, through electronic computerized book-entry transfers and pledges between Direct Participants' accounts. This eliminates the need for physical movement of securities certificates. Direct Participants include both U.S. and non-U.S. securities brokers and dealers, banks, trust companies, clearing corporations, and certain other organizations. DTC is a wholly-owned subsidiary of The Depository Trust & Clearing Corporation ("DTCC"). DTCC is the holding company for DTC, National Securities Clearing Corporation and Fixed Income Clearing Corporation, all of which are registered clearing agencies. DTCC is owned by the users of its regulated subsidiaries. Access to the DTC system is also available to others such as both U.S. and non-U.S. securities brokers and dealers, banks, trust companies, and clearing corporations that clear through or maintain a custodial relationship with a Direct Participant, either directly or indirectly ("Indirect Participants"). DTC has a Standard & Poor's rating of AA+. The DTC Rules applicable to its Participants are on file with the Securities and Exchange Commission. More information about DTC can be found at [www.dtcc.com](http://www.dtcc.com).

Purchases of the Bonds under the DTC system must be made by or through Direct Participants, which will receive a credit for the Bonds on DTC's records. The ownership interest of each actual purchaser of each Bond ("Beneficial Owner") is in turn to be recorded on the Direct and Indirect Participants' records. Beneficial Owners will not receive written confirmation from DTC of their purchase. Beneficial Owners are, however, expected to receive written confirmations providing details of the transaction, as well as periodic statements of their holdings, from the Direct or Indirect Participant through which the Beneficial Owner entered into the transaction. Transfers of ownership interests in the Bonds are to be accomplished by entries made on the books of Direct and Indirect Participants acting on behalf of Beneficial Owners. Beneficial Owners will not receive certificates representing their ownership interests in Bonds, except in the event that use of the book-entry system for the Bonds is discontinued.

To facilitate subsequent transfers, all Bonds deposited by Direct Participants with DTC are registered in the name of DTC's partnership nominee, Cede & Co., or such other name as may be requested by an authorized representative of DTC. The deposit of Bonds with DTC and their registration in the name of Cede & Co. or such other DTC nominee do not effect any change in beneficial ownership. DTC has no knowledge of the actual Beneficial Owners of the Bonds; DTC's records reflect only the identity of the Direct Participants to whose accounts such Bonds are credited, which may or may not be the Beneficial Owners. The Direct and Indirect Participants will remain responsible for keeping account of their holdings on behalf of their customers.

Conveyance of notices and other communications by DTC to Direct Participants, by Direct Participants to Indirect Participants, and by Direct Participants and Indirect Participants to



Beneficial Owners will be governed by arrangements among them, subject to any statutory or regulatory requirements as may be in effect from time to time. Beneficial Owners of the Bonds may wish to take certain steps to augment the transmission to them of notices of significant events with respect to the Bonds, such as redemptions, tenders, defaults, and proposed amendments to the Bond documents. For example, Beneficial Owners of the Bonds may wish to ascertain that the nominee holding the Bonds for their benefit has agreed to obtain and transmit notices to Beneficial Owners. In the alternative, Beneficial Owners may wish to provide their names and addresses to the State and request that copies of notices be provided directly to them.

Neither DTC nor Cede & Co. (nor any other DTC nominee) will consent or vote with respect to the Bonds unless authorized by a Direct Participant in accordance with DTC's MMI Procedures. Under its usual procedures, DTC mails an omnibus proxy to the State as soon as possible after the record date. The omnibus proxy assigns Cede & Co.'s consenting or voting rights to those Direct Participants to whose accounts the Bonds are credited on the record date (identified in a listing attached to the omnibus proxy).

Payments of principal of and interest on the Bonds will be made to Cede & Co., or such other nominee as may be requested by an authorized representative of DTC. DTC's practice is to credit Direct Participants' accounts upon DTC's receipt of funds and corresponding detail information from the State on payable date in accordance with their respective holdings shown on DTC's records. Payments by Participants to Beneficial Owners will be governed by standing instructions and customary practices, as is the case with securities held for the accounts of customers in bearer form or registered in "street name," and will be the responsibility of such Participant and not of DTC, or the State, subject to any statutory or regulatory requirements as may be in effect from time to time. Payment of principal and interest to Cede & Co. (or such other nominee as may be requested by an authorized representative of DTC) is the responsibility of the State, disbursement of such payments to Direct Participants will be the responsibility of DTC, and disbursement of such payments to the Beneficial Owners will be the responsibility of Direct and Indirect Participants.

DTC may discontinue providing its services as securities depository with respect to the Bonds at any time by giving reasonable notice to the State. Under such circumstances, in the event that a successor securities depository is not obtained, Bond certificates are required to be printed and delivered.

The State may decide to discontinue use of the system of book-entry-only transfers through DTC (or a successor securities depository). In that event, Bond certificates will be printed and delivered to DTC.

The information concerning DTC and DTC's book-entry system has been obtained from sources that the State believes to be reliable, but the State takes no responsibility for the accuracy thereof.

THE STATE WILL NOT HAVE ANY RESPONSIBILITY OR OBLIGATION TO PARTICIPANTS, OR THE PERSONS FOR WHOM THEY ACT AS NOMINEES WITH RESPECT TO THE PAYMENTS TO OR THE PROVIDING OF NOTICE FOR THE DIRECT PARTICIPANTS, THE INDIRECT PARTICIPANTS, OR THE BENEFICIAL OWNERS OF THE BONDS. NO ASSURANCES CAN BE PROVIDED THAT IN THE EVENT OF BANKRUPTCY OR INSOLVENCY OF DTC OR A DIRECT PARTICIPANT OR INDIRECT

PARTICIPANT THROUGH WHICH A BENEFICIAL OWNER HOLDS INTERESTS IN THE BONDS, PAYMENT WILL BE MADE BY DTC, THE DIRECT PARTICIPANT OR THE INDIRECT PARTICIPANT ON A TIMELY BASIS.

SO LONG AS CEDE & CO., AS NOMINEE OF DTC, IS THE HOLDER OF ALL OF THE BONDS, REFERENCES HEREIN TO THE OWNERS OR HOLDERS OF THE BONDS SHALL MEAN CEDE & CO. AND SHALL NOT MEAN THE BENEFICIAL OWNERS. THEREFORE, ANY STATEMENTS IN THE OFFICIAL STATEMENT SUMMARIZING THE TERMS OF PAYMENT OF THE BONDS, ANY REQUIREMENTS OF NOTICE TO HOLDERS OF THE BONDS AND ANY RIGHTS OF CONSENT OF THE HOLDERS OF THE BONDS SHALL APPLY TO CEDE & CO., AS HOLDER OF THE BONDS, AND NO REPRESENTATIONS ARE MADE IN RESPECT OF THE FOREGOING TO THE BENEFICIAL OWNERS OF THE BONDS.

### **RATINGS**

Moody's Investors Service, Inc. and S&P Global Ratings, have assigned their municipal bond ratings of "Aa2" with a "stable" outlook and "AA" with a "stable" outlook, respectively, to the Bonds. The State has furnished such rating agencies with certain information and materials concerning the Bonds and the State, some of which is not included in this Official Statement. Generally, each such rating agency bases its ratings on such information and materials and also on such investigations, studies and assumptions as each may undertake or establish independently.

The ratings are not a recommendation to buy, sell or hold the Bonds and each such rating should be evaluated independently and should not be relied on in making any investment decision. Such ratings reflect only the respective views of each rating agency, and an explanation of the significance of such ratings may be obtained from the rating agency furnishing the same. There is no assurance that a rating will continue for any given period of time or that a rating will not be revised or withdrawn entirely by any or all of such rating agencies if, in its or their judgment, circumstances so warrant. Any downward revision or withdrawal of a rating could have an adverse effect on the market prices of the Bonds.

### **UNDERWRITING**

Goldman Sachs & Co. LLC, as representative of the Underwriters identified on the outside front cover page hereof (collectively, the "Underwriters") has agreed to purchase the Bonds at a price of \$141,505,345.06 which purchase price reflects an Underwriters' discount, from the public offering price of the Bonds, in the amount of \$336,040.99. The purchase contract relating to the Bonds provides that the Underwriters will purchase all of the Bonds, if any Bonds are purchased, the obligation to make such purchase being subject to certain terms and conditions set forth in the purchase contract, subject to the approval of certain legal matters by Preti, Flaherty, Beliveau & Pachios, LLP, counsel to Goldman Sachs & Co. LLC, in its capacity as representative of the Underwriters. The initial public offering prices of the Bonds stated on the inside cover page hereof may be changed, from time to time, by the Underwriters. The Underwriters may offer and sell the Bonds to certain dealers (including dealers depositing the Bonds into unit investment trusts, certain of which may be sponsored or managed by one or more of the Underwriters) and others at a price lower than the public offering price of the Bonds stated on the inside cover page hereof.

J.P. Morgan Securities LLC (“JPMS”), an underwriter of the Bonds, has entered into negotiated dealer agreements (each, a “Dealer Agreement”) with each of Charles Schwab & Co., Inc. (“CS&Co.”) and LPL Financial LLC (“LPL”) for the retail distribution of certain securities offerings at the original issue prices. Pursuant to each Dealer Agreement, each of CS&Co. and LPL may purchase the Bonds from JPMS at the original issue price less a negotiated portion of the selling concession applicable to any Bonds that such firm sells.

The Underwriters and their respective affiliates are full service financial institutions engaged in various activities, which may include sales and trading, commercial and investment banking, advisory, investment management, investment research, principal investment, hedging, market making, brokerage and other financial and non-financial activities and services. Certain of the Underwriters and their respective affiliates have provided, and may in the future provide, a variety of these services to the State and to persons and entities with relationships with the State, for which they received or will receive customary fees and expenses.

In the ordinary course of their various business activities, the Underwriters and their respective affiliates, officers, directors and employees may purchase, sell or hold a broad array of investments and actively trade securities, derivatives, loans, commodities, currencies, credit default swaps and other financial instruments for their own account and for the accounts of their customers, and such investment and trading activities may involve or relate to assets, securities and/or instruments of the State (directly, as collateral securing other obligations or otherwise) and/or persons and entities with relationships with the State. The Underwriters and their respective affiliates may also communicate independent investment recommendations, market color or trading ideas and/or publish or express independent research views in respect of such assets, securities or instruments and may at any time hold, or recommend to clients that they should acquire, long and/or short positions in such assets, securities and instruments.

### **MUNICIPAL ADVISOR**

Hilltop Securities Inc., Lincoln, Rhode Island, is acting as Municipal Advisor (the “Municipal Advisor”) to the State in connection with the issuance of the Bonds. The Municipal Advisor has not independently verified any of the information contained in this Official Statement and makes no guarantee as to its completeness or accuracy. In addition, the Municipal Advisor has not verified and does not assume any responsibility for the information, covenants and representations contained in any of the legal documents with respect to the federal income tax status of the Bonds, or the possible impact of any present, pending or future actions taken by any legislative or judicial bodies or rating agencies. The Municipal Advisor’s fee for services rendered with respect to the sale of the Bonds is contingent upon the issuance and delivery of the Bonds, and receipt by the State of payment therefor. The State may engage the Municipal Advisor to perform other services, including without limitation, providing certain investment services with regard to the investment of Bond proceeds. The participation of the Municipal Advisor should not be seen as a recommendation to buy or sell the Bonds and investors should seek the advice of their accountants, lawyers and registered representatives for advice as appropriate.

### **MISCELLANEOUS**

Any provisions of the constitution of the State, of all laws and of other documents set forth or referred to in this Official Statement 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.

This Official Statement, including all appendices hereto, contains 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 State 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 State 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,” “should,” “intends,” “expects,” “believes,” “anticipates,” “estimates” and others.

All estimates and assumptions in this Official Statement 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 this Official Statement 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 Office of the State Auditor, nor any other independent accountants, have compiled, examined or performed any procedures with respect to any financial information contained herein, nor have they expressed any opinion or any other form of assurance on such information.

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

References to website addresses presented herein are for informational purposes only and may be in the form of a hyperlink solely for the reader’s convenience. Unless specified otherwise, such websites and the information or links contained therein are not incorporated into, and are not part of, this final official statement for purposes of, and as that term is defined in, the Rule.

Questions regarding this Official Statement or requests for additional information concerning the State should be directed to Henry E.M. Beck, Esq., Treasurer of State, 39 State House Station, Augusta, Maine 04333, telephone: 207-624-7477; facsimile: 207-287-2367.

STATE OF MAINE

By: /s/ Henry Beck  
Treasurer of State

Dated: June 4, 2020

# STATE OF MAINE INFORMATION STATEMENT

## APPENDIX A

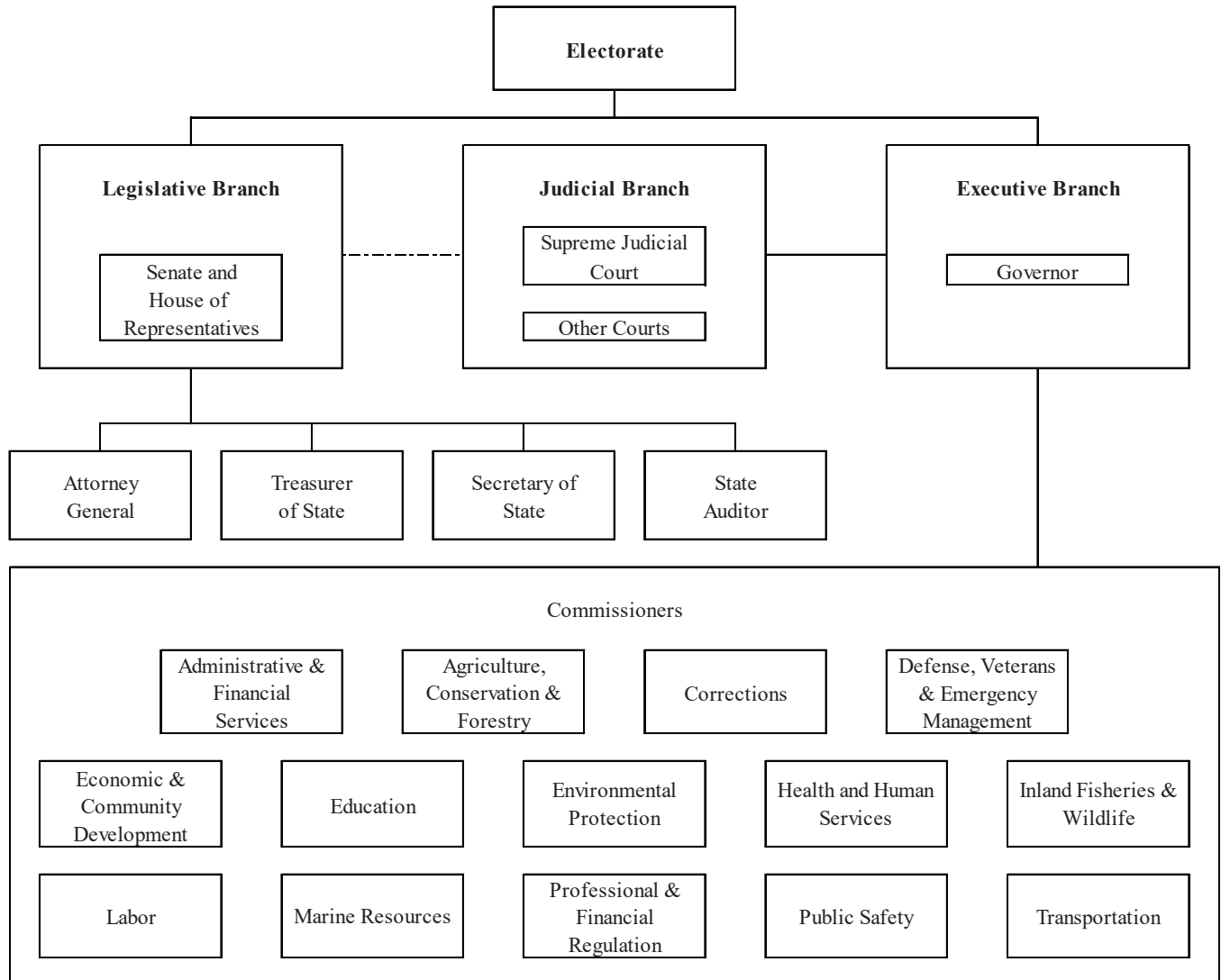
### TABLE OF CONTENTS

<b>GOVERNMENTAL ORGANIZATION .....</b>	<b>2</b>	Funding Policy and Status .....	47
Executive Branch .....	2	Normal Costs .....	47
Governor .....	3	Unfunded Actuarial Accrued Liability .....	47
Governor’s Cabinet.....	3	Actuarial Assumption Changes .....	50
Secretary of State.....	3	Actuarial Valuation.....	51
Treasurer of State.....	3	Recent and Proposed Legislative Changes .....	55
Attorney General .....	4	Group Life Insurance Program .....	56
Office of the State Auditor .....	4	Litigation .....	56
The Legislature.....	5	Post-Employment Health Care Benefits.....	56
The Judiciary .....	6	Employee Relations.....	57
Independent Authorities and Agencies.....	7	Interfund Transactions.....	58
County and Municipal Government .....	7	Revenues of the State .....	60
<b>FISCAL MANAGEMENT.....</b>	<b>8</b>	General.....	60
Department of Administrative and Financial Services	8	Certain State Taxes.....	62
Constitutional Debt Limit.....	8	Individual Income Tax.....	62
Overview of the Budget Process .....	9	Sales and Use Taxes .....	62
Revenue Forecasting .....	10	Corporate Income Tax .....	62
Statutory Responsibilities .....	10	Certain Motor Fuel Taxes.....	62
Fiscal Year 2019 Reports.....	12	Estate Tax .....	62
General Fund Appropriation Limit.....	15	Tobacco Master Settlement Agreement .....	63
Citizen Initiative Petitions .....	18	State Investment Pool.....	64
The Accounting System .....	20	<b>CERTAIN PUBLIC INSTRUMENTALITIES.....</b>	<b>65</b>
Accounting Reports and Practices .....	22	Maine Governmental Facilities Authority.....	65
<b>STATE BUDGETS .....</b>	<b>23</b>	Finance Authority of Maine .....	65
<b>CERTAIN EXPENDITURES AND</b>		Maine State Housing Authority.....	66
<b>OBLIGATIONS.....</b>	<b>35</b>	Maine Municipal Bond Bank .....	66
General Fund Expenditures .....	35	Maine Health and Higher Educational Facilities	
Education Funding .....	36	Authority.....	67
Health and Human Services Funding .....	39	Loring Development Authority .....	67
Riverview Psychiatric Hospital .....	41	University of Maine System.....	67
Debts of the State .....	44	Maine Turnpike Authority .....	67
Lease Financing Agreements .....	45	Maine Public Utility Financing Bank.....	67
Defined Benefit Retirement Programs .....	45	Maine Port Authority .....	68
Overview.....	45	<b>LITIGATION .....</b>	<b>69</b>
Other Available Information .....	46		

*Except where otherwise noted below, the information in this Appendix A does not reflect the impact to date or expected impact of the COVID-19 crisis on the State of Maine, its budget, revenues or financial condition. See “COVID-19 Impact” on page 2 of this Official Statement for such information.*

## GOVERNMENTAL ORGANIZATION

The State of Maine (the “State” or “Maine”) became the twenty-third state of the United States in 1820. The government of the State is divided into three distinct branches, the legislative, executive and judicial, as outlined in the chart below.



### Executive Branch

The Offices of Governor, Secretary of State, Treasurer of State and Attorney General are created by the Constitution of the State. The Governor is elected quadrennially at a general election and is limited to two consecutive four-year terms of office. The first term of the present Governor, Janet T. Mills, began in January 2019. The Secretary of State, Treasurer of State and Attorney General are each elected biennially by a joint ballot of the state Senators and Representatives in convention. A person may not serve more than four consecutive terms as either Secretary of State, Treasurer of State or Attorney General.



**Governor.** The executive power of the State, including the power to recommend measures to the Legislature, and the power to appoint, with the advice and consent of the Senate, certain officers of State government, is vested in the Governor. The Governor is responsible for the enforcement of the laws of the State.

**Governor's Cabinet.** The Governor's cabinet, which assists the Governor in administration and policymaking, includes the commissioners who head the 14 executive departments and who serve at the pleasure of the Governor.

**Secretary of State.** The Secretary of State, a constitutional officer, serves as executive head of the Department of the Secretary of State, and is authorized to keep the office at the seat of government, have the custody of the state seal and preserve all records in such office at the expense of the State; to keep and preserve the records of all the official acts and proceedings of the Governor, Senate and House of Representatives, and, when required, lay the same before either branch of the Legislature, and perform such other duties as are enjoined by the Constitution or required by law. The Secretary of State attends to the Governor, Senate and House of Representatives as they shall respectively require; appoints and renews all notaries public commissions; prepares commissions for appointees, and certificates of election to office for presentation to the Governor under the seal of the State; distributes printed information and instructions, ballots and blanks for all election returns required by law to clerks of the several towns; files articles of incorporation; files notices of certain security interests and performs other receiving, filing and recording functions for which fees may be collected; files rules adopted pursuant to the Administrative Procedure Act; annually registers motor vehicles and issues licenses for operators thereof; issues certificates of title, licenses new and used car dealers; maintains official state records considered to be permanently valuable; administers the State's address confidentiality program and the Office of the Small Business Advocate; and supervises the Department's subdivisions as required by statute and recommends to the Legislature such changes as may be required to modernize and improve the functions and services rendered by the Department.

**Treasurer of State.** The Treasurer of State, a constitutional officer, is authorized to receive and keep records of all items of income accruing to the State; to deposit such items in banks, reconcile said balances and temporarily invest idle funds; to sell bonds and notes of the State as approved by law and keep records pertaining to such debt; to maintain monthly exhibits concerning these moneys; to enter into contracts or agreements with banks for custodial care and servicing of negotiable securities belonging to the State; and to establish accounts with such banks for servicing State agencies. The Treasurer of State also administers the Unclaimed Property Program. The Treasurer of State is an ex officio member of the boards of a number of authorities and bodies established by the State, including the Maine Municipal Bond Bank, the Maine Public Employees Retirement System ("MainePERS" or "System"), the Maine Health and Higher Educational Facilities Authority, the Maine Governmental Facilities Authority, the Maine State Housing Authority, the Finance Authority of Maine, the Maine Public Utility Financing Bank, the Adaptive Equipment Loan Board, the Board of Emergency Municipal Finance, the Indian Housing Mortgage Insurance Committee, and the Dirigo Health Agency Board of Trustees.

The Treasurer of State is responsible daily for the investment of those funds not required to meet current expenditures. Daily deposits are placed in local depositories statewide, wired daily to a central working account and invested fully. All check disbursements are made by the Treasurer of State on warrants issued by the State Controller. Funds are disbursed on bank accounts established under competitive bidding. Funds are transferred from receipt accounts to disbursement accounts by wire as needed to meet balance requirements.

The Treasurer of State maintains a record of all receipts, disbursements and transfer activity and balances to the State Controller monthly. The Treasurer of State maintains the records of the investments of the State through the State investment pool. The investment pool comprises the entire cash availability

of the State (all funds) as well as component units that elect to participate. Monthly transfers of earnings are made by the Treasurer of State to participating funds. The Treasurer of State compiles a listing of State investments held monthly.

When there is money in the State Treasury that is not needed to meet current obligations, the Treasurer of State may invest, with the concurrence of the State Controller or the Commissioner of Administrative and Financial Services and with the consent of the Governor, those amounts in bonds, notes, certificates of indebtedness or other obligations of the United States and its agencies and instrumentalities that mature not more than 36 months from the date of investment, or in repurchase agreements that mature within the succeeding 12 months that are secured by obligations of the United States and its agencies and instrumentalities, prime commercial paper, tax-exempt obligations and corporate bonds rated "AAA" that mature not more than 36 months from the date of investment, or banker's acceptances or so-called "no-load" shares of any investment company registered under applicable Federal law that complies with certain Federal guidelines and maintains a constant share price.

**Attorney General.** The Attorney General's primary responsibility is to protect public rights and preserve order through serving as the State's chief law officer and legal representative of the State. In this capacity, the Attorney General ensures enforcement of Maine laws through instituting, conducting, and maintaining such actions and proceedings as the public interest may require. No State agency may appear and advocate positions before a court without the approval of the Attorney General.

The Department of the Attorney General is authorized to (a) appear for the State, or any State agency or official, in all civil actions and proceedings in which the State is a party or interested, or in which the official acts of such officers are questioned in State or Federal courts or Federal agencies; (b) control and direct the investigation and prosecution of homicides and other major crimes, including frauds against the State; (c) render all legal services required by State officers, boards and commissions in matters relating to their official duties; (d) issue written opinions upon questions of law submitted by the Governor, the head of any State department or agency, or by either branch of the Legislature or any member of the Legislature on legislative matters; (e) enforce due application of funds given or appropriated to public trusts and charities within the State and prevent breaches of trust in the administration thereof; (f) consult with and advise the District Attorneys in matters relating to their duties, and, in the discretion of the Attorney General, act in place of or with them in instituting and conducting prosecutions for crime; and (g) administer and enforce the State unfair trade practices and antitrust laws.

Beyond the general purposes discussed above, the Attorney General has a wide range of duties which the office is specifically directed to perform. Those duties include a review and approval as to form and legality of all regulations of State agencies subject to the Administrative Procedure Act. Among other specific statutory functions, the Attorney General must also review and approve write-offs of debts owed to the State, enforce standards of conduct of the legal profession and participate in making investment decisions regarding the State trust funds.

### **Office of the State Auditor**

The Office of the State Auditor is headed by the State Auditor, who is elected by the Legislature by a joint ballot of the Senators and Representatives in convention to hold office for a term of four years. A person may not serve more than two consecutive terms as State Auditor. The Office of the State Auditor is authorized to audit all accounts and other financial records of State government, including the Judiciary and the Executive Department of the Governor, except the Governor's expense account, and to report annually on this audit, and at such other times as the Legislature may require; to review and study departmental budgets and capital programs for better and efficient management of State government; to serve as a staff agency to the Legislature or to the Governor in making investigations of any phase of the State's finances; and to perform audits of all accounts and financial records of any organization, institution

or other entity receiving or requesting an appropriation or grant from the State; to issue reports on such audits and investigations; and to conduct financial and compliance audits of financial transactions and accounts kept by or for State agencies subject to federal single audit requirements.

## **The Legislature**

The legislative power of the State is vested in a Senate and a House of Representatives (collectively, the “Legislature”), each of which has a negative on the other. The Senate consists of 35 members and the House of Representatives consists of 151 members, all of whom are elected for two-year terms from single-member districts. A person may not serve more than four consecutive terms as either a senator or a representative.

The Legislature is organized into 18 Joint Standing Committees, each comprised of 3 Senators and 10 Representatives, except where noted below. Current Joint Standing Committees are: Agriculture, Conservation and Forestry; Appropriations and Financial Affairs; Labor and Housing; Criminal Justice and Public Safety; Education and Cultural Affairs; Health and Human Services; Inland Fisheries and Wildlife; Health Coverage, Insurance and Financial Services; Judiciary; Veterans and Legal Affairs; Marine Resources; Environment and Natural Resources; State and Local Government; Taxation; Transportation; Energy, Utilities and Technology; and Government Oversight (comprised of 6 Senators and 6 Representatives). In 2018, a new permanent joint standing committee was established to focus on economic development and workforce needs, the Committee On Innovation (comprised of 3 Senators and 11 Representatives), Development, Economic Advancement and Business. From time to time, the Legislature has established joint select committees on such matters as property tax reform, health care reform, research and development, corrections, tribal affairs, rules and marijuana legalization implementation.

The Legislature of the State convenes in even-numbered years on the first Wednesday of December following the general election in what is designated the first regular session of the Legislature and also convenes on the first Wednesday after the first Tuesday of January in the subsequent even-numbered year in what is designated the second regular session of the Legislature. The business of the second regular session of the Legislature is limited to budgetary matters, legislation in the Governor’s call, legislation of an emergency nature admitted by the Legislature, legislation referred to committees for study and report by the Legislature in the first regular session and legislation presented to the Legislature by written petition of the voters pursuant to the Constitution of the State. The Legislature may convene at such other times in special session on the call of the President of the Senate and the Speaker of the House, with the consent of the majority of the members of the Legislature of each political party, all members of the Legislature having first been polled. The Governor may, on extraordinary occasions, also convene special sessions of the Legislature.

The Constitution requires the Legislature to enact appropriate statutory limits on the length of the first and second regular sessions. Under the statute currently in effect, the first regular session of the Legislature adjourns no later than the third Wednesday in June and the second regular session of the Legislature adjourns no later than the third Wednesday in April. The Legislature, in the case of emergency, may by a vote of two-thirds of the members of each of the Senate and House of Representatives present and voting, extend the date for adjournment by no more than five legislative days, and, in the case of further emergency, further extend the date for adjournment by five additional legislative days. The times for adjournment for the first and second regular sessions may also be extended for one additional legislative day for the purpose of considering any veto by the Governor of any bill or resolution passed by the Legislature.

The Legislature, with certain exceptions, is authorized to make and establish all reasonable laws and regulations for the defense and benefit of the people of the State, not repugnant to the Constitution of

the State, nor to that of the United States. Legislation enacted by the Legislature may be vetoed by the Governor. The Governor's veto may be overridden by the subsequent vote of at least two-thirds of each of the House of Representatives and the Senate. The Governor also has "line-item" veto power to decrease appropriations or allocations and to increase deappropriations or deallocations within one day after the Governor receives legislation for approval. The Governor's "line-item" veto may be overridden by the subsequent vote of at least a majority of each of the House of Representatives and the Senate. Legislation does not become effective until 90 days after the recess of the session of the Legislature in which it was passed, unless in case of emergency the Legislature shall, by a vote of two-thirds of all the members elected to each of the House of Representatives and the Senate, otherwise direct.

The Constitution of the State provides that, upon written petition by voters equal to not less than 10% of the total vote cast in the last gubernatorial election preceding such petition and filed on or before the ninetieth day after recess of the Legislature requesting that legislation passed by the Legislature but not then in effect be submitted to referendum for ratification by a majority of those voting thereon. Such legislation does not take effect, if at all, until thirty days after the Governor has announced that such legislation has been ratified by the voters. Any such ratification vote would take place at the next statewide or general election, not less than 60 days after the Governor has proclaimed that sufficient signatures have been submitted.

The Constitution of the State provides that, by written petition, voters equal to not less than 10% of the total vote cast in the last gubernatorial election preceding such petition and filed before a regular session of the Legislature may propose legislation to the Legislature for its consideration. The legislation, unless adopted by the Legislature without change, must be submitted to referendum in the next November after the Legislature recesses.

Pursuant to the Constitution of the State, legislative enactments, including bills, orders or resolutions, may originate in either the Senate or the House of Representatives, and may be altered, amended, or rejected in the other. All bills for raising a revenue, however, shall originate in the House of Representatives, but the Senate may propose amendments as in other cases, provided that the Senate shall not, under color of amendment, introduce any new matter which does not relate to raising a revenue.

## **The Judiciary**

The judicial power of the State is vested in the Supreme Judicial Court and such other courts as the Legislature may establish. The Legislature has established the Superior Court and the District Court. The courts are administered by the Administrative Office of the Courts under the direction of the State Court Administrator, who is appointed by and serves at the pleasure of the Chief Justice. In addition, the Constitution of the State provides for probate courts in each of the 16 counties of the State.

The Supreme Judicial Court is the highest court in Maine, and as the Law Court is the court of final appeal. It consists of the Chief Justice and six Associate Justices, each of whom is appointed by the Governor with the consent of the Legislature for a seven-year term.

The Superior Court and the District Court are both trial courts of limited, complementary jurisdiction. The Superior Court offers jury trials and the District Court does not. The Superior Court consists of a Chief Justice and 16 justices, who are appointed by the Governor with the consent of the Legislature for a seven-year term. The Superior Court holds sessions in each of the 16 counties.

The District Court consists of a Chief Judge, a Deputy Chief Judge and 34 judges, each of whom is appointed by the Governor with the consent of the Legislature for a seven-year term. There are 13 districts and several divisions of the court.

## **Independent Authorities and Agencies**

The State has established several independent authorities and agencies, the budgets of which are not included in the annual budget of the State. Certain of these authorities and agencies receive appropriations from the State from time-to-time. Certain of these authorities and agencies are authorized by the statutes creating such authorities and agencies to issue bonds and to undertake financial obligations, payment of which are secured in part by special reserve funds (“Capital Reserves”) to which the State may appropriate funds in order to maintain the Capital Reserves at amounts determined by such statutes or by such authorities and agencies (a “Capital Reserve Provision”). While the bonds and obligations of such authorities and agencies and the Capital Reserve Provisions do not constitute legally enforceable obligations of the State or create any debt on behalf of the State, the Constitution of the State does not prohibit future Legislatures from appropriating sums requested by any such authority or agency in compliance with its Capital Reserve Provision. Certain of these authorities and agencies have been authorized by statute to insure or guarantee repayment of certain loans and bonds. See “Fiscal Management - Constitutional Debt Limit” and “Certain Public Instrumentalities” herein.

## **County and Municipal Government**

The State is divided into 16 county governments responsible for various functions, including the operation of county jails and registries of probate and deeds. Each county government assesses the costs of its operations upon the cities, towns and Unorganized Territories located within the county.

The State is further divided into 22 cities, 433 towns, 34 plantations, and 4 Indian nations or territories, which exercise the functions of municipal government, including the provision of elementary and secondary education. There are also a number of unorganized townships and coastal and inland islands and three Indian Reservations. Cities are governed by several variations of the mayor and council form of government. In most towns, executive power has been placed in a board of three, five, or seven selectmen, elected to terms of from one to three years and legislative power has been retained by the voters themselves, who assemble in periodic open town meetings. There are various regional districts for school, water supply, solid waste, wastewater disposal and other purposes.

Municipal revenues consist of property taxes, local aid (including State subsidies for education and revenue sharing), local receipts (including motor vehicle and watercraft excise taxes, fines, license and permit fees, charges for local services and investment income) and other sources.



## FISCAL MANAGEMENT

### Department of Administrative and Financial Services

The Department of Administrative and Financial Services (“DAFS”), under the supervision and control of the Commissioner of Administrative and Financial Services, is the principal fiscal department of State government. The Commissioner of Administrative and Financial Services has certain duties and authorities, including serving as the Governor’s principal fiscal aide, coordinating financial planning and programming activities of the State government for review and action by the Governor, preparing and reporting to the Governor and the Legislature such financial data or statistics as may be required or requested by them, planning with respect to the fiscal needs of State government and ensuring that all publications stating the salary of a State employee also state the value of the employee’s fringe benefits. DAFS includes the Bureau of the Budget, headed by the State Budget Officer, the Office of the State Controller, headed by the State Controller, and the Bureau of Maine Revenue Services (“MRS”), headed by the State Tax Assessor and the Associate Commissioner for Tax Policy.

### Constitutional Debt Limit

Article IX, Section 14, of the Constitution of the State provides that the Legislature shall not at any time create any debt or debts, liability or liabilities, on behalf of the State, which shall singly, or in the aggregate, with previous debts and liabilities incurred, exceed \$2,000,000, (i) except to suppress insurrection, to repel invasion, or for purposes of war; (ii) except for temporary loans to be paid out of money raised by taxation during the fiscal year in which they are made; and (iii) excepting also that whenever two-thirds of both the Senate and the House of Representatives shall deem it necessary, by proper enactment ratified by a majority of the electors voting thereon at a general or special election, the Legislature may authorize the issuance of bonds on behalf of the State at such times and in such amounts and for such purposes as may be approved by such action. Appendix D, “Selected Information Regarding Authorized and Outstanding Debt of the State - Authorized Expenditures,” herein sets forth information regarding bonds currently authorized pursuant to certain enactments which have been ratified by a majority of the voters at various elections. Temporary loans to be paid out of moneys raised by taxation during any fiscal year shall not exceed in the aggregate during the fiscal year in question an amount greater than ten percent of all the moneys appropriated, authorized and allocated by the Legislature from undedicated revenues to the General Fund and dedicated revenues to the Highway Fund for that fiscal year, exclusive of proceeds or expenditures from the sale of bonds, or greater than one percent of the total valuation of the State, whichever is the lesser.

The Constitution also allows the Legislature to authorize the issuance of bonds (i) in the amount of up to \$4,000,000 to guarantee student loans; (ii) to insure payments on up to \$4,000,000 of mortgage loans for war veterans; and (iii) to insure payments on up to \$90,000,000 of mortgage loans for industrial, manufacturing, fishing, agricultural and recreational enterprises. The Finance Authority of Maine is authorized to guarantee student loans and to insure payments on certain mortgage loans. See “Certain Public Instrumentalities – Finance Authority of Maine.” The Constitution also allows the Legislature to authorize the issuance of bonds to insure payments on up to \$1,000,000 of mortgage loans for Indian housing. The Maine State Housing Authority is authorized to insure payments on mortgage loans for Indian housing. See “Certain Public Instrumentalities – Maine State Housing Authority” herein. Although the Constitution also allows the Legislature to authorize the issuance of bonds to insure the payment of revenue bonds of the Maine School Building Authority on school projects not exceeding \$6,000,000, the statutory authorization for insurance of Maine School Building Authority revenue bonds has been repealed. No bonds are outstanding pursuant to any of the authorizations described in this paragraph.



## Overview of the Budget Process

The budget of the State government must present a complete financial plan for each fiscal year of the ensuing period of two fiscal years, commencing July 1 in odd-numbered years. The budget must set forth all proposed expenditures for the administration, operation and maintenance of the departments and agencies of State government, all interest and debt redemption charges during each fiscal year and all expenditures for capital projects to be undertaken and executed during each fiscal year of such two-year period. In addition, the budget must set forth the anticipated revenues of the State government and any other means of financing expenditures proposed for each fiscal year of such two-year period.

The State budget consists of a budget message by the Governor (or the Governor-elect) that outlines the financial policy of the State government for the ensuing period of four fiscal years, describing in connection therewith the important features of the financial plan. The Governor's budget overview must also lay out a vision for the State's long-range financial plan and describe how the proposed budget complements that longer vision, which includes the current biennium and the two succeeding biennia.

The budget document includes a general budget summary setting forth the aggregate figures of the budget showing the balance between total proposed expenditures and total anticipated revenues, together with other means of financing the budget for each fiscal year of the ensuing two fiscal years, contrasted with the corresponding figures for the last completed fiscal year and the fiscal year in progress. For information regarding the revenue projection process, see "Fiscal Management – Revenue Forecasting" below. The budget document specifically describes the estimated loss in revenue during the last completed fiscal year and the fiscal year in progress and the anticipated loss in revenue for each fiscal year of such two-year period caused by tax expenditures provided by law. The general budget summary must be supported by explanatory schedules or statements, classifying the expenditures contained therein by organization units, objects and funds, and the income by organization units, sources and funds. The budget document also includes statements of the bonded indebtedness of the State government showing the debt redemption requirements, the debt authorized and unissued, and the condition of the sinking funds.

Pursuant to Public Laws of Maine 2005, chapter 2 ("2005 Chapter 2"), the total General Fund appropriation for each of the two fiscal years in the biennial budget may not exceed the General Fund appropriation limit established by law, except as otherwise provided by law. See "Fiscal Management – General Fund Appropriation Limit." 2005 Chapter 2 became effective for fiscal biennia of the State beginning July 1, 2005, was amended pursuant to Public Laws of Maine 2005, chapters 621, 636, 683 and Public Laws of Maine 2015, chapter 267 ("2015 Chapter 267") and is further subject to modification or repeal at any time by the Legislature.

On or before September 1 of even-numbered years, all departments and other agencies of the State government and corporations and associations receiving or desiring to receive State funds must prepare and submit to the State Budget Officer estimates of their expenditure and appropriation requirements for each fiscal year of the ensuing two-year fiscal period contrasted with the corresponding figures of the last completed fiscal year and the estimated figures for the fiscal year in progress. The growth in the State's General Fund appropriations pursuant to 2005 Chapter 2, as amended by Public Laws of Maine 2005, chapters 621, 636, 638 and 2015 Chapter 267, is limited by law to the average personal income growth for the prior ten calendar years, ending with the most recent calendar year for which data is available, in the State as estimated by the Department of Commerce, Bureau of Economic Analysis. State General Purpose Aid for Local Schools ("GPA") program for kindergarten to grade 12 education is excluded from the General Fund appropriation limit until such time as the State's share of education funding reaches 55% of total state and local education funding. See "Fiscal Management – General Fund Appropriation Limit" and "State Budgets" below.

The Governor (or the Governor-elect), with the assistance of the State Budget Officer, reviews the budget estimates and may alter, revise, increase or decrease the items of the estimates as may be deemed necessary in view of the needs of the various departments and agencies and the total anticipated income of the State government during the ensuing two-year fiscal period. The State Budget Officer, at the direction of the Governor (or the Governor-elect), then prepares a State budget document in the form required by law. The Governor must transmit the budget to the Legislature not later than the Friday following the first Monday in January of odd-numbered years. A Governor-elect in the first term of office must transmit the State budget to the Legislature not later than the Friday following the first Monday in February in odd-numbered years.

Not later than June 1 of each year, the head of each department and agency of State government must submit to the State Bureau of the Budget a work program for the ensuing fiscal year. Such work program must include all appropriations, revenues, transfers and other funds made available to that department or agency for its operation and maintenance and for the acquisition of property, and must show the requested allotments of said sums by quarters for the entire fiscal year, classified to show allotments requested for specific amounts for personal services, capital expenditures and amounts for all other departmental expenses. The Governor, with the assistance of the State Budget Officer, reviews the requested allotments with respect to the work program of each department or agency and may revise, alter or change its allotments before approving the same. The aggregate of such allotments may not exceed the total sums made available to each department or agency for the fiscal year in question. The State Budget Officer transmits a copy of the allotments as approved by the Governor to the head of the department or agency concerned and also a copy to the State Controller. The State Controller authorizes all expenditures to be made from the sums available on the basis of such allotments and not otherwise. Thereafter, the head of any department or agency of the State government may request, and the Governor may approve, revisions of the allotments for the remaining quarters of a fiscal year.

Whenever it appears to the Commissioner of Administrative and Financial Services that the anticipated revenue and other available funds of the State will not be sufficient to meet the expenditures authorized by the Legislature, the Commissioner so reports in writing to the Governor and to certain officers of the Legislature. After receiving the report, the Governor may temporarily curtail allotments equitably so that expenditures will not exceed the anticipated income and other available funds. The Governor, upon the curtailment of any allotment, notifies certain officers of the Legislature of the specific allotments curtailed, the extent of curtailment of each allotment and the effect of each curtailment on the objects and purposes of the program so affected.

No State department or agency may make expenditures of any Federal funds or expenditures in anticipation of receipt of Federal funds for any new or expanded programs, unless such Federal funds are approved by the Legislature. The Governor may authorize the expenditure of such Federal funds for a period not to exceed twelve calendar months and shall notify the Office of Fiscal and Program Review of the Legislature of such action.

## **Revenue Forecasting**

*The information in this section reflects revenue forecasts made prior to the onset of the COVID-19 crisis and accordingly do not include any estimates of the adverse impact of COVID-19 and the resulting governmental actions being taken. See “COVID-19 Impact” on page 2 of this Official Statement for such information.*

**Statutory Responsibilities.** The Consensus Economic Forecasting Commission (the “Commission” or “CEFC”) is responsible for providing the Governor, the Legislature and the Revenue Forecasting Committee (the “RFC”) with analyses, findings and recommendations representing State economic assumptions relevant to revenue forecasting. The CEFC consists of five members appointed as

follows: two members are appointed by the Governor; one member recommended by the Speaker of the House for appointment by the Governor; one member recommended by the President of the Senate for appointment by the Governor; and one member appointed by the other members of the Commission. Each CEFC member must have professional credentials and demonstrated expertise in economic forecasting. A member may not be a Legislator or an employee of the Executive, Legislative or Judicial branches. The CEFC meets at least three times a year.

The CEFC develops macroeconomic secular trend forecasts for the current fiscal biennium and the next two fiscal biennia. No later than February 1 of each even-numbered year, the CEFC submits to the Governor, the RFC and certain members of the Legislature analyses, findings and recommendations for economic assumptions related to revenue forecasting for the current biennium and the next two fiscal biennia. No later than April 1 and November 1 of each odd-numbered year and no later than November 1 of each even-numbered year, the CEFC submits to the Governor, the RFC and certain members of the Legislature the Commission's findings and recommendations for adjustments to the economic assumptions provided on February 1 of each even-numbered year.

The RFC is responsible for providing the Governor, the Legislature and the State Budget Officer with analyses, findings and recommendations relating to the projection of revenues for the General Fund and the Highway Fund based on economic assumptions recommended by the CEFC. The RFC includes the State Budget Officer, the Associate Commissioner for Tax Policy, the State Economist, an economist on the faculty of the University of Maine System selected by the chancellor, the Director of the Office of Fiscal and Program Review of the Legislature and another member of the Legislature's nonpartisan staff familiar with revenue estimating issues appointed by the Legislative Council. The RFC meets at least three times a year.

The RFC develops current fiscal biennium and two ensuing fiscal biennia revenue projections using the economic assumptions recommended by the CEFC. No later than March 1 of each even-numbered year, the RFC submits to the Governor, certain members of the Legislature and the State Budget Officer analyses, findings and recommendations for General Fund and Highway Fund revenue projections for the next two fiscal biennia. No later than May 1 and December 1 of each odd-numbered year and no later than March 1 and December 1 of each even-numbered year, the RFC submits to the Governor, certain members of the Legislature and the State Budget Officer analyses, findings and recommendations for adjustments to General Fund and Highway Fund revenue for the current and ensuing fiscal biennia.

A "stress-test" requirement was enacted in Public Laws of Maine 2017, chapter 284 ("2017 Chapter 284") requiring the CEFC to provide the State Economist, the State Budget Officer and the Associate Commissioner for Tax Policy with at least two alternative economic recession scenarios of varying levels of severity. The alternative scenarios are required to be included in the CEFC's report due February 1<sup>st</sup> of each even-numbered year, and also must include assumptions for calendar years that encompass the current and next two biennia. By October 1<sup>st</sup> of each even-numbered year the CEFC and RFC will jointly issue a report to the Governor, the Legislative Council and the joint standing committee of the Legislature having jurisdiction over appropriations and financial affairs that utilizes the alternative economic scenarios recommended by the CEFC. The report includes analyses and findings that detail the stress impact such economic recession scenarios would have on the current General Fund revenue projections of sales and income tax revenues. In addition, the report must include an analysis of the sufficiency of the current level of the Budget Stabilization Fund and an estimate of the reserves in the Budget Stabilization Fund ("BSF") necessary to offset the declines in revenue as a result of potential economic recession scenarios.

In their October 1, 2018 report, the two forecasting groups concluded that the current BSF balance of \$273 million is not sufficient to fully offset the revenue shortfalls estimated as the result of a moderate and severe recession. However, the report also concluded that the BSF was at a level that would provide

the Governor and the Legislature time during the early stages of the next recession to make the changes necessary to bring the budget back into balance.

The statutory maximum for the BSF of 18% of prior year General Fund revenues (\$646 million as of October 1, 2018) would be sufficient to fully offset a moderate recession modeled in the report. This means that estimated revenues during a moderate recession combined with drawdowns of the BSF would allow a level of spending equal to the base appropriation limitation for the duration of a revenue shortfall. While a BSF at its statutory cap would not be sufficient to fully offset a revenue shortfall because of a severe recession, it would provide enough resources to maintain spending at the base appropriations limitation for approximately 18 months.

At their January 30, 2020, meeting the CEFC identified two additional hypothetical recession scenarios of varying severity to meet the Commission's statutory requirement related to the stress-testing of revenues. The CEFC decided to designate two alternative scenarios provided by Moody's Analytics in January 2020 as the moderate and severe recession scenarios. While the scenarios describe a particular set of specific events surrounding the recessions, the Commission does not ascribe to these specifics, instead selecting the scenarios based on the numbers and growth rates that seemed reasonable as generic "moderate" and "severe" recessions. These scenarios should provide plausible economic inputs for an analysis of the General Fund revenue projections in both a moderate and severe downturn. In both cases, the scenarios will be adjusted to reflect the CEFC's January 2020 baseline forecast and will show hypothetical downturns beginning in the first quarter of calendar year 2021.

The moderate recession scenario selected by the CEFC is the "S7" Next-Cycle Recession scenario. On a macroeconomic level, this recession lasts a full year, which is comparable to the postwar average of recessions. The national unemployment rate peaks at 7.3 percent and real gross domestic product declines around 0.9 percent. Employment in Maine declines around 1.8 percent. Wage and salary income in Maine declines around 1.3 percent, while total personal income continues to grow but at a slower pace. If necessary, the recovery period in this scenario will be modified to reflect a relatively slow return to the baseline.

The severe recession scenario selected by the CEFC is the "S4" Protracted Slump scenario. On a macroeconomic level, this deep recession lasts over a year and a half. The national unemployment rate peaks near 8.3 percent and real gross domestic product declines around 1.6 percent. Inflation is negative in the first year of this recession. Employment in Maine declines around 2.2 percent. Wage and salary income in Maine declines around 0.7 percent and total personal income declines around 2.5 percent.

The RFC makes all determinations necessary to calculate the General Fund appropriation limit established by law. See "Fiscal Management – General Fund Appropriation Limit" herein.

The State Budget Officer uses the revenue projections of the RFC in setting revenue estimates for inclusion in the State budget and in preparing General Fund and Highway Fund revenue and expenditure forecasts for the budget.

**Fiscal Year 2020 Reports.** The CEFC met on January 30, 2020 to review and revise its November 1, 2019 forecast through 2023, and to additionally forecast through 2025. At that meeting, the CEFC noted that annual data for 2019 indicates that both the national and state economies continue to grow. Maine's real gross domestic product grew 2.1% in the third quarter of 2019.

Preliminary unemployment rates were below 3.0% in the last five months of calendar year 2019 and below 4.0% for 48 months, more than double the previous record. Wage growth continued to be strong. In the first nine months of 2019 total wages paid were up 4.6% from the same period in 2018.



Adjusted for inflation, real wages are rising at the fastest rate in decades, both in total and averages per job. The state is on track to exceed \$29 billion in wages paid in 2019, a new high.

The Maine Department of Labor is in the process of developing a workforce forecast for the period from 2018 to 2028. There are several possible scenarios, depending on changes in rates of labor force participation and changes in the age composition of the population. The most notable issue is that the two largest age cohorts (60 to 64 and 55 to 59 in 2018) are approaching retirement. In 2018, 70 percent of this group was in the labor force; in 2028, just 33 percent of them are expected to be in the labor force, with most retired. The population gradually becomes smaller moving down in age. With fewer young people aging into the workforce, the coming retirement of the largest cohorts presents a challenge to maintaining the size of the labor force. However, continued tight labor markets with rising wages and ample job openings may well spur an increasing rate of in-migration of working-age people to the state to offset the advancing age of current residents of Maine. Currently published nonfarm payroll jobs estimates indicate that the number of jobs in Maine was up an average of 4,400 in 2019. The lagging complete job count, which will be incorporated with annual revisions, indicates that job growth is likely to be revised up to around or slightly more than 5,000.

There were few new data available since the CEFC's previous meeting in October 2019. In large part, consensus was that there was no compelling evidence to change from the existing forecast and cautious consideration was given to slowing demographic projections. The consumer price index ("CPI") came in at 1.8% growth for 2019, just below the CEFC's forecast of 1.9%. The CPI forecast was revised down for 2020 from 2.0% to 1.9% while the remaining years through 2023 as well as 2024 and 2025 were left at 2.0%, with the assumption that inflation will continue to move towards the Federal Reserve Bank's 2.0% long-term inflation target rate.

The forecast for wage and salary employment growth was revised upward from 0.8% to 0.9% for 2019, relying on year-to-date figures and an anticipated upward revision when benchmarked data are released in March. 2020 through 2022 received minor upward revisions of 0.1 to 0.2 percentage points (to 0.5%, 0.2%, and 0.1%, respectively) with 0.0% growth projected from the years of 2023 through 2025. These revised employment forecasts reach about 639,400 by 2022 and then remain at that level through 2025, compared to a peak of 636,200 in the previous forecast.

Demographics remain a primary concern of the CEFC. This concern not only carries through the employment forecast but also through the income forecast. Income from transfer receipts is expected to continue to grow as the population ages and tightening of the labor market may encourage employers both to offer increased benefits as well as more competitive wages. These issues were at the forefront of consideration for various components of personal income.

Total personal income growth was revised up by 0.1 percentage points in 2019, 2021, and 2022 and forecast at 3.5% growth for 2024 and 2025. These increases can be attributed to upward revisions to minor components of personal income. All major components of personal income were left unchanged for 2019 through 2023. Wage and salary income growth was forecast to grow by 3.2% in 2024 and 2025; supplements to wages and salaries was forecast at 3.4% growth for 2024 and 2025. The forecast for non-farm proprietors' income was 2.5% in 2024 and 2025; personal current transfer receipts were forecast at 5.6% and 5.7% in 2024 and 2025, respectively. Dividends, interest and rent was forecast at 2.2% in 2024 and 2025.

The CEFC discussed the potential for economic impacts from the coronavirus, however it did not make any specific modifications to its economic forecast. In the month between the CEFC's meeting and the RFC's meeting, the impact of the coronavirus had spread and its economic and fiscal impacts on the stock market and other sectors of the international and national economies emerged and intensified. At

the time of the forecast, there was no economic or revenue data indicating any direct impact of COVID-19 on the Maine economy.

The CEFC has scheduled meetings on June 22 and 25, 2020, for an off-cycle information gathering session and forecasting update to address changes in economic conditions coming from COVID-19.

The economic variables in the CEFC forecast play an important role in the revenue forecast. Maine Revenue Services’ Office of Tax Policy’s (“MRS/OTP”) tax models use the CEFC economic variables to help project revenue from the major taxes. Data related to non-tax revenue lines were provided by a number of different state agencies and reviewed by staff in the Office of Fiscal and Program Review and the Bureau of the Budget to come up with consensus recommendations. The RFC reviewed MRS/OTP’s and other staff recommendations at its meeting on February 28, 2020 and agreed to those recommendations. The following table and narrative highlight the final changes to the General Fund accepted by the RFC as part of its March 2020 update to the revenue forecast.

### General Fund Summary

	<b>FY19 Actual</b>	<b>FY20</b>	<b>FY21</b>	<b>FY22</b>	<b>FY23</b>
Current Forecast	\$3,848,511,092	\$3,956,856,574	\$4,039,639,504	\$4,144,431,540	\$4,285,769,358
Annual % Growth	7.3%	2.8%	2.1%	2.6%	3.4%
Net Increase (Decrease)	\$0	\$40,034,451	\$34,080,948	\$31,605,982	\$33,344,535
Revised Forecast	\$3,848,511,092	\$3,996,891,025	\$4,073,720,452	\$4,176,037,522	\$4,319,113,893
Annual % Growth	7.3%	3.9%	1.9%	2.5%	3.4%

General Fund revenue estimates are revised upward by \$40.0 million for fiscal year 2020 and by \$34.1 million for fiscal year 2021, for a combined increase of \$74.1 million for the 2020-2021 biennium. The resulting forecasted overall rate of growth for General Fund revenue for fiscal year 2020 is now 3.9% over fiscal year 2019 final revenue amounts, followed by a 1.9% rate of growth for fiscal year 2021. The forecast for the 2022-2023 biennium is revised upward by \$31.6 million for fiscal year 2022 and by \$33.3 million for fiscal year 2023 (an increase of \$65.0 million for the biennium). Fiscal year 2022 General Fund revenue is now projected to grow at an overall rate of 2.5% and for fiscal year 2023 at a rate of 3.4%. It is important to note that even with the recently enacted changes in the Municipal Revenue Sharing program delaying the return to 5.0% until fiscal year 2022 (i.e., 2.0 % in fiscal year 2019, 3.0% in fiscal year 2020 and 3.75% in fiscal year 2021) the impact on the underlying General Fund revenue growth rate is still significant. Adjusting for the changes to revenue sharing would result in underlying growth rates of 4.8% in fiscal year 2020, 2.7% in fiscal year 2021 and 3.7% in fiscal year 2022.

The net increase in General Fund revenue during the forecast period is primarily from individual income and sales and use taxes. In both cases the strong underlying Maine economy is producing equally strong revenue growth through the first seven months of fiscal year 2020. The Committee increased the FY20 forecast for sales and use tax by \$14 million in FY20 and by \$20.0 million in FY21. The new forecast projects an additional \$39.0 million in sales and use tax receipts in the 2022-23 biennium. The reasons for the higher level of sales tax receipts are twofold; (1) four months of data indicating that the forecast associated with the enactment of L.D. 1452 (“An Act Regarding the Collection of the Sales and Use Tax by Marketplace Facilitators”; PL 2019, c. 441) needs to be increased by approximately \$7 million in FY20 and \$10 million per year over the remainder of the forecast period, and (2) stronger than previously projected growth in base sales tax revenues. The March forecast assumes FY20 growth in the sales and use tax line of 7.6 percent, a full percentage point higher than the December forecast. Growth is forecasted to be in the 4.7 percent range for the next two fiscal years as sales of adult use marijuana (“AUMJ”) begin, and then increasing by 4.0 percent in FY23 consistent with the economic forecast.



The March sales and use tax forecast assumes retail sales of AUMJ will begin late in the final quarter of FY20, resulting in a decrease in the sales tax forecast from AUMJ of \$1.7 million in FY20. The forecast of sales tax revenue from recreational marijuana over the remainder of the forecast period was not adjusted. Based on information from the Office of Marijuana Policy the RFC did not change the forecast for the 10 percent excise tax on AUMJ.

Adjustments to individual income tax revenue are primarily from an increase in estimated capital gains realizations in tax year 2019. Based on growth from the final estimated payment and the stock market in tax year 2019 the committee has increased its projections of capital gains realizations by Maine residents by approximately \$10 million per year. As a result, the RFC now expects April's final payment to be up 8.5% year-over-year compared to 3.2% in the December forecast. Future capital gains are realization are expected to decline consistent with the prior revenue forecast, but from the higher 2019 base.

The CEFC and RFC continue to monitor the economic and fiscal impacts of the COVID-19 disease and have scheduled off-cycle meetings to produce both updated economic and revenue forecasts by August 1, 2020.

### **General Fund Appropriation Limit**

Pursuant to 2005 Chapter 2, as amended by Public Laws of Maine 2005, chapters 621, 636, 683 and 2015 Chapter 267, the rate of growth of General Fund appropriations in a fiscal year is limited to the average personal income growth (the "Growth Limit Factor").

"Average personal income growth" means the average for the prior ten calendar years, ending with the most recent calendar year for which data is available, of the percent change in personal income in the State as estimated by the BEA.

As of December 1 of each even-numbered year, a General Fund appropriation limit is established for the ensuing two fiscal years. For the first fiscal year, the General Fund appropriation limit is equal to the "biennial base year appropriation" multiplied by one plus the Growth Limit Factor. For the second fiscal year, the General Fund appropriation limit is the General Fund appropriation limit of the first year multiplied by one plus the Growth Limit Factor. As amended in 2015 Chapter 267, "biennial base year appropriation" means the General Fund appropriation enacted for fiscal year 2016-17 as of December 1, 2016 and for subsequent fiscal years, the amount of the General Fund appropriation limit for the current fiscal year as of December 1 of even-numbered years.

The General Fund appropriation limit applies to all General Fund appropriations, except certain education costs described in the following paragraph. The General Fund appropriation limit was approximately \$3.6 billion for fiscal year 2014, fiscal year 2015 and fiscal year 2016, \$3.7 billion for fiscal year 2017, \$3.8 billion for fiscal year 2018, \$4 billion for fiscal year 2019, \$4.1 billion for fiscal year 2020 and \$4.2 billion for fiscal year 2021. The Growth Limit Factor for the 2014-2015 biennium was 1.37%. The Growth Limit Factor for the 2016-2017 biennium was 1.08%. The Growth Limit Factor for the 2018-2019 biennium was 2.84%. The Growth Limit Factor for the 2020-2021 biennium is 2.77%.

2005 Chapter 2 provides that the additional cost for certain essential educational programs and services ("Essential Programs and Services") for kindergarten to grade 12 education ("K-12 Education") over the fiscal year 2004-05 appropriation for GPA is excluded from the General Fund appropriation limit until the State share of that cost reaches 55% of the total State and local cost (the "EPS Costs").

Current law provides that the State will pay 55% of the total State and local cost of K-12 Education for fiscal year 2020, including teacher retirement and retired teachers' health and life insurance, and that

the General Fund appropriation limit will include the State share of the cost of K-12 Education beginning with fiscal year 2020. See “Certain Expenditures and Obligations - Education Funding” herein.

The General Fund appropriation limit may be exceeded for certain extraordinary circumstances which must be outside the control of the Legislature, including (a) catastrophic events, such as natural disaster, terrorism, fire, war and riot, (b) unfunded or underfunded State or Federal mandates, (c) citizens’ initiatives or other referendum, (d) court orders or decrees or (e) loss of Federal funding. Extraordinary circumstances do not include changes in economic conditions, revenue shortfalls, increases in salaries or benefits, new programs or program expansions that go beyond existing program criteria and operation. The General Fund appropriation limit may be temporarily increased for such other purposes only by a vote of both Houses of the Legislature in a separate measure that identifies the intent of the Legislature to exceed the General Fund appropriation limit. 2005 Chapter 2 is also subject to modification or repeal at any time by the Legislature.

“Baseline General Fund revenue” and other available budgeted General Fund resources that exceed the General Fund appropriation limit plus the EPS Costs must be transferred to the Maine Budget Stabilization Fund (the “Budget Stabilization Fund”). If the Budget Stabilization Fund is at its limit of 18% of General Fund revenue of the immediately preceding fiscal year, then amounts that would otherwise have been transferred to the Budget Stabilization Fund must be transferred to the Tax Relief Fund for Maine residents. “Baseline General Fund revenue” means the recommended General Fund revenue forecast reported by the RFC in its December 1 report in even-numbered years, increased by the estimated amount of net General Fund revenue decrease, if any, for all enacted changes reducing the state and local tax burden included in that forecast.

Public Laws of Maine 2013, chapter 595 (“2013 Chapter 595”) changed the priority of distribution for fiscal year 2014 only, after the transfers to the State Contingent account, Loan Insurance Reserve and Reserve for Retirement Costs, adding a one-time fixed transfer up to \$20 million for the Reserve for Future Funding Needs. The Reserve for Future Funding Needs included a provision to transfer up to \$1.3 million, directed to the Maine Department of Health and Human Services (“DHHS”) Developmental Services Waiver program, by financial order, in fiscal year 2015 pursuant to 2013 Chapter 595, part X, sections 3 and 4. The remaining authorized one-time transfer of the unappropriated General Fund surplus of \$18.7 million was available and placed in an undesignated status in the Reserve for Future Funding Needs. The remainder of the year-end balance was distributed as follows: Budget Stabilization Fund, 48%, a transfer of \$8.5 million, Reserve for General Fund Operating Capital, 13%, a transfer of \$2.3 million, Retiree Health Internal Service Fund, 9.0%, a transfer of \$1.6 million, Capital Construction and Improvements Reserve Fund, 10%, a transfer of \$1.8 million, and the Tax Relief Fund for Maine Residents, 20%, a transfer of \$3.5 million. The fiscal year 2014 year-end balance in the Budget Stabilization Fund was \$68.2 million. The increase in the Budget Stabilization Fund, as compared to the prior year balance, is primarily related to the transfer of 48% of the year-end reserves as authorized in 2013 Chapter 1.

2015 Chapter 267 further changed the priority order of distribution beginning fiscal year ending June 30, 2015. In addition to fixed transfers to the State Contingent account, Loan Insurance Reserve, and Reserve for Retirement Costs (provided for this reserve account specifically in fiscal years 2012, 2013 and 2014), the Reserve for General Fund Operating Capital of \$2.5 million and Retiree Health Insurance Internal Service Fund of \$2.0 million that would have previously received a percentage transfer of the remaining year-end General Fund unappropriated surplus, were added to the fixed transfers. The Capital Construction and Improvements Reserve Fund transfer, previously included as a percentage transfer of remaining year-end surplus after fixed dollar transfers at 10%, was recommended by the Governor and enacted by the Legislature in 2015 Chapter 267 as a direct ongoing General Fund appropriation for capital construction of \$3 million in each fiscal year. The remaining year-end surplus was distributed as follows: Budget Stabilization Fund, 80%, and the Tax Relief Fund for Maine Residents, 20%. Public Laws of Maine, 2015, chapter 16 (“2015 Chapter 16”) directed a transfer from the Reserve for Future Funding

Needs of \$4.3 million back to the General Fund unappropriated surplus to fund the fiscal year 2015 appropriations in that bill. The fiscal year 2015 year-end balance in the Budget Stabilization Fund was \$111.1 million, \$14.3 million of this total, the remaining balance from the Reserve for Future Funding Needs, transferred to the Budget Stabilization Fund as directed in 2013 Chapter 595. The fiscal 2015 year-end cumulative balance in the General Fund Reserve for Operating Capital was \$7.4 million, and the Tax Relief Fund for Maine Residents was \$9.5 million. Finally, MRS has estimated that in order to provide the initial minimum reduction of 0.2 percentage points, the balance in the Tax Relief Fund for Maine Residents would need to be approximately \$48.6 million and that aggregate unappropriated General Fund surpluses of over \$200 million would be needed to generate such a balance in the fund.

The priority order of the distribution of the available reserves fiscal year ending June 30, 2016 was most recently impacted by a one-time change in Public Laws of Maine 2015, chapter 483 (“2015 Chapter 483”) and chapter 513. The remaining year-end General Fund unappropriated surplus was adjusted to add an additional one-time fixed transfer of \$13.4 million for the establishment of a process to procure biomass resources after the transfer for the Loan Insurance Reserve, \$1 million, Reserve for General Fund Operating Capital, \$2.5 million, and Retiree Health Insurance Internal Service Fund, \$4 million, set forth in 2015 Chapter 267. The fiscal year-end cumulative balance in the Budget Stabilization Fund as of June 30, 2016 was \$112.4 million. The fiscal 2016 year-end cumulative balance in the General Fund Reserve for Operating Capital was \$9.9 million and the Tax Relief Fund for Maine Residents just under \$200,000, the balances in this fund utilized in part for the resources to fund the State’s fiscal year 2016 tax conformity.

During fiscal year 2017, two additional one-time transfers were made to the Budget Stabilization Fund: Public Laws of Maine 2015, chapter 481 (“2015 Chapter 481”) provided for a \$10 million transfer from the funds received pursuant to the court order in *State of Maine v. McGraw-Hill Companies, Inc. and Standard & Poor’s Financial Services, LLC*, and Public Laws of Maine 2017 Chapter 2 transferred \$35 million from the unappropriated surplus of the General Fund. Finally, at the close of fiscal year 2017, after the priority transfers for the replenishment of the State Contingent Account at the maximum of \$350,000, the transfer for the Loan Insurance Reserve, \$1 million, Reserve for General Fund Operating Capital, \$2.5 million, and Retiree Health Insurance Internal Service Fund, \$4 million, \$36.8 million and \$9.2 million were transferred to the Budget Stabilization Fund and the Tax Relief Fund for Maine Residents, respectively. The cumulative balance in the Budget Stabilization Fund on June 30, 2017 was \$196.2 million.

In fiscal year 2018, a net \$76.6 million was transferred into the Budget Stabilization Fund, resulting in an ending balance of \$272.9 million. The State Controller transferred \$2.0 million from the Budget Stabilization Fund to the General Fund unappropriated surplus in accordance with Public Law 2017, chapter 284 Part CCCCCC-2. Part EEEEEEE of this same law established a \$65 million Reserve for Riverview Psychiatric Center from the funds within the Budget Stabilization Fund. The purpose of the Reserve for Riverview Psychiatric Center was to provide General Fund resources of up to \$65 million based on the Centers for Medicaid and Medicare Services disallowance of disproportionate share hospital payments. See “State Budgets”, “Certain Expenditures and Obligations - Health and Human Services Funding” herein for further information.

Public Laws of Maine 2019, chapter 343 (“2019 Chapter 343”) transferred \$19.8 million into the Budget Stabilization Fund and set aside an additional \$14.5 million into the Riverview Psychiatric Reserve (being held within the Budget Stabilization Fund) bringing the total amount set aside in the Reserve to \$79.5 million. During fiscal year 2019, \$19.2 million was transferred to the DHHS from the Reserve for Riverview Psychiatric Center. At the close of fiscal year 2019, after the priority transfers for the replenishment of the State Contingent Account at the maximum of \$350,000, the transfer for the Loan Insurance Reserve, \$1 million, Reserve for General Fund Operating Capital, \$2.5 million, and Retiree

Health Insurance Internal Service Fund, \$2 million, \$18.1 million and \$4.5 million were transferred to the Budget Stabilization Fund and the Tax Relief Fund for Maine Residents, respectively. The final reserve balances in the General Fund on June 30, 2019 were \$236.9 million in the Budget Stabilization Fund and \$60.3 million in the Reserve for Riverview Psychiatric Center.

During fiscal year 2020, the remaining \$60.3 million in the Reserve for Riverview Psychiatric Center was transferred to the DHHS. The State has now paid all outstanding debts to the Centers for Medicaid and Medicare Services related to the disallowance of disproportionate share hospital payments. See “State Budgets”, “Certain Expenditures and Obligations – Health and Human Services Funding” herein for further information.

Public Laws of Maine 2019, chapter 448 (“2019 Chapter 448”) amended the Tax Relief Fund for Maine Residents to create the Property Tax Relief Fund for Maine Residents. The fund must be used to provide relief payments to property tax payers when the amount available in the fund is sufficient to make a relief payment of at least \$100 to each property tax payer receiving a homestead exemption in the State during the most recent property tax year, to pay for the Treasurer of State's costs in administering relief payments and to make State payments to municipalities for costs related to relief payments pursuant to a mandate under the Constitution of Maine, Article IX, Section 21. In accordance with the law, the Treasurer of State has determined that the balance in the fund, \$32.9 million at June 30, 2019, is sufficient to make these payments.

Public Laws of Maine 2019, chapter 616 (“2019 Chapter 616”), An Act Making Supplemental Appropriations and Allocations for the Expenditures of State Government, General Fund and Other Funds and Changing Certain Provisions of the Law Necessary to the Proper Operations of State Government for the Fiscal Years Ending June 30, 2020 and June 30, 2021, authorized an additional transfer of \$17.4 million to the Budget Stabilization Fund during fiscal year 2020.

***The information in this section general fund appropriations made prior to the onset of the COVID-19 crisis and accordingly do not include any matters of the adverse impact of COVID-19 and the resulting governmental actions being taken. See “COVID-19 Impact” on page 2 of this Official Statement for such information.***

## **Citizen Initiative Petitions**

Recent citizen initiatives include the following:

In June of 2015 An Act to Raise the Minimum Wage was approved by the Secretary of State for circulation. This initiative would raise the minimum hourly wage of \$7.50 to \$9.00 in 2017, and in \$1.00 increments up to \$12.00 in 2020; and to raise it for service workers who receive tips from the 2016 rate of \$3.75 to \$5.00 in 2017, and in \$1.00 increments up to \$12.00 in 2024. In January of 2016 this initiative was submitted to the Secretary of State who determined that valid signatures had been filed. The initiative was transmitted to the Legislature. As the initiative was not enacted by the Legislature, this initiative appeared on the November 2016 ballot and was passed by the voters. Finally, in 2017, a related measure, Public Laws of Maine, chapter 272, An Act to Restore the Tip Credit to Maine’s Minimum Wage Law was enacted.

Maine voters approved the recreational use, retail sale and taxation of marijuana by approval of the Marijuana Legalization Act (“MLA”) on November 8, 2016. The Secretary of State initially determined that petitioners had not submitted enough valid signatures. The petitioners appealed the Secretary of State’s decision to Superior Court and the judge ruled in favor of the petitioners. The MLA included the assessment of a sales tax of 10%. Assuming a January 1, 2017 effective date, State General



Fund gross revenues were estimated to increase by approximately \$2.8 million in fiscal year 2017 from the sales tax and an estimated \$10.7 million in subsequent years.

Additional legislation enacted in 2017, Public Laws of Maine 2017 Chapter 1, delayed the effective date of certain portions of this law until February 1, 2018. As of April 11, 2018, the Joint Select Committee on Marijuana Legalization Implementation reported ought to pass as amended on Legislative Document (“LD”) 1719, An Act to Implement a Regulatory Structure for Adult Use Marijuana. On May 2, 2018, Public Laws of Maine 2017, chapter 409 (“2017 Chapter 409”) became law over the Governor’s objection. This legislation retained the 10% sales tax on adult use marijuana but introduced new excise taxes on cultivation. The current revenue forecast estimates \$16.8 million in total tax revenue in fiscal year 2021 and \$33.2 million in fiscal year 2023.

2017 Chapter 452, An Act to Amend Maine’s Medical Marijuana Law, was enacted by the Legislature following a veto by then-Governor LePage. This legislation became effective on December 13, 2018, and marked the most significant series of changes to Maine Medical Use of Marijuana Program (“MMMP”) and the State’s medical marijuana program since its inception. Among other things, 2017 Chapter 452 removed employment restrictions on caregivers, allowing for an unlimited number of assistants, established and allowed registered caregivers to operate a retail store, and allowed dispensaries to convert their status from nonprofit to for-profit. In February 2020, the State reported that medical program registrants sold at least \$111.6 million of marijuana to patients in 2019.

Since the inauguration of Governor Janet Mills in January 2019 and the corresponding establishment of the Office of Marijuana Policy (“OMP”) in February 2019, the State of Maine has been working to develop the rules required by the MLA and honor the will of Maine voters. In March 2019, OMP began the rulemaking process and by June had submitted provisionally adopted rules to the 129<sup>th</sup> Legislature. Governor Mills signed LD 719 (Public Laws of Maine 2019, chapter 491), An Act To Amend the Adult Use Marijuana Law, on June 27, 2019, with the legislation going into effect on September 19, 2019.

The law made several changes to the MLA and, most importantly, authorized OMP to proceed with final adoption of adult use rules. OMP began accepting adult use business applications in November 2019 for testing facilities and December 2019 for cultivation, manufacturing, and stores. The first conditional licenses were issued in March 2020. However, several communities preparing for local authorization and to opt-in for adult use, most notably those that serve as hosts to the prospective marijuana testing facilities, have now had to postpone those actions because of COVID-19.

Towns and cities, public officials and the general public expect that when the adult use program is rolled out, it will be done in a manner that is best in the nation at protecting the public’s health and safety. OMP will not sacrifice those standards.

On November 4, 2016, a new citizen-initiated bill was introduced in the 128<sup>th</sup> First Legislature session. LD 1039, An Act To Enhance Access to Affordable Health Care, died between the houses as of April 27, 2017. This bill included a fiscal note projecting additional annual General Fund appropriations if fully implemented of \$54,495,000. This initiative appeared on the November 2017 ballot and was approved by voters. On January 3, 2019, Governor Mills signed an Executive Order directing the Commissioner of DHHS to submit to the Centers for Medicare and Medicaid Services (“CMS”) revisions to the State Plan implementing the voter approved Medicaid expansion. On April 3, 2019, CMS approved the State’s plan retroactive to July 2, 2018, which was the date indicated in the 2017 ballot initiative supported by nearly 60% of Maine voters. See “Certain Expenditures and Obligations - Health and Human Services Funding”.



On June 22, 2018, Public Laws of Maine 2017, chapter 418, An Act to Increase Transparency in the Direct Initiative Process became law and prohibits a notary public to administer an oath to a circulator of a petition for a direct initiative or people's veto referendum if the notary public also provides services that are not notarial acts to initiate or promote a direct initiative or people's veto referendum. Finally, the law includes requirements for reporting contributions aggregating in excess of \$100,000 for the purpose of initiating or influencing a people's veto referendum or direct initiative. For more information on citizens initiatives approved by voters see "Certain Expenditures and Obligations - General Fund Expenditures" below.

During 2018, two citizen initiatives were approved by the Secretary of State for circulation. While a petition was not submitted to the Secretary of the State for either of them, both had the laws they were pursuing enacted during the First Regular Session of the 129<sup>th</sup> Legislature. An Act to Enact the Maine Death with Dignity Act (Public Laws of Maine 2019, chapter 271) authorizes a person who is 18 years of age or older, who meets certain qualifications and who has been determined by the person's attending physician to be suffering from a terminal disease, as defined in the Act, to make a request for medication prescribed for the purpose of ending the person's life. Public Laws of Maine 2019, chapter 156, An Act Authorizing Earned Employee Leave, requires covered employers to provide employees with up to 40 hours of paid personal leave per calendar year effective January 1, 2021.

In October 2019, the Secretary of State certified the petition for a citizen initiative seeking to veto Public Laws of Maine 2019, chapter 154 ("2019 Chapter 154"), An Act To Protect Maine Children and Students from Preventable Diseases by Repealing Certain Exemptions from the Laws Governing Immunization Requirements, that was enacted during the First Regular Session of the 129<sup>th</sup> Legislature. 2019 Chapter 154 removed exemptions from immunization requirements that were based on religious or philosophical beliefs for students in elementary, secondary schools and postsecondary schools, and employees of nursery schools and health care facilities, effective September 1, 2021. This initiative appeared on the March 2020 ballot and was rejected by the voters.

The Secretary of State certified the petition for a citizen initiative seeking to Reject the New England Clean Energy Connect Transmission Project. Although the Secretary of the State certified the signatures for this initiative, there is pending litigation. It is unclear if this item will appear on the November 2020 ballot.

## **The Accounting System**

The DAFS, through the Office of the State Controller, is authorized to maintain an official system of general accounts (unless otherwise provided by law) embracing all the financial transactions of the State; to examine and approve all contracts, orders and other documents to ascertain that moneys have been duly appropriated and allotted to meet such obligations and will be available when such obligations will become due and payable; to audit and approve bills, invoices, accounts, payrolls and all other evidence of claims, demands or charges against the State government (State government is defined to include the Judiciary and the Executive Department of the Governor); to implement internal control standards applicable to State agencies and departments; and to exercise certain other rights, powers and duties as more fully prescribed by law.

The principal Funds established by the State for budgetary accounting purposes are the Governmental Funds (which include the General Fund, the Special Revenue Funds and the Capital Projects Funds), the Proprietary Funds (which include the Enterprise Funds and the Internal Service Funds) and the Fiduciary Funds (which include the Trust and Agency Funds). The Funds are used as follows:

The **Governmental Funds** account for the general governmental activities of the State. The **General Fund** is used to account for all governmental transactions that are not accounted for in another fund. Sales tax, individual and corporate income taxes and other business taxes provide most of the funds available for appropriation by the Legislature for general governmental operations, such as education, human services, corrections, the judiciary and the Legislature. The General Fund is the State's major operating fund.

The **Special Revenue Funds** account for specific revenue sources, other than expendable trusts or major capital projects that are legally restricted to expenditures for specified purposes. The Special Revenue Funds include the following:

The **Highway Fund** is used to account for revenues derived from registration of motor vehicles, operators' licenses, gasoline tax and other dedicated revenues, except for Federal matching funds and bond proceeds used for capital projects. The Legislature allocates this Fund for the operation of various Department of Transportation programs, including construction and maintenance of highways and bridges, for a portion of the State Police administration and for other State programs.

The **Other Special Revenue Funds** are used to account for various special purpose funds which have been established on a self-supporting basis. Revenues are generated by taxes, licenses, fees and Federal matching funds and grants.

**Capital Projects Funds** account for financial resources used to acquire or construct major capital assets other than those financed by proprietary funds. These resources are derived primarily from proceeds of general obligation bonds. The State also includes in this Fund the proceeds from bond issues for uses other than major capital facilities.

The **Proprietary Funds** account for the State's ongoing activities that are similar to those found in the private sector. The **Enterprise Funds** account for transactions related to resources received and used to finance self-supporting activities of the State. The costs of providing goods and services to the general public on a continuing basis, including depreciation, are financed or recovered primarily through user charges.

The **Internal Service Funds** account for the financing and sale of goods or services between agencies of the State or other governmental units on a user charge basis.

The **Fiduciary Funds** account for assets held by the State acting as either a trustee or an agent for individuals, private organizations and other governmental units or other Funds. The **Expendable Trust Funds** account for assets held in a trustee capacity where principal and income may be expended for the funds' designated operations. The **Nonexpendable Trust Funds** account for assets held in a trustee capacity where only income may be expended for the funds' designated operations. **Agency Funds** account for assets which the State, as custodian, holds for others.

In addition, the State has established the **General Long-Term Obligations Account Group** to establish control and accountability for long-term obligations of the State, including those related to general obligation bonds, capital leases, certificates of participation and compensated absences, not accounted for in Proprietary Funds or Nonexpendable Trust Funds. The State has also established the **General Fixed Assets Account Group** to establish control and accountability for all capital assets of the State not accounted for in Proprietary Funds. The State records its general long-term obligations and capital assets in the government-wide statement of net assets.

The accounting system is designed to assure that expenditures do not exceed amounts authorized by legislative appropriation and to conform, to the extent possible, to standards of the Governmental

Accounting Standards Board (“GASB”) and its predecessor, the National Council on Governmental Accounting. Financial transactions are recorded in the General Fund, the Highway Fund and certain other funds as described above and in Appendix B hereof.

### **Accounting Reports and Practices**

The State Controller prepares a Comprehensive Annual Financial Report (“CAFR”) in accordance with standards established by GASB. This report is the official financial report of the State government.

The State Controller’s annual financial report for the fiscal year ended June 30, 2019 is set forth in two separate publications. The first publication consists of the Basic Financial Statements of the State of Maine for the year ended June 30, 2019, which are set forth in Section I of Appendix B. Certain information which is included in the second publication and certain information which has been derived from provisions of the State Controller’s annual financial reports for certain prior fiscal years comparable to the second publication is included in Section II of Appendix B. The information set forth in Section II of Appendix B is based on budgetary and legal requirements.

The Basic Financial Statements of the State of Maine for the year ended June 30, 2019, which are set forth in Section I of Appendix B, have been prepared by the State Controller and have been audited by the Office of the State Auditor in accordance with auditing standards generally accepted in the United States of America. The Office of the State Auditor has issued an unqualified opinion on the Basic Financial Statements.

Because of the variety of activities and programs run by the State, the State Controller has established several specialized accounting conventions, which are consistently applied within the fund accounting system. For more information on the basis of accounting used by the State, see Appendix B, Section I, “Notes to the Financial Statements, June 30, 2019.”

Annual financial reports prepared by the State Controller for the fiscal year ending June 30, 2019 and for prior fiscal years are available upon request directed to Matthew Colpitts, Deputy State Treasurer, 39 State House Station, Augusta, Maine 04333, telephone: 207-624-7468; facsimile: 207-287-2367. The CAFR for the fiscal year ended June 30, 2018 and for prior fiscal years are also available at <http://www.maine.gov/osc/financial-reporting/comprehensive-annual-financial-report> Audit Reports.

The State Auditor is required by law to audit the Basic Financial Statements included within the Comprehensive Annual Financial Report prepared by the State Controller for each fiscal year. The State Auditor’s Independent Audit Opinion dated November 27, 2019 with respect to the fiscal year ending June 30, 2019 is set forth in Appendix B hereto. Single audit reports prepared by the Office of the State Auditor for the fiscal year ending June 30, 2019 and for certain prior fiscal years are available upon request directed to the Deputy State Treasurer.

## STATE BUDGETS

Laws authorizing General Fund and Highway Fund expenditures for fiscal years 2016 through 2021 have been enacted and provide for such expenditures in the amounts set forth in the table below. Amounts listed for fiscal years 2019, 2020 and 2021 include laws enacted during the Second Regular Session of the 129<sup>th</sup> Maine Legislature.

<u>Fiscal Year Ending June 30</u>	<u>General Fund Expenditures Authorized</u>	<u>Highway Fund Expenditures Authorized</u>
2016	\$3,331,298,722	\$323,554,282
2017	3,403,471,296	331,044,352
2018	3,514,673,944	337,446,481
2019	3,708,113,987	338,863,722
2020	3,933,881,622	346,282,263
2021	4,152,371,423	338,390,421

For information regarding fiscal years 2016 through 2021 expenditures, see “Certain Expenditures and Obligations – General Fund Expenditures” below.

Prior to the December 2014 revenue projection, the Bureau of the Budget updated its four year revenue and expenditure forecast in September 2014 through the fiscal year ending June 30, 2017. As required by State law, the four year revenue and expenditure forecast assumes the continuation of current laws and includes reasonable and predictable estimates of growth in revenues and expenditures based on national and local trends and program operations. At the time of the forecast the structural gap was projected to be \$461.1 million for the 2016-2017 biennium.

The gap assumed increases in GPA of \$296.7 million in the 2016-2017 biennium to achieve the commitment made in 2005 Chapter 2, as amended by 2007 Chapters 240 and 539, for a 55% state share of education costs. The structural gap assumed restoration of state-municipal revenue sharing which reflects an increase over the 2014-2015 biennium of \$85 million.

On December 1, 2014, the RFC issued a regularly scheduled update to the forecast. The December report reflected an adjustment upward of General Fund revenues of \$45.5 million in fiscal year 2015, \$28.4 million in fiscal year 2016 and \$39.2 million in 2017. The December report also projected General Fund revenues of \$3.4 billion in fiscal year 2018 and \$3.5 billion in fiscal year 2019.

On January 9, 2015, the Governor’s 2016-2017 Biennial Budget (LD 1019) recommendation was released. The Governor’s proposal included significant changes to Maine’s tax policies intended to bring relief to Maine families by transitioning from a tax code dependent on earnings to a more modern tax code dependent on consumption. The proposed changes included reductions to Maine’s income tax rates, modernization of the sales tax base and increase in the general sales tax rate, the elimination of the estate tax, increases to the amount of pension income exempt from income tax and an exemption for military pension income. The Governor’s recommendation also included increased funding for key priorities in the DHHS. The budget proposal provided \$52 million in funding over the biennium to assist thousands of people waiting for services through MaineCare waivers. The Governor recommended an increase of \$22 million over the biennium to support Nursing Facilities based on 2013 Chapter 594, An Act to Implement the Recommendations of the Commission to Study Long-term Care Facilities. Recognizing the importance of primary care and preventative services, the budget included requests to continue funding so the State could continue to pay the enhanced rates for Health Homes and primary care physicians that were expired or set to expire through the federal Patient Protection and Affordable Care

Act (“Affordable Care Act”). Thirty-eight positions and over \$3 million in General Fund resources are included each year for the Riverview Psychiatric Center, in order to assist the hospital in meeting the requirement for re-certification by the federal CMS. Approximately \$50 million of the savings made available for funding DHHS key priorities were based on a plan to transition the funding structure of the General Assistance program in order to gain better control of the expenditures and changing eligibility criteria to the federal minimums in the Medicare Savings Program. The proposal also continued to delay the attainment of 55% State funding of education until the fiscal year 2018-2019 biennium and satisfied the remaining structural gap projected in December of 2014.

On May 1, 2015, the RFC issued a regularly scheduled update to the forecast. The May report reflected an upward adjustment of General Fund revenues of \$22.1 million in fiscal year 2015, downward \$32.3 million in fiscal year 2016 and upward \$3.1 million in fiscal year 2017. The May report also projected revenues of \$3.4 billion in fiscal year 2018 and \$3.5 billion in fiscal year 2019.

On May 7, 2015, the Governor presented a change package to LD 1019 primarily consisting of revisions resulting from the RFC’s May 1 report and updated initiatives associated with the Governor’s original 2016-2017 Biennial Budget recommendation. The DHHS no longer required additional funding over baseline funding for the State’s MaineCare program’s projected increase in health costs and an additional fiscal year 2016 cycle payment, based on the most recent MaineCare forecasts for the 2016-2017 biennium. The removal of the \$14 million request for MaineCare over the biennium funded new initiatives including \$7 million for two 7-bed secure residential facilities to house forensic patients that do not require a hospital level of care, building upon the Governor’s recommendation to continue to move forward towards the recertification of Riverview Psychiatric Hospital. In addition, a one-time 4% rate increase, approximately \$4 million over the biennium, was proposed to be applied to the assisted living reimbursement rate at Private Non-Medical Institutions beginning July 1, 2015 and a one-time eighteen month pilot project, just over \$500,000 for the biennium, for individuals with opioid or alcohol dependency who were recently incarcerated or had been referred by the Department of Corrections or the Drug Court were also included. Other initiatives included the transfer of the DHHS drinking water, subsurface waste and radiation control activities to the Department of Environmental Protection, wage parity in the Department of Corrections, between state correctional and county jail employees who perform similar direct supervision, language to limit the salaries of positions which are currently funded by one hundred percent federal funds in the Department of Defense to the thresholds allowed by the federal authority and the separation of the land and water quality program in the Department of Environmental Protection to establish separate programs for both land and water in the Department. Finally, the Governor’s change package included funding and/or language for several bills proposed in the 127<sup>th</sup> Legislature, LD 13, An Act To Provide an Exemption from Sales Tax and Service Provider Tax to Nonprofit Collaboratives of Libraries, LD 48, An Act To Reduce Registration Fees and Excise Taxes for For-hire Vehicles with Adaptive Equipment Enabling Access by Persons with Disabilities and LD 1343, An Act To Increase Access to Postsecondary Education for Maine National Guard Members.

From February 2015 and well into March 2015, the Appropriations and Financial Affairs Committee conducted public hearings on the Governor’s tax recommendations. The joint standing policy committees of the Legislature developed their own prioritized report-backs of the two year budget proposal, which were presented to the Appropriations and Financial Affairs Committee throughout the month of April. On June 30, 2015, the 127th Legislature enacted 2015 Chapter 267, overriding the Governor’s veto. 2015 Chapter 267 included a compromise version of the tax reform package presented by the Governor in January, 2015. The compromise version includes a reduction to the State’s top marginal individual income tax rate from the current law 7.95% to 7.15% effective January 1, 2016. The individual income tax cuts are offset through the adoption of the current sales and use tax rate of 5.5%, previously scheduled to revert back to 5% on July 1, 2015, expansion of the sales tax base to include taxes on certain foods and drinks at 5.5% (effective January 1, 2016), continuation of the current meals and



lodging tax rate of 8%, a subsequent increase in the lodging tax rate to 9% effective January 1, 2016, and an increase in the service provider tax rate from the current 5% to 6% on January 1, 2016, including an expansion of the service provider tax on cable and radio services. In addition, the compromise version included an adjustment to the transfer of certain major General Fund revenue line for the State-municipal revenue sharing program, currently set at 5% to 2% for fiscal years 2016-2019 only.

On December 1, 2015, the RFC issued a regularly scheduled update to the forecast. The December report reflected an adjustment downward of General Fund revenues of \$2.2 million in fiscal year 2016, upward in the amount of \$4.9 million in fiscal year 2017. The December report also projected upward revenue revisions of \$24.5 million in fiscal year 2018 and \$35.5 million in fiscal year 2019.

On March 1, 2016, the RFC issued a regularly scheduled update to the forecast. The March report reflected an adjustment downward of General Fund revenues of \$67.3 million in fiscal year 2016, and upward in the amount of \$5.4 million in fiscal year 2017. The March report also projected revenues upward in the amount of \$1.7 million in fiscal year 2018 and \$2.7 million in fiscal year 2019.

Beginning in early January of 2016, Public Laws of Maine 2015, chapter 378 (“2015 Chapter 378”), was signed by the Governor that included a comprehensive approach to Maine’s drug abuse challenge that embraced initiatives for law enforcement, prevention, treatment and recovery. 2015 Chapter 378 provided \$.7 million in fiscal year 2016 and ongoing funding of \$3 million in fiscal year 2017. The appropriations were funded in the 2016-2017 biennium through one-time transfers back to the General Fund from the Gambling Control Board and Medical Use of Marijuana Other Special Revenue Funds. Later in the 127<sup>th</sup> 2<sup>nd</sup> Regular Session, Public Laws of Maine 2015, chapters 485 (“2015 Chapter 485”) and 488 (“2015 Chapter 488”), were signed by the Governor and provided the State additional tools to utilize in approaching Maine’s drug abuse challenges. 2015 Chapter 485, increased the penalties for the illegal importation of scheduled drugs by one scheduled crime and created a new crime of aggravated illegal importation. 2015 Chapter 488 established limits on the prescription of opioids, requiring those licensed and whose capability of prescribing is electronic to implement this law by July 1, 2017.

In mid-January 2016, the Governor submitted an emergency bill to conform state tax laws to changes in federal tax laws, for tax years beginning on or after January 1, 2015 and for any prior tax years as specifically provided by the United States Internal Revenue Code of 1986, as amended. The bill repealed, for taxable years beginning on or after January 1, 2016, the addition modification that decouples Maine’s individual income tax law from the federal deduction for qualified tuition and related expenses and also decoupled the Maine individual and corporate income taxes from the federal bonus depreciation deductions for tax years beginning on or after January 1, 2015. In addition, the Governor’s proposal provided for the Maine Capital Investment Credit for tax years beginning on or after January 1, 2015 with respect to depreciable property placed in service in Maine. This bill was voted out of the Committee and several amendments were subsequently attached. At the same time, the Governor, Legislative Leaders and the Appropriations and Financial Affairs Committee, agreed to a compromise that included additional funding for education as well as tax conformity, resulting in Public Laws of Maine 2015, chapter 388 (“2015 Chapter 388”) and 389 (“2015 Chapter 389”). 2015 Chapter 388 provided for the conformity as proposed by the Governor to certain federal tax laws for tax year 2015 and beyond. 2015 Chapter 389 provided supplemental funding for the Department of Education, GPA program, an additional \$15 million in fiscal year 2017, and set the State’s contribution towards the total cost of education. See “Certain Expenditures and Obligations – Education Funding” below.

Public Laws of Maine 2015, chapters 468 and 472, authorized new issuance of additional securities from the Maine Government Facilities Authority for the Judicial Branch and the Department of Corrections. For the Judicial Branch, additional securities issuance up to \$95.6 million were authorized for the costs associated with court facilities in Oxford, Waldo and York County. The Department of

Corrections was authorized to issue up to \$149.7 million for capital repairs and improvements to the Maine Correctional Center in South Windham and a facility owned by the Department in Washington County. Public Laws of Maine 2015, chapters 478 (“2015 Chapter 478”) and 479 (“2015 Chapter 479”), authorized general obligation bond issuances contingent on the approval by voters. 2015 Chapter 478, authorized a general obligation bond of \$100 million which was presented to voters in November 2016, \$80 million for Highways and Bridges, and \$20 million to ports, harbor, aviation, freight and rail. 2015 Chapter 479, authorized a general obligation bond of \$50 million which was presented to voters in June 2017, \$45 million to the Maine Technology Institute targeted to Maine’s seven technology sectors (biotechnology, composites and advanced materials, environmental, forest products and agriculture, information technology, marine technology and aquaculture and precision manufacturing), and \$5 million to the Small Enterprise Growth Fund for lending or investing in small business. These general obligation bonds were subsequently approved by voters.

In April of 2016, Public Laws of Maine 2015, chapter 465, An Act to Improve the Delivery of Services and Benefits to Maine’s Veterans and Provide Tuition Assistance to Members of the National Guard was signed by the Governor and enacted. This bill included the work of the Commission to Strengthen and Align Services Provided to Maine’s Veterans in Resolve 2015, chapter 48. This bill directs the Department of Defense, Veterans and Emergency Management to serve as the primary source of information for veterans in the State and establishes a Maine National Guard Post Secondary Fund to provide tuition benefits to eligible Maine National Guard Members. The bill is funded through a one-time deappropriation of \$2.5 million from the delay in issuance of a \$21 million revenue bond for the University of Maine and a one-time transfer of \$600,000 from the Gambling Control Board, Other Special Revenue funds. Public Laws of Maine 2015, chapter 481 (“2015 Chapter 481”), transfers funding awarded as a result of the *State of Maine v. McGraw-Hill Companies, Inc. and Standard & Poor's Financial Services, LLC*, of just over \$21 million to provide \$10 million in additional funding to the Budget Stabilization Fund and the remaining funds for the 2016-2017 biennial cost of a sales tax exemption on fuel used in agriculture, wood harvesting and fishing, cost of living increase for Private Non-medical Homes in the DHHS, additional funds for a substance abuse pilot program in the Department of Public Safety and additional funds for education in the Jobs for Maine’s Graduate program and scholarships through the Maine State Grant Program in the Finance Authority of Maine. Finally, 2015 Chapter 483 provided one-time funding for the procurement of biomass resources through a transfer of \$13.4 million contingent on available funds at the close of fiscal year 2016. 2015 Chapter 483 authorized one or more 2-year contracts for up to 80 megawatts of biomass resources.

Prior to the December 2016 revenue projection, the Bureau of the Budget updated its four year revenue and expenditure forecast in September 2016 through the fiscal year ending June 30, 2019. As required by State law, the four year revenue and expenditure forecast assumes the continuation of current laws and includes reasonable and predictable estimates of growth in revenues and expenditures based on national and local trends and program operations. At the time of the forecast the structural gap was projected to be \$165.3 million for the 2016-2017 biennium.

The gap assumed increases in GPA of \$260 million in the 2016-2017 biennium to achieve the commitment made in 2005 Chapter 2, as amended by 2007 Chapters 240 and 539, for a 55% state share of education costs. The structural gap assumed the current law reduction of 5% to 2% for state-municipal revenue sharing to continue through fiscal year 2019.

On December 1, 2016, the RFC issued a regularly scheduled update to the forecast. The December report reflected an adjustment upward of General Fund revenues of \$34.2 million in fiscal year 2017, and adjustments downward of \$1.5 million in fiscal year 2018 and \$30.1 million in 2019. The December report also projected General Fund revenues of \$3.6 billion in fiscal year 2020 and \$3.7 billion in fiscal year 2021.

On January 6, 2017, the Governor released the final supplemental budget for the 2016-2017 biennium and the final budget recommendation for the term of Governor Paul R. LePage for the 2018-2019 biennium. The recommended appropriations for the 2018-2019 biennium were 1.63% or \$109,457,559 in excess of the total appropriations for the 2016-2017 biennium.

The Governor's final supplemental proposal included \$35 million to the Budget Stabilization Fund, \$4.8 million for the rebuild of the State's fish hatcheries in Casco and Grand Lake Stream, and just over \$7 million to the University of Maine to support a continued six year freeze on in-state tuition for the 2017 fiscal year and funding for the early college program. In addition to the Governor's proposals submitted in the supplemental budget, the Appropriations and Financial Affairs Committee and the Governor supported another \$5 million for additional funding targeted towards the development of Opioid Health Homes. The supplemental budget was voted unanimously by the Appropriations and Financial Affairs Committee to move forward for passage and enacted on March 15, 2017.

The biennial budget proposal continued the work in the then current 2016-2017 biennium and included proposals to augment several citizens initiatives that were passed in November of 2016, specifically, the establishment of the Fund to Advance Public education, legalization of recreational marijuana, and an act to raise the minimum wage. Major tax initiatives included the phase-in of a 5.75% flat tax and elimination of the transfer of funding to the Fund to Advance Public education from the passage of a citizen's initiative from the assessment of a surcharge on household income over \$200,000, elimination of the estate tax, expansion of the pension exemption, expansion of the sales tax base and expansion and simplification of the child care credit, a net \$313 million reduction in General Fund revenue. In addition to the modification of tax laws in relation to the State's funding, the administration proposed a separate comprehensive property tax package to allow municipalities to collect additional tax revenues through provisions to provide more equitable and predictable treatment of land owned by land trust organizations and expansion of the authorization for municipalities to assess service charges against certain exempt property with a value of \$10 million or more. Offsets included nearly \$70 million in proposed net savings to the MaineCare program, with major initiatives including the elimination of separate facility based fees for hospital based physicians for a savings of \$11.4 million, the reduction in the reimbursement of Critical Access hospitals to 101% for savings of \$4.5 million, the rebasing of the Hospital Tax year from 2012 to 2014 for a savings of \$15.1 million and the elimination of the eligibility of able-bodied parents with earnings in excess of 40% of the Federal Poverty Limit, generating savings of \$33 million. Finally, the Governor's proposal included initiatives investing in the State's infrastructure, both in the Department of Transportation and for State owned facilities. The comprehensive proposal included a funding shift away from the Highway Fund for the State Police of nearly \$20 million per fiscal year in part to provide that funding.

On May 1, 2017, the RFC issued a regularly scheduled update to the forecast. The May report reflected an adjustment downward of General Fund undedicated revenues of \$16.8 million for total projected undedicated revenues in fiscal year 2017 of \$3.413 billion, and adjustments upward of \$5.7 million in fiscal year 2018 and \$6.0 million in 2019 for total General Fund projected undedicated revenues of \$3.550 billion and \$3.605 billion in fiscal year 2018 and fiscal year 2019, respectively. The May report also projected General Fund undedicated revenues of \$3.623 billion in fiscal year 2020 and \$3.741 billion in fiscal year 2021.

On May 25, 2017, the Governor submitted revisions ("The Change Package") to the 2018-2019 biennial budget recommendation to the Committee on Appropriations and Financial Affairs. The proposal included an update to clarify provisions in the tax language originally submitted in the Governor's biennial budget recommendation, but did not make any substantive changes to the original tax proposals. In the Department of Corrections, the Governor proposed statutory language directing the Commissioner of the Department to submit a recommendation for funding plans to restructure the funding and operation of

county jails, correctional facilities, and prisoner population and capacity by February 15, 2018. In addition, the proposal limited funding for County Jail Operations through the month of February of fiscal year 2018 and limited funding for Downeast Correctional Facilities through the month of March of fiscal year 2018 until the final restructuring plans were enacted in the Second Session of the 128<sup>th</sup> Legislature. The Governor's Change Package withdrew the biennial budget recommendation to establish a new Office of the Public Defender, instead directing the Commissioner of the DAFS and the Director of the Office of Policy and Management to compose a group to study Indigent Legal Services. This proposal limited funding of the current Indigent Legal Services Agency through the month of January 2018 until final plans were enacted in the Second Session of the 128<sup>th</sup> Legislature.

In early June 2017, the Committee on Appropriations and Financial Affairs concluded major portions of their work on the State's 2018-2019 biennial budget voting out four reports, a majority and two minority reports, with one member voting "Ought not to Pass". These alternative proposals were scheduled for consideration by the full Legislature in the final weeks of the 128<sup>th</sup> First Regular Session, with the Statutory Adjournment date on June 21, 2017. The proposals drew from the Governor's recommendations, with the majority budget going forward with the implementation of the establishment of the Fund to Advance Public Kindergarten to Grade 12 Education supported by the 3% income tax surcharge on taxable income in excess of \$200,000 approved by voters in November of 2016. The two minority proposals eliminated, for tax years beginning in 2017 or after, the 3% income tax surcharge imposed on taxable income in excess of \$200,000, funding provided in support of the Fund to Advance Public Kindergarten to Grade 12 Education, which was also eliminated. In addition, during the 128<sup>th</sup> First Regular Session, other spending bills were set aside and placed on the Special Appropriations Table to be enacted in conjunction with the final budget bill. These spending bills included LD 243, which was subsequently enacted, 2017 Chapter 278, An Act To Amend the Marijuana Legalization Act to Provide Licensing, Rulemaking and Regulatory and Enforcement Authority within the DAFS; Assign Rulemaking, Regulatory and Enforcement Authority Related to Agricultural Purposes to the Department of Agriculture, Conservation and Forestry; and Allocate Funds for Implementation, transferring a total of \$1.6 million from the General Fund in fiscal year 2017 only, \$1.4 million to the DAFS to the Retail Marijuana Regulatory Coordination Fund and \$200,000 to the Joint Select Committee on Marijuana Legalization Implementation.

Public Laws of Maine 2017, chapter 284 ("2017 Chapter 284") was passed and signed into law by the Governor on July 4, 2017, four days into the start of the new 2018 State fiscal year, with total General Fund appropriations of \$7,103,305,775 for the 2018-2019 biennium, an increase of \$368,535,757 or 5.5%, as compared to the prior biennium. 2017 Chapter 284 included compromise tax policy changes of the repeal of the income tax surcharge of 3% imposed on that portion of Maine taxable income in excess of \$200,000 and the repeal of the Fund to Advance Public Kindergarten to Grade Twelve Education that was passed by referendum in November of 2016. In addition, the percentage increase of state reimbursement to municipalities for property taxes lost as a result of the Maine Resident Homestead Property tax exemption, from 50% to 62.5%, was delayed one year from its previously scheduled increase for property tax years beginning April 1, 2017 to become effective for property tax years beginning April 1, 2018. The budget included the administration's proposal that updated the process of forecasting the State's revenues by placing into statute the requirement that at least two additional economic forecasts that assume potential economic recession scenarios for the current fiscal biennium and the next two biennia be issued to the State Budget Officer, the State Economist and the Associate Commissioner for Tax Policy by the CEFC. Additional joint reporting is also required from the CEFC and the RFC detailing the impact on General Fund revenue projections of sales and income taxes and an estimate of reserves needed to offset revenue declines reported in the required alternative scenarios.

Current and new debt service funding was provided to support authorized general obligation bonds, a new investment in technology of up to \$21 million, construction of new court houses, a new



prison facility in Windham and infrastructure funding support, both in the 2018-2019 biennium and the following biennium for the University of Maine. Personnel costs such as retirement contributions for both the State employee and teacher retirement and retiree health programs were fully funded, additionally supporting a third reduction in the discount rate assumption for the State's pension liability from 7.125% to 6.75% since fiscal year 2011. Collective bargaining for the Judicial Branch was funded in the new budget and the Executive Branch collective bargaining was funded in a separate bill. Other major initiatives were also funded, including redirecting existing license fees previously credited to the General Fund to the Department of Marine Resources for the purpose of fisheries research, approximately \$678,000 per year, and a new on-going transfer of revenue from the General Fund to the Department of Agriculture, Conservation and Forestry ("ACF") in the amount of \$500,000 per year for Agriculture Promotion. In the Department of Corrections, baseline appropriations of \$5.4 million for Downeast Correctional Facility were eliminated in fiscal year 2019 as a result of the proposed closing as of June 30, 2018. The Governor's proposed statutory language directing the Commissioner of the Department to submit a recommendation for funding plans to restructure the funding and operation of county jails, correctional facilities, and prisoner population and capacity by February 15, 2018 was accepted as an unallocated provision in Part SSSSS. Compromise proposals for the County Jails and Indigent Legal Services programs were adopted in recognition of the need to address the growth in annual additional requests for funding, including study and reporting provisions and additional funding to address any remaining fiscal year 2017 obligations. Fiscal year 2019 appropriations for both the County Jail and the Indigent Legal Services programs were set aside in an Other Special Revenue account reserve in fiscal year 2019 to enable the costs and structures to be examined in the Second Session of the 128<sup>th</sup> Legislature. Finally, for the County Jail program, an increase in the rate of assessment to municipalities from the Counties was adopted, from a current law base assessment plus 3% to a new base assessment, provisions of which were adjusted in Public Laws of Maine 2017, chapter 281 plus 4%, the percentage as amended in 2017 Chapter 284 from year-to-year.

Additional resources for the 2018-2019 biennium over and above ongoing revenues projected at \$7,060,004,883 for the biennium, included the utilization of one-time balances of approximately \$40 million that were transferred to the General Fund and one-time authorization to carry certain balances to delay providing additional appropriations until the 2020-2021 biennium. These one-time resources consist of settlement funds in the Department of the Attorney General and a number of program fund balances with the largest in the Department of Professional and Financial Regulation of \$16.2 million in fiscal year 2018.

On October 23, 2017, at the Governor's request, the Legislature convened the 128<sup>th</sup> First Special Session to amend Public Laws of Maine, chapter 215, An Act Recognizing Local Control Regarding Food Systems to ensure compliance with federal and state food safety laws, rules and regulations and to appropriate funding for the Maine Office of Geographic Information Systems. Public Laws of Maine, chapter 315, An Act to Provide Funding for Geographic Information System Services, provided \$1.35 million from the General Fund for state agencies utilizing Geographic Information System services provided by the Office of Information Technology in the DAFS. In addition, LD 1650, An Act to Amend the Marijuana Legalization Act was also considered, at a net cost to the General Fund of \$14.5 million in the 2018-2019 biennium, the cost, primarily due to projected revenue losses for a later implementation date in the 2018-2019 biennium, as compared to the current law revenue projections and implementation date. The bill was vetoed by the Governor and subsequently on November 6, 2017, the Governor's veto was sustained by the House. A new bill was introduced in the 128<sup>th</sup> Second Regular Session, LD 1719, An Act to Implement a Regulatory Structure for Adult Use Marijuana to continue forward with the legislation and address some of the concerns in the veto of LD 1650 in the 2018-2019 biennium. An additional bill, LD 1775, An Act to Further Delay the Implementation of Certain Provisions of the Marijuana Legalization Act delayed the current law implementation from February 1, 2018 to May 1, 2018 which provided time for the Legislature to continue working on LD 1719. Finally, Public Laws of



Maine 2017, chapter 313, An Act to Encourage Regional Planning and Reorganization, shifted the responsibility for the administration of the Fund for the Efficient Delivery of Local and Regional Services from the DAFS to the Department of Economic and Community Development and added capital planning grants, in addition to planning and cooperative service type grants. A net one-time appropriation of \$2 million for the Fund was provided in 2017 Chapter 284 in the Department of Economic and Community Development in fiscal year 2018.

2017 Chapter 409, LD 1719, An Act to Implement a Regulatory Structure for Adult Use Marijuana, enacted on May 2, 2018 repealed 7 MRSA, Chapter 417 and designated the DAFS as the sole regulatory agency in the implementation, administration and enforcement of the Marijuana Legalization Act. The role of the ACF was limited to consulting activities related to adoption of certain rules. The bill established excise taxes on marijuana flower and mature marijuana plants, \$335 per pound, marijuana trim, \$94 per pound, immature marijuana plants and seedlings, \$1.50 per immature plant or seedling and marijuana seeds at \$0.30 per marijuana seed. The revenue from these excise taxes is directed to the General Fund, except that 12% of this revenue will be credited to the Adult Use Marijuana Public Health and Safety Fund (“PHSF”) within DAFS to be used for public health and safety awareness and education programs and for enhanced law enforcement training. The bill also required that 12% of the existing sales tax on marijuana and marijuana products also go to the PHSF. The net impact on General Fund revenue is expected to be an increase of \$1,441,584 in fiscal year 2019, and rising to more than \$5,000,000 in subsequent years. The PHSF will receive \$358,416 in fiscal year 2019, rising to more than \$1,800,000 in subsequent years. The bill created manufacturing, retail store, testing and tiered cultivation licenses and set the fee structure that DAFS may charge for each license. License fees were estimated to generate Other Special Revenue Funds revenue of \$855,460 in fiscal year 2019 and more than \$1,200,000 in subsequent years. The bill created the Adult Use Marijuana Regulatory Coordination Fund and transferred the balance of the Retail Marijuana Regulatory Coordination Fund, currently \$1,224,246, into it. The bill included General Fund appropriations to DAFS of \$3,173,339 in fiscal year 2019. Of this amount, \$2,028,806 was for 32 ongoing permanent positions, \$550,000 was a one-time appropriation to design and/or acquire tracking system and licensing system software and \$594,533 was for MRS within DAFS for two Tax Examiner positions, related programming and all other costs to process and audit income tax filings. Two additional Senior Revenue Agent positions would be required beginning in fiscal year 2020. Other Special Revenue Funds allocations to DAFS included \$358,416 in fiscal year 2019 for the PHSF, \$828,017 including three positions for the Adult Use Marijuana Regulatory Coordination Fund and \$1,085,931 for the Medical Use of Marijuana Fund that included 6.25 positions transferred from the DHHS. The bill included a General Fund appropriation of \$43,701 and a Highway Fund allocation of \$23,962 in fiscal year 2019 to the Department of Public Safety for one Identification Specialist II position and related costs to process criminal history background checks for marijuana establishment operators. Finally, in order to reflect fewer cases related to marijuana offenses, \$75,000 was deappropriated from the Maine Commission on Indigent Legal Services. For additional information relating to the impact on the DHHS, see “Certain Expenditures and Obligations - Health and Human Services Funding” below.

During the Second Special Session of the 128<sup>th</sup> Legislature, the Legislature over-rode the vetoes by the Governor on multiple bills. Public Laws of Maine 2017, chapters 459 and 460 provided rate increases for several Medicaid services and funding to move people off the Section 21 waiver waitlist. On September 7, 2018 the Governor signed An Act to Improve the Child Welfare System, Public Laws of Maine 2018, chapter 471. This law provided rate increases to foster homes, created 42 new positions within the Office of Child and Family Services, and funded salary stipends for several job classifications to address recruitment and retention issues with the Child Welfare system. Public Laws of Maine 2017, chapter 476, An Act to Employ Veterans in Health Care to Meet Workforce Needs and Provide Funding to the Community College System to Support the Training of Nursing Students, provided \$850,000 to support nursing programs at four community college campuses throughout the State.

On December 1, 2017, the RFC issued a regularly scheduled update to the forecast. The December report reflected an adjustment upward of General Fund revenues for the 2018-2019 biennium of a total of \$6.3 million, composed of an upward adjustment of \$17.9 million in fiscal year 2018, and an adjustment downward of \$11.7 million in fiscal year 2019. The December report also reflected an adjustment upward of General Fund revenues for the 2020-2021 biennium of \$500,000, composed of an adjustment downward of \$6.3 million in fiscal year 2020 and an adjustment upward of \$6.7 million in fiscal year 2021.

On March 1, 2018, the RFC issued a regularly scheduled update to the forecast. The March report reflected an adjustment upward of General Fund revenues of \$38.9 million in fiscal year 2018, and \$89.6 million in fiscal year 2019. The March report also projected revenues upward in the amount of \$79.2 million in fiscal year 2020 and \$70.5 million in fiscal year 2021.

On September 12, 2018, LD 1655, An Act to Update References to the United States Internal Revenue Code of 1986 Contained in the Maine Revised Statutes, became law without the Governor's signature (Public Laws of Maine 2017, chapter 474). This law primarily provided conformity with the TCJA and other changes passed by the federal government through March 23, 2018. This law also included other changes to individual and corporate tax laws. The enacted amendment to the bill would result in an estimated loss of General Fund revenue of \$22 million in fiscal year 2019 and \$47 million in the 2020-2021 biennium.

On December 1, 2018, the RFC issued a regularly scheduled update to its forecast. The December report reflected an adjustment upward of General Fund revenues of \$99.2 million in fiscal year 2019. The December report also reflected an adjustment upward of General Fund revenues for the 2020-2021 biennium of \$263.2 million after adjustment for statutory changes. The 2020-2021 biennium adjustment composed of \$117.5 million for fiscal year 2020 and \$145.7 million for fiscal year 2021. Most of the positive re-projection was from sales and use and individual income taxes.

On February 8, 2019, Governor Janet T. Mills released the 2020-2021 Biennial Budget (LD 1001) recommendation. Governor Mills' proposal sought to address challenges, seize opportunities, and implement the voters will without increasing taxes or utilizing the Budget Stabilization Fund. The budget proposal included a significant focus on health and education. On her first day in office, Governor Mills signed an Executive Order directing the DHHS to move ahead with the implementation of Medicaid expansion, as Maine voters had approved in November 2017. The federal government was expected to cover 90% of the cost of Medicaid expansion population while the State would be responsible for an estimated \$140 million over the biennium. In addition to this request, Governor Mills recommended an additional \$29 million be set aside in a Medicaid Reserve Account in the event it is needed. In 2004, Maine voters directed the State to fund 55% of the cost of K-12 Education from General Fund resources. This percentage has yet to be achieved; however, LD 1001 made a \$126 million investment in K-12 Education over the biennium. Additionally, as a means to address the severe teacher shortage facing the State's schools, the budget invested \$10 million, setting the new minimum teacher salary at \$40,000 per year to assist with recruitment and retention. The Governor's budget also included the first step in a four year plan to fund voluntary universal pre-kindergarten services. Investment in education continues after high school, with the budget proposal providing additional resources to the University of Maine System, the Community College System, the Maine Maritime Academy, and providing \$3 million in scholarship funds through the Maine State Grant Program. Governor Mills' budget also proposed increasing resources to local municipalities by increasing Revenue Sharing from the current 2% level to 2.5% in 2020 and 3% in 2021.

On May 1, 2019, the RFC issued a regularly scheduled update to its forecast. The May report reflected an adjustment upward of General Fund revenues of \$66.7 million in fiscal year 2019. The May

report also reflected an adjustment upward of General Fund revenues for the 2020-2021 biennium of \$20.7 million. The 2020-2021 biennium adjustment was composed of \$13.2 million for fiscal year 2020 and \$7.5 million for fiscal year 2021.

On May 13, 2019, Governor Mills submitted changes to the proposed biennial budget. The change package included technical corrections to items in LD 1001, prioritized investments needed to reduce unsustainable caseloads in the State's child welfare system, funded repairs to the State's school infrastructure, paid off the debt to CMS, and built the State's budget resiliency by adding to the Budget Stabilization Fund.

Central to the change package was the administration's commitment to the child welfare system. This included the creation of 62 new staff for the Office of Child and Family Services to keep Maine's children safe, an 8% increase in staff and a critical down payment to reduce caseloads. The increase was comprised of 43 caseworker staff, 6 background check unit staff, and 13 intake staff, all to work to help prevent abuse, neglect and unhealthy experiences among the State's children. In support of those goals, another \$5.5 million from the Fund for a Healthy Maine was directed for the Governor's opioid response, with an emphasis on school and community-based prevention programs to help youth at risk of substance use and mental health disorders – a goal of the Children's Cabinet. Additionally, the change package proposed 48 new positions – rather than contracting them out – to staff Dorothea Dix Psychiatric Center's new unit, to serve people in need of acute psychiatric care, including those deemed incompetent to stand trial and transferred by jails. Governor Mills announced in February that the nearly-completed facility would be an option for inpatient-level care instead of a step-down facility run by private contractors, as part of a broader plan to also expand outpatient mental health services in the State.

The Governor also planned to invest in the State's decaying school infrastructure by dedicating \$20 million in one-time revenue into the School Revolving Renovation Fund. The fund, which provides no-interest loans for school repairs across the State, had been depleted over the years from an initial \$200 million under then-Governor Angus King to less than \$3 million now.

Also included was an initiative that provided \$250,000 in each fiscal year to support the efforts of the Governor's Climate Council. The funding was to be used for energy and transportation data modeling, mapping, science consulting, facilitation and report production. The Council would seek to leverage these State funds with private foundation and other support.

Finally, the Governor's change package transferred \$34.5 million to the Budget Stabilization Fund with \$14.5 million set aside for Riverview Psychiatric Center. The change package identified the remaining funds needed to settle the debt associated with the decertification of the Riverview Psychiatric Center. Riverview Psychiatric Center regained certification effective January 30, 2019. The federal disallowance totaled nearly \$80 million. Coupled with the \$65 million set aside by the previous Legislature, funds in the change package would allow this debt to be paid to CMS. The remaining \$20 million would be added to the Budget Stabilization Fund. See "Certain Expenditures and Obligations - Health and Human Services Funding" herein for further information regarding the Riverview Psychiatric Center disallowance.

2019 Chapter 343 was passed and signed into law by the Governor on June 17, 2019 with total General Fund appropriations of \$7,987,100,705 for the 2020-2021 biennium, an increase of \$883,794,930 or 12.4% as compared to the prior biennium. 2019 Chapter 343 expanded health care, improved Maine's education system, provided property tax relief and invested in the State's rainy day fund (Budget Stabilization Fund). The law allocated \$125 million for Medicaid expansion which is expected to be matched with nearly \$700 million in federal funds. 2019 Chapter 343 raised the state share of education funding to nearly 51%, which included \$115 million in new state support for education; allocated \$18

million to the School Revolving Loan Fund, which provides critical funding to repair school infrastructure; and paved the way for a \$40,000 minimum teacher salary, initially reimbursing towns at 100% to offset the cost on local budgets. The law also provided additional resources to the University of Maine System, the Community College System, and the Maine Maritime Academy, to help keep tuition fees down, and provided \$3 million in scholarship funds through the Maine State Grant Program. 2019 Chapter 343 provided \$75 million in property tax relief for hardworking Mainers, seniors, families and small businesses and increased revenue sharing to local municipalities from 2.5% to 3% in 2020 and to almost 4% in 2021. Other provisions of the law added 62 new Child and Family Services staff to address unmanageable caseloads and better protect Maine children from abuse and neglect; supported efforts to combat the opioid crisis by funding prevention efforts and eliminating red tape that prevents people from getting help; allocated \$4 million to fund Department of Economic Development initiatives including broadband and rural development grants; funded a comprehensive planning group to establish policy initiatives and benchmarks to meet 30-year goals for climate emissions reductions; and supported a 10-year plan to triple in-state renewable energy generation. Appropriations for the Indigent Legal Services programs continued to be set aside in an Other Special Revenue account reserve in fiscal year 2020 but the set aside was discontinued for fiscal year 2021 when Indigent Legal Services appropriations will remain as General Fund appropriations. Finally, 2019 Chapter 343 transferred \$19.8 million to the Budget Stabilization Fund and set aside an additional \$14.5 million to the Reserve for Riverview Psychiatric Center.

Several laws were passed in the First Regular Session of the 129<sup>th</sup> Legislature that increased General Fund revenues for the 2020-2021 biennium. An Act Regarding the Collection of the Sales and Use Tax by Marketplace Facilitators (Public Laws of Maine 2019, chapter 441) created a process that ensures marketplace facilitators collect and remit sales tax on sales of property and services facilitated on its marketplace and is expected to result in General Fund revenue increase of \$12,410,000 in fiscal year 2020 and \$16,620,000 in fiscal year 2021. An Act To Amend the Laws Governing the Maine Capital Investment Credit To Ensure Fairness for Maine Businesses and To Reduce Taxes on Lower-income Working Families (Public Laws of Maine 2019, chapter 527) made changes to the Maine Capital Investment Credit, increasing the earned income tax credit rate and expanding eligibility for the earned income tax credit. It is expected to result in a General Fund revenue increase of \$2,052,000 in fiscal year 2020 and \$4,051,750 in fiscal year 2021. Both bills also include General Fund appropriation for additional administrative costs. An Act To Prevent and Reduce Tobacco Use with Adequate Funding and by Equalizing the Taxes on Tobacco Products and To Improve Public Health (Public Laws of Maine 2019, chapter 530) also enacted during the First Regular Session included increases in both General Fund revenues and appropriations for various purposes. Part A of the bill increased the tobacco products tax from 20% to 43% of the wholesale sales price and provided an exemption to tobacco products tax for electronic smoking devices and liquids used with medical marijuana. The resulting General Fund revenue increase is expected to be \$5,339,958 in fiscal year 2020 and \$9,669,640 in fiscal year 2021. Part A also included General Fund appropriations to the Department of Health and Human Services of \$2,550,000 in fiscal year 2020 and \$4,850,000 in fiscal year 2021 for evidence-based tobacco use prevention and cessation services and for tobacco use cessation medications and counseling provided to MaineCare members. Part B of the law included General Fund appropriations to the Department of Health and Human Services of \$1,662,060 in fiscal year 2020 and \$3,329,640 in fiscal year 2021 to increase the reimbursement rate for ambulance services under the MaineCare program. Part C included additional General Fund appropriations to the Department of Health and Human Services of \$1,374,645 in fiscal year 2020 and \$2,787,005 in fiscal year 2021 for the Department of Health and Human Services to amend certain rules relevant to MaineCare Benefits. Finally, Part D of the bill transferred \$946,925 from the Hospital Tax, Other Special Revenue Funds account in the Department of Health and Human Services to the unappropriated surplus of the General Fund in each year of the biennium.



2019 Chapter 448 amended the Tax Relief Fund for Maine Residents to create the Property Tax Relief Fund for Maine Residents. The fund must be used to provide relief payments to property tax payers when the amount available in the fund is sufficient to make a relief payment of at least \$100 to each property tax payer receiving a homestead exemption in the State during the most recent property tax year, to pay for the Treasurer of State's costs in administering relief payments and to make State payments to municipalities for costs related to relief payments pursuant to a mandate under the Constitution of Maine, Article IX, Section 21. In accordance with the law, the Treasurer of State has determined that the balance in the fund, \$32.9 million at June 30, 2019, is sufficient to make these payments.

On December 1, 2019, the RFC issued a regularly scheduled update to the forecast. The December report reflected an adjustment upward of General Fund revenues for the 2020-2021 biennium of a total of \$74.6 million, composed of an upward adjustment of \$52.6 million in fiscal year 2020, and an upward adjustment of \$22 million in fiscal year 2021. The December report also reflected an adjustment upward of General Fund revenues for the 2022-2023 biennium of \$39.2 million, composed of an adjustment upward of \$24.9 million in fiscal year 2022 and an adjustment upward of \$14.3 million in fiscal year 2023.

On March 1, 2020, the RFC issued a regularly scheduled update to the forecast. The March report revised General Fund revenue estimates upward by \$40.0 million for fiscal year 2020 and by \$34.1 million for fiscal year 2021. The forecast for the 2022-2023 biennium was revised upward by \$31.6 million for fiscal year 2022 and by \$33.3 million for fiscal year 2023. The primary reason for the increase during this period is from individual income and sales and use taxes. The strong underlying Maine economy is producing equally strong revenue growth through the first seven months of fiscal year 2020. See “Fiscal Management – Revenue Forecasting” above for an explanation of the revenue adjustments. Finally, see “Certain Expenditures and Obligations - Revenues of the State” for additional information below.

Governor Mills released her 2020-2021 Supplemental Budget on February 3, 2020. The supplemental budget proposal increased spending over the biennium by approximately \$126 million focusing on education, infrastructure, health and welfare, economic development and workforce training while also adding over \$20 million to the budget stabilization. Her proposal included funding a number of infrastructure requests including some originally proposed as part of a bond package earlier in the 129<sup>th</sup> Legislative Session. This included funding for \$4 million for armories, \$4.5 million for uncontrolled sites, \$4.5 million for water treatment facilities, and \$1 million for the repair of dams that had not been discussed earlier in the session. The Governor also included \$10 million in General Fund appropriations for the Department of Transportation - \$8 million for roads and bridge repairs and \$2 million for multi-modal transportation facilities. The proposal also included \$37 million for General Purpose Aid for Local Schools, additional funding for higher education, one-time increases for adult education and career and technical education. The Department of Health and Human Services requests included funding for additional child welfare staffing, foster care payments, the Section 29 waitlist, and rate increases for some Medicaid services with the intent to raise the wages of direct care staff.

Following the March 1, 2020 revenue forecast, the administration began work on a change package to the supplemental budget which would obligate or save the additional resources. Simultaneously the public health crisis around COVID-19 and the resulting economic impacts began to materialize nationally and here in Maine. Plans regarding the Governor’s change package shifted. The recommendation included a smaller supplemental budget, addressing pressing fiscal year 2020 infrastructure demands, the increased funding for General Purpose Aid to Local Education, and some investment in human services programs to include funding for COVID-19. The Governor’s recommendation was to leave resources unappropriated in order to offset any potential revenue loss in fiscal year 2020.

Public Laws of Maine 2019, chapter 616 was passed by the Legislature March 17<sup>th</sup> and signed by the Governor on March 18, 2020. The supplemental budget included funding in 2020 for the payroll



system project, \$1.0 million dollars for repairs and maintenance to state buildings, and \$1.7 million for information system security enhancements. Funding for the hepatitis C treatments at the Department of Corrections was included, as was funding to support Mountain View Correctional Facility based on the change in their capacity. A central point to the Governor’s supplemental budget was \$37 million to increase fiscal year 2021 funding for the Department of Education. This was included and enables the state to increase their contribution toward the total cost of education by 1 percentage point. Additional funding was also provided to the Department for Adult Education and contractual obligations with the Child Development Services. Funding for increased access to the Section 29 Medicaid waiver was included as well as funding to increase rates for several policy sections with the intention that the increases go toward direct care worker compensation. The supplemental budget also authorized 20 new positions within the Office of Child and Family Services. It also included \$10 million in General Fund resources for the Department of Transportation. The projected fiscal year 2020 unappropriated fund balance after the actions of the Second Regular Session of the 129<sup>th</sup> Legislature was approximately \$193 million.

In response to the COVID-19 public health emergency, An Act To Address Funding Needs Related to COVID-19, Public Law 2019, chapter 618, was enacted on March 18, 2020. This legislation authorized the transfer of up to \$11,000,000 from the balance available in the Reserve for General Fund Operating Capital to a COVID-19 response fund established by the State Controller to address funding needs related to the novel coronavirus known as COVID-19, through January 15, 2021.

## **CERTAIN EXPENDITURES AND OBLIGATIONS**

### **General Fund Expenditures**

The following table sets forth, by certain major categories, General Fund expenditures set forth in 2015 Chapter 267 and 2017 Chapters 2 and 91, the budgets for fiscal years 2016 and 2017 and miscellaneous laws.

	<b>2016</b>	<b>2017</b>
Governmental Support and Operations	\$255,750,510	\$289,694,906
Economic Development & Workforce Training	42,417,329	44,632,867
Education	1,440,492,012	1,464,921,755
Arts, Heritage & Cultural Enrichment	8,315,529	7,957,592
Natural Resources Development & Protection	75,855,077	79,790,887
Health & Human Services	1,172,637,382	1,174,807,945
Justice & Protection	335,830,883	341,665,344
Total	\$3,331,298,772	\$3,403,471,296

The following table sets forth, by certain major categories, General Fund expenditures set forth in 2017 Chapter 284, the budget for fiscal years 2018 and 2019, miscellaneous laws through the Second Special Session of the 128<sup>th</sup> Maine Legislature, and the supplemental budget for fiscal year 2019 passed in the First Regular Session of the 129<sup>th</sup> Legislature, 2019 Chapter 4.

	<b>2018</b>	<b>2019</b>
Governmental Support and Operations	\$299,946,180	\$335,644,707
Economic Development & Workforce Training	46,456,072	43,591,773
Education	1,540,899,346	1,639,195,260
Arts, Heritage & Cultural Enrichment	8,033,733	9,225,056
Natural Resources Development & Protection	77,826,452	81,197,362
Health & Human Services	1,181,235,088	1,248,885,662
Justice & Protection	360,277,073	350,374,167
Total	<u>\$3,514,673,944</u>	<u>\$3,708,113,987</u>

The following table sets forth, by certain major categories, General Fund expenditures set forth in 2019 Chapters 343 and 616, the budgets for fiscal years 2020 and 2021, and miscellaneous laws through the Second Regular Session of the 129<sup>th</sup> Maine Legislature. The numbers below include the COVID-19 appropriations and allocation authorized by the Legislature through the end of the 2<sup>nd</sup> Regular Session of the 129<sup>th</sup> Legislature.

	<b>2020</b>	<b>2021</b>
Governmental Support and Operations	\$346,340,601	\$380,965,613
Economic Development & Workforce Training	44,734,671	45,851,957
Education	1,744,483,077	1,820,262,175
Arts, Heritage & Cultural Enrichment	8,981,085	8,872,437
Natural Resources Development & Protection	86,063,675	85,852,576
Health & Human Services	1,327,485,138	1,418,614,932
Justice & Protection	365,793,375	391,951,733
Total	<u>\$3,933,881,622</u>	<u>\$4,152,371,423</u>

Total General Fund spending over the 2020-2021 biennium is budgeted to be approximately \$8.1 billion and for fiscal years 2020 and 2021 is 6.09% and 11.98%, respectively, over budgeted fiscal year 2019 spending. Of the \$8.1 billion, 44.1% is attributable to education, 34% to health and human services, and 22% to other purposes of State government. For additional information regarding General Fund actual and budgeted expenditures during fiscal years 2016 through 2021, and for information regarding Highway Fund actual and budgeted expenditures during fiscal years 2016 through 2020, see Appendices B and C hereto. See also “Certain Public Instrumentalities” herein.

## Education Funding

At the initiative of certain citizens of the State, pursuant to the Constitution of the State, the voters of the State voted to enact legislation known as the School Finance Act of 2003 (the “Initiated School Finance Act”) at a statewide election held June 8, 2004. The Initiated School Finance Act required that the Legislature each year provide at least 55% of the cost of the total allocation for K-12 Education from General Fund revenue sources, and 100% of the State and local cost of providing all special education services mandated under federal or State law. The Initiated School Finance Act was amended by 2005 Chapter 2 to provide that, beginning in fiscal year 2009, the Legislature each year will provide, as a target, (a) 55% of the statewide adjusted total cost of the components of Essential Programs and Services, and (b) 100% of a school administrative unit’s special education costs calculated pursuant to applicable State law.

In LD 1019, as recommended by the Governor, the State’s contribution for fiscal year 2016 would have been \$1,111,985,349, which equated to a State contribution towards the total cost of education

including teacher retirement, retired teacher's health insurance and retired teacher's life insurance of 49.10% in fiscal year 2016. This proposal also included one-time transfers of \$5,000,000 in both fiscal year 2016 and fiscal year 2017 from the General Fund to support the consolidation of school administrative units. As enacted, 2015 Chapter 267 set the State's contribution to the costs of K-12 Education for fiscal year 2016 in the amount of \$1,131,485,349, the total cost including teacher retirement, retired teacher's health insurance and retired teacher's life insurance, at a percentage share of 50.08%. The one-time transfer proposed by the Governor in both fiscal years 2016 and 2017 of \$5,000,000 each to support consolidation of school administrative units was reduced to a one-time transfer of \$750,000 in each fiscal year which, due to the significantly reduced funding as enacted, was subsequently proposed by the Governor as a resource in support of tax conformity, 2015 Chapter 388.

Public Laws of Maine 2015, chapter 389 ("2015 Chapter 389") established the State's cost of K-12 Education fiscal year 2017 contribution at \$1,157,947,004. The State's contribution towards the total cost of education including teacher retirement, retired teacher's health insurance and retired teacher's life insurance was 50.79% in fiscal year 2017. 2015 Chapter 389 directed the Commissioner of Education to submit by January 10, 2017 and January 10, 2018 to the Governor and the joint standing committee of the Legislature having jurisdiction over education matters, a report that included findings and recommendations for actions to reform public education funding and improve student performance in Maine. 2015 Chapter 389 delayed to fiscal year 2018 when the State began increasing the State share percentage of the funding for the cost of essential programs and services by at least one percentage point per year over the percentage of the previous year until the State share percentage of the total cost of funding K-12 Education reaches 55% as enacted in 2015 Chapter 267. 2015 Chapter 389, beginning in fiscal year 2016-17, added charter schools to the list of essential programs and services components to be reviewed. Public Laws of Maine 2015, chapter 463, authorized a regional school unit to include an article in the warrant for its annual budget meeting providing that, in the event that the regional school unit receives more state education subsidy than the amount included in its budget, the regional school unit board is authorized to increase expenditures for school purposes in cost center categories approved by the regional school unit board, without a special budget meeting and budget validation referendum. The law also allows a regional school unit to include such articles for the purposes of increasing the allocation of finances in a reserve fund and decreasing the local cost share expectation for local property taxpayers for funding public education. Finally, the Department of Education provided additional one-time funding for municipalities due to a sudden and severe loss in the municipal valuation.

On January 6, 2017, upon the release of the Governor's proposed fiscal year 2017 supplemental and final biennial budgets for fiscal years 2018 and 2019, the Department of Education self-funded requests that were required to be submitted through the Legislature in the Governor's fiscal year 2017 supplemental proposal. The State's recommended contribution for fiscal year 2018 was \$1,166,242,285, which would repeal the existing state funding formula to redirect State support to direct instruction, accountability, and teachers, through a statewide teacher contract. The State's contribution towards the total cost of education including teacher retirement, retired teacher's health insurance and retired teacher's life insurance was 50.87% in fiscal year 2018. This proposal also included one-time transfers of \$5,000,000 in both fiscal year 2018 and fiscal year 2019 from the General Fund to support voluntary regionalization efforts of school administrative units.

2017 Chapter 284 established the State's cost of K-12 Education fiscal year 2018 contribution at \$1,212,439,272, an increase of \$52,992,268 or 4.5%, as compared to the fiscal year 2017 contribution. The State's contribution towards the total cost of education including the unfunded actuarial liability ("UAL") component of teacher retirement, retired teachers' health insurance and retired teachers' life insurance was 52.02% in fiscal year 2018. 2017 Chapter 284 met the requirement initially established by 2013 Chapter 368 that the State must begin increasing the State share percentage of the funding for the cost of essential programs and services by at least one percentage point per year over the percentage of

the previous year until the State share percentage of the total cost of funding K-12 Education reaches 55%. An additional one-time transfer of \$5 million in each year from the General Fund to the Fund for Efficient Delivery of Educational Services continued to support the goals towards local and regional initiatives to improve educational opportunity and student achievement. Finally, the 2018-2019 biennial budget required the Commissioner of Education to review models for State support for direct instruction and equitable teacher compensation, review other components of the school funding formula and review system administration allocations, reporting findings and recommendations to the Legislature's Joint Standing Committee on Education and Cultural Affairs beginning in January of 2019.

The State's cost of K-12 Education fiscal year 2019 contribution was appropriated at \$1,296,846,278 in 2017 Chapter 284, an increase of \$84,465,354 or 7.0%, as compared to the fiscal year 2018 contribution. The State's contribution towards the total cost of education including the UAL component of teacher retirement, retired teachers' health insurance and retired teachers' life insurance was 53.02% in fiscal year 2019. LD 1869, An Act To Establish the Total Cost of Education and the State and Local Contributions to Education for Fiscal Year 2018-19 and To Provide That Employees of School Management and Leadership Centers Are Eligible To Participate in the Maine Public Employees Retirement System, sets forth the details of the total cost of funding K-12 Education for fiscal year 2019, as required by MRSA 20-A, section 15689-E. This bill also provided that employees of school management and leadership centers established under MRSA 20-A, chapter 123 are eligible to participate in the MainePERS. This bill was carried over to any special session of the 128<sup>th</sup> Legislature pursuant to Joint Order SP 748. Until detailed appropriations were enacted in fiscal year 2019, the Department of Education was basing school subsidies on estimates issued earlier in the fiscal year. A number of enacted changes in 2017 Chapter 284 resulted in a notable increase in funding to education and resulted in targeting more funds towards classroom expenditures. The repeal of the Operating Transition percentage in MRSA 20-A, section 15671 increased the transition percentage from 97% to 100% providing over \$42 million in increased funding for education. In addition, modification of the provisions funding for special education added over \$30 million. An additional \$10 million was directed to new and expanding preschool programs. Finally, the change in the Student to Teacher ratio for new early childhood programs from 17:1 to 15:1 requires a funding increase of over \$8 million. On July 8, 2018, LD 1869 was passed into law without the Governor's signature (Public Law Chapter 446) as an emergency law which established the state and local contributions for education for fiscal year 2019. The fiscal impact of the bill was provided through General Fund appropriations and other special revenue fund allocations enacted in the original 2018-2019 biennial budget, 2017 Chapter 284. The bill did not provide employees of school management and leadership centers eligibility to participate in the MainePERS. Another measure, Public Laws of Maine 2017, chapter 460 ("2017 Chapter 460"), provided one-time funding for a budgetary shortfall of \$3.7 million in fiscal year 2019 for Child Development Services. A task force was created to study the short-term and long-term costs and benefits of the Department of Education's proposed plan to restructure the Child Development Services system. This task force was never convened.

One of the focus areas in Governor Mills' biennial budget proposal was K-12 Education. LD 1001 proposed that the State's cost of K-12 Education fiscal year 2020 contribution be at \$1,384,741,768, an increase of \$87,835,852 or 6.8%, as compared to the fiscal year 2019 contribution. The State's contribution towards the total cost of education including the UAL component of teacher retirement, retired teachers' health insurance and retired teachers' life insurance, in the Governor's proposed budget, would have been 55% in fiscal year 2020. In addition to funds towards the State share of the total cost of education, LD 1001 included \$10 million to increase the minimum starting salary for teachers to \$40,000 per year. Additional funding was proposed for the Department's four year transition plan for the development of statewide public preschool program. Ongoing funding for the Child Development Services program amounting to over \$7.5 million in each year was also included in the Governor's recommended biennial budget. LD 1001 as ultimately enacted by the Legislature in 2019 Chapter 343 raised the state share of education funding to nearly 51%, not including the UAL component of teacher



retirement, retired teachers' health insurance and retired teachers' life insurance. This included \$115 million in new state support for education; allocated \$18 million to the School Revolving Loan Fund, which provides critical funding to repair school infrastructure; and paved the way for a \$40,000 minimum teacher salary, initially reimbursing towns at 100% to offset the cost on local budgets. The law also provided: nearly a 3.3% increase for higher education and training programs - University of Maine System, the Community College System, and the Maine Maritime Academy - to help keep tuition fees down; \$3 million in scholarship funds through the Maine State Grant Program; \$900,000 for adult education; \$3 million for adult degree completion; and \$2 million for early college.

Public Laws of Maine 2019, chapter 616 provided approximately \$37 million in additional resources for the fiscal year 2021 appropriation to General Purpose Aid for local education. This increases the State's share of the total cost of education by 1 percentage point to 51.78% in 2021. Additionally, the law provided \$2 million for equipment replacements at career and technical education centers throughout the State. The Adult Education program also received a one-time increase to their fiscal year 2021 appropriation in the amount of \$1.2 million to be focused on workforce development.

### **Health and Human Services Funding**

After education, proposed spending for health and human services and programs comprise the second most significant area of expenditure, at approximately \$2.75 billion or 34% of General Fund appropriations for the 2020-2021 biennium. Furthermore, General Fund expenditures for the State's Medicaid program, MaineCare, are the largest, comprising \$1.89 billion or 68.67%, of all health and human services spending. In 2019, the State implemented the Medicaid expansion that was approved by voters in November of 2017 to provide life-saving, affordable health care coverage for more than 70,000 Mainers. While remaining committed to provide access to care for the State's most vulnerable residents, the State employs aggressive care management techniques, continues to standardize provider reimbursement rates and has developed more capacity in the area of third party recovery.

The Governor's 2016-2017 biennial budget recommendation, LD 1019, outlined the key priorities of the DHHS for that biennium. The DHHS requested funding to eliminate waitlists for home and community based services and for nursing home facilities. The DHHS also requested funding for Opioid Health Homes for individuals with Stage A and Stage B conditions as well as reimbursement for primary care physicians due to a loss in federal funding under the Affordable Care Act. Additionally, the DHHS requested funding for core services under the Augusta Mental Health Institute ("AMHI") Consent Decree including funding the Bridging Rental Assistance Program ("BRAP") specifically for Consent Decree clients. The Governor's recommendation included offsets that proposed to align the current Federal Poverty Level standard to the federal minimum standard in the Medicare Savings Program for projected savings of \$20 million in each fiscal year and standardize rates between hospital and non-hospital compensated physicians of \$5 million in each fiscal year. The recommendation also included rate adjustments for medication management, to provide consistency with other sections of policy and outpatient services, a total savings of \$7 million in each fiscal year. Finally, the Governor's recommendation included initiatives to reform payments to municipalities for the General Assistance program, of \$5 million in each fiscal year and the elimination of 100 vacant positions in the DHHS, of \$2 million in General Fund savings in each fiscal year.

2015 Chapter 267 included compromise funding of key priorities of the DHHS. The enacted bill continues to provide an additional \$2.9 million per fiscal year for the ongoing reimbursement of primary care physicians replacing expiring federal funds under the Affordable Care Act. Ongoing funding is provided to reduce waitlists for home and community based services for members with intellectual disabilities or autistic disorder, adults with brain injuries and other related conditions. Additional funds are included for cost of living adjustments for nursing homes, \$8 million per fiscal year, and private non-medical facilities, \$3.2 million in each fiscal year. The Governor's recommendations were accepted to



offset a reduction in disproportionate share payments based on the amount of available funding utilizing the historic levels of uncompensated care and the hospital specific limit of \$1.9 million per fiscal year and to provide General Fund support for Riverview Psychiatric Hospital's recertification efforts for forensic consumers who the courts determine to be not criminally responsible, who may no longer meet the clinical level of care for residential treatment, but are in the care and custody of the Commissioner of DHHS, of \$1.4 million per fiscal year. Additional funding for Riverview also includes funds for additional staffing, as passed in 2015 Chapter 16 and other planned costs as set forth in both a formal external assessment of hospital operations and preliminary long range planning documents from the DHHS. Funding totaling \$7 million per fiscal year for core services under the Consent Decree for the BRAP specifically for Consent Decree clients is also provided in the bill as requested by the Governor. Finally, funding for key provisions of welfare reform legislation that proposed additional assistance intended to reward work by families receiving public assistance and promote financial literacy and healthy savings habits of those families was also included. Material offsets include savings to the DHHS's baseline budget from the projected increase in both the regular (current rate of 61.88% to new rate of 62.67%) and federal CHIP enhanced (current rate of 73.32% to new rate of 96.87%) Federal Medical Assistance Percentage ("FMAP") for Federal Fiscal Year 2016, continuation of a DHHS-wide General Fund savings requirement, elimination of positions, and savings from changes in reimbursement of nonemergency use of emergency services to an office rate.

Public Laws of Maine 2015, chapter 484 ("2015 Chapter 484"), An Act to Improve the Integrity of Maine's Welfare Programs, prevents recipients from Temporary Assistance for Needy Families ("TANF") from expending funds on such items as tobacco, gambling, liquor, lotteries, bail and others. As put forward the DHHS convened a working group to discuss technology requirements that includes retailers in the State. Public Laws of Maine 2015, chapter 505 ("2015 Chapter 505") increases wages \$2 and \$4 per hour to selected positions based on recruitment and retention challenges at the State's psychiatric hospitals.

On January 6, 2017, upon the release of the Governor's proposed supplemental and final biennial budget, the DHHS did not have any requests for funding in the Governor's supplemental proposal for fiscal year 2017. One-time funding for the establishment of Opioid Health Homes was included resulting from a collaborative effort between the Governor and the Legislature. In the Governor's recommended 2018-2019 biennial budget, the DHHS was able to support more than \$30 million in new funding requirements driven by federal mandates, including increased Medicare Part B and Part D costs as well as an increased Medicaid rate for Federally Qualified Health Centers (FQHC). Additionally, through a variety of strategic and operational initiatives, the DHHS continued to employ, the DHHS forecasted the ability to continue to offset increasing costs in areas such as long term care and pharmacy costs in the 2018-2019 biennium. The DHHS continued to focus on Maine's neediest and most vulnerable, putting forward spending priorities to eliminate the wait list for Section 29 (MaineCare Benefits Manual, support services for adults with intellectual disabilities or pervasive developmental disorders) of \$12.2 million. Ongoing welfare reform efforts included a reduction in the time limits for the state's TANF program from 60 months to 36 months, the alignment of services for legal noncitizens to the federal standards, the elimination of the General Assistance program producing savings of \$12.1 million and the removal of Good Cause Exemptions, with the provision remaining for Domestic Violence, initiatives directed towards the overarching goal of promoting independence and self-sufficiency to help put Mainers back to work.

The May 2017 Governor's Change Package to the 2018-2019 biennial budget recommended an adjustment to continue the State's contract for the Tobacco Help Line and associated pharmacy contract benefit at a cost of \$2.26 million per fiscal years 2018 and 2019, in the Fund for a Healthy Maine. Additionally, the Governor's Change Package included updates of estimates of savings for State-funded Cash Benefits, State-funded TANF Benefit and State-funded Supplemental Nutrition Assistance Program

benefits to non-citizens who do not meet federal eligibility requirements, to a total savings of \$2.26 million in fiscal year 2018 and \$2.96 million in fiscal year 2019. Finally, the Governor's Change Package withdrew the original recommendation to repeal the Maine Rx Plus Program, which lowers the price of prescription drugs for Maine citizens with incomes up to 350% of the Federal Poverty Level.

During the 128<sup>th</sup> First Regular Session in 2017 other spending bills had been set aside and placed on the Special Appropriations Table, including several requesting General Fund appropriations for the DHHS. The bills sought funding for various services, including dental services for adults with intellectual disabilities or autistic disorder, opiate addiction treatment access, recalculation of rates for services for persons with disabilities, increases for certain chiropractic reimbursement rates and brain injury services under MaineCare, and funding for the waiting list for home and community based benefits for members with intellectual disabilities or autistic disorder.

**Riverview Psychiatric Hospital.** During calendar year 2017, the DHHS prepared for a full survey of the Riverview Psychiatric Hospital, to regain compliance with Medicare Conditions of Participation that expired beginning September 2, 2013. As of May of 2017, the DHHS released a qualification for the construction of a Secure Forensic Rehabilitation Facility and a request for proposal for services within the facility to be located in Bangor, Maine. By letter dated June 7, 2017, the DHHS was notified of disallowance related to Riverview Psychiatric Hospital from the Associate Regional Administrator of the Division of Medicaid and Children's Health Operations, Boston Regional Office, for the amounts in federal financial participation (FFP) for Medicaid services and for disproportionate share hospital (DSH) payments claimed for the quarters ending December 31, 2013 through March 31, 2017, a total of \$68,570 and \$51,008,060, respectively, that would need to be repaid to the federal government, if this disallowance stands. State officials are reviewing options for reconsideration or an appeal of this decision. The Governor alerted the Appropriations and Financial Affairs Committee of the Legislature of the receipt of the notice of disallowance. This matter did not affect fiscal 2017 financial results and various options are available to address any final determination of liability. 2017 Chapter 284 set aside a reserve of \$65 million in the Budget Stabilization Fund to support the DHHS as it moves through the appeals process with the CMS for the initial disallowance of approximately \$51 million in federal funds that was drawn since the determination that the Riverview Psychiatric Center was not compliant with the Medicare Conditions of Participation, which began in December of 2013. The reserve also provided funding to support drawdown of current disproportionate share federal funds, of an estimated \$3.5 million per quarter until Riverview Psychiatric Center becomes certified. The DHHS was notified in June 2017 by the CMS that it was no longer able to draw disproportionate share federal funds for the facility. The State continued to draw federal funds. Beginning with the quarter ending March 31, 2018, the CMS began to reduce the State's Medicaid grant based on the reported draws for Riverview Psychiatric Center. Funds were transferred to DHHS from the reserve established in 2017 Chapter 284 to offset the grant reductions. Although the appeal process was not successful, Riverview Psychiatric Center was recertified effective January 30, 2019. The total amount owed to CMS was nearly \$80 million. The State has now fully settled the debt to CMS using the remaining funds in the original reserve and the supplemental reserve of \$14.5 million provided in 2019 Chapter 343. See "Fiscal Management - General Fund Appropriation Limit", and "State Budgets" herein for further information.

2017 Chapter 284 also included additional one-time appropriations of \$14.2 million in fiscal year 2018 to address wage costs increasing reimbursement rates for certain services for home-based and community-based care for individuals with intellectual disabilities or autism spectrum disorder. The Legislature adopted the Governor's proposals with respect to rebasing the hospital tax year from 2012 to 2014 and additional funding of \$2.5 million in fiscal years 2018 and 2019 for supplemental hospital pool payments. Finally, a compromise welfare reform package was agreed upon that adopted into the law the requirements for the DHHS to place photographs on electronic benefit cards, restrict the number of replacement cards issued, provide for verification of the integrity of reported information by applicants

for public assistance, provide restrictions for those convicted of certain crimes that are not in compliance with the terms of sentencing or parole and restrict those that receive \$5,000 of lottery winnings in one calendar month from receiving certain benefits until financial eligibility is re-established. The welfare reforms also allow the consideration of the job outlook for individuals pursuing any degree or certification under the TANF. The changes remove the “good cause” provisions from participation in the Additional Support for People in Retraining and Employment program, lack of transportation, if the individual has regular access through the DHHS. New reporting requirements to the Legislature are established as well for the DHHS on welfare fraud, provider contracts, grant funding, out of state travel costs, spending in the MaineCare, TANF, statewide food supplement and municipal general assistance programs. Finally, beginning in fiscal year 2018, the DHHS was directed to provide increased benefits to provide heating assistance in the amount of \$3 million annually, a 20% increase in the monthly TANF maximum benefit, based on payments made on January 1, 2017, and establish a new program, Working Cars for Working Families, directing the DHHS to allocate \$6 million per year through fiscal year 2022 for the program from TANF block grant funds.

In November of 2017, Maine voters approved LD 1039, An Act To Enhance Access to Affordable Health Care, expanding Maine’s Medicaid program, MaineCare, to provide healthcare coverage for qualified adults under age 65 with incomes at or below 138% of the Federal Poverty Level. The new law required the DHHS to submit a state plan amendment within 90 days of the effective date of the measure and implement the expansion within 180 days of the effective date of the measure. The new law did not formally include any additional appropriations or allocations to support the implementation. The fiscal note that accompanied the bill estimated net annual appropriations required of \$54.5 million after a projected \$27 million in estimated General Fund savings in other State programs. The Joint Standing Committee on Appropriations and Financial Affairs met in early December 2017 for a briefing by the Legislature’s Fiscal Office staff on the projected fiscal impact of the implementation of the new law. In May of 2018, LD 837, An Act to Provide Supplemental Appropriations and Allocations for the Operations of State Government, established 103 positions in the office for family independence in the DHHS to handle increased workload due to the expansion of eligibility for MaineCare. Additionally, the bill included one-time funding for technology updates and testing for the DHHS's Maine Integrated Health Management Solution website. At the end of April 2018, Maine Equal Justice Partners, Consumers for Affordable Health Care and a number of individuals filed a petition in Maine Superior Court seeking to compel the DHHS to submit the required state plan amendment and commence rule-making to ensure individuals are enrolled for services available under the approved Law. On June 4, 2018 the Maine Superior Court issued an order directing the Commissioner of the Maine DHHS to submit a state plan amendment to the United States DHHS, Centers for Medicare and Medicaid Services by June 11, 2018. The State appealed the decision to the Law Court and requested a stay of the order. On June 11, the Law Court remanded the matter to the Superior Court to determine the immediate enforceability of the court’s order pending appeal or for any stay or injunction pending appeal. The Superior Court affirmed its earlier decision and the State again asked the Law Court to issue a stay. A stay was issued on June 20, 2018. The Law Court heard arguments on July 18, 2018. On August 23, 2018 the Law Court indicated that then-Governor LePage’s administration must follow an earlier court order to submit a Medicaid expansion plan to the federal government.

On June 20, 2018, LD 837 as amended, was passed to be engrossed and sent to the Governor. The amended version also included the establishment of a MaineCare Expansion Fund for the 2018-2019 biennium only to be used to fund expansion in addition to the other DHHS funds available. A transfer from the General Fund unappropriated surplus of \$31,159,210 was directed to be made within ten days of the effective date of the Act to the MaineCare Expansion fund. The funds were to be used exclusively for the expansion of Medicaid as enacted by the Initiated Bill 2017, Chapter 1, An Act To Enhance Access to Affordable Health Care. Any money remaining in the MaineCare Expansion Fund would lapse to the General Fund unappropriated surplus on June 30, 2019. In addition, the bill provided for a second transfer

of funding to the MaineCare program from the Fund for a Healthy Maine by the Governor, upon the request of the Commissioner of Health and Human Services in consultation with the State Budget Officer. On July 2, 2018 the Governor vetoed the bill and the veto was sustained by the Legislature. On January 3, 2019, Governor Mills signed an executive order directing the DHHS to implement Medicaid expansion. The DHHS immediately began enrolling eligible members. The projected expense for fiscal year 2019 was expected to be absorbed within the DHHS's existing resources. The Governor's biennial budget proposal, LD 1001, included approximately \$140 million for fiscal years 2020 and 2021 to support the State's share of projected Medicaid expansion costs. On April 3, 2019, Maine received formal notification that the State Plan Amendment implementing Medicaid expansion was approved by the federal government, retroactive to July 2, 2018. Additional funding was also included in LD 1001 to continue the rate increases and to fund portions of the wait lists referenced in 2017 Chapters 459 and 460, and to increase reimbursement for medication assisted treatment as a way to address the opioid epidemic. LD 1001 also provided \$10 million over the biennium to focus on evidence based smoking cessation and intervention efforts.

2017 Chapter 409, LD 1719, An Act to Implement a Regulatory Structure for Adult Use Marijuana, transitions the administration and enforcement of the Maine Medical Use of Marijuana Act from the DHHS to the DAFS. The bill includes net deallocations to DHHS of \$1,056,295 beginning in fiscal year 2019 for the transfer from the Medical Use of Marijuana Fund within the DHHS to the Medical Use of Marijuana Fund within the DAFS. \$140,751 is appropriated to the Maternal and Child Health Block Grant Match program in DHHS to restore 1.2 Public Service Coordinator II positions and \$29,636 is allocated to the Maine Center for Disease Control and Prevention to restore 0.5 Office Assistant II positions that are moving with the Medical Use of Marijuana Fund as it moves to DAFS.

On July 9, 2018, Public Laws of Maine 2017, chapter 459 ("2017 Chapter 459") extended rate increases provided in 2017 chapter 284, Part MMMMMMM to MaineCare member adults with intellectual disabilities or autism to fiscal year 2019 and ongoing, providing General Fund appropriations beginning in fiscal year 2019 of \$22.8 million, for certain services for home-based and community-based care, including shared living and family-centered support. The law also directs the DHHS to conduct a substantive rate review of these rates as they apply to adults with intellectual disabilities or autism, including public comment every two years. In addition, 2017 Chapter 459 provides General Fund appropriations of \$3.7 million beginning in fiscal year 2019 increasing reimbursement rates provided under consumer directed services, home and community based services for the elderly and adults with disabilities, private duty nursing and in-home and community based services for the elderly and other adults. Public Laws of Maine 2017, chapter 460 included General Fund appropriations of \$5.2 million beginning in fiscal year 2019 to add up to 50 additional members each month beginning in October 2018 up to a total of 300 members for the waiting lists related to MaineCare member adults with intellectual disabilities or autistic disorder. This law also provides General Fund appropriations of \$11.1 million for rate increases in nursing and other related residential facilities. The law created a commission to study long-term care workforce issues with a report due in November of 2018 including findings and recommendations for training, recruitment and retention of direct care workers. In addition, this law provides General Fund appropriations of \$2.8 million for the establishment and increase of existing reimbursement rates for children's habilitative services, \$6.1 million to ensure a net increase in funding of 2% over rates in 2009 specifically related to wages and benefits for employees of those providers such as targeted case services, allowances for community support services, developmental and behavioral clinic services and other related services. This also funds a 15% rate increase for, among other matters, evidence-based treatment through a hub-and-spoke model for opioid use disorder of \$6.7 million, with a report which was completed in February, 2019 on the progress and implementation, and a one-time 20% increase in outpatient psychosocial treatments for children that included a directive to conduct a rate study which was completed in January 2019.



Governor Mills' first proposed biennial budget (LD 1001) included funding to implement the voter approved Medicaid expansion, provide life-saving, affordable health care coverage for more than 70,000 Mainers. The Governor's budget included nearly \$140 million of State resources over the 2020-2021 biennium, which when leveraged with federal funding was projected to inject nearly \$500 million into Maine's economy providing support to Maine's rural hospital network. In early April 2019, Maine received approval of the State Plan Amendment retroactive to July 2, 2018. The proposed budget dedicated \$29 million to a Medicaid Reserve Account for unforeseen Medicaid related costs. The Governor's budget also addressed public health needs. Utilizing tobacco settlement funds, \$5.5 million in one-time funding was proposed to address the State's ongoing opioid epidemic and \$10 million was directed toward evidence based efforts to stem the increase in tobacco and nicotine use among the State's teens and young adults. LD 1001 as enacted by the Legislature in 2019 Chapter 343 provided: \$125 million for Medicaid expansion, which is expected to be matched with nearly \$700 million in federal funds; \$5 million to support domestic violence and sexual assault services; an additional \$10 million from the Fund for a Healthy Maine for smoking prevention and cessation; and an additional \$14.5 million to the Reserve for Riverview Psychiatric Center. The law also added 62 new Child and Family Services staff to better protect Maine's children from abuse and neglect, providing relief with unmanageable caseloads; and supported efforts to combat the opioid crisis, including \$5.5 million from the Fund for a Healthy Maine to support prevention efforts and increase the weekly rate for medication-assisted treatment and elimination of the 24-month limit for medication-assisted treatment.

During the First Regular Session of the 129<sup>th</sup> Legislature, Public Laws of Maine 2019, chapter 530, (An Act To Prevent and Reduce Tobacco Use with Adequate Funding and by Equalizing the Taxes on Tobacco Products and To Improve Public Health), was enacted. The law included increases in General Fund appropriations to the Department of Health and Human Services for several purposes. Part A provided \$2,550,000 in fiscal year 2020 and \$4,850,000 in fiscal year 2021 for evidence-based tobacco use prevention and cessation services and for tobacco use cessation medications and counseling provided to MaineCare members. Part B of the law provided \$1,662,060 in fiscal year 2020 and \$3,329,640 in fiscal year 2021 to increase the reimbursement rate for ambulance services under the MaineCare program. Finally, Part C of the law provided \$1,374,645 in fiscal year 2020 and \$2,787,005 in fiscal year 2021 related to the amendment of certain rules relevant to MaineCare Benefits.

On January 12, 2020, Public Laws of Maine 2019, chapter 533, (An Act To Clarify and Amend MaineCare Reimbursement Provisions for Nursing and Residential Care Facilities), went into law providing one-time rate increases for the 2020-2021 biennium to residential care facilities and nursing facilities supplemental wages allowances. This increased General Fund spending on these programs by approximately \$1 million over the biennium. Public Laws of Maine 2016, chapter 616, the Governor's 2020-2021 supplemental budget, included additional funding for the MaineCare Section 29 Waiver allowing the Department of Health and Human Services to provide services to those on the waitlist through January 2020. The budget provided support to the Health and Environmental Testing Lab, and increased rates for Assisted Living Facilities, Consumer Directed Care and Nursing Services. In recognition of the strain on the Office of Child and Family Services 20 new staff were authorized. In light of the public health crisis, the legislation also included \$648, 211 in one time funding to the Maine Center for Disease Control and Prevention to respond to COVID-19. Additionally, personal services funding was provided address recruitment and retention issues within the Public Health Nurse group also within the MECDC.

## **Debts of the State**

As of March 31, 2020, there were outstanding general obligation bonds of the State in the principal amount of \$543,400,000, including \$533,580,000 to be paid from the General Fund and \$9,820,000 to be paid from the Highway Fund. As of March 31, 2020, the State has no outstanding bond anticipation notes.



Debt service requirements to maturity for the outstanding general obligation bonds are set forth in Appendix D herein.

As of April 30, 2020, there are no outstanding tax anticipation notes of the State. As of April 30, 2020, the State's General Fund has not had to borrow from other funds within the State investment pool during fiscal year ending June 30, 2020 for cash flow purposes; however, for the period of December 1, 2019 through December 31, 2019 the average daily balance of the Highway Fund was negative \$9,679,822 resulting in interfund borrowing from the State investment pool for cash flow purposes. The Highway Fund has not had to borrow from other funds within the State investment pool since the month ending December 31, 2019.

The State does use interfund borrowing to fund capital projects in anticipation of the annual general obligation bond issue. As of April 30, 2020, the State has used \$82,025,000 of cash from the State investment pool, for which it plans to be reimbursed from the Bonds. The State plans to continue using internal cash borrowing to fund capital projects in subsequent fiscal years. There was no external borrowing in fiscal year 2020. The amount budgeted to be borrowed externally in fiscal year 2021 is not currently expected to exceed \$200,000,000. If external borrowing is required, a combination of bond anticipation notes and a proposed line of credit could be used. The timing and amount of any such borrowings will depend upon the actual cash flow needs of the State.

As of April 30, 2020, there is indebtedness authorized by the voters of the State for certain purposes, but unissued as either bonds or notes, in the aggregate principal amount of \$205,930,000. As of April 30, 2020, the aggregate principal amount of bonds of the State authorized by the Constitution and implementing legislation for certain purposes, but unissued, is \$99,000,000. See "Fiscal Management – Constitutional Debt Limit" and "Certain Public Instrumentalities – Finance Authority of Maine" and "– Maine State Housing Authority" herein.

For additional information concerning long-term debts of the State, see Appendix D hereto.

### **Lease Financing Agreements**

From time to time, the State enters into lease agreements for the purpose of acquiring or financing capital equipment and buildings. A lease agreement is secured solely by the equipment or building which is the subject of such agreement and is not a pledge of the full faith and credit of the State. Lease payment obligations are subject to appropriation by the Legislature. In certain instances, the State has issued certificates of participation in the lease payments to be made pursuant to certain lease agreements. As of April 30, 2020, the aggregate principal amount of such lease obligations outstanding was \$40,705,379. For additional information regarding such lease agreements, see Appendix D hereto. For information regarding rental payments to be made by the State, subject to appropriation, to the Maine Governmental Facilities Authority, see "Certain Public Instrumentalities - Maine Governmental Facilities Authority."

### **Defined Benefit Retirement Programs**

#### **Overview**

MainePERS administers three defined benefit pension plans (the "Programs") on behalf of the State with approximately the following membership as of June 30, 2019 the State Employee and Teacher Retirement Program, with 39,876 active, 38,640 inactive non-vested, 8,188 terminated vested and 36,471 retired members and surviving beneficiaries; the Judicial Retirement Program, with 61 active, 1 inactive non-vested, 3 terminated vested and 76 retired members and surviving beneficiaries; and the Legislative Retirement Program, with 179 active, 111 inactive non-vested, 124 terminated vested and 204 retired members and surviving beneficiaries (collectively "State Plans"). In addition, MainePERS administers

the Participating Local District Consolidated Plan on behalf of 307 participating state and local public entities (“PLDs”). MainePERS also administers a group life insurance plan which provides or makes available life insurance benefits for active and retired MainePERS members and employees of certain PLDs. As of June 30, 2019, MainePERS’s group life insurance plan, for actuarial purposes, was comprised of approximately 31,449 active members and 19,055 retirees, which includes 5,495 PLD active members and 2,850 PLD retirees and surviving beneficiaries. A full actuarial valuation of the group life insurance program is done on a biennial basis, the most recent as of June 30, 2018. The next full valuation will be completed as of June 30, 2020. The State has no retirement or group life insurance obligations to the PLDs or to their covered employees. The trust fund balances associated with each plan administered by MainePERS are segregated. The funds are commingled only for investment purposes. The administrative operating expenses of MainePERS are charged against each trust fund balance as directed by statute and in accordance with generally accepted accounting standards. The budgeted administrative operating expenses of MainePERS for fiscal year 2020 are \$15,724,821, as compared to \$15,231,657 for fiscal year 2019.

MainePERS’s retirement programs provide defined retirement benefits based on members’ three-year average final compensation and service credit earned as of retirement. Vesting (i.e., eligibility for benefits upon reaching qualification) occurs upon the earning of five years of service credit (effective October 1, 1999, the prior ten-year requirement was reduced by legislative action to five years for state employees and teachers; separate legislation enacted the same reduced requirement for judges, legislators, and employees of PLDs). Vesting also occurs upon the earning of one year of service credit immediately preceding retirement at or after normal retirement age. Normal retirement age for “regular service retirement plan” State employees and teachers, judges and legislative members is age 60, 62 or 65<sup>1</sup>. The normal retirement age is determined based upon the amount of service to which a member is credited as of a specific date. For “regular service retirement plan” PLD members, normal retirement age is 60 or 65, depending upon when plan membership commenced. The monthly benefit of members who retire before normal retirement age by virtue of having at least 25 years of service credit is reduced by a statutorily

prescribed factor for each year of age that a member is below her/his normal retirement age at retirement. MainePERS also provides disability and death benefits which are established by statute for State employees and teacher members and by contract with other participating employers under applicable statutory provisions.

Upon termination of membership, members’ accumulated employee contributions are refundable with interest, credited in accordance with statute. Withdrawal of accumulated contributions results in forfeiture of all benefits and membership rights. The annual rate of interest credited to members’ accounts has been set by MainePERS’s Board of Trustees at the 10-year US Treasury Bond yield at the end of the prior calendar year, currently 1.92%. Employer contributions for terminated members are not refunded and remain assets of the applicable plan.

### **Other Available Information**

The following documents related to MainePERS and the Programs are incorporated herein by reference:

- MainePERS Comprehensive Annual Financial Report for the fiscal year ended June 30, 2019 available at <https://www.maineper.org/PDFs/CAFRS/CAFR19.pdf>.
- Actuarial Valuation Report for each of the retirement programs administered by MainePERS as of June 30, 2019 available at <https://www.maineper.org/bonds.htm>.

<sup>1</sup>Because of the nature of their jobs, certain employees, typically those in law enforcement positions, are members of a “special service retirement plan,” rather than the “regular service retirement plan” which covers most employees. Special plans typically differ from regular plans in the areas of retirement eligibility requirements, benefit determination, and contribution rates. Special plans are typically more expensive than regular plans.

- Final Report of the State Employee and Teacher Retirement Program experience study, dated June 30, 2015 available at <https://www.maineper.org/PDFs/Bonds/MainePERS%20Experience%20Study%20Report%202015%20FINAL.pdf>.
- “New Pension Plan Design and Implementation Plan” dated March 2012 prepared by the New Pension Plan Working Group available at [https://www.maineper.org/Pensions/NPP\\_Report\\_3-5-2012.pdf](https://www.maineper.org/Pensions/NPP_Report_3-5-2012.pdf).
- New Pension Plan proposed legislation and plan document submitted to the Joint Standing Committee on Appropriations and Financial Affairs on January 15, 2013 available at <https://www.maineper.org/Pensions/NPPI%20Package%2001172013.pdf>.
- New State/Teacher Retirement Plan Report to the Legislature, “New State/Teacher Plan 2 Proposed Legislation and Implementation Plan” submitted to the Joint Standing Committee on Appropriations and Financial Affairs on May 6, 2013 available at <https://www.maineper.org/Pensions/NPP%20Report%20Final%2005072013.pdf>.
- New State/Teacher Retirement Plan Report to the Legislature, “State/Teacher Plan Review” submitted to the Joint Standing Committee on Appropriations and Financial Affairs on April 9, 2018 available at <https://www.maineper.org/bonds.htm>.
- New State/Teacher Retirement Plan Report to the Legislature, “State/Teacher Plan Review” submitted to the Joint Standing Committee on Labor and Housing on February 27, 2020 available at <https://www.maineper.org/bonds.htm>.

For additional information about MainePERS contained in this Information Statement, see also Note 9 and Required Supplementary Information in the State’s financial statements on pages B-70 – B-80 and B-124 – B-142 herein and “Appendix E – Maine Public Employees Retirement System State Employees and Public School Teachers Actuarial Balance Sheet, June 30, 2019”.

### **Funding Policy and Status**

The costs of the State Plans, including those of the State Employee and Teacher Retirement Program, generally consist of two elements:

**Normal Costs** - the present value of future pension benefits earned by employees in the current year. Normal costs are based on each year’s projected annual collective employee earnings. Based on the rate-setting process as described below in the **Unfunded Actuarial Accrued Liability (“UAAL”)** section of this document, the State’s share of normal cost for the 2018-2019 biennium was projected to be \$62,219,068. The State’s share of the normal cost for the 2020-2021 biennium is projected to be \$65,657,512. Most State employees and teachers are required by statute to contribute 7.65% of their earnings. As previously noted, some State employees may pay a higher rate as a result of participation in a so-called “special plan”, which typically permit a member to retire younger or with fewer years of service. Other State employees may pay a lesser rate as a result of a collective bargaining agreement or other arrangement with the State.

**Unfunded Actuarial Accrued Liability (“UAAL”)** - the amount by which the actuarial liability for current and former employees is greater than pension assets. The actuarial liability is the present value of prospective pensions owed to members when they retire based on service as of the calculation date.

State Employee and Teacher Retirement Program annual and/or biennial costs are defined as those normal and UAAL costs required by State law and the Maine Constitution to fund the plan. The State’s employer normal cost contributions, along with current member contributions, support benefits currently

being earned by active members. The State's UAAL contribution is a payment on the amortized debt that represents the liability for benefits in excess of the amount supported by assets of the System. The Maine Constitution requires that the June 30, 1996 UAAL be fully funded in not more than 31 years from July 1, 1997. In addition, the Maine Constitution requires that unfunded liabilities resulting from experience losses must be retired over an established maximum number of years. The original period of not to exceed 10 years was changed to not to exceed 20 years by a Constitutional Amendment passed in November 2017.

Maine is one of 14 states that do not participate in Social Security for State employees, judges, legislators or teachers while they are active members of the State Plans. Neither the State nor covered plan members contribute any amounts to Social Security. This means that covered members do not earn Social Security credits.

The State appropriates funding for pension costs associated with the State Plans, covering all State employees and teachers, legislators and judges. Retirement, disability and death benefits provided by the System are funded by employee contributions as set by statute and by employer contributions determined on an actuarial basis. An actuarial valuation is prepared annually and the valuation completed in the even year for each of the State's three defined benefit plans is used to determine the State's employer contribution requirements for the ensuing biennium. For example, the valuation as of June 30, 2016 was used to set contributions for the 2018-2019 biennium, and a roll forward projection of the valuation as of June 30, 2018 was used to establish the contributions to be made in the 2020-2021 biennium.

For State employees and teachers, the State's actuarially determined contribution (the "ADC"), previously referred to as the annual required contribution for years prior to 2014, is comprised of the normal cost contribution plus the payment required to amortize the State Employee and Teacher Retirement Program's UAAL. As of June 30, 2019, the actuarial value of assets of the State Employee and Teacher Retirement Program (which does not include members of the judicial and legislative programs) was \$11,894,672,150 and the actuarial accrued liability was \$14,547,222,913 resulting in a UAAL of \$2,652,550,763 and a funded ratio of 81.8%. The State is obligated under an amendment to the Maine Constitution adopted in 1995 to amortize the UAAL of the State Employee and Teacher Retirement Program as of June 30, 1996 by no later than the end of fiscal year 2028. As of June 30, 2019, 9 years remained in the current, constitutionally mandated amortization period for the unfunded liability of the State Employee and Teacher Retirement Program. The Maine Constitution also prohibits the creation of new unfunded liabilities other than those arising from experience losses. Any such liabilities are required to be amortized within 20 years. The constitutional requirement does not apply to the Legislative Retirement Program or the Judicial Retirement Program. MainePERS monitors all relevant proposed bills to ensure continued compliance with the constitutional requirement. MainePERS estimates that approximately \$619 million of the UAAL as of June 30, 2019 is allocable to experience losses arising since June 30, 1996 and of that amount, approximately \$114 million is expected to be amortized by June 30, 2028 with the remaining \$505 million to be paid off by June 30, 2039.

The judicial retirement plan had an actuarial surplus of \$3,458,885 at June 30, 2019. The legislative retirement plan had an actuarial surplus of \$4,026,174 at June 30, 2019.

The ADC determined for the 2018-2019 biennial budget was based upon an estimate of the assets and liabilities as of June 30, 2016. The estimated assets included the June 30, 2016 assets (at market value), except that the private market values were based on the March 31, 2016 value, with a projection of total cash flows for the year. The liabilities included the June 30, 2015 liabilities, rolled forward based on projected actuarial assumptions for fiscal year 2016. This process allows the System to provide employer contribution rates to the State as early as possible in the biennial budget process. This same methodology was used to determine the ADC for the 2020-2021 biennial budget, with a minor modification to include an estimate of private market values at June 30, 2018. The amount paid by the

State in fiscal years 2017, 2018 and 2019 was \$273,630,000, \$279,730,000 and \$293,580,000, respectively. The amounts projected to be paid by the State, using the rate-setting process as described above, in fiscal years 2020 and 2021 are \$331,251,000 and \$340,297,000, respectively.

The State has generally funded its ADC for State employees, teachers, judges and legislators as shown in the table below. Differences between the ADC and the actual contribution may be the result of the differences between projected and actual salary amounts for any given year. Differences may also be the result of additional contributions paid by the State, as previously required by statute, from General Fund surplus money available at the close of a given fiscal year. In 2013, the statute was amended by the 126<sup>th</sup> Legislature such that General Fund surplus money is no longer allocated to MainePERS.

<b>Valuation Date</b> <b>6/30/YY</b>	<b>Actuarially Determined</b> <b>Contribution</b>	<b>Actual Contribution</b>	<b>Percent</b> <b>Contributed</b>
2019	\$293,580,000	\$293,580,000	100.0%
2018	279,730,000	279,730,000	100.0
2017	273,630,000	273,630,000	100.0
2016	257,620,000	257,620,000	100.0
2015	264,812,000	264,812,000	100.0
2014	264,275,000	264,275,000	100.0
2013	264,381,000	264,381,000	100.0
2012	252,830,000	252,830,000	100.0
2011	328,075,000	333,944,000	101.8
2010	317,992,000	329,207,000	103.5
2009	320,112,000	320,112,000	100.0
2008	305,361,000	305,361,000	100.0
2007	303,076,000	303,075,774	100.0
2006	286,439,000	303,438,610	106.0
2005	261,698,000	274,697,901	105.0
2004	251,483,000	273,482,848	108.8
2003	252,709,000	263,209,148	104.2
2002	242,486,000	242,486,089	100.0

As of June 30, 2019, the State reported a net pension liability (“NPL”) of \$2,399,009,000 for the State Employee and Teacher Plan. The State reported a net pension asset (“NPA”) of \$2,942,000 for the Judicial Plan and \$4,196,000 for the Legislative Plan. The NPL or NPA is calculated as the difference between the total pension liability (“TPL”) and the market value of assets held by the plan. The NPL was calculated using a discount rate of 6.75%. If the discount rate used was one percentage point lower or one percentage higher, the collective net pension liability of the State Plans, measured as of June 30, 2018 for fiscal year 2019, would have been \$4.12 billion or \$963 million, respectively. GASB Statement No. 68 replaced Statement No. 27 and now requires the NPL to be reported rather than the Net Pension Obligation (“NPO”) required by Statement No. 27. The NPO was the cumulative difference between the annual pension cost and the employer’s contributions to the plan, adjusted for interest and the effect of the actuarial amortization of past under- or over-contributions.

The following table sets forth a projection of the contributions expected to be made by the State to pay both the normal cost and to amortize the UAAL of the State Employee and Teacher Retirement Program for the period from fiscal year 2019 through fiscal year 2028. The dollar amounts (expressed as millions) are shown both as future year dollars and current year dollars (discounted at a 2.75% rate). The amounts shown in the table below include the results of the most recently completed actuarial valuation used in the determination of employer contribution requirements, which was as of June 30, 2018.



## Projected Contributions

Fiscal Year	Normal Cost future dollars*	Normal Cost current dollars*	UAL Cost future dollars*	UAL Cost current dollars*	Total Cost future dollars*	Total Cost current dollars*
2019	\$80	\$80	\$280	\$280	\$360	\$360
2020	82	80	307	299	389	379
2021	85	80	315	299	400	379
2022	87	80	314	289	401	369
2023	89	80	322	289	411	369
2024	91	80	326	284	417	364
2025	94	80	334	284	428	364
2026	96	80	341	282	437	362
2027	99	80	350	282	449	362
2028	102	80	358	281	460	361

\*All costs in millions.

The amounts in the preceding table are based on projections derived from the 2018 actuarial assumptions and other information then known to the State and the System. The actual amounts required to be contributed by the State in the future will likely differ from these amounts and, depending upon actual circumstances, such differences may be substantial. The actual contributions to be made by the State for any future fiscal year, including the amount required to amortize the then UAAL, will be based upon actual investment results and other factors as they occur in the future and the applicable actuarial valuation used to certify the contribution rates for such year and will reflect all actuarial assumptions and circumstances then in effect. The State cannot predict with certainty what the actual dollar amount of required contributions to the System will be for fiscal years beyond fiscal year 2021.

Current market conditions resulting from COVID-19 are likely to have an impact on plan funding and future required pension costs. The impact to pension costs for the upcoming fiscal years 2022 and 2023 biennial budget will be determined as part of the calculation of the ADC using the methodology described in the Unfunded Actuarial Accrued Liability (“UAAL”) section. Projected longer-term impacts will be determined with the completion of the June 30, 2020 actuarial valuation.

Pursuant to 2013 Chapter 368, beginning in fiscal year 2013-14, the employer normal cost for teacher members must be paid by local school administrative units. Those costs were previously paid by the State. The amount paid by the local school administrative units was \$46,722,000, \$48,680,300 and \$50,611,500 in fiscal years 2017, 2018 and 2019, respectively. Based on the 2018 projections used to establish pension costs for fiscal years 2020 and 2021, the employer normal cost is projected to be \$52,174,000 in fiscal year 2020 and \$53,609,200 in fiscal year 2021. The amount of employer normal cost paid will be based on actual payroll. The State continues to pay the employer unfunded liability costs for teacher members. The Legislature is currently considering a proposal in the form of L.D. 427 to transfer the responsibility for payment of the employer normal cost for teacher members back to the State.

**Actuarial Assumption Changes.** State law provides that at least once in each six-year period, the System’s actuary is to make an investigation into account program demographics and changes in program demographics, employment patterns and projections, relevant economic measures and expectations and other factors that the Board or actuary considers significant. The actuary must also make recommendations for certain modifications of the actuarial assumptions, as needed. The System conducted an experience study in 2016, which has resulted in the adoption of different assumptions, as described below. The final report of the most recent experience study, is available at <https://www.maineprs.org/bonds.htm>. The System will conduct an updated experience study after the completion of the June 30, 2020 valuation.

In June 2018, the MainePERS Board of Trustees approved a reduction in the discount rate assumption from 6.875% to 6.75%. The impact of the reduction in the discount rate was estimated to increase the UAAL by approximately \$193 million.

The impact of the Constitutional Amendment passed in November 2017 to change the period over which experience losses are amortized from 10 to 20 years was a decrease in the required contributions for the 2020-2021 biennium of approximately \$29.1 million. The impact of the reduction in the discount rate was an increase in the required contributions for the 2020-2021 biennium of approximately \$40.6 million. The net impact of these changes was an increase in the required contributions for the 2020-2021 biennium of approximately \$11.5 million.

**Actuarial Valuation.** By State law, the System's assets and liabilities are calculated annually by the System's actuaries. Each even year's valuation serves as the basis for the State's ADC in the biennium that begins two years from the date of the valuation. This report is delivered to the State in late October and contains an actuarial valuation of the plans administered by the System as of the end of the most recent fiscal year and sets out the ADC for the upcoming biennium. The report also includes, for each plan, a description of the actuarial assumptions and methods used, a brief summary of the principal plan provisions and a summary of member data. The actuarial reports for the fiscal year ended June 30, 2019 (the most recently completed actuarial reports) are incorporated by reference herein and are available at <https://www.maineper.org/bonds.htm> ("2019 Valuation").

The actuarial valuation calculates the actuarial accrued liability for each of the defined benefit plans, which represents the present value of benefits the System will pay to its retired members and active members upon retirement, based on certain demographic and economic assumptions. Some examples of these assumptions include an expected rate of return on assets, age of retirement of active members, future salary increases for current employees and assumed mortality rates for retirees and beneficiaries. If the actual experience of a plan differs from these assumptions, the UAAL of the plan may increase or decrease to the extent of any such variance. This could have a resulting impact on the ADC, which may increase or decrease the amount of the State's contribution to the plans.

The actuarial valuation also compares the actuarial accrued liability with the actuarial value of assets and any excess of that liability over the assets forms the UAAL of the system. The actuarial valuation will express the percentage that a plan is funded through a "funded ratio," which represents the actuarial value of assets of the plan divided by the actuarial accrued liability of such plan. The actuarial valuation will also state an ADC, which is a recommended amount that the State and other sponsoring employers contribute to the applicable plan. The ADC consists of two components: (1) normal cost, which represents the portion of the present value of retirement benefits that are allocable to active members' current year service, and (2) an amortized portion of the UAAL.

With respect to the expected rate of return of assets, the actual rate of return on investments depends on the performance of its investment portfolio. The value of the securities and other investments in the investment portfolio changes from one fiscal year to the next, which, in turn, causes increases or decreases in the funded ratio of each plan and in the UAAL. For fiscal year 2019, the assumed rate of return was 6.75%. For fiscal year 2019, the actuarial rate of return of the assets was 7.38% as compared to a market rate of return of 7.25%. Information about the System's Investment Program is available at [www.maineper.org/Investments/Investments.htm](http://www.maineper.org/Investments/Investments.htm).

The 2019 Valuation includes an analysis of the impact of both higher and lower actual rates of return, as compared to the current assumed rate of return of 6.75%. If the Programs were to earn 7.75% annual returns, the State's contribution rate would decline from the projected rate in the 2019 Valuation of 20.06% and the UAL on a market value of assets basis would be paid in full by 2027 rather than the 2035 date projected based on 6.75% returns. The 1996 UAAL would still be paid off by 2028 under the

6.75% scenario, but new loss bases will delay the point the plan reaches 100% funded status, projected to be 2035 if all assumptions are exactly met between now and then. If, however, the Programs were to earn 5.75% annual returns, the State's contribution rate would rise to about 22% of payroll in order to meet the Constitutional requirement. The NPL (in \$ thousands) for the State Employee and Teacher Pension Plan (SETP) at the current discount rate of 6.75% is \$2,511,660. If the rate were 1% higher, the NPL (in \$ thousands) would be \$760,663. If the rate were 1% lower, the NPL (in \$ thousands) would be \$3,914,948.

Again, as noted above, the actual future circumstances will likely vary from those assumed in the 2019 Valuation and thereby result in potentially significantly different required contribution amounts.

The following table sets out the actual rate of investment return as compared to the actuarial assumed rate of return (taking into account the three-year smoothing method described below) for the calendar years 2019 through 1991, inclusive. The estimated, unaudited return for calendar year 2020 through March is 5.63%. It should be noted that this amount only represents a portion of the year to date return as certain investments have not yet been reported. In addition, the next actuarial valuation that will be used to determine required contributions will be based on the actual rate of investment return as of June 30, 2020.

<b>Calendar Year</b>	<b>Actual Rate of Investment Return</b>	<b>Actuarial Assumed Rate of Return*</b>
2019	13.16%	6.75%
2018	1.90	6.75
2017	15.80	6.875
2016	7.50	6.875
2015	0.10	7.125
2014	5.40	7.125
2013	14.80	7.25
2012	12.86	7.25
2011	0.22	7.25
2010	12.20	7.75
2009	21.50	7.75
2008	-27.60	7.75
2007	9.10	7.75
2006	11.30	7.75
2005	7.70	8.00
2004	13.10	8.00
2003	25.60	8.00
2002	-10.30	8.00
2001	-5.00	8.00
2000	-3.80	8.00
1999	15.30	8.00
1998	15.30	8.00
1997	18.50	8.00
1996	13.50	8.00
1995	25.70	8.00
1994	-0.10	8.00
1993	13.90	8.00
1992	7.20	8.00
1991	23.90	8.50

\*Changes effective July 1 of stated year

In addition to the above-described assumptions, the actuarial valuations of the plans use the entry age normal (“EAN”) method to calculate the actuarial value of assets and actuarial accrued liability. The System believes that the EAN method is a more accurate indicator of actuarial funding progress and it is now, in fact, the predominant method used by public retirement systems throughout the United States.

An additional actuarial method used in arriving at the actuarial valuation is so-called “smoothing,” whereby the difference between the market value of assets and the actuarial value of assets is smoothed over a period of three years to offset the effects of volatility of market values in any single year. The following chart presents, for each program, the actuarial accrued liability, the actuarial value of assets, the UAL, the funded ratio of the plan based on the actuarial value of assets, the market value of assets, the funded ratio of the plan based on the market value of assets and the ratio of the actuarial value of assets over the market value of assets.

<b>State &amp; Teachers</b>							
Valuation date 6/30/YY	Actuarial Accrued Liability	Actuarial Assets	Unfunded Actuarial Liability	Funded Ratio (AVA)	Market Assets	Funded Ratio (MVA)	Actuarial Assets Over Market
2019	\$14,547,222,913	\$11,894,672,150	\$2,652,550,763	81.8%	\$12,035,563,047	82.7%	98.8%
2018	14,031,187,845	11,419,986,652	2,611,201,193	81.40	11,632,179,683	82.90	98.20
2017	13,484,886,512	10,904,082,221	2,580,804,291	80.90	10,893,291,864	80.80	100.10
2016	13,069,954,948	10,512,524,178	2,557,430,770	80.40	9,960,335,390	76.20	105.60
2015	12,616,287,054	10,375,552,498	2,240,734,556	82.20	10,242,097,022	81.20	101.30
2014	12,320,158,783	10,017,512,006	2,302,646,777	81.31	10,337,615,927	83.90	96.90
2013	11,830,649,882	9,177,749,627	2,652,900,255	77.58	9,091,347,964	76.85	101.00
2012	11,553,306,281	8,880,730,120	2,672,576,161	76.87	8,453,862,754	73.20	105.10
2011	11,281,665,186	8,736,885,121	2,544,780,065	77.44	8,677,947,874	76.90	100.70
2010	12,617,144,005	8,313,459,810	4,303,684,195	65.90	7,239,332,094	57.40	114.80
2009	12,321,219,332	8,325,951,236	3,995,268,096	67.60	6,620,849,642	53.70	125.80
2008	11,668,032,511	8,631,557,629	3,036,474,882	74.00	8,311,970,624	71.20	103.80
2007	11,157,770,138	8,245,520,019	2,912,250,119	73.90	8,668,381,195	77.70	95.10
2006	10,547,299,194	7,504,219,546	3,043,079,648	71.10	7,503,201,781	71.10	100.00
2005	9,999,250,038	6,964,597,457	3,034,652,581	69.70	6,997,802,832	70.00	99.50
2004	9,442,389,399	6,452,570,244	2,989,819,155	68.30	6,280,951,942	66.50	102.70
2003	9,442,389,399	6,452,570,244	2,989,819,155	68.30	6,280,951,942	66.50	102.70

<b>Judicial</b>							
Valuation date 6/30/YY	Actuarial Accrued Liability	Actuarial Assets	Unfunded Actuarial Liability	Funded Ratio (AVA)	Market Assets	Funded Ratio (MVA)	Actuarial Assets Over Market
2019	\$69,316,540	\$72,775,425	-\$3,458,885	105.0%	\$73,637,441	106.2%	98.8%
2018	68,291,924	69,934,400	-1,642,476	102.40	71,233,840	104.30	98.20
2017	65,000,144	66,776,230	-1,176,086	102.70	66,710,150	108.70	100.10
2016	63,721,271	64,265,782	-544,511	100.90	60,890,109	102.20	105.60
2015	58,911,617	57,074,951	1,836,666	96.90	56,340,825	95.60	101.30
2014	54,560,642	55,419,017	-858,375	101.57	57,189,900	104.80	96.90
2013	52,374,785	51,055,251	1,319,534	97.50	50,574,604	96.60	101.00
2012	46,340,678	49,735,004	-3,394,326	107.32	47,344,407	102.20	105.10
2011	47,868,297	49,324,784	-1,456,487	103.00	48,992,049	102.40	100.70
2010	53,149,699	47,677,635	5,472,064	89.70	41,517,520	78.10	114.80
2009	50,543,320	48,478,344	2,064,976	95.90	38,550,289	76.30	125.80
2008	47,634,452	50,418,942	-2,784,490	105.80	48,552,160	101.90	103.80
2007	46,842,351	48,225,053	-1,382,702	103.00	50,698,214	108.20	95.10
2006	43,102,409	44,350,649	-1,248,240	102.90	44,344,633	102.90	100.00
2005	41,804,673	41,842,216	-37,543	100.10	42,041,709	100.60	99.50
2004	36,388,731	39,210,995	-2,822,264	107.80	38,168,105	104.90	102.70
2003	41,931,130	41,842,216	88,914	99.80	42,041,709	100.30	99.50

**Legislative**

Valuation date 6/30/YY	Actuarial Accrued Liability	Actuarial Assets	Unfunded Actuarial Liability	Funded Ratio (AVA)	Market Assets	Funded Ratio (MVA)	Actuarial Assets Over Market
2019	\$9,066,764	\$13,092,938	-\$4,026,174	144.4%	\$13,248,022	146.1%	98.8%
2018	8,559,950	12,523,131	-3,963,181	146.30	12,755,821	149.00	98.20
2017	8,163,310	11,908,009	-3,744,699	145.90	11,896,225	145.70	110.10
2016	7,679,458	11,405,769	-3,726,311	148.50	10,806,661	140.70	105.60
2015	7,558,293	11,219,880	-3,661,587	148.40	11,075,564	146.50	101.30
2014	7,505,193	10,775,701	-3,270,508	143.31	11,120,032	148.20	96.90
2013	6,872,614	9,771,955	-2,899,341	142.20	9,679,959	140.90	101.00
2012	6,243,939	9,322,419	-3,078,780	149.31	8,874,321	142.10	105.10
2011	5,725,193	9,040,180	-3,314,987	157.90	8,979,197	156.80	100.70
2010	6,073,364	8,634,635	-2,561,271	142.20	7,519,010	123.80	114.80
2009	5,499,809	8,717,885	-3,218,076	158.50	6,932,518	126.10	125.80
2008	5,605,005	9,099,133	-3,494,128	162.30	8,762,234	156.30	103.80
2007	5,095,638	8,721,571	-3,625,933	171.20	9,168,846	179.90	95.10
2006	7,944,468	7,944,468	0	100.00	7,943,390	100.00	100.00
2005	7,406,475	7,406,475	0	100.00	7,441,788	100.50	99.50
2004	6,827,478	6,827,478	0	100.00	6,645,888	97.30	102.70
2003	7,406,475	7,406,475	0	100.00	7,441,788	100.50	99.50

**ALL STATE PLANS**

Valuation date 6/30/YY	Actuarial Accrued Liability	Actuarial Assets	Unfunded Actuarial Liability	Funded Ratio (AVA)	Market Assets	Funded Ratio (MVA)	Actuarial Assets Over Market
2019	\$14,625,606,217	\$11,980,540,513	\$2,645,065,704	81.9%	12,122,448,510	82.9%	98.8%
2018	14,108,039,719	11,502,444,183	2,605,595,536	81.50	11,716,169,344	83.05	98.20
2017	13,558,049,966	10,982,766,460	2,575,883,506	81.01	10,971,898,239	80.93	100.10
2016	13,141,445,677	10,588,195,729	2,553,159,948	80.60	10,032,032,160	76.30	105.60
2015	12,682,756,964	10,443,847,329	2,238,909,635	82.35	10,309,513,411	81.30	101.30
2014	12,382,224,618	10,083,706,724	2,298,517,894	81.40	10,405,925,859	84.00	96.90
2013	11,889,897,281	9,238,576,833	2,651,320,448	77.70	9,151,602,527	77.00	101.00
2012	11,605,890,598	8,939,787,543	2,666,103,055	77.00	8,510,081,482	73.30	105.10
2011	11,335,258,676	8,795,250,085	2,540,008,591	77.60	8,735,919,120	77.10	100.70
2010	12,676,367,069	8,369,772,080	4,306,594,989	66.00	7,288,368,624	57.50	114.80
2009	12,377,262,461	8,383,147,465	3,994,114,996	67.70	6,666,332,449	53.90	125.80
2008	11,721,271,967	8,691,075,704	3,030,196,263	74.10	8,369,285,018	71.40	103.80
2007	11,209,708,127	8,302,466,643	2,907,241,484	74.10	8,728,248,255	77.90	95.10
2006	10,598,346,071	7,556,514,663	3,041,831,408	71.30	7,555,489,804	71.30	100.00
2005	10,048,461,186	7,013,846,148	3,034,615,038	69.80	7,047,286,328	70.10	99.50
2004	9,485,605,608	6,498,608,717	2,986,996,891	68.50	6,325,765,935	66.70	102.70
2003	9,491,727,004	6,501,818,935	2,989,908,069	68.50	6,330,435,439	66.70	102.70
2002	8,511,834,626	5,920,475,637	2,591,358,989	69.60	5,129,650,969	60.30	115.40

For further information regarding the actuarial method and significant assumptions used to determine the ADC, see the Actuarial Valuation Report for each of the retirement programs administered by MainePERS which are available at <https://www.maineper.org/bonds.htm>, and also “Actuarial Assumption Changes” above.

Neither the State nor MainePERS is able to predict the impact the current COVID-19 crisis may have on the funded status of the retirement plans or the resulting annual contributions required by the State.



**Recent and Proposed Legislative Changes.** The Legislature has in the past adopted laws that have had the effect of both increasing and decreasing future retirement benefits payable under one or more of the State Plans. Any increases in retirement benefits have the effect of increasing the actuarial accrued liability of the plan, which also has the effect of increasing the ADC with respect to the State Plans. Any decreases in benefits have the effect of limiting the future growth of the actuarial accrued liability of the plan, which also has the effect of limiting the growth of the ADC for the State for the plan in future years. Pursuant to provisions of 2011 Chapter 380, several changes were made to the State Plans. The changes include: changes to the retiree cost-of-living provisions, including a three-year freeze on cost-of-living adjustments, a reduction in the cost-of-living cap from 4% to 3%, and the establishment of a \$20,000 limit on the amount of benefit subject to the cost-of-living adjustment; an increase in the normal retirement age from age 62 to age 65 for non-vested members of the regular plan component of the State Employee and Teacher Retirement Program (the non-special plan tiers); and a change that ties eligibility for subsidized health insurance coverage (health insurance benefits are funded directly by the State) to normal retirement age.

The Legislature passed Constitutional Resolution Chapter 1 (L.D. 723), which proposed to amend the State Constitution to change the period over which experience losses are amortized from 10 years to 20 years. MainePERS submitted this proposal as a means to reduce the volatility of annual contributions required from the State that results from market performance. Extending the amortization period would result in lower annual contributions when experience losses occur. The total cost of recovering the losses would increase as payment would be made over a longer period of time. This Constitutional Amendment was approved at the November 2017 statewide election.

The Legislature also enacted Resolve, Chapter 14 (L.D. 917), to convene a working group to evaluate and design retirement plan options for State employees and teachers. The Resolve required the working group to report its recommendations to the Legislature no later than January 1, 2018. A request was submitted to the Legislature for an extension of this deadline, in order for the working group to complete its work. The report was submitted on April 9, 2018 and a copy can be found at <https://www.mainebers.org/bonds.htm>. The Legislature enacted Resolve, Chapter 57 (L.D. 1907), which permitted the working group to continue its work. The working group submitted a final report on February 27, 2020, and a copy can be found at <https://www.mainebers.org/bonds.htm>.

As indicated above, the Legislature is currently considering a proposal in the form of L.D. 427 to transfer the responsibility for payment of the employer normal cost for teacher members back to the State. L.D. 427 was placed on the Special Appropriations Table and carried over to any Special Session of the 129<sup>th</sup> Legislature.

The 129<sup>th</sup> Legislature also enacted Chapter 540 (L.D. 1104), An Act to Clarify the State's Commitments Concerning Certain Public Service Retirement Benefits. This legislation includes retiree cost-of-living adjustments (COLA) in the contractual commitment statutory language, essentially guaranteeing the payment of future COLAs as currently accounted for in the existing actuarial assumptions. Chapter 540 limits the State's ability, and the Legislature's authority, to make future changes to the COLA provisions that would decrease, eliminate or freeze COLAs. It will not have any fiscal impact in the current 2020-2021 biennium. Any negative future impact would be from factors such as market losses and be reflected in future actuarial valuations for the State's defined benefit pension plans and the State's resulting actuarially determined contribution for the plans.

The Legislature is currently considering LD 1537, An Act to Increase the Portion of Retirement Benefits to Which the Cost-of-living Adjustment Applies. If enacted, this bill would require immediate funding of the increased liabilities, estimated at \$350 million, as required by the State Constitution. This bill would also increase ongoing normal costs of the plan by an estimated \$3 million annually. LD 1537

was placed on the Special Appropriations Table and carried over to any Special Session of the 129<sup>th</sup> Legislation.

**Group Life Insurance Program.** MainePERS also administers a group life insurance program which is available to eligible participants. As of June 30, 2019, the State reported a total net other post-employment benefit liability of \$98.9 million. The ADC for fiscal year 2019 was \$9.0 million and the annual contribution paid was \$7.8 million, representing 87% of the ADC. As the result of a group life insurance premium study in 2012, the actuary recommended an increase in premiums to be more consistent with actual and projected program costs. The Board of Trustees adopted increased rates, which were implemented beginning in fiscal year 2014. Differences between the ADC and the actual premium may also be the result of the differences between projected and actual coverage amounts for the year. A group life insurance premium study was completed in 2016 and recommended changes to premium levels commenced with the 2018-2019 biennial budget. An updated study will be completed in 2020 and will determine the premium levels that will commence with the 2022-2023 biennial budget.

**Litigation.** The System is involved in a small number of administrative appeals brought by members whose requests have been denied by the System. Most often, those cases are appeals from adverse decisions in connection with applications for disability retirement benefits. Less often, there are administrative appeals involving or relating to group life insurance matters or retirement eligibility matters. In each case, the relief requested by appellants is to have the System's determination in their case reversed and the sought-after benefit granted. The System is not currently involved in any other litigation.

### **Post-Employment Health Care Benefits**

The State has a statutory, single-employer defined benefit healthcare Other Post-Employment Benefits ("OPEB") plan that is administered through a trust. The State funds post-retirement health care benefits for most retired State employees and legislators, as authorized by Title 5 MRSA § 285. The State pays 100% of post-retirement health insurance premiums for state employee retirees who were first employed on or before July 1, 1991. A pro rata portion, ranging from 0% for retirees with less than five years participation to 100% for retirees with ten or more years of participation, is paid for eligible individuals first employed after July 1, 1991. Retirees who are not eligible for Medicare retain coverage in the same group health plan as active employees. Retirees must pay for Medicare Part B coverage to be eligible to participate in the State-funded Companion Plan. Coverage for retirees who are not eligible for Medicare includes basic hospitalization; supplemental major medical and prescription drugs; and costs for treatment of mental health, alcoholism, and substance abuse.

The State also committed to pay a statutorily determined portion of the retiree healthcare premiums for retired Teachers and retired First Responders as authorized by Title 20-A MRSA § 13451 and Title 5 MRSA § 286-M, respectively. First Responders are defined in statute as retired county or municipal law enforcement officers and municipal firefighters who participate in an employer-sponsored retirement plan. The plans are currently funded on a pay-as-you-go basis with the State directly paying insurers.

Title 5 MRSA § 286-B authorizes an Irrevocable Trust Fund for OPEB to meet the State's unfunded liability obligations for retiree health benefits for eligible participants in the State Employee Plan who are the beneficiaries of the irrevocable trust fund. Annually, beginning with the fiscal year starting July 1, 2007, the Legislature shall appropriate funds to meet the State's obligations under any group health plan, policy or contract purchased by the State Employee Health Commission. Unfunded liabilities may not be created except those resulting from experience losses. Unfunded liability resulting from experience losses must be retired over a period not to exceed 10 years. The unfunded liability for retiree health benefits for eligible participants must be retired in 30 years or less from July 1, 2007. Public Law 2007, Chapter 240, amended Title 5 Chapter 421 by establishing the Irrevocable Trust for OPEB. MainePERS holds and invests long-term funds in the irrevocable trust fund. Its fiduciary responsibilities

include setting investment policy in order to fund the plan in accordance with a projected disbursement schedule that does not begin before the year 2027.

A special funding situation exists for the Teachers and First Responder Plans. The State is statutorily responsible for contributions to the Teachers Plan and the First Responders Plan that cover the retirees of other governmental entities. The State is the sole contributing entity for teachers and for the first responders; therefore, making the contribution on behalf of the employing jurisdictions at a 45 percent level for the current portion of the health plan costs. Plan members are not included in the Trust. Public Law 2011, Chapter 380 Pt. Y § 2 established separate Irrevocable Trust Funds for OPEB to meet the State's unfunded liability obligations for retiree health benefits for eligible participants in the Teachers Plan and the First Responders Plan who are the beneficiaries of the irrevocable trust funds. Annually, beginning with the fiscal year starting July 1, 2011 for eligible first responders and July 1, 2015 (as amended by Public Law 2013, Chapter 368 Pt. H §2) for eligible teachers, the Legislature shall appropriate funds to meet the State's obligations to retire the unfunded liability for eligible first responders in 30 years or less from July 1, 2007.

As of June 30, 2019 there were 8,568 retired eligible State employees, 10,473 retired teachers, and 102 retired eligible first responders. The value of the assets of the Retiree Health Insurance Post-Employment Benefits (RHIPEB) Investment Trust has grown from a balance of \$133.9 million as of June 30, 2012 to \$275.7 million as of June 30, 2019. The balance as of April 30, 2020 was \$275.0 million.

The OPEB expense paid by the State for state and teacher retirees in fiscal year 2019 was \$115,385,229. The amounts budgeted by the State in fiscal years 2019, 2020 and 2021 are \$119,863,417, \$118,183,955, and \$118,852,260, respectively.

The Net OPEB Liability for the State Employee Plan as of June 30, 2019 was \$948.4 million. The Total OPEB Liability for the Teachers Plan and First Responders Plan as of June 30, 2019 was \$1,235.8 million and \$19.2 million, respectively.

GASB Statement No. 74 established different reporting requirements for OPEB plans based on whether or not plan assets accumulated for benefits are placed in trusts (or equivalent arrangements). The State Employee Plan met the requirements for funded OPEB trusts or their equivalents. The State is currently funding this plan on a pay-as-you-go basis plus a percentage of actuarially determined contributions. The State's portion of the Teachers and First Responders Plans are not being funded by assets in a separate trust under GASB No. 75. The State is currently funding these plans on a pay-as-you-go basis.

The State implemented GASB Statement No. 75 effective in fiscal year 2018. For information regarding OPEB liabilities of the State Employees Healthcare, State Employees Group Life, Teachers Group Life, Teachers Healthcare and First Responders Healthcare at June 30, 2019, determined by an actuarial valuation and based on actuarial assumptions as of that date, refer to Appendix B under "Notes to the Financial Statements, Note 10" and "Required Supplementary Information, Other Post-Employment Benefit Plans", herein.

## **Employee Relations**

As of July 2019, the State had approximately 10,328 Executive Branch employees.

The State Employees Labor Relations Act allows State employees in the Executive Branch to engage in collective bargaining. There are seven bargaining units within the Executive Branch. The Maine Employees Association (MSEA-SEIU) is the bargaining agent for four bargaining units

(Administrative Services; Operations, Maintenance and Support Services; Professional and Technical Services; and Supervisory Services) which represent the majority of state employees. The American Federation of State, County, and Municipal Employees (AFSCME) represent the employees in State institutions; the Maine State Law Enforcement Association (MSLEA) represents those in law enforcement activities excluding State Police; and the Maine State Troopers Association (MSTA) represents the State Police. The Commissioner of Administrative and Financial Services, acting through the Office of Employee Relations within the Bureau of Human Resources, is the Governor's designee for collective bargaining and is responsible for the negotiations and all other employee relations functions. During July and August of 2019, MSEA-SEIU, AFSCME, MSLEA and MSTA all ratified two-year contracts which include a 3% general salary increase on September 1, 2019; and a "4% add/drop a step" effective the start of the pay week commencing closest to December 31, 2020 (i.e. dropping the first step of each salary grade and adding a new top step which is 4% higher than the former top step - employees remain on their current step and receive the new pay associated with that step). These contracts also include increases in longevity pay, two weeks of paid parental leave, and other benefits to attract and retain top candidates for the state workforce. The economic items consistent with the terms of the agreements with the four bargaining units are authorized in Public Laws of Maine 2019, chapter 505 ("2019 Chapter 505") and funded through a transfer of balances from personal services salary savings lapsing at the end of each fiscal year of the 2020-2021 biennium to the General Fund salary plan program. The Governor is also authorized to grant Executive Branch employees who are excluded from bargaining similar and equitable treatment consistent with the terms of the agreements. Under this authority, the Governor has granted both confidential employees and employees whose salary are subject to the Governor's adjustment or approval the same 3% general salary increases effective September 1, 2019; the "4% add/drop step" effective at the start of the pay week commencing closest to December 31, 2020; increases to longevity and paid parental leave.

Collective bargaining has also been extended to employees of the Judicial Department, the University of Maine System, the Maine Community College System, Maine Maritime Academy, and to employees of counties, municipalities and special districts including public school teachers. The Judicial Department reached an agreement that included a 3% cost of living adjustment for the law enforcement, administrative services, supervisory services, and the professional services bargaining units on September 1, 2019 and July 1, 2020. In addition, the agreement included a lump sum payment of \$400 in August 2019 and July 2020 for all four Judicial Branch bargaining units as well as a longevity increase for 30 plus year employees of \$.25 per hour effective July 2019, technology stipend adjustments, law enforcement unit uniform allowance increase and a reclassification. These economic items are authorized in 2019 Chapter 502 and funded through a transfer of balances from personal services salary savings lapsing at the end of each fiscal year of the 2020-2021 biennium to the General Fund salary plan program. Judicial Branch employees who are excluded from collective bargaining are also granted similar and equitable treatment consistent with the terms of the agreements.

### **Interfund Transactions**

Due to Other Funds are amounts owed by one State fund to another for goods sold or services rendered. Due from Other Funds are amounts to be received from one State fund by another for goods sold or services rendered. The following is a summary of amounts due from other funds and due to other funds as of June 30, 2019:

**Interfund Receivables**

**June 30, 2019**

(Expressed in Thousands)

<b>Due to Other Funds</b>					
<b>Due from Other Funds</b>	<b>General</b>	<b>Highway</b>	<b>Federal</b>	<b>Other Special Revenue</b>	<b>Other Governmental</b>
General	\$ -	\$ -	\$ 1,040	\$ -	\$ -
Highway	2	4	18,232	-	-
Federal	60,557	-	185	655	-
Other Special Revenue	17,879	269	718	723	8
Other Governmental	-	-	-	-	-
Employment Security	-	-	51	-	-
Non-Major Enterprise	2,335	3	-	-	-
Internal Service	12,059	4,773	2,771	4,880	-
Fiduciary	41,486	-	-	-	-
<b>Total</b>	<b>\$ 134,318</b>	<b>\$ 5,049</b>	<b>\$ 22,997</b>	<b>\$ 6,258</b>	<b>\$ 8</b>

<b>Due from Other Funds</b>	<b>Employment Security</b>	<b>Non-Major Enterprise</b>	<b>Internal Service</b>	<b>Fiduciary</b>	<b>Total</b>
General	\$ -	\$ 9,101	\$ 6,635	\$ -	\$ 16,776
Highway	-	-	-	-	18,238
Federal	-	-	-	-	61,397
Other Special Revenue	-	5,128	226	-	24,951
Other Governmental	-	-	-	-	-
Employment Security	-	-	-	-	51
Non-Major Enterprise	-	-	-	-	2,338
Internal Service	-	376	5,424	3	30,286
Fiduciary	-	-	-	-	41,486
<b>Total</b>	<b>\$ -</b>	<b>\$ 14,605</b>	<b>\$ 12,285</b>	<b>\$ 3</b>	<b>\$ 195,523</b>



## REVENUES OF THE STATE

### General

In order to fund its programs and services, the State collects a variety of taxes and receives revenues from other non-tax sources, including the federal government and various fees, fines, reimbursements, interest earnings and transfers from non-budgetary sources. For additional information concerning revenues of the State, see “Fiscal Management - Revenue Forecasting” herein and Appendices B and C.

The following tables for fiscal years 2018-2021 reflect applicable baseline forecasts, each as updated with laws enacted through the First Regular Session of the 129<sup>th</sup> Maine Legislature and as updated by the March 2020 RFC meeting. See “State Budgets” herein. The information presented does not reflect any effects of the COVID-19 crisis.

CATEGORY	Fiscal year 2018 baseline budget December 2014 RFC	Fiscal year 2018 budget through the 128th 1st Special Session	Fiscal year 2018 as Revised by the December 2018 RFC
Sales and Use Tax	\$1,236,821,231	\$1,400,148,328	\$1,409,548,328
Service Provider Tax	53,382,769	59,424,469	62,224,469
Individual Income Tax	1,655,777,000	1,508,004,704	1,554,804,704
Corporate Income Tax	211,645,002	165,724,242	171,924,242
Cigarette and Tobacco Tax	130,732,000	136,682,000	129,032,000
Insurance Companies Tax	82,765,000	73,765,000	74,150,000
Estate Tax	34,220,671	12,416,710	12,416,710
Fines, Forfeits and Penalties	22,965,512	19,297,146	18,354,011
Income from Investments	597,719	2,993,949	5,428,946
Transfer from Lottery Commission	57,123,279	54,900,000	59,000,000
Transfer for Tax Relief Programs	(71,768,101)	(64,768,101)	(63,768,101)
Transfer to Municipal Revenue Sharing	(161,236,834)	(67,953,355)	(69,244,574)
Transfers to Education Fund	N/A	(0)	(0)
Other Taxes and Fees	127,626,244	134,349,913	139,808,638
Other Revenues	28,575,291	13,824,664	1,941,056
<b>Total Undedicated Revenues</b>	<b>\$3,409,226,783</b>	<b>\$3,448,809,669</b>	<b>\$3,505,620,429</b>

CATEGORY	Fiscal year 2019 baseline budget December 2014 RFC	Fiscal year 2019 budget as Revised by the May 2019 RFC	Fiscal year 2019 through the 129 <sup>th</sup> 1 <sup>st</sup> Regular Session
Sales and Use Tax	\$1,294,195,576	\$1,502,180,767	\$1,502,117,767
Service Provider Tax	54,450,424	59,222,124	59,222,124
Individual Income Tax	1,701,311,000	1,705,158,151	1,705,158,151
Corporate Income Tax	230,826,711	244,750,000	244,750,000
Cigarette and Tobacco Tax	129,400,000	133,588,615	133,588,615
Insurance Companies Tax	82,765,000	74,450,000	74,450,000
Estate Tax	37,094,841	13,640,409	13,640,409
Fines, Forfeits and Penalties	22,966,512	18,678,774	18,678,774
Income from Investments	597,719	11,027,054	11,027,054
Transfer from Lottery Commission	57,123,279	59,000,000	59,000,000
Transfer for Tax Relief Programs	(75,888,623)	(70,568,623)	(70,568,623)
Transfer to Municipal Revenue Sharing	(167,417,561)	(73,699,854)	(73,698,594)
Transfers to Education Fund	N/A	(0)	(0)
Other Taxes and Fees	128,473,167	145,046,332	145,046,332
Other Revenues	28,103,853	11,594,367	11,594,367
<b>Total Undedicated Revenues</b>	<b>\$3,524,001,898</b>	<b>\$3,834,068,116</b>	<b>\$3,834,006,376</b>

CATEGORY	Fiscal year 2020 baseline budget December 2016 RFC	Fiscal year 2020 through the 129 <sup>th</sup> 1 <sup>st</sup> Regular Session	Fiscal year 2020 as Revised by the March 2020 RFC	Fiscal year 2020 through the 129 <sup>th</sup> 2 <sup>nd</sup> Regular Session
Sales and Use Tax	\$1,475,000,000	\$1,584,138,944	\$1,617,545,344	\$1,617,738,944
Service Provider Tax	60,000,000	59,524,000	57,024,000	57,024,000
Individual Income Tax	1,686,800,000	1,771,003,500	1,813,003,500	1,810,313,500
Corporate Income Tax	178,750,000	205,460,000	217,460,000	217,280,000
Cigarette and Tobacco Tax	131,800,000	141,621,642	141,621,642	141,621,642
Insurance Companies Tax	74,700,000	75,250,000	75,950,000	75,950,000
Estate Tax	12,850,000	10,350,000	20,450,000	20,450,000
Fines, Forfeits and Penalties	22,242,017	18,451,755	12,319,191	12,319,191
Income from Investments	2,421,028	10,575,750	12,304,505	12,304,505
Transfer from Lottery Commission	54,900,000	57,000,000	57,000,000	57,000,000
Transfer for Tax Relief Programs	(69,500,000)	(72,400,000)	(76,815,000)	(76,815,000)
Transfer to Municipal Revenue Sharing	(165,459,224)	(107,541,060)	(111,974,092)	(111,897,672)
Transfers to Education Fund	N/A	(0)	(0)	(0)
Other Taxes and Fees	130,034,000	139,559,891	138,146,069	138,146,069
Other Revenues	18,059,135	11,387,936	22,855,866	26,855,866
<b>Total Undedicated Revenues</b>	<b><u>\$3,612,596,956</u></b>	<b><u>\$3,904,382,358</u></b>	<b><u>3,996,891,025</u></b>	<b><u>3,998,291,045</u></b>

CATEGORY	Fiscal year 2021 baseline budget December 2016 RFC	Fiscal year 2021 through the 129 <sup>th</sup> 1 <sup>st</sup> Regular Session	Fiscal year 2021 as Revised by the March 2020 RFC	Fiscal year 2020 through the 129 <sup>th</sup> 2 <sup>nd</sup> Regular Session
Sales and Use Tax	\$1,529,000,000	\$1,655,057,178	\$1,695,071,678	\$1,695,071,678
Service Provider Tax	60,350,000	59,854,000	56,454,000	56,454,000
Individual Income Tax	1,764,300,000	1,840,371,250	1,851,681,250	1,849,921,250
Corporate Income Tax	186,600,000	204,200,000	211,990,000	210,175,000
Cigarette and Tobacco Tax	129,500,000	149,277,906	149,277,906	149,277,906
Insurance Companies Tax	80,200,000	80,800,000	81,900,000	81,900,000
Estate Tax	13,300,000	10,800,000	11,800,000	11,800,000
Fines, Forfeits and Penalties	22,243,017	18,417,730	12,425,166	12,425,166
Income from Investments	2,421,028	10,749,123	7,688,587	7,688,587
Transfer from Lottery Commission	54,900,000	57,000,000	57,000,000	57,000,000
Transfer for Tax Relief Programs	(73,000,000)	(74,850,000)	(77,667,000)	(77,667,000)
Transfer to Municipal Revenue Sharing	(180,431,859)	(144,848,593)	(144,497,422)	(144,363,359)
Transfers to Education Fund	N/A	(0)	(0)	(0)
Other Taxes and Fees	130,124,253	139,562,669	139,962,981	139,962,981
Other Revenues	17,302,215	11,587,714	20,633,306	20,633,306
<b>Total Undedicated Revenues</b>	<b><u>\$3,736,808,654</u></b>	<b><u>\$4,017,978,977</u></b>	<b><u>4,073,720,452</u></b>	<b><u>4,070,279,515</u></b>

## Certain State Taxes

**Individual Income Tax.** The State assesses individual income taxes at progressive rates from 5.8% to 7.15% (for tax years beginning on or after January 1, 2016), based on classifications or brackets of taxable income, depending upon filing status and after specified deductions and exemptions. Taxable income of resident individuals is derived from federal adjusted gross income. The dollar amounts of the tax rate tables are indexed for inflation. A \$4,300 personal exemption is allowed for the taxpayer and spouse if married filing jointly. A \$300 nonrefundable credit is allowed for every qualified child and dependent eligible for the federal child tax credit. For resident taxpayers not itemizing deductions, the standard deduction is \$12,400 in tax year 2020 (indexed for inflation) for single filers, \$24,800 for joint filers and \$18,650 for head of household filers. Nonresident Maine taxpayers are taxed in a similar fashion, but they are allowed a credit for their non-Maine sourced income.

**Sales and Use Taxes.** A sales tax is imposed on the value of all tangible personal property and taxable services sold at retail in the State. The rate of tax is 8% on the value of liquor sold in licensed establishments, 9% on the value of rental of living quarters in any hotel, rooming house, tourist or trailer camp, 10% on the value of rental for a period of less than one year of an automobile, 8% on the value of prepared food, and 5.5% on the value of all other tangible personal property and taxable services. The 9% rate on rental of living quarters was increased from 8% effective January 1, 2016. A use tax is imposed at the rates provided for sales taxes, on the storage, use or other consumption in the State of tangible personal property or a service, the sale of which would be subject to sales tax.

No sales or use tax is imposed on sales, storage or use of certain tangible personal property. Some of the major exemptions are grocery staples (which do not include liquor, or prepared food); prescription medicines; certain products used in agricultural and aqua cultural production; certain motor fuels; coal, oil, wood and all other fuels, except electricity, when bought for cooking and heating in residential units; the first 750 kilowatt hours of residential electricity per month; fuel oil or coal, the by-products from the burning of which become an ingredient or component part of tangible personal property for later sale; packaging materials; certain periodicals; sales to incorporated hospitals, licensed and incorporated non-profit nursing homes, licensed and incorporated non-profit boarding care facilities, medical research facilities, schools, regularly organized churches and similar institutions; water pollution and air pollution control facilities certified by the State Commissioner of Environmental Protection; and 95% of the sale price of all fuel and electricity purchased for use at a manufacturing facility.

**Corporate Income Tax.** An income tax is imposed upon the Maine net income of taxable corporations at progressive rates from 3.5% on Maine net income not over \$350,000 to 8.93% on Maine net income in excess of \$3,500,000. The tax computed using Maine net income is then apportioned to Maine. Maine net income is derived from taxable income of the taxpayer under the laws of the United States, adjusted by certain modifications, including additions for certain tax deductions, certain net operating losses and certain depreciation deductions, and subtractions for income exempt by law from taxation by the State, certain apportionable dividend income and certain net operating losses.

**Certain Motor Fuel Taxes.** An excise tax is imposed at the rate of \$0.300 per gallon on internal combustion engine fuel (gasoline) sold or used within the State. An excise tax is imposed on all suppliers of special fuel sold and on all users of special fuel used in the State at the rate of \$0.312 per gallon of distillate. Low-energy fuel such as liquefied natural gas, propane, methane and butane is taxed at a rate based on the energy content of each fuel as compared to gasoline. Special fuels include all combustible gases and liquids used in an internal combustion engine, except fuel subject to the gasoline tax. Indexing of motor fuel excise tax rates was repealed effective July 1, 2013.

**Estate Tax.** 2015 Chapter 267 reformed the estate tax with respect to decedents dying after December 31, 2015. The exclusion amount increases from \$2,000,000 to \$5,450,000 (the previous federal

exemption amount which is indexed for inflation). A progressive rate structure applies: 8% on estate value of more than \$5,800,000 but less than or equal to \$8,800,000; 10% on estate value of more than \$8,800,000 but less than or equal to \$11,800,000; 12% on estate value of more than \$11,800,000.

Pursuant to the Constitution of the State, all revenues derived from fees, excises and license taxes relating to registration, operation and use of vehicles on public highways, and to fuels used for propulsion of such vehicles shall be expended solely for the cost of administration, State enforcement of traffic laws, statutory refunds and adjustments, and the cost of construction, reconstruction, maintenance and repair of public highways and bridges and for the payment of interest and principal on bonds issued for, and the payment of obligations incurred in, the construction and reconstruction of highways and bridges. Such funds may not be diverted for any other purpose.

### **Tobacco Master Settlement Agreement**

The State entered into the tobacco master settlement agreement (the “Settlement Agreement”) on November 23, 1998 with certain tobacco manufacturers to settle a suit the State brought against those tobacco manufacturers. The State is one of 46 states and 5 U.S. territories (the “Settling States”) that executed the Settlement Agreement with the manufacturers. The lawsuit included a variety of claims, including claims to recover smoking related Medicaid costs (the “Claims”). Pursuant to the Settlement Agreement, the manufacturers who have joined the Settlement Agreement (“Participating Manufacturers”) have agreed to make certain annual payments that are allocated among all the Settling States.

Certain initial and annual payments by the Participating Manufacturers that were allocated to the State pursuant to the Settlement Agreement commenced December 1999. The initial payments ended in 2003 and the annual payments are expected to continue in perpetuity.

The State expects to expend the annual payments received from the Participating Manufacturers for smoking prevention, cessation and control activities, prenatal and young children’s care, child care for children up to 15 years of age, health care for children and adults, prescription drugs for adults who are elderly or disabled, dental and oral health care to low-income persons who lack adequate dental coverage, substance abuse prevention and treatment and comprehensive school health programs, pursuant to 22 MRSA §1511(6).

In addition, certain payments (the “Strategic Contribution Payments”) to be made by the Participating Manufacturers and allocated among certain Settling States in recognition of strategic contributions made by specific Settling States, including Maine, to the negotiation of the Settlement Agreement were established pursuant to the Settlement Agreement. The Strategic Contribution Payments began in 2008 and were made annually until 2017.

Since 2000, annual payments received by the State pursuant to the Settlement Agreement have generally ranged from approximately \$45,000,000 to approximately \$67,000,000. The State received \$77,954,569.89 in fiscal year 2019 pursuant to the Settlement Agreement. As discussed below, this amount was higher than normal as a result of the State entering into an agreement in February 2018 resolving certain disputes between the State and the Participating Manufacturers that had arisen under the Settlement Agreement.

Pursuant to the Settlement Agreement, Participating Manufacturers may dispute annual payment amounts. Participating Manufacturers have disputed certain amounts of each year’s payment since 2003. The predominant dispute, though not the only dispute, is that certain Participating Manufacturers have claimed that they are entitled to a downward adjustment in the amount they owe because of loss of market share to non-Participating Manufacturers (the “NPM Adjustment”). A state’s payment for a given

year is not subject to the NPM Adjustment if the State demonstrates that, during that year, it diligently enforced its “qualifying statute,” in keeping with the terms of the Settlement Agreement. Following a multi-year proceeding, a three-judge arbitration panel ruled on September 11, 2013 that Maine had diligently enforced its qualifying statute throughout 2003 and therefore was not subject to the NPM Adjustment for that year’s payment.

On February 16, 2018, Maine and several other states entered into an agreement with the Participating Manufacturers to resolve disputes regarding the applicability of the NPM Adjustment for all years from 2004 through 2017. This settlement resulted in the State receiving amounts beyond its usual payments in fiscal years 2018 and 2019.

### **State Investment Pool**

As described above under the heading “Governmental Organization – Executive Branch – Treasurer of State,” when there is money in the State Treasury that is not needed to meet current obligations, the Treasurer of State may, with the concurrence of the State Controller or the Commissioner of Administrative and Financial Services and with the consent of the Governor, invest those amounts in certain instruments authorized by State law. The Treasurer of State maintains the records of the investments of the State through the State investment pool. The average daily balance of the State investment pool was \$1,471,512,754.88 in fiscal year 2019. The balance of the State investment pool as of April 30, 2020 was approximately \$2.77 billion, including \$1.25 billion in Coronavirus Relief Funds, which are not currently available to make up for reduced revenues, only COVID-19 related expenditures.

Collateralized bank accounts, repurchase agreements and certificates of deposit collateralized by U.S. Treasuries and Agencies and direct holdings in U.S. Treasuries make up the cash pool portfolio. On April 30, 2020, the weighted average final maturity of the pool was 283 days.

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## CERTAIN PUBLIC INSTRUMENTALITIES

### **Maine Governmental Facilities Authority**

The Maine Governmental Facilities Authority (“MGFA”) is authorized to assist in financing the acquisition, construction, improvement, reconstruction or equipping of, or construction of an addition or additions to, structures designed for use as court facilities or state offices and the acquisition, construction, improvement, reconstruction or repair of equipment or other personal property, all of which are rented to agencies of the State. MGFA was created in 1987 and was known as the Maine Court Facilities Authority until 1997 when its name was changed and its purposes were broadened. No securities may be issued without the prior approval of the Legislature. Neither the full faith and credit nor the taxing power of the State or of any political subdivision of the State is pledged to the payment of the principal of, redemption premium, if any, or interest on MGFA’s bonds. MGFA has no taxing power. As of April 30, 2020, the unaudited aggregate principal amount of MGFA’s bonds outstanding was \$381,865,000. The State has agreed, subject to appropriation, to make rental payments to be applied to payment of MGFA’s bonds. Debt service on MGFA’s bonds for the State fiscal year ending June 30, 2020 is \$32,588,431.

### **Finance Authority of Maine**

The Finance Authority of Maine (“FAME”) was created in 1983 to undertake various economic development finance programs and to assume the responsibilities of several smaller state authorities. FAME is currently authorized to insure repayment of commercial loans and to require the State to fund its insurance obligations, from proceeds of bonds of the State or from other sources, provided that insurance obligations and bonds of the State issued to fund insurance obligations shall not exceed in the aggregate at any one time outstanding the principal amount of \$90,000,000 plus an additional \$4,000,000 with respect to loans for eligible veterans. As of April 30, 2020, unaudited amounts outstanding pursuant to these authorizations were \$87,287,000 and \$151,000 respectively. See “Fiscal Management - Constitutional Debt Limit” herein. Since the creation of FAME in 1983, the Treasurer of State has not been asked to issue bonds of the State to pay off defaulted loans insured by FAME pursuant to these authorizations.

In 1990, FAME was authorized to provide certain student financial assistance services, including continuation of a student loan insurance program meeting certain federal requirements in order to secure loans to students attending institutions of higher education under the Federal Family Education Loan Program (“FFELP”). Pursuant to this authorization, FAME entered into agreements with the United States Secretary of Education relating to federal programs of low-interest insured loans to students in institutions of higher education. However, as of December 1, 2019, FAME transferred its FFELP obligations to a new guarantor for the State of Maine, the Education Credit Management Corporation and FAME no longer has any obligations under the FFELP program. The Constitution allows the Legislature to authorize the issuance of bonds in the amount of up to \$4,000,000 to secure funds for loans to Maine students attending institutions of higher education. See “Fiscal Management - Constitutional Debt Limit” herein. Since 1977, the Treasurer of State has not been asked to issue bonds of the State to pay off defaulted loans insured pursuant to the bond issuance authorization set forth in the Constitution.

FAME may also issue bonds and other obligations which shall not be a debt or liability of any municipality, the State or any political subdivision thereof. The statutes governing FAME include Capital Reserve Provisions. As of April 30, 2020, the unaudited aggregate principal amount outstanding of FAME’s obligations undertaken pursuant to its Capital Reserve Provisions was \$0 for waste motor oil disposal site remediation projects, \$0 for major business expansion projects, and \$37,411,000 for other commercial projects.

The Maine Educational Loan Authority (“MELA”) was established in 1988 to carry out programs making financial and other assistance available to students and their parents to finance costs of attendance at institutions of higher education. In October 2015, FAME merged with MELA. FAME assumed all obligations and assets of MELA. Educational loans are made with the proceeds of tax exempt bonds. Bonds issued under this program do not constitute or create any debt or debts, liability or liabilities, on behalf of the State or of any political subdivision of the State, or a loan of the credit of the State or a pledge of the faith and credit of the State or of any political subdivision. As of April 30, 2020, the unaudited aggregate principal amount of MELA's bonds outstanding, which were issued pursuant to its Capital Reserve Provisions, was \$85,250,000.

The State has not been asked to restore either FAME’s or MELA’s Capital Reserve since the inception of their Capital Reserve Provisions. See “Governmental Organization - Independent Authorities and Agencies” herein.

### **Maine State Housing Authority**

The Maine State Housing Authority (“MSHA”) was created in 1969 to undertake various programs related to housing. The bonds and other obligations of MSHA shall not be a debt of any municipality, the State or any political subdivision thereof and neither the State nor any municipality nor any political subdivision thereof shall be liable thereon. As of April 30, 2020, MSHA had an unaudited amount of \$1,503,995,000 of housing bonds outstanding which require a capital reserve. The statutes governing MSHA include Capital Reserve Provisions. The State has not been asked to restore MSHA’s Capital Reserves since the inception of its Capital Reserve Provisions. See “Governmental Organization - Independent Authorities and Agencies” herein. MSHA also had an unaudited amount of \$25,970,000 of Maine Energy, Housing and Economic Recovery Bonds for a grand total of \$1,529,965,000 outstanding.

MSHA is also authorized to insure repayment of mortgage loans on Indian housing and to require the State to fund these insurance obligations, from proceeds of bonds of the State or from other sources, provided that insurance obligations shall not exceed in the aggregate at any one time outstanding the principal amount of \$1,000,000. As of April 30, 2020, MSHA’s Indian housing mortgage insurance obligations were approximately \$73,000. See “Fiscal Management – Constitutional Debt Limit” herein.

### **Maine Municipal Bond Bank**

The Maine Municipal Bond Bank (“MMBB”) was created in 1972 to lend money to counties, cities, towns, school administrative districts, community school districts, and quasi-municipal corporations to finance certain capital expenditures (the “Original Program”). Bonds and notes issued by the MMBB shall not be in any way a debt or liability of the State and shall not create any debt or debts, liability or liabilities, on behalf of the State or be or constitute a pledge of the full faith and credit of the State. As of April 30, 2020, the unaudited aggregate principal amount of the MMBB’s bonds outstanding was \$1,536,941,380 of which (a) \$5,955,000 is attributable to loans to certain municipalities to assist in financing certain wastewater and drinking water treatment facilities pursuant to a revolving loan fund program, (b) \$129,450,000 is attributable to certain grant anticipation bonds payable solely from annual federal highway grants to the State, (c) \$119,375,000 is attributable to certain transportation revenue bonds payable solely from certain State revenues, (d) \$32,846,380 is for Qualified School Construction Bonds, (e) \$118,930,000 is attributable to certain liquor revenue bonds payable solely from certain State revenues and (f) substantially all of the balance is attributable to the Original Program. The statutes governing the MMBB include Capital Reserve Provisions. The State has not been asked to restore the MMBB’s Capital Reserves since the inception of its Capital Reserve Provisions. See “Governmental Organization – Independent Authorities and Agencies” herein.

## **Maine Health and Higher Educational Facilities Authority**

The Maine Health and Higher Educational Facilities Authority (“MHHEFA”) was created in 1971 to provide the means to expand, enlarge and establish health care, hospital, nursing home and other related facilities and to assist institutions of higher education in the State to provide facilities and structures. Bonds and notes issued by MHHEFA do not constitute or create any debt or debts, liability or liabilities, on behalf of the State or any political subdivision thereof other than MHHEFA or a loan of credit of the State or a pledge of the faith and credit of the State or of any political subdivision other than MHHEFA. As of April 30, 2020, the unaudited aggregate principal amount of MHHEFA’s bonds outstanding secured by the Capital Reserve was \$453,960,000. The statutes governing MHHEFA include a Capital Reserve Provision. The State has not been asked to restore MHHEFA’s Capital Reserve since the inception of its Capital Reserve Provision. See “Governmental Organization - Independent Authorities and Agencies” herein.

## **Loring Development Authority**

Loring Development Authority (“LDA”) was established in 1993 to acquire and manage the former Loring Air Force Base in northern Maine. LDA may issue bonds that pledge the full faith and credit of the State, provided that such bonds are authorized by the Legislature and ratified by the electors in accordance with the Constitution of Maine, Article IX, Section 14. Otherwise, bonds of LDA are payable solely from the income, proceeds, revenues and funds of LDA (“Revenue Bonds”) and do not constitute an indebtedness within the meaning of any constitutional or statutory debt limitation or restriction. The statutes governing LDA include a Capital Reserve Provision. See “Governmental Organization - Independent Authorities and Agencies” herein. As of April 30, 2020, the unaudited aggregate principal amount of outstanding LDA Revenue Bonds was \$480,037.60. These Revenue Bonds are not a debt of the State and the State is not liable for debt service owed on these Revenue Bonds.

## **University of Maine System**

The University of Maine System (the “University System”) includes the University of Maine, established in 1865, and all other public institutions of higher education in Maine, except the Maine Maritime Academy and the seven colleges of the Maine Community College System. Money borrowed by the University System and evidences of indebtedness issued by the University System do not constitute any debt or liability of the State or of any municipality or political subdivision of the State, but shall be payable solely from the revenues of the University System or any project for which they are issued. As of April 30, 2020, the unaudited aggregate principal amount of the University System’s bonds outstanding was \$122,965,000.

## **Maine Turnpike Authority**

The Maine Turnpike Authority (“MTA”) was created in 1941 and has constructed and operates and maintains a turnpike approximately 109 miles long between Kittery and Augusta. Bonds issued by MTA shall not be deemed to be a debt of the State, but such bonds shall be payable exclusively from tolls. The bonds shall not directly or indirectly or contingently obligate the State to levy or pledge any form of taxation whatever therefor or to make any appropriation for the payment thereof. As of April 30, 2020 the unaudited aggregate principal amount of MTA’s bonds outstanding was \$480,040,000.

## **Maine Public Utility Financing Bank**

The Maine Public Utility Financing Bank (“MPUFB”) was created in 1981 to lend money to public utilities in the State. Bonds and notes issued by MPUFB do not constitute a debt or liability of the State or of any municipality therein or any political subdivision thereof, or a pledge of the faith and credit of

the State or of any such municipality or political subdivision. As of April 30, 2020, there were no outstanding bonds of MPUFB.

### **Maine Port Authority**

The Maine Port Authority (“MPA”) was established in 1945 and is authorized to acquire, construct and operate any kind of port terminal facility within the State and to acquire and construct any railroad facility within the State. Bonds of MPA do not constitute a debt of the State, or of any agency or political subdivision thereof, but are payable solely from the revenues of MPA, and neither the faith nor credit nor taxing power of the State, or any political subdivision thereof, is pledged to the payment of MPA’s bonds. As of April 30, 2020, there were no outstanding bonds of MPA.

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## LITIGATION

The State is a party to numerous lawsuits. Such lawsuits include actions to recover monetary damages from the State, disputes over individual or corporate income taxes, disputes over sales or use taxes, and actions to alter the regulations or administrative practices of the State in such manner as to cause additional costs to the State. The State is not aware of any pending or threatened litigation or claim against the State, the outcome of which will have a material adverse effect on the financial condition of the State. The matters set forth under the heading “Primary Government – Litigation” in Note 17 Commitments and Contingencies to the Financial Statements attached as Appendix B hereto should be noted.

*Adams v. Magnusson et al.* This lawsuit alleges constitutional and tort claims against Department of Corrections (“DOC”) officials. This is related to the stabbing incident at the Maine State Prison. The probability that this case will result in future losses to the State in excess of \$1 million is undetermined at this time.

*Dr. Doe v. Maine Board of Dental Practice et al.* Dr. Doe has filed a lawsuit against the Maine Board of Dental Practice and 11 individuals in connection with the Board’s emergency suspension of his license to practice medicine and subsequent disciplinary proceedings. Dr. Doe alleges that agents and employees of the Board violated his due process rights. The probability that this case will result in future losses to the State in excess of \$1 million is undetermined at this time.

*Express Scripts, Inc. v. State Tax Assessor.* In this lawsuit, taxpayers are challenging the method by which they are required to apportion certain sale to Maine under the Maine Corporate Income Tax. If the taxpayers prevail, they may be entitled to a refund of approximately \$1 million from the State. At this time, we cannot determine the probability of the taxpayers prevailing.

*Fagre et al. v. Ireland et al.* This is a civil rights and wrongful death action brought by the personal representative of the estate of Ambrosia Fagre who was shot and ultimately died as a result of an incident involving law enforcement officers on February 10, 2017. Ms. Fagre was a passenger in a vehicle driven by an individual who had robbed a nearby homeowner and fired at least one shot at officers. The claim asserts excessive force under federal and state law, “failure to provide police protection,” negligence, and wrongful death. The probability that this matter will result in future losses to the State in excess of \$1 million is undetermined at this time.

*George Loder v. Maine Department of Public Safety, et al.* This is a civil rights action arising out of plaintiff’s work as a detective in the Maine Information Analysis Center. Plaintiff alleges his state- and federally-protected rights were violated. The probability that this case will result in future losses to the State in excess of \$1 million cannot be determined at this time.

*Grendell v. State of Maine.* The plaintiff in this matter brings a large number of claims against numerous state officials alleging that the State Police violated his rights during a police standoff by, among other things, detonating an explosive breaching charge that inadvertently caused the collapse of plaintiff’s house. The probability that this case will result in future losses to the State in excess of \$1 million is undetermined at this time.

*Irish, Brittany v. Maine State Police, et al.* This lawsuit seeks damages for the kidnapping of Brittany Irish and shooting of Kimberly Irish by Anthony Lord. The probability that this case will result in future losses to the State in excess of \$1 million is undetermined at this time.



*Jackson v. Cornish et al.* The two plaintiffs in this matter allege that defendants are liable under the Maine Civil Rights Act for one of the defendant's shooting and wounding of them during the course of their armed standoff with police. The probability that this case will result in future losses to the State in excess of \$1 million is undetermined at this time.

*Marc Merrill v. Maine State Police, et al.* This is a civil rights action against the Maine State Police and individual officers arising out of the prosecution of Mr. Merrill for allegedly possessing child pornography. Mr. Merrill alleges that his federally-protected rights were violated. The probability that this case will result in future losses to the State in excess of \$1 million is undetermined at this time.

STATE OF MAINE

APPENDIX B

**Selected Financial Information  
Pertaining to the State of Maine  
For Fiscal Years 2015 through 2019**

**INDEX TO FINANCIAL INFORMATION**

<b>Section I – General Purpose Financial Statements of the State of Maine For the Year Ended June 30, 2019</b>	Page
Independent Auditor’s Report dated November 27, 2019 .....	B-3
Management’s Discussion and Analysis .....	B-7
<b>Government-wide Financial Statements</b>	
Statement of Net Position.....	B-22
Statement of Activities .....	B-24
<b>Governmental Fund Financial Statements</b>	
Balance Sheet .....	B-28
Reconciliation of the Balance Sheets – Governmental Funds to the State of Net Position .....	B-29
Statement of Revenues, Expenditures and Changes in Fund Balances .....	B-30
Reconciliation of the Statement of Revenues, Expenditures and Changes in Fund Balances – Governmental Funds to the Statemen to Activities .....	B-31
<b>Proprietary Fund Financial Statements</b>	
Statement of Net Position – Proprietary Funds .....	B-34
Statement of Revenues, Expenditures and Changes in Fund Net Position.....	B-35
Statement of Cash Flows.....	B-36
<b>Fiduciary Fund Financial Statements</b>	
Statement of Fiduciary Net Position .....	B-38
Statement of Changes in Fiduciary Net Position.....	B-39
<b>Component Unit Financial Statements</b>	
Statement of Net Position.....	B-42
Statement of Activities .....	B-44
<b>Notes to the Financial Statements</b> .....	B-47
<b>Required Supplementary Information</b>	
<b>Required Supplementary Information – Budgetary Reporting</b>	
Budgetary Comparison Schedule – Major Governmental Funds .....	B-118
Budgetary Comparison Schedule – Budget to GAAP Reconciliation .....	B-121
Notes to the Required Supplementary Information – Budgetary Reporting .....	B-122
<b>Required Supplementary Information – State Retirement Plans</b>	
Schedule of Changes in the Net Pension Liability (Asset) – Judicial Pension Plan .....	B-124
Schedule of Changes in the Net Pension Liability (Asset) – Legislative Pension Plan .....	B-126
Schedule of State Contributions – Single Employer Defined Benefit Pension Plan – Employer Contributions .....	B-128
Schedule of Proportionate Share of the Net Pension Liability – State Employees and Teachers Plan – State Employees only .....	B-132
Schedule of State Contributions -Cost-sharing Multiple Employer Defined Benefit Pension Plans – Employer Contributions State Employees and Teachers Plan - State Employees Only .....	B-134

## INDEX TO FINANCIAL INFORMATION

	Page
Schedule of Proportionate Share of the Net Pension Liability – State Employees and Teachers Plan – Teachers .....	B-138
Schedule of State Contributions - Cost-sharing Multiple Employer Defined Benefit Pension Plans – Employer Contributions State Employees and Teachers Plan – Teachers .....	B-140
<b>Required Supplementary Information – State Retirement Plans</b>	
Schedule of Changes in the Net OPEB Liability - Healthcare Plan - State Employees .....	B-143
Schedule of Changes in the Net OPEB Liability - Group Life - State Employees .....	B-144
Schedule of Changes in Total OPEB Liability - Healthcare – Teachers .....	B-145
Schedule of Changes in Total OPEB Liability - Healthcare - First Responders .....	B-146
Schedule of State Contributions -State Funded Healthcare and Group Life Insurance OPEB Plans .....	B-147
Schedule of Investment Returns -State Funded Healthcare and Group Life Insurance OPEB Plans .....	B-148
<b>Required Supplementary Information - Infrastructure Assets</b>	
Information about Infrastructure Assets Reporting Using the Modified Approach .....	B-149
 <b>Section II – Certain Information from the State Controller’s Budgetary and Legal Requirements Reports for Fiscal Year 2015 through 2019 (Unaudited)</b>	
Governmental Funds, Combined Statement of Resources, Expenditures and Changes in Fund Equity .....	B-152
General Fund, Statement of Resources, Expenditures and Changes in Fund Equity .....	B-153
Highway Fund, Statement of Resources, Expenditures and Changes in Fund Equity .....	B-154
Other Special Revenue Funds, Statement of Resources, Expenditures and Changes in Fund Equity .....	B-155
Combined Balance Sheets, June 30, 2019 .....	B-156
General Fund Unappropriated Surplus .....	B-157

No representation is made hereby that the information set forth in Section II of Appendix B has been prepared in full conformity with generally accepted accounting principles.



**STATE OF MAINE**  
**OFFICE OF THE STATE AUDITOR**

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**Pola A. Buckley, CPA, CISA**  
State Auditor

**B. Melissa Perkins, CPA**  
Deputy State Auditor

**INDEPENDENT AUDITOR'S REPORT**

Honorable Troy Jackson  
President of the Senate

Honorable Sara Gideon  
Speaker of the House of Representatives

**Report on the Financial Statements**

We have audited the accompanying financial statements of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of the State of Maine, as of and for the year ended June 30, 2019, and the related notes to the financial statements. We did not audit the financial statements of the aggregate discretely presented component units. These financial statements collectively comprise the State of Maine's basic financial statements as listed in the table of contents.

**Management's Responsibility for the Financial Statements**

Management is responsible for the preparation and fair presentation of these financial statements in accordance with accounting principles generally accepted in the United States of America; this includes the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

**Auditor's Responsibility**

Our responsibility is to express opinions on these financial statements based on our audit. We did not audit the financial statements of the following component units: Child Development Services, Efficiency Maine Trust, Finance Authority of Maine, Maine Community College System, Maine Governmental Facilities Authority, Maine Health and Higher Educational Facilities Authority, Maine Maritime Academy, Maine Municipal Bond Bank, Maine Public Employees Retirement System, Maine State Housing Authority, Maine Turnpike Authority, Midcoast Regional Redevelopment Authority, Northern New England Passenger Rail Authority, and the University of Maine System. The financial statements of these named component units comprise 100 percent of the assets, net position, and revenue of the aggregate discretely presented component units; 93 percent of assets, 96 percent of fund balance/net position, and 63 percent of revenue of the aggregate remaining fund information (Maine Public Employees Retirement System and Maine Governmental Facilities Authority); and 3 percent of the assets, and less than 1 percent of the net position and revenue of the governmental activities (Maine Governmental Facilities Authority). The financial statements of these named component units were audited by other auditors whose reports have been furnished to us, and our opinion, insofar as it relates to the amounts included for these component units, is based solely on the report of the other auditors. We conducted our audit in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in

*Government Auditing Standards*, issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial statements. The procedures selected depend on the auditor's judgment, including the assessment of the risks of material misstatement of the financial statements, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the entity's preparation and fair presentation of the financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial statements.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinions.

### **Opinions**

In our opinion, based on our audit and the reports of other auditors, the financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities, the business-type activities, the aggregate discretely presented component units, each major fund, and the aggregate remaining fund information of the State of Maine, as of June 30, 2019, and the respective changes in financial position and, where applicable, cash flows thereof for the year then ended in accordance with accounting principles generally accepted in the United States of America.

### **Other Matters**

#### *Required Supplementary Information*

Accounting principles generally accepted in the United States of America require that the Management's Discussion and Analysis on pages 17 to 27, and Budgetary Comparison Information, State Retirement Plans, Other Post-Employment Benefit Plans, and Information about Infrastructure Assets Reported Using the Modified Approach on pages 125 to 161, be presented to supplement the basic financial statements. Such information, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board, who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We and other auditors have applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

#### *Other Information*

Our audit was conducted for the purpose of forming opinions on the financial statements that collectively comprise the State of Maine's basic financial statements. The introductory section, combining and individual non-major fund financial statements, and statistical section are presented for purposes of additional analysis and are not a required part of the basic financial statements.

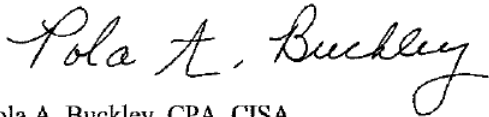


The combining and individual non-major fund financial statements on pages 163 to 221 are the responsibility of management and were derived from and relate directly to the underlying accounting and other records used to prepare the basic financial statements. Such information has been subjected to the auditing procedures applied in the audit of the basic financial statements and certain additional procedures, including comparing and reconciling such information directly to the underlying accounting and other records used to prepare the basic financial statements or to the basic financial statements themselves, and other additional procedures in accordance with auditing standards generally accepted in the United States of America by us and other auditors. In our opinion, based on our audit, the procedures performed as described above, and the report of the other auditors, the combining and individual non-major fund financial statements are fairly stated, in all material respects, in relation to the basic financial statements as a whole.

The introductory and statistical sections have not been subjected to the auditing procedures applied in the audit of the basic financial statements and, accordingly, we do not express an opinion or provide any assurance on them.

**Other Reporting Required by *Government Auditing Standards***

In accordance with *Government Auditing Standards*, our report dated November 27, 2019, on our consideration of the State of Maine's internal control over financial reporting and on our tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters will be issued under separate cover. The purpose of that report is solely to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the State of Maine's internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the State of Maine's internal control over financial reporting and compliance.



Pola A. Buckley, CPA, CISA  
State Auditor  
Office of the State Auditor

Augusta, Maine  
November 27, 2019



# MANAGEMENT'S DISCUSSION AND ANALYSIS

This section of the State of Maine's annual financial report presents the State's discussion and analysis of financial performance during the year ended June 30, 2019. Please read it in conjunction with the transmittal letter at the front of this report and with the State's financial statements, which follow this section.

## FINANCIAL HIGHLIGHTS

### Government-wide:

- The net position of Governmental Activities increased by \$335.7 million, while net position of Business-Type Activities increased by \$57.6 million. The State's assets and deferred outflows exceeded its liabilities and deferred inflows by \$1.1 billion at the close of fiscal year 2019. Of this amount \$3.2 billion was reported as negative "Unrestricted" net position. A negative balance means that it would be necessary to convert restricted assets (e.g., capital assets) to unrestricted assets if all ongoing obligations were immediately due and payable. Component units reported net position of \$3.1 billion, an increase of \$175.7 million (5.9 percent) from the previous year.

### Fund level:

- At the end of the fiscal year, the State's governmental funds reported combined ending fund balances of \$1.5 billion, an increase of \$358.0 million from the previous year. The General Fund's total fund balance was a \$367.5 million, an increase of \$37.3 million from the previous year. The Highway Fund total fund balance was \$34.9 million, an increase of \$31.6 million from the prior year.
- The proprietary funds reported net position at year-end of \$825.0 million, an increase of \$127.3 million from the previous year. The increase is primarily the result of an increase in the Employment Security Fund of \$42.1 million and an increase in four Internal Service Funds; Retiree Health Insurance of \$24.7 million, Employee Health Insurance of \$38.3 million, Transportation Facilities of \$2.4 million and Workers' Compensation of \$2.5 million.

### Long-term Debt:

- The State's liability for general obligation bonds increased by \$196.1 million during the fiscal year, which represents the difference between new issuances and payments of outstanding debt. During the year, the State issued \$286.6 million in bonds and made principal payments of \$90.5 million.

Additional information regarding the government-wide, fund level, and long-term debt activities can be found beginning on page 10.

## OVERVIEW OF THE FINANCIAL STATEMENTS

This discussion and analysis is an introduction to the State of Maine's basic financial statements, which are comprised of three components: 1) government-wide financial statements, 2) fund financial statements, and 3) notes to the financial statements. This report also contains other supplementary information in addition to the basic financial statements.

## Government-wide Statements

The government-wide statements report information about the State as a whole using accounting methods similar to those used by private-sector companies. The Statement of Net Position presents all of the State's assets, deferred outflows, liabilities and deferred inflows with the difference between the two reported as net position. Over time, increases and decreases in net position are an indicator of whether the financial position is improving or deteriorating.

The Statement of Activities presents information showing how the State's net position changed during the most recent fiscal year. All changes in net position are reported as soon as the underlying events giving rise to the change occur, regardless of the timing of related cash flows. Therefore, revenues and expenses are reported in these statements for some items that will only result in cash flows in future fiscal periods (e.g., uncollected taxes and earned but unused leave).

Both government-wide statements report three activities:

*Governmental activities* - Most basic services, such as health and human services, education, governmental support and operations, justice and protection, and transportation are included in this category. The Legislature, Judiciary and the general operations of the Executive departments fall within the Governmental Activities. Income taxes, sales and use taxes, and State and federal grants finance most of these activities.

*Business-type activities* - The State charges fees to customers to help cover all, or most of, the costs of certain services it provides. Operating costs not covered by customer fees are subsidized by the General Fund. Lottery tickets, Ferry Services, and the State's unemployment compensation services are examples of business-type activities.

*Component units* - Although legally separate, component units are important because the State is financially accountable for these entities. The State has one "blended" component unit, the Maine Governmental Facilities Authority (MGFA) with Governmental Activities as described above. Maine reports 12 other component units (7 major and 5 non-major) as discretely presented component units of the State, and one component unit is reported with the State's fiduciary funds. Complete financial statements of the individual component units may be obtained directly from their respective administrative offices as shown in Note 1 A to the financial statements.

Government-wide statements are reported utilizing an economic resources measurement focus and full accrual basis of accounting. The following summarizes the impact of the transition from modified accrual to full accrual accounting:

- Capital assets used in governmental activities are not reported on governmental fund statements but are included on government-wide statements.
- Certain tax revenues that are earned, but not available, are reported as revenues in the Governmental Activities, but are reported as deferred inflows on the governmental fund statements.
- Other long-term assets that are not available to pay for current period expenditures are recorded as deferred outflows in governmental fund statements, but not deferred on the government-wide statements.
- Internal service funds are reported as Governmental Activities in the government-wide statements, but reported as proprietary funds in the fund financial statements.
- Governmental fund long-term liabilities, such as certificates of participation, net pension liabilities, compensated absences, bonds and notes payable, and others appear as liabilities only in the government-wide statements.
- Capital outlay spending results in capital assets on the government-wide statements, but is recorded as expenditures on the governmental fund statements.
- Proceeds from bonds, notes and other long-term financing arrangements result in liabilities on the government-wide statements, but are recorded as other financing sources on the governmental fund statements.

- Net position balances are allocated as follows:
  - *Net Investment in Capital Assets* are capital assets, net of accumulated depreciation, and reduced by outstanding balances for bonds, notes, and other debt attributed to the acquisition, construction or improvement of those assets.
  - *Restricted Net Position* are those with constraints placed on the use by external sources (creditors, grantors, contributors, or laws or regulations of governments) or imposed by law through constitutional provisions or enabling legislation.
  - *Unrestricted Net Position* is the net amount of the assets, deferred outflows of resources, liabilities, and deferred inflows of resources that do not meet any of the above restrictions.

## **Fund Financial Statements**

The fund financial statements provide more detailed information about the State's most significant funds. Funds are fiscal and accounting entities with self-balancing sets of accounts that the State uses to keep track of specific revenue sources and spending for particular purposes. The State's funds are divided into three categories – governmental, proprietary, and fiduciary – and use different measurement focuses and bases of accounting.

*Governmental funds:* Most of the basic services are included in governmental funds, which generally focus on how money flows into and out of those funds and the balances left at year-end that are available for future spending. The governmental fund statements provide a detailed short-term view that helps determine whether there are more or fewer financial resources that can be spent in the near future to finance the programs of the State. The governmental fund statements focus primarily on the sources, uses, and balance of current financial resources and often have a budgetary orientation. These funds are reported using a flow of current financial resources measurement focus and the modified accrual basis of accounting. Because this information does not encompass the additional long-term focus of the government-wide statements, a separate reconciliation provides additional information that explains the relationship (or differences) between them. The governmental funds consist of the General Fund, special revenue, capital projects, and permanent funds.

*Proprietary funds:* When the State charges customers for the services it provides, whether to outside customers or to other agencies within the State, these services are generally reported in proprietary funds. Proprietary funds (enterprise and internal service) apply the accrual basis of accounting utilized by private sector businesses. Enterprise funds report activities that provide supplies and services to the general public. An example is the State Lottery Fund. Internal service funds report activities that provide supplies and services to the State's other programs and activities – such as the State's Postal, Printing and Supply Fund. Internal service funds are reported as Governmental Activities on the government-wide statements.

*Fiduciary funds:* The State is the trustee or fiduciary for assets that belong to others. The State is responsible for ensuring that the assets reported in these funds are used only for their intended purposes and by those to whom the assets belong. These funds include pension and other employee benefit trusts administered by the Maine Public Employees Retirement System, a component unit, private-purpose trusts, and agency funds. Fiduciary funds are reported using the accrual basis of accounting, except for Agency funds which have no measurement focus. The State excludes these activities from the government-wide financial statements because these assets are restricted in purpose and do not represent discretionary assets of the State to finance its operations.

## **Notes to the Financial Statements**

The notes to the financial statements provide additional information that is essential to a full understanding of the data provided in both the government-wide and fund financial statements.

## **Required Supplementary Information**

The required supplementary information includes budgetary comparison schedules for the General Fund and major special revenue funds. Also included are notes and a reconciliation of fund balance from the budgetary basis to fund balance determined according to generally accepted accounting principles. This section also includes schedules of funding progress for certain pension and other post-employment benefit trust funds and condition and maintenance data regarding certain portions of the State's infrastructure.



## Other Supplementary Information

Other supplementary information includes combining financial statements for non-major governmental, proprietary, and fiduciary funds. These funds are added together, by fund type, and presented in single columns in the basic financial statements. Budgetary comparison schedules by agency are also included for the general fund, the highway fund, federal funds, and other special revenue fund.

## FINANCIAL ANALYSIS OF THE STATE AS A WHOLE

The State's net position increased to \$1.1 billion over the course of fiscal year ended June 30, 2019, as detailed in Tables A-1 and A-2. The increase is primarily due to a decrease in total liabilities and an increase in net revenue for governmental and business-type activities.

**TABLE A-1: CONDENSED STATEMENT OF NET POSITION**  
(Expressed in Thousands)

	Governmental Activities		Business-type Activities		Total Primary Government	
	2019	2018*	2019	2018	2019	2018*
Current and other noncurrent assets	\$ 3,221,439	\$ 2,567,112	\$ 558,389	\$ 519,249	\$ 3,779,828	\$ 3,086,361
Total capital assets net of accum depr	4,322,196	4,277,998	32,690	33,521	4,354,886	4,311,519
Total Assets	<u>7,543,635</u>	<u>6,845,110</u>	<u>591,079</u>	<u>552,770</u>	<u>8,134,714</u>	<u>7,397,880</u>
Deferred Outflows of Resources	<u>643,665</u>	<u>540,136</u>	<u>4,137</u>	<u>5,579</u>	<u>647,802</u>	<u>545,715</u>
Current liabilities	1,366,107	1,204,436	36,583	40,341	1,402,690	1,244,777
Non-current liabilities	5,780,957	5,711,822	27,060	44,818	5,808,017	5,756,640
Total Liabilities	<u>7,147,064</u>	<u>6,916,258</u>	<u>63,643</u>	<u>85,159</u>	<u>7,210,707</u>	<u>7,001,417</u>
Deferred Inflows of Resources	<u>459,341</u>	<u>223,785</u>	<u>1,283</u>	<u>493</u>	<u>460,624</u>	<u>224,278</u>
Net Position (Deficit)						
Net Investment in Capital Assets	3,559,387	3,580,547	32,690	33,521	3,592,077	3,614,068
Restricted	176,632	156,595	513,319	471,256	689,951	627,851
Unrestricted (deficit)	<u>(3,155,124)</u>	<u>(3,491,939)</u>	<u>(15,719)</u>	<u>(32,080)</u>	<u>(3,170,843)</u>	<u>(3,524,019)</u>
Total Net Position	<u>\$ 580,895</u>	<u>\$ 245,203</u>	<u>\$ 530,290</u>	<u>\$ 472,697</u>	<u>\$ 1,111,185</u>	<u>\$ 717,900</u>

\* As Restated

The State's fiscal year 2019 revenues totaled \$8.9 billion. (See Table A-2) Taxes and Operating grants and contributions accounted for most of the State's revenue by contributing 49.0 percent and 34.8 percent, respectively. The remainder came from charges for services and other miscellaneous sources.

The total cost of all programs and services totaled \$8.5 billion for the year 2019. (See Table A-2) These expenses are predominantly (69.5 percent) related to health & human services and education activities. The State's governmental support & operations activities accounted for 5.6 percent of total costs. Total net position increased by \$393.3 million, primarily due to an increase in tax revenue and Operating grants and contributions.

**TABLE A-2: CHANGES IN NET POSITION**  
(Expressed in Thousands)

	Governmental Activities		Business-type Activities		Total Primary Government	
	2019	2018*	2019	2018	2019	2018*
<b>Revenues:</b>						
Program Revenues:						
Charges for Services	\$ 571,632	\$ 564,220	\$ 641,371	\$ 623,684	\$ 1,213,003	\$ 1,187,904
Operating grants and contributions	3,074,939	3,002,173	10,921	9,510	3,085,860	3,011,683
General Revenues:						
Taxes	4,351,358	4,083,891	-	-	4,351,358	4,083,891
Other	223,558	194,927	-	-	223,558	194,927
Total Revenues	<u>8,221,487</u>	<u>7,845,211</u>	<u>652,292</u>	<u>633,194</u>	<u>8,873,779</u>	<u>8,478,405</u>
<b>Expenses:</b>						
Governmental Activities:						
Governmental Support	475,715	433,132	-	-	475,715	433,132
Education	1,845,272	1,774,309	-	-	1,845,272	1,774,309
Health & Human Services	4,054,201	3,804,516	-	-	4,054,201	3,804,516
Justice & Protection	484,735	433,728	-	-	484,735	433,728
Transportation Safety	613,171	627,901	-	-	613,171	627,901
Other	474,394	482,392	-	-	474,394	482,392
Interest Expense	51,140	51,788	-	-	51,140	51,788
Business-type Activities:						
Employment Security	-	-	82,683	83,159	82,683	83,159
Lottery	-	-	242,619	230,678	242,619	230,678
Alcoholic Beverages	-	-	144,600	137,426	144,600	137,426
Military Equipment Maintenance	-	-	1,104	10,895	1,104	10,895
Other	-	-	21,008	21,495	21,008	21,495
Total Expenses	<u>7,998,628</u>	<u>7,607,766</u>	<u>492,014</u>	<u>483,653</u>	<u>8,490,642</u>	<u>8,091,419</u>
Excess (Deficiency) before Special Items, Gain (Loss) on Sale of Assets and Transfers	222,859	237,445	160,278	149,541	383,137	386,986
Special Items	-	-	15,761	-	15,761	-
Gain (Loss) on Sale of Assets	-	-	(5,613)	-	(5,613)	-
Transfers	112,833	108,620	(112,833)	(108,620)	-	-
Increase (Decrease) in Net Position	<u>335,692</u>	<u>346,065</u>	<u>57,593</u>	<u>40,921</u>	<u>393,285</u>	<u>386,986</u>
Net Position, beginning of year	<u>245,203</u>	<u>(100,862)</u>	<u>472,697</u>	<u>431,776</u>	<u>717,900</u>	<u>330,914</u>
Ending Net Position	<u>\$ 580,895</u>	<u>\$ 245,203</u>	<u>\$ 530,290</u>	<u>\$ 472,697</u>	<u>\$ 1,111,185</u>	<u>\$ 717,900</u>

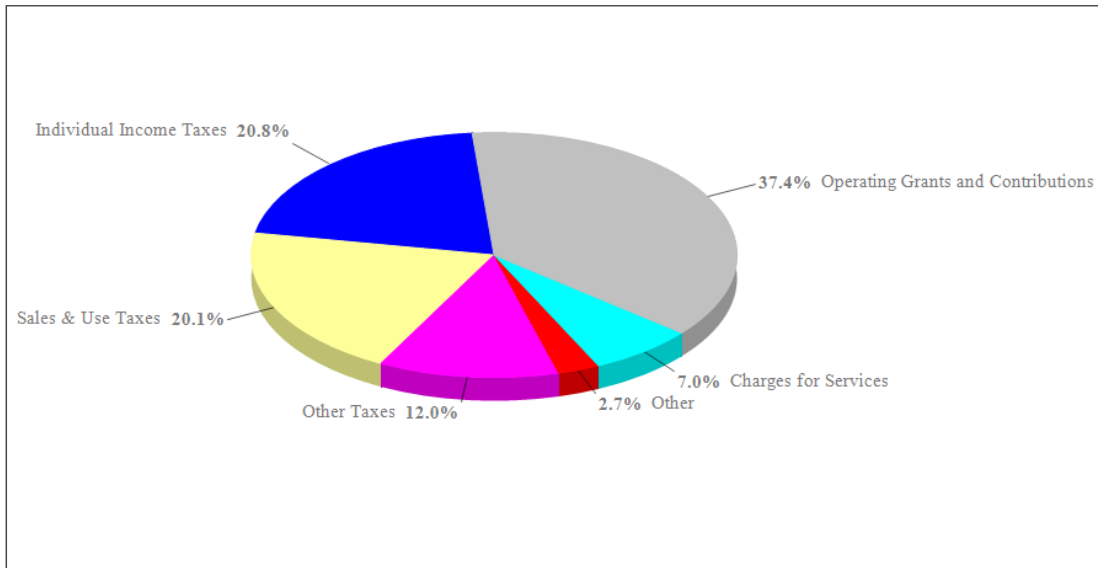
\* As Restated

## Governmental Activities

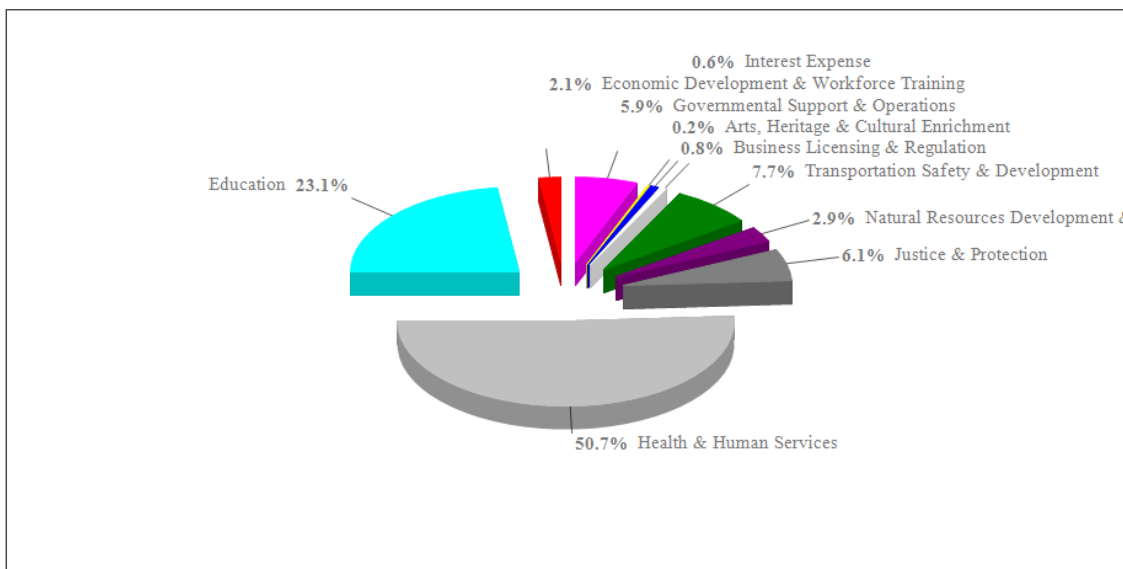
Revenues for the State's Governmental Activities totaled \$8.2 billion while total expenses equaled \$8.0 billion. The increase in net position for Governmental Activities was \$335.7 million in 2019, which was primarily the result of an increase in tax revenue of \$267.5 million and current year transfers from the State's Business-Type Activities of \$112.8 million. The State's Business-Type Activities transfers of \$112.8 million (net) to the Governmental Activities, included statutorily required profit transfers, capital contributions, and the pledged profit of the Alcoholic Beverages Fund to finance the payment of the Liquor Revenue Bonds. These transfers are discussed further on page 13.

The users of the State's programs financed \$571.6 million of the cost. The federal and State governments subsidized certain programs with grants and contributions of \$3.1 billion. \$4.6 billion of the State's net costs were financed by taxes and other miscellaneous revenue.

**TABLE A-3: TOTAL SOURCES OF REVENUES FOR GOVERNMENTAL ACTIVITIES FOR FISCAL YEAR 2019**



**TABLE A-4: TOTAL EXPENSES FOR GOVERNMENTAL ACTIVITIES FOR FISCAL YEAR 2019**



## Business-Type Activities

Revenues for the State's Business-Type Activities totaled \$652.3 million while expenses totaled \$492.0 million. The increase in net position for Business-Type Activities was \$57.6 million in 2019, due primarily to the increase in revenue over expenses for Employment Security of \$45.7 million and a change in the accounting estimate related to Pension and Other Postemployment Benefit costs of \$15.8 million for Military Equipment Maintenance.

Table A-5 presents the cost of State Business-Type Activities: Employment Security, Alcoholic Beverages, Lottery, Ferry Services, Military Equipment Maintenance, Consolidated Emergency Communications and other. The table also shows each activity's net cost (total cost less fees generated by the activities and intergovernmental aid provided for specific programs). The net cost shows the financial burden placed on the State's taxpayers by each of these functions.

**TABLE A-5: NET COST OF BUSINESS-TYPE ACTIVITIES**  
(Expressed in Thousands)

	Total Cost		Net (Cost) Revenue	
	2019	2018	2019	2018
Employment Security	\$ 82,683	\$ 83,159	\$ 45,745	\$ 42,404
Alcoholic Beverages	144,600	137,426	58,330	51,837
Lottery	242,619	230,678	61,703	63,081
Ferry Services	13,632	12,950	(8,402)	(7,894)
Military Equipment Maintenance	1,104	10,895	1,626	333
Consolidated Emergency Communications	5,950	6,952	727	(674)
Other	1,426	1,593	549	454
Total	<u>\$ 492,014</u>	<u>\$ 483,653</u>	<u>\$ 160,278</u>	<u>\$ 149,541</u>

The cost of all Business-Type Activities this year was \$492.0 million. The users of the State's programs financed most of the cost. The State's net revenue from Business-Type Activities was \$160.3 million, with Alcoholic Beverages and Lottery making up \$58.3 and \$61.7 million of the total, respectively. The \$112.8 million (net) of State's Business-Type Activities transferred to the Governmental Activities, included statutorily required profit transfers and the pledged profit of the Alcoholic Beverages Fund to finance the payment of the Liquor Revenue Bonds.

## FINANCIAL ANALYSIS OF THE STATE'S FUNDS

**TABLE A-6: GOVERNMENTAL FUND BALANCES**  
(Expressed in Thousands)

	2019	2018*	Change
General	\$ 367,487	\$ 330,177	\$ 37,310
Highway	34,859	3,280	31,579
Federal	15,367	18,789	(3,422)
Other Special Revenue	774,858	628,115	146,743
Other Governmental Funds	263,648	117,868	145,780
Total	<u>\$ 1,456,219</u>	<u>\$ 1,098,229</u>	<u>\$ 357,990</u>

\* As Restated

As of the end of the fiscal year, the State's governmental funds reported combined ending fund balances of \$1.5 billion, an increase of \$358.0 million in comparison with the prior year. Of this total, \$63.7 million (4.4 percent) is classified as non-spendable, either due to its form or legal constraints, and \$797.1 million (54.7 percent) is restricted for specific programs by external constraints, constitutional provisions, or contractual obligations. Unspent bond proceeds and revenue restricted for transportation, natural resources or other programs are included in restricted fund balance. At the end of fiscal year 2019, the unassigned fund balance of the General Fund was \$237.1 million, an increase of \$67.5 million.

General Fund revenues and other sources surpassed General Fund expenditures and other uses resulting in an increase in the fund balance of \$37.3 million. Revenues and other sources of the General Fund increased by approximately \$230.5 million (6.0 percent), as compared to fiscal year end 2018, which is mainly attributed to an increase in tax revenue of \$264.8 million. General Fund expenditures and other financing uses increased by \$352.0 million (9.6 percent), as compared to fiscal year 2018. This is due, primarily, to an increase in expenditures for health and human services of \$168.0 million and education of \$92.1 million.

The fund balance of the Highway Fund increased \$31.6 million, due mainly to the decrease in the Highway Fund's expenditures and other financing uses of \$62.6 million, of which \$56.6 million relates to transportation safety & development expenditures.

## Budgetary Highlights

For the 2019 fiscal year, the final legally adopted budgeted expenditures for the General Fund amounted to \$3.88 billion, an increase of about \$297 million from the original legally adopted budget of approximately \$3.58 billion. Actual expenditures on a budgetary basis amounted to approximately \$204.7 million less than those authorized in the final budget. After deducting the encumbered obligations and other commitments that will come due in fiscal year 2019, including the budgeted starting balance for fiscal year 2019, there were funds remaining of \$28.2 million to distribute in fiscal year 2019. Actual revenues exceeded final budget forecasts by \$14.5 million. At year end, the State transferred \$18.1 million to the Budget Stabilization Fund. Interest earnings along with legislatively and statutorily approved transfers increased the balance in the Budget Stabilization Fund to \$297.2 million as of June 30, 2019. This item is further explained in Note 2 of the Financial Statements.

## CAPITAL ASSET AND DEBT ADMINISTRATION

### Capital Assets

By the end of fiscal year 2019, the State had roughly \$4.4 billion in a broad range of capital assets, including land, infrastructure, improvements, buildings, equipment, vehicles and intangibles. During fiscal year 2019, the State acquired or constructed more than \$123.5 million of capital assets. The most significant impact on capital assets during the year resulted from continued construction and rehabilitation of roads and bridges, and major construction and renovation of State-owned facilities. More detailed information about the State's capital assets and significant construction commitments is presented in Notes 8 and 17 to the financial statements.

**TABLE A-7: CAPITAL ASSETS**  
(Expressed in Thousands)

	Governmental Activities		Business-type Activities		Total Primary Government	
	2019	2018	2019	2018	2019	2018
Land	\$ 644,484	\$ 641,049	\$ 2,389	\$ 2,389	\$ 646,873	\$ 643,438
Buildings	866,161	845,476	4,655	4,655	870,816	850,131
Equipment	311,748	307,118	24,666	32,701	336,414	339,819
Improvements other than buildings	113,590	113,492	42,757	42,757	156,347	156,249
Software	118,777	76,243	-	-	118,777	76,243
Infrastructure	2,931,726	2,901,466	-	-	2,931,726	2,901,466
Construction in Progress	58,088	58,946	5,674	971	63,762	59,917
Total Capital Assets	5,044,574	4,943,790	80,141	83,473	5,124,715	5,027,263
Accumulated Depreciation	722,378	665,792	47,451	49,952	769,829	715,744
Capital Assets, net	<u>\$ 4,322,196</u>	<u>\$ 4,277,998</u>	<u>\$ 32,690</u>	<u>\$ 33,521</u>	<u>\$ 4,354,886</u>	<u>\$ 4,311,519</u>

### Modified Approach for Infrastructure

As allowed by GASB Statement No. 34, the State has adopted an alternative process for recording depreciation expense on selected infrastructure assets – highways and bridges. Under this alternative method, referred to as the modified approach, the State expends certain maintenance and preservation costs and does not report depreciation expense. Utilization of this approach requires the State to: 1) maintain an asset management system that includes an up-to-date inventory of infrastructure assets; 2) perform condition assessments that use a measurement scale and document that the infrastructure assets are being preserved at or above the condition level established; and 3) estimate the annual amounts that must be expended to preserve and maintain the infrastructure at the condition level established by the State. As long as the State meets these requirements, any additions or improvements to infrastructure are capitalized and all other maintenance and preservation costs are expensed.



Highways and bridges are included in the State’s infrastructure. There are 8,808 highway miles or 17,891 lane miles within the State. Bridges have a deck area of 12.3 million square feet among 2,971 total bridges. The State has established a policy to maintain its highways at an average condition assessment of 60. At June 30, 2019, the actual average condition was 70.0. Its policy for bridges is an average sufficiency rating condition assessment of 60. The actual average condition for bridges was 74.0 at June 30, 2019. Preservation costs for fiscal year 2019 totaled \$132.8 million compared to estimated preservation costs of \$125.5 million.

Transportation bonds, approved by referendum, are issued to fund improvements to highways and bridges. Of the amount authorized by Chapter 467, PL 2017, \$40 million in General Fund bonds were spent during fiscal year 2019. Of the amount authorized by Chapter 299, PL 2017, \$70 million in General Fund bonds were spent during fiscal year 2019.

Additional information on infrastructure assets can be found in Required Supplementary Information (RSI).

### Long-Term Debt

The State Constitution authorizes general obligation long-term borrowing, with 2/3 approval of the Legislature and ratification by a majority of the voters, and general obligation short-term notes, of which the principal may not exceed an amount greater than 10 percent of all moneys appropriated, authorized and allocated by the Legislature from undedicated revenues to the General Fund and dedicated revenues to the Highway Fund for that fiscal year, or greater than 1 percent of the total valuation of the State of Maine, whichever is the lesser.

At year-end, the State had \$1.4 billion in general obligation and other long-term debt outstanding. More detailed information about the State’s long-term liabilities is presented in Note 11 to the financial statements.

**TABLE A-8: OUTSTANDING LONG-TERM DEBT**  
(Expressed in Thousands)

	Governmental Activities		Business-type Activities		Total Primary Government	
	2019	2018	2019	2018	2019	2018
<b>General Obligation</b>						
Bonds	\$ 543,400	\$ 376,115	\$ -	\$ -	\$ 543,400	\$ 376,115
Unmatured Premiums	60,378	31,631	-	-	60,378	31,631
Other Long-Term Obligations	840,527	877,487	779	806	841,306	878,293
Total	<u>\$ 1,444,305</u>	<u>\$ 1,285,233</u>	<u>\$ 779</u>	<u>\$ 806</u>	<u>\$ 1,445,084</u>	<u>\$ 1,286,039</u>

During the year, the State reduced outstanding long-term obligations by \$90.5 million for general obligation bonds and \$287.2 million for other long-term debt. Also during fiscal year 2019, the State incurred \$581.3 million of additional long-term obligations.

### Credit Ratings

The State’s credit was rated during fiscal year 2019 by Moody’s Investors Service as Aa2 with a stable outlook and by Standard & Poor’s as AA with a stable outlook.

## FACTORS BEARING ON THE FUTURE OF STATE AND NEXT YEAR'S BUDGETS

Both the national and state economies had a good year in 2018 with annual data indicating that both the U.S. economy and Maine economy continue to grow. Since the last Consensus Economic Forecasting Commission (CEFC) meeting in late March 2019, the U.S. Bureau of Economic Analysis (BEA) has released considerable revisions to state personal income data, as anticipated by the CEFC in their April 2019 forecast, with the 2018 total personal income growth for Maine being revised up from 4.0% to 5.3%.

Maine's real GDP grew 2.6% in the first quarter of 2019. Personal income in Maine grew 5.3% from 2017 to 2018, while wage and salary income, which is the largest component of total personal income, grew 4.4% over the same period. The debt-to-income level for Maine businesses and households has increased slightly in the end of 2018, although it seems to have stabilized since its peak in the second quarter of 2017. The Consumer Price Index was up 1.8% in August 2019 from a year ago.

Nationwide, sentiment is becoming less optimistic for both consumers and small businesses. The Consumer Sentiment Index in September 2019 was down 6.9% from a year ago but up 3.8% from the previous month. The Small Business Optimism Index has fallen both month-over-month and since last year, by 1.5% and 5.9%, respectively.

The price of crude oil has fallen recently quarter-over-quarter, and by 17% since this time last year. Heating oil prices for the winter of 2018-2019 were higher than the previous winter, but prices for the first week of the 2019-2020 season were over 70 cents lower than last year, and New England's price of \$2.66 per gallon was the lowest on the East coast. Gasoline is currently averaging \$2.60 per gallon.

Existing single-family home sales in Maine were up 11% in September 2019 compared to the same month last year and average monthly housing permits for the September 2018-August 2019 period were 9.4% higher than the previous 12-month period. The median home price in Cumberland County increased by 7.2%, year-over-year, and increased by 3.2% for Maine as a whole. Mortgage delinquency rates in Maine have seen an uptick in recent quarters to 2.9% in the second quarter of 2019 and remain higher than the national rate of 2.6%. The foreclosure rate in Maine was 0.39% in the second quarter of 2019.

Overall, the primary sources of concern for the CEFC were uncertainty regarding possible changes in national trade, fiscal, and regulatory policies, and an awareness that unexpected events flowing from the current election cycle could negatively impact consumer confidence. Barring such surprises, the CEFC remains cautiously optimistic for the near term.

There were few explicit key assumptions made by the CEFC for this forecast. They noted that national policy concerns, including trade policies, pose uncertainty for the year heading into 2020, and that they remain cautiously optimistic in awaiting new data to answer questions about this uncertainty. The key assumptions made by the CEFC follow.

- As assumed in their previous forecast, the Federal Reserve will continue to target the 2.0 percent inflation rate going forward.
- Medicaid expansion will continue to have an impact in the upcoming years, but not more than already realized in the April 2019 forecast. This is reflected in the growth forecast for personal current transfer receipts.

Maine has seen modest employment growth thus far in 2019 and will likely see continued growth in 2020 before leveling off. The employment growth rate was increased modestly by 0.3 percentage points in 2019 to 0.8% and 0.2 percentage points in 2020 to 0.4%, with growth rates left unchanged for the remaining years of the forecast. This reflects data for the first half of 2019 showing estimated growth of 0.8%. Employment reaches a peak level of 636,200 in 2020 and stays at that level throughout the rest of the forecast period.

Wage and salary income also increased modestly for all years. The forecasts for both 2019 and 2020 were raised by 0.3 percentage points, given new data showing recent gains in average annual wages. The forecast for wage and salary income was also revised upwards in 2021, 2022, and 2023 by 0.1, 0.3, and 0.1 percentage points, respectively. The forecast for supplements to wages and salaries was revised upwards for 2019, 2020, and 2021, to follow the trend in wage and salary income growth. The forecast for 2019 was raised 0.6 percentage points to 4.0%, followed by upward revisions of 0.5 percentage points in 2020 and 0.2 percentage points in 2021. The forecasts for 2022 and 2023 were left unchanged. Growth rates for nonfarm proprietors' income; dividends, interest and rent; and personal current transfer receipts were left unchanged for all years. The overall result for total personal income was a 0.1 percentage point increase in 2020, 2022, and 2023.

The CEFC made no revisions to CPI, with the assumption that inflation will continue to move towards the Federal Reserve's inflation target rate. There was no other evidence to suggest changes to the CPI forecast were necessary.

The forecast for corporate profits was left unchanged for all years as well.

The Revenue Forecasting Committee (RFC) will meet to review and update the current revenue forecast to comply with the statutory reporting date in December 2019. Based on the CEFC forecast, the RFC will consider its revenue projections through the fiscal year ending June 30, 2021 for the General Fund, Highway Fund, Fund for a Healthy Maine and Medicaid/MaineCare Dedicated Revenue Taxes.

At June 30, 2019, the State of Maine reported an ending fund balance of \$367.5 million in the General Fund on a GAAP basis, an increase of more than \$35.2 million since the end of fiscal year 2018. The "unassigned" component of fund balance was \$237.1 million, an increase of more than \$67.4 million since the end of fiscal year 2018.

There are factors that adversely affect our General Fund Balance Sheet that we should continue to strive to improve over the next several years. The primary factors that have a significant impact on the State's Financial Statements compiled and issued in accordance with Generally Accepted Accounting Principles as applicable to governments include such items as accruing tax revenues for budgetary purposes and for financial statement purposes without accruing the offsetting liabilities for budgetary purposes and the demand from appropriations whose balances carry from year to year, which results in lower amounts accruing to the Unassigned Fund Balance of the General Fund. The State has eliminated the smaller tax line accruals on a budgetary basis and has made contributions to General Fund reserves a higher priority in the budget.

These actions, along with sound budgeting and fiscal management policies, have resulted in significant increases in the equity and cash positions of the General Fund. Consequently, the State has seen record levels in its Treasurer's Cash Pool and Budget Stabilization Fund and has not required external borrowing in the form of TANs or BANs for cash flow purposes.

## **CONTACTING THE STATE'S FINANCIAL MANAGEMENT**

This financial report is designed to provide citizens, taxpayers, customers, investors and creditors with a general overview of the finances of the State and to demonstrate the State's accountability for the money it receives. If you have any questions about this report or need additional financial information, please contact:

State of Maine  
Office of the State Controller  
14 State House Station  
Augusta, ME 04333-0014  
(207)-626-8420  
financialreporting@maine.gov



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# BASIC FINANCIAL STATEMENTS

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**STATE OF MAINE  
BASIC FINANCIAL STATEMENTS  
TABLE OF CONTENTS**

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	<b>PAGE</b>
<b>Government-wide Financial Statements</b>	
Statement of Net Position.....	B-22
Statement of Activities.....	B-24
<b>Governmental Fund Financial Statements</b>	
Balance Sheet.....	B-28
Reconciliation of the Balance Sheet - Governmental Funds to the Statement of Net Position.....	B-29
Statement of Revenues, Expenditures and Changes in Fund Balances.....	B-30
Reconciliation of the Statement of Revenues, Expenditures and Changes in Fund Balances - Governmental Funds to the Statement of Activities.....	B-31
<b>Proprietary Fund Financial Statements</b>	
Statement of Net Position.....	B-34
Statement of Revenues, Expenses and Changes in Fund Net Position.....	B-35
Statement of Cash Flows.....	B-36
<b>Fiduciary Fund Financial Statements</b>	
Statement of Fiduciary Net Position.....	B-38
Statement of Changes in Fiduciary Net Position.....	B-39
<b>Component Unit Financial Statements</b>	
Statement of Net Position.....	B-42
Statement of Activities.....	B-44

**STATE OF MAINE**  
**STATEMENT OF NET POSITION**

June 30, 2019  
(Expressed in Thousands)

	<b>Primary Government</b>			<b>Component Units</b>
	<b>Governmental Activities</b>	<b>Business-Type Activities</b>	<b>Total</b>	
<b>Assets</b>				
<b>Current Assets:</b>				
Equity in Treasurer's Cash Pool	\$ 1,108,559	\$ 10,101	\$ 1,118,660	\$ 36,330
Cash and Cash Equivalents	217	2,382	2,599	72,425
Cash with Fiscal Agent	177,845	-	177,845	-
Investments	144,165	-	144,165	721,530
<b>Restricted Assets:</b>				
Restricted Equity in Treasurer's Cash Pool	91,755	-	91,755	-
Restricted Deposits and Investments	4,706	488,125	492,831	627,661
Inventories	11,014	3,612	14,626	2,214
<b>Receivables, Net of Allowances for Uncollectibles:</b>				
Taxes Receivable	453,846	-	453,846	-
Loans & Notes Receivable	4,467	-	4,467	107,345
Other Receivables	306,200	61,702	367,902	77,330
Internal Balances	11,330	(11,330)	-	-
Due from Other Governments	329,136	-	329,136	170,285
Due from Primary Government	-	-	-	30,222
Loans Receivable from Primary Government	-	-	-	54,971
Due from Component Units	108,630	-	108,630	-
Other Current Assets	6,064	533	6,597	35,835
<b>Total Current Assets</b>	<b>2,757,934</b>	<b>555,125</b>	<b>3,313,059</b>	<b>1,936,148</b>
<b>Noncurrent Assets:</b>				
Equity in Treasurer's Cash Pool	358,179	3,264	361,443	11,738
Investments	-	-	-	578,320
<b>Restricted Assets:</b>				
Restricted Equity in Treasurer's Cash Pool	29,646	-	29,646	-
Restricted Deposits and Investments	-	-	-	385,393
Pension Assets	7,138	-	7,138	-
<b>Receivables, Net of Current Portion:</b>				
Taxes Receivable	64,009	-	64,009	-
Loans & Notes Receivable	-	-	-	1,846,453
Other Receivables	465	-	465	13,511
Due from Other Governments	4,068	-	4,068	1,531,946
Loans Receivable from Primary Government	-	-	-	320,192
Due from Primary Government	-	-	-	901
Other Noncurrent Assets	-	-	-	11,742
<b>Capital Assets:</b>				
Land, Infrastructure, & Other Non-Depreciable Assets	3,634,298	8,063	3,642,361	696,404
Buildings, Equipment & Other Depreciable Assets	687,898	24,627	712,525	1,009,538
<b>Total Noncurrent Assets</b>	<b>4,785,701</b>	<b>35,954</b>	<b>4,821,655</b>	<b>6,406,138</b>
<b>Total Assets</b>	<b>7,543,635</b>	<b>591,079</b>	<b>8,134,714</b>	<b>8,342,286</b>
<b>Deferred Outflows of Resources</b>	<b>\$ 643,665</b>	<b>\$ 4,137</b>	<b>\$ 647,802</b>	<b>\$ 87,618</b>

The accompanying notes are an integral part of the financial statements.

	Primary Government			Component Units
	Governmental Activities	Business-Type Activities	Total	
<b>Liabilities</b>				
Current Liabilities:				
Accounts Payable	\$ 576,093	\$ 12,864	\$ 588,957	\$ 63,546
Accrued Payroll	51,718	679	52,397	4,856
Tax Refunds Payable	239,900	-	239,900	-
Due to Component Units	32,222	-	32,222	-
Due to Primary Government	-	-	-	108,630
Current Portion of Long-Term Obligations:				
Compensated Absences	7,769	103	7,872	3,096
Due to Other Governments	170,832	-	170,832	990
Amounts Held under State & Federal Loan Programs	-	-	-	21,203
Claims Payable	23,427	-	23,427	-
Bonds & Notes Payable	93,279	-	93,279	243,160
Revenue Bonds Payable	23,759	-	23,759	35,000
Obligations under Capital Leases	6,228	-	6,228	917
Certificates of Participation & Other Financing Arrangements	24,883	-	24,883	-
Loans Payable to Component Unit	54,971	-	54,971	-
Accrued Interest Payable	6,624	-	6,624	30,913
Unearned Revenue	4,091	154	4,245	39,936
Other Post-Employment Benefits	33,580	-	33,580	-
Other Current Liabilities	16,731	22,783	39,514	67,829
<b>Total Current Liabilities</b>	<b>1,366,107</b>	<b>36,583</b>	<b>1,402,690</b>	<b>620,076</b>
Long-Term Liabilities:				
Compensated Absences	43,530	676	44,206	-
Due to Component Units	901	-	901	-
Due to Other Governments	-	-	-	4,981
Amounts Held under State & Federal Loan Program	-	-	-	49,994
Claims Payable	44,093	-	44,093	-
Bonds & Notes Payable	510,499	-	510,499	3,796,197
Revenue Bonds Payable	212,940	-	212,940	441,209
Obligations under Capital Leases	52,349	-	52,349	3,585
Certificates of Participation & Other Financing Arrangements	26,386	-	26,386	-
Loans Payable to Component Unit	320,192	-	320,192	-
Unearned Revenue	10,904	-	10,904	-
Net Pension Liability	2,266,709	12,726	2,279,435	66,958
Other Post-Employment Benefits	2,249,395	13,658	2,263,053	115,396
Pollution Remediation & Landfill Obligations	43,059	-	43,059	-
Other Noncurrent Liabilities	-	-	-	119,178
<b>Total Long-Term Liabilities</b>	<b>5,780,957</b>	<b>27,060</b>	<b>5,808,017</b>	<b>4,597,498</b>
<b>Total Liabilities</b>	<b>7,147,064</b>	<b>63,643</b>	<b>7,210,707</b>	<b>5,217,574</b>
<b>Deferred Inflows of Resources</b>	<b>459,341</b>	<b>1,283</b>	<b>460,624</b>	<b>72,275</b>
<b>Net Position</b>				
Net Investment in Capital Assets	3,559,387	32,690	3,592,077	1,154,547
Restricted:				
Business Licensing & Regulation	14,314	-	14,314	-
Governmental Support & Operations	14,873	-	14,873	-
Justice & Protection	2,942	-	2,942	-
Employment Security	-	513,319	513,319	-
Other Purposes	-	-	-	1,440,452
Funds Held for Permanent Investments:				
Expendable	88,617	-	88,617	-
Nonexpendable	55,886	-	55,886	275,258
Unrestricted	(3,155,124)	(15,719)	(3,170,843)	269,798
<b>Total Net Position</b>	<b>\$ 580,895</b>	<b>\$ 530,290</b>	<b>\$ 1,111,185</b>	<b>\$ 3,140,055</b>

**STATE OF MAINE**  
**STATEMENT OF ACTIVITIES**

Fiscal Year Ended June 30, 2019  
(Expressed in Thousands)

	<b>Program Revenues</b>			
	<b>Expenses</b>	<b>Charges for Services</b>	<b>Operating Grants and Contributions</b>	<b>Capital Grants and Contributions</b>
<b>Primary Government:</b>				
Governmental Activities:				
Governmental Support & Operations	\$ 475,715	\$ 114,597	\$ 5,254	\$ -
Arts, Heritage & Cultural Enrichment	12,447	1,131	2,833	-
Business Licensing & Regulation	60,616	70,383	565	-
Economic Development & Workforce Training	168,963	8,625	60,984	-
Education	1,845,272	34,859	216,854	-
Health & Human Services	4,054,201	9,058	2,460,588	-
Justice & Protection	484,735	87,266	55,088	-
Natural Resources Development & Protection	232,368	98,042	48,352	-
Transportation Safety & Development	613,171	147,671	224,421	-
Interest Expense	51,140	-	-	-
Total Governmental Activities	<u>7,998,628</u>	<u>571,632</u>	<u>3,074,939</u>	<u>-</u>
Business-Type Activities:				
Employment Security	82,683	117,507	10,921	-
Alcoholic Beverages	144,600	202,930	-	-
Lottery	242,619	304,322	-	-
Ferry Services	13,632	5,230	-	-
Military Equipment Maintenance	1,104	2,730	-	-
Consolidated Emergency Communications	5,950	6,677	-	-
Other	1,426	1,975	-	-
Total Business-Type Activities	<u>492,014</u>	<u>641,371</u>	<u>10,921</u>	<u>-</u>
Total Primary Government	<u>8,490,642</u>	<u>1,213,003</u>	<u>3,085,860</u>	<u>-</u>
<b>Component Units:</b>				
Finance Authority of Maine	46,455	24,820	20,604	-
Maine Community College System	133,503	15,128	53,483	1,260
Maine Health & Higher Education Facilities Authority	24,514	21,201	4,317	-
Maine Municipal Bond Bank	66,956	49,527	22,815	46,237
Maine State Housing Authority	228,435	69,083	172,115	-
Maine Turnpike Authority	107,462	138,432	-	-
University of Maine System	746,841	320,622	189,669	4,209
All Other Non-Major Component Units	170,408	42,579	113,021	17,793
Total Component Units	<u>\$ 1,524,574</u>	<u>\$ 681,392</u>	<u>\$ 576,024</u>	<u>\$ 69,499</u>

The accompanying notes are an integral part of the financial statements.



**Net (Expenses) Revenues and  
Changes in Net Position  
Primary Government**

Governmental Activities	Business-type Activities	Total	Component Units
\$ (355,864)	\$ -	\$ (355,864)	\$ -
(8,483)	-	(8,483)	-
10,332	-	10,332	-
(99,354)	-	(99,354)	-
(1,593,559)	-	(1,593,559)	-
(1,584,555)	-	(1,584,555)	-
(342,381)	-	(342,381)	-
(85,974)	-	(85,974)	-
(241,079)	-	(241,079)	-
(51,140)	-	(51,140)	-
<u>(4,352,057)</u>	<u>-</u>	<u>(4,352,057)</u>	<u>-</u>
-	45,745	45,745	-
-	58,330	58,330	-
-	61,703	61,703	-
-	(8,402)	(8,402)	-
-	1,626	1,626	-
-	727	727	-
-	549	549	-
-	<u>160,278</u>	<u>160,278</u>	<u>-</u>
<u>(4,352,057)</u>	<u>160,278</u>	<u>(4,191,779)</u>	<u>-</u>
-	-	-	(1,031)
-	-	-	(63,632)
-	-	-	1,004
-	-	-	51,623
-	-	-	12,763
-	-	-	30,970
-	-	-	(232,341)
-	-	-	2,985
<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ (197,659)</u>

**General Revenues:**

Taxes:				
Corporate Taxes	262,459	-	262,459	-
Individual Income Taxes	1,712,301	-	1,712,301	-
Fuel Taxes	253,924	-	253,924	-
Property Taxes	69,902	-	69,902	-
Sales & Use Taxes	1,654,643	-	1,654,643	-
Other Taxes	398,129	-	398,129	-
Unrestricted Investment Earnings	46,306	-	46,306	27,439
Non-Program Specific Grants, Contributions & Appropriations	-	-	-	333,986
Miscellaneous Income	88,991	-	88,991	12,276
Gain (Loss) on Sale of Assets	-	(5,613)	(5,613)	(346)
Tobacco Settlement	88,261	-	88,261	-
Special Items	-	15,761	15,761	-
Transfers - Internal Activities	112,833	(112,833)	-	-
Total General Revenues and Transfers	<u>4,687,749</u>	<u>(102,685)</u>	<u>4,585,064</u>	<u>373,355</u>
Change in Net Position	335,692	57,593	393,285	175,696
Net Position - Beginning (as restated)	245,203	472,697	717,900	2,964,359
Net Position - Ending	<u>\$ 580,895</u>	<u>\$ 530,290</u>	<u>\$ 1,111,185</u>	<u>\$ 3,140,055</u>



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# GOVERNMENTAL FUND FINANCIAL STATEMENTS

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## MAJOR FUNDS

General Fund – This is the State's primary operating fund. Its purpose is to account for all financial resources obtained and used for general government operations, which are not required to be accounted for in another fund.

Highway Fund – This fund is used primarily to account for motor fuel tax revenues, motor vehicle license and registration fees, and special State appropriations that are legally restricted to the construction and maintenance of State highways and bridges.

Federal Fund – This fund is used to account for grants, block grants and other financial assistance received from the federal government, that are legally restricted to expenditures for purposes specified in the grant awards or agreements.

Other Special Revenue Fund – This fund is used to account for revenue sources that are legally restricted to expenditures for specified purposes, including some major capital projects that are not accounted for in the Highway and Federal Funds.

## NON-MAJOR FUNDS

Other Governmental Funds are used to account for revenue sources that are legally restricted to expenditures for specified purposes, including some major capital projects and funds held in trust for public purposes.

**STATE OF MAINE**  
**BALANCE SHEET**  
**GOVERNMENTAL FUNDS**

June 30, 2019  
(Expressed in Thousands)

	<u>General</u>	<u>Highway</u>	<u>Federal</u>	<u>Other Special Revenue</u>	<u>Other Governmental Funds</u>	<u>Total Governmental Funds</u>
<b>Assets</b>						
Equity in Treasurer's Cash Pool	\$ 590,174	\$ 38,037	\$ 6,627	\$ 492,546	\$ 377	\$ 1,127,761
Cash & Short-Term Investments	99	76	-	40	-	215
Cash with Fiscal Agent	1,373	735	-	170,676	-	172,784
Investments	-	-	-	-	144,165	144,165
Restricted Assets:						
Restricted Equity in Treasurer's Cash Pool	-	-	-	-	121,401	121,401
Inventories	3,320	1	3,637	-	-	6,958
Receivables, Net of Allowance for Uncollectibles:						
Taxes Receivable	479,185	24,676	-	13,994	-	517,855
Loans Receivable	1	-	-	4,466	-	4,467
Other Receivable	98,817	3,548	111,338	85,382	-	299,085
Due from Other Funds	16,776	18,238	61,397	24,951	-	121,362
Due from Other Governments	-	-	328,549	-	-	328,549
Due from Component Units	-	-	-	108,630	-	108,630
Other Assets	1,097	3	120	15	-	1,235
Working Capital Advances Receivable	111	-	-	-	-	111
<b>Total Assets</b>	<u>\$ 1,190,953</u>	<u>\$ 85,314</u>	<u>\$ 511,668</u>	<u>\$ 900,700</u>	<u>\$ 265,943</u>	<u>\$ 2,954,578</u>
<b>Liabilities</b>						
Accounts Payable	\$ 163,046	\$ 31,915	\$ 288,951	\$ 37,914	\$ 530	\$ 522,356
Accrued Payroll	25,420	9,204	4,696	9,214	-	48,534
Tax Refunds Payable	239,880	20	-	-	-	239,900
Due to Other Governments	-	-	170,788	-	-	170,788
Due to Other Funds	134,318	5,049	22,997	6,258	8	168,630
Due to Component Units	1,779	26	2,881	24,184	1,754	30,624
Unearned Revenue	-	3,471	3,637	7,430	3	14,541
Other Accrued Liabilities	12,282	238	2,307	4,123	-	18,950
<b>Total Liabilities</b>	<u>576,725</u>	<u>49,923</u>	<u>496,257</u>	<u>89,123</u>	<u>2,295</u>	<u>1,214,323</u>
<b>Deferred Inflows of Resources</b>	<u>246,741</u>	<u>532</u>	<u>44</u>	<u>36,719</u>	<u>-</u>	<u>284,036</u>
<b>Fund Balances</b>						
Nonspendable:						
Permanent Fund Principal	-	-	-	-	55,886	55,886
Inventories & Prepaid Items	4,086	-	3,757	-	-	7,843
Restricted	4,113	34,859	11,610	538,776	207,762	797,120
Committed	234	-	-	140,399	-	140,633
Assigned	121,907	-	-	95,683	-	217,590
Unassigned	237,147	-	-	-	-	237,147
<b>Total Fund Balances</b>	<u>367,487</u>	<u>34,859</u>	<u>15,367</u>	<u>774,858</u>	<u>263,648</u>	<u>1,456,219</u>
<b>Total Liabilities, Deferred Inflows and Fund Balances</b>	<u>\$ 1,190,953</u>	<u>\$ 85,314</u>	<u>\$ 511,668</u>	<u>\$ 900,700</u>	<u>\$ 265,943</u>	<u>\$ 2,954,578</u>

The accompanying notes are an integral part of the financial statements.

**STATE OF MAINE**  
**RECONCILIATION OF THE BALANCE SHEET - GOVERNMENTAL FUNDS**  
**TO THE STATEMENT OF NET POSITION**

June 30, 2019  
(Expressed in Thousands)

Total fund balances for governmental funds		\$ 1,456,219
Amounts reported for governmental activities in the Statement of Net Position are different because:		
Capital assets used in governmental activities are not financial resources and therefore are not reported in the governmental funds.	4,592,509	
Accumulated Depreciation	482,739	4,109,770
Refunded Bond Deferred Outflows		2,624
Pollution Remediation Receivable		1,283
Long-term liabilities are not due and payable in the current period. Therefore, long-term liabilities are not reported in the governmental fund statements. However, these amounts are included in the Statement of Net Position. This net effect of these balances on the statement:		
Bonds Payable	(840,477)	
Interest Payable Related to Long-term Financing	(4,234)	
Certificates of Participation and Other Financing Arrangements	(35,067)	
Capital Leases	(1,060)	
Loans Payable to Component Unit	(375,163)	
Compensated Absences	(47,385)	
Pension Liabilities and Deferrals	(1,986,159)	
Other Post-Employment Benefit Liabilities and Deferrals	(2,238,916)	
Pollution Remediation and Landfill Obligations	(43,059)	(5,571,520)
Certain revenues are earned but not available and therefore are not reported in the governmental fund statements.		284,036
Other Revenue		3,793
Internal service funds are used by management to charge the costs of certain activities to individual funds. The assets and liabilities of the internal service funds are included in governmental activities in the Statement of Net Position.		294,690
Net position of governmental activities		\$ 580,895

The accompanying notes are an integral part of the financial statements.



**STATE OF MAINE**  
**STATEMENT OF REVENUES, EXPENDITURES AND CHANGES IN FUND BALANCES**  
**GOVERNMENTAL FUNDS**

Fiscal Year Ended June 30, 2019  
(Expressed in Thousands)

	<u>General</u>	<u>Highway</u>	<u>Federal</u>	<u>Other Special Revenue</u>	<u>Other Governmental Funds</u>	<u>Total Governmental Funds</u>
<b>Revenues</b>						
Taxes	\$ 3,794,729	\$ 230,243	\$ -	\$ 312,044	\$ -	\$ 4,337,016
Assessments	99,859	103,249	-	168,224	-	371,332
Federal Grants & Reimbursements	1,626	-	3,063,394	9,907	-	3,074,927
Charges for Services	45,517	4,714	464	120,568	-	171,263
Investment Income	20,051	893	56	8,176	10,996	40,172
Miscellaneous Revenues	4,216	411	128	156,110	-	160,865
Total Revenues	<u>3,965,998</u>	<u>339,510</u>	<u>3,064,042</u>	<u>775,029</u>	<u>10,996</u>	<u>8,155,575</u>
<b>Expenditures</b>						
Current:						
Governmental Support & Operations	300,840	2,692	2,123	129,486	97	435,238
Economic Development & Workforce Training	42,688	-	65,393	49,550	15,000	172,631
Education	1,610,210	-	215,799	52,612	3,068	1,881,689
Health & Human Services	1,310,680	-	2,464,525	336,023	-	4,111,228
Business Licensing & Regulation	-	-	60	64,140	-	64,200
Natural Resources Development & Protection	85,649	35	47,926	108,343	1,195	243,148
Justice & Protection	335,478	30,423	55,928	90,465	873	513,167
Arts, Heritage & Cultural Enrichment	8,223	-	3,249	956	-	12,428
Transportation Safety & Development	-	303,634	161,561	73,399	20,249	558,843
Debt service:						
Principal Payments	94,515	12,500	15,550	34,830	-	157,395
Interest Expense	29,726	764	5,811	11,807	-	48,108
Capital Outlay	-	-	-	-	108,027	108,027
Total Expenditures	<u>3,818,009</u>	<u>350,048</u>	<u>3,037,925</u>	<u>951,611</u>	<u>148,509</u>	<u>8,306,102</u>
Revenue over (under) Expenditures	<u>147,989</u>	<u>(10,538)</u>	<u>26,117</u>	<u>(176,582)</u>	<u>(137,513)</u>	<u>(150,527)</u>
<b>Other Financing Sources (Uses)</b>						
Transfer from Other Funds	87,816	53,107	12,230	259,567	1,547	414,267
Transfer to Other Funds	(199,860)	(11,725)	(41,769)	(39,283)	(4,824)	(297,461)
COPs & Other	1,365	735	-	2,531	-	4,631
Loan Proceeds from Component Units	-	-	-	50,000	-	50,000
Bonds Issued	-	-	-	50,510	252,130	302,640
Premiums on Bond Issuance	-	-	-	-	34,440	34,440
Net Other Finance Sources (Uses)	<u>(110,679)</u>	<u>42,117</u>	<u>(29,539)</u>	<u>323,325</u>	<u>283,293</u>	<u>508,517</u>
Net Change in Fund Balances	<u>37,310</u>	<u>31,579</u>	<u>(3,422)</u>	<u>146,743</u>	<u>145,780</u>	<u>357,990</u>
Fund Balance at Beginning of Year (As Restated)	<u>330,177</u>	<u>3,280</u>	<u>18,789</u>	<u>628,115</u>	<u>117,868</u>	<u>1,098,229</u>
Fund Balances at End of Year	<u>\$ 367,487</u>	<u>\$ 34,859</u>	<u>\$ 15,367</u>	<u>\$ 774,858</u>	<u>\$ 263,648</u>	<u>\$ 1,456,219</u>

The accompanying notes are an integral part of the financial statements.  
B-30

**STATE OF MAINE**  
**RECONCILIATION OF THE STATEMENT OF REVENUES, EXPENDITURES AND CHANGES**  
**IN FUND BALANCES - GOVERNMENTAL FUNDS TO THE STATEMENT OF ACTIVITIES**

Fiscal Year Ended June 30, 2019  
(Expressed in Thousands)

Net change in fund balances - total governmental funds		\$ 357,990
Amounts reported for governmental activities in the Statement of Net Activities are different because:		
Governmental funds report capital outlay as expenditures. However, in the Statement of Activities, the cost of those assets is allocated over their estimated useful lives as depreciation expense.		
Capital Outlay	101,508	
Depreciation Expense	(48,228)	
The net effect of various transactions involving capital assets (i.e. sales, trade-ins and contributions) is to increase net position.	<u>(2,054)</u>	51,226
Refunded Bond Deferred Outflows		(797)
Pollution Remediation Receivable		10
The issuance of long-term debt provides current financial resources to governmental funds which increases long-term debt in the Statement of Net Position. Repayment of the principal of long-term debt consumes the current financial resources of governmental funds, but repayment reduces long-term debt in the Statement of Net Position. This is the amount that proceeds exceed repayments:		
Bond Proceeds	(302,640)	
Premium on Bonds Issued	(34,440)	
Proceeds from Other Financing Arrangements	(2,100)	
Loan Proceeds from Component Unit	(50,000)	
Repayment of Bond Principal	107,015	
Repayment of Other Financing Debt	19,653	
Repayment of Pledged Revenue Principal	53,101	
Repayment of Capitalized Lease Principal	529	
Accrued Interest	263	
Amortization of Bond Premiums	<u>5,693</u>	(202,926)
Certain expenditures are reported in the funds. However, they either increase or decrease long-term liabilities reported as expenditures on the Statement of Net Position and have been eliminated from the Statement of Position as follows:		
Compensated Absences	(1,651)	
Pension Liabilities and Deferrals	36,077	
Other Post-employment Benefit Liabilities and Deferrals	(564)	
Pollution Remediation and Landfill Obligations	<u>1,483</u>	35,345
Certain revenues are earned but not available and therefore are not reported in the governmental fund statements.		25,090
Internal service funds are used by management to charge the costs of certain activities to individual funds. The net revenue (expense) of the internal service funds is included in governmental activities in the Statement of Activities.		<u>69,754</u>
Changes in net position of governmental activities		<u>\$ 335,692</u>



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# PROPRIETARY FUND

# FINANCIAL STATEMENTS

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## MAJOR FUNDS

Unemployment Compensation Fund - This fund accounts for unemployment insurance contributions from employers and the payment of unemployment benefits to eligible claimants.

## NON-MAJOR FUNDS

Non-Major Enterprise Funds are used to account for operations that are financed and operated in a manner similar to private business, where the State intends to finance or recover the costs of providing goods or services to the General Public on a continuing basis primarily through user charges. The State also uses these funds where periodic determination of net income is appropriate for accountability purposes.

**STATE OF MAINE**  
**STATEMENT OF NET POSITION**  
**PROPRIETARY FUNDS**

June 30, 2019  
(Expressed in Thousands)

	Business-Type Activities Enterprise Funds			Governmental Activities
	Major	Non-Major	Total	Internal Service Funds
	Employment Security	Other Enterprise		
<b>Assets</b>				
Current Assets:				
Equity in Treasurer's Cash Pool	\$ -	\$ 10,101	\$ 10,101	\$ 256,233
Cash & Short-Term Investments	1,628	754	2,382	2
Cash with Fiscal Agent	-	-	-	5,061
Restricted Assets:				
Restricted Deposits & Investments	488,125	-	488,125	4,706
Inventories	-	3,612	3,612	4,056
Receivables, Net of Allowance for Uncollectibles:				
Other Receivable	28,020	33,682	61,702	7,112
Due from Other Funds	51	2,338	2,389	30,286
Other Assets	-	533	533	4,829
Total Current Assets	<u>517,824</u>	<u>51,020</u>	<u>568,844</u>	<u>312,285</u>
Noncurrent Assets:				
Equity in Treasurer's Cash Pool	-	3,264	3,264	82,744
Capital Assets - Net of Depreciation	-	32,690	32,690	212,426
Total Noncurrent Assets	<u>-</u>	<u>35,954</u>	<u>35,954</u>	<u>295,170</u>
Total Assets	<u>517,824</u>	<u>86,974</u>	<u>604,798</u>	<u>607,455</u>
<b>Deferred Outflows of Resources</b>	<u>\$ -</u>	<u>\$ 4,137</u>	<u>\$ 4,137</u>	<u>\$ 23,739</u>
<b>Liabilities</b>				
Current Liabilities:				
Accounts Payable	\$ 3,340	\$ 9,524	\$ 12,864	\$ 12,251
Accrued Payroll	-	679	679	3,184
Due to Other Funds	-	14,605	14,605	12,285
Due to Component Units	-	-	-	2,499
Current Portion of Long-Term Obligations:				
Certificates of Participation and Other Financing Arrangements	-	-	-	6,976
Obligations under Capital Leases	-	-	-	5,699
Claims Payable	-	-	-	23,427
Compensated Absences	-	103	103	515
Unearned Revenue	-	154	154	454
Accrued Interest Payable	-	-	-	87
Other Accrued Liabilities	1,165	21,618	22,783	84
Total Current Liabilities	<u>4,505</u>	<u>46,683</u>	<u>51,188</u>	<u>67,461</u>
Long-Term Liabilities:				
Working Capital Advances Payable	-	-	-	111
Certificates of Participation & Other Financing Arrangements	-	-	-	9,226
Obligations under Capital Leases	-	-	-	51,818
Claims Payable	-	-	-	44,093
Compensated Absences	-	676	676	3,399
Net Pension Liability	-	12,726	12,726	74,008
Net Other Post-Employment Benefit Liability	-	13,658	13,658	78,068
Total Long-Term Liabilities	<u>-</u>	<u>27,060</u>	<u>27,060</u>	<u>260,723</u>
Total Liabilities	<u>4,505</u>	<u>73,743</u>	<u>78,248</u>	<u>328,184</u>
<b>Deferred Inflows of Resources</b>	<u>\$ -</u>	<u>\$ 1,283</u>	<u>\$ 1,283</u>	<u>\$ 7,434</u>
<b>Net Position</b>				
Net Investment in Capital Assets:	-	32,690	32,690	143,768
Restricted for:				
Unemployment Compensation	513,319	-	513,319	-
Other Purposes	-	-	-	424
Unrestricted	<u>-</u>	<u>(16,605)</u>	<u>(16,605)</u>	<u>151,384</u>
Total Net Position	<u>\$ 513,319</u>	<u>\$ 16,085</u>	<u>\$ 529,404</u>	<u>\$ 295,576</u>
Amounts reported for business-type activities in the government-wide Statement of Activities are different due to elimination of the State's internal business-type activities			<u>886</u>	
Net Position of Business-Type Activities			<u>\$ 530,290</u>	

The accompanying notes are an integral part of the financial statements.



**STATE OF MAINE**  
**STATEMENT OF REVENUES, EXPENSES AND CHANGES IN FUND NET POSITION**  
**PROPRIETARY FUNDS**

Fiscal Year Ended June 30, 2019  
(Expressed in Thousands)

	<b>Business-Type Activities</b>			<b>Governmental Activities Internal Service Funds</b>
	<b>Enterprise Funds</b>			
	<b>Major Employment Security</b>	<b>Non-Major Other Enterprise</b>	<b>Total</b>	
<b>Operating Revenues</b>				
Charges for Services	\$ -	\$ 521,544	\$ 521,544	\$ 471,353
Assessments	117,449	-	117,449	-
Miscellaneous Revenues	58	2,321	2,379	1,325
Total Operating Revenues	<u>117,507</u>	<u>523,865</u>	<u>641,372</u>	<u>472,678</u>
<b>Operating Expenses</b>				
General Operations	-	406,660	406,660	369,615
Depreciation	-	2,882	2,882	24,700
Claims/Fees Expense	82,683	-	82,683	11,049
Other Operating Expenses	-	-	-	629
Total Operating Expenses	<u>82,683</u>	<u>409,542</u>	<u>492,225</u>	<u>405,993</u>
Operating Income (Loss)	<u>34,824</u>	<u>114,323</u>	<u>149,147</u>	<u>66,685</u>
<b>Nonoperating Revenues (Expenses)</b>				
Investment Revenue (Expenses) - net	10,921	-	10,921	6,134
Interest Expense	-	-	-	(10,991)
Other Nonoperating Revenue (Expenses) - net	-	(5,611)	(5,611)	334
Total Nonoperating Revenues (Expenses)	<u>10,921</u>	<u>(5,611)</u>	<u>5,310</u>	<u>(4,523)</u>
Income (Loss) Before Capital Contributions, Transfers and Special Items	<u>45,745</u>	<u>108,712</u>	<u>154,457</u>	<u>62,162</u>
<b>Capital Contributions, Transfers and Special Items</b>				
Capital Contributions from (to) Other Funds	-	4,716	4,716	1,565
Transfer from Other Funds	1,211	5,396	6,607	6,235
Transfer to Other Funds	(4,893)	(119,263)	(124,156)	-
Special Items	-	15,761	15,761	-
Total Capital Contributions, Transfers and Special Items	<u>(3,682)</u>	<u>(93,390)</u>	<u>(97,072)</u>	<u>7,800</u>
Change in Net Position	42,063	15,322	57,385	69,962
Net Position - Beginning	<u>471,256</u>	<u>763</u>		<u>225,614</u>
Net Position - End of Year	<u>\$ 513,319</u>	<u>\$ 16,085</u>		<u>\$ 295,576</u>
Amounts reported for business-type activities in the government-wide Statement of Activities are different due to elimination of the State's internal business-type activities			<u>208</u>	
Changes in Business-Type Net Position			<u>\$ 57,593</u>	

The accompanying notes are an integral part of the financial statements.

**STATE OF MAINE**  
**STATEMENT OF CASH FLOWS**  
**PROPRIETARY FUNDS**

Fiscal Year Ended June 30, 2019  
(Expressed in Thousands)

	<u>Business-type Activities - Enterprise Funds</u>			<b>Governmental Activities Internal Service Funds</b>
	<b>Major Employment Security</b>	<b>Non-Major Other Enterprise</b>	<b>Totals</b>	
<b>Cash Flows from Operating Activities</b>				
Receipts from Customers and Users	\$ 116,196	\$ 520,429	\$ 636,625	\$ 45,631
Other Operating Cash Receipts (Payments)				
Cash Received from Interfund Services	125	8,116	8,241	429,191
Payments of Benefits	(81,476)	-	(81,476)	-
Payments to Prize Winners	-	(201,293)	(201,293)	-
Payments to Suppliers	(437)	(192,019)	(192,456)	(250,763)
Payments to Employees	-	(15,592)	(15,592)	(76,926)
Payments for Interfund Goods and Services	-	(5,410)	(5,410)	(63,820)
Net Cash Provided (Used) by Operating Activities	<u>34,408</u>	<u>114,231</u>	<u>148,639</u>	<u>83,313</u>
<b>Cash Flows from Noncapital Financing Activities</b>				
Transfers from Other Funds	1,211	5,396	6,607	6,235
Transfers to Other Funds	(4,893)	(119,263)	(124,156)	-
Net Cash Provided (Used) by Noncapital Financing Activities	<u>(3,682)</u>	<u>(113,867)</u>	<u>(117,549)</u>	<u>6,235</u>
<b>Cash Flows from Capital and Related Financing Activities</b>				
Payments for Acquisition of Capital Assets	-	-	-	(16,107)
Proceeds from Financing Arrangements	-	-	-	5,500
Principal and Interest Paid on Financing Arrangements	-	-	-	(17,449)
Proceeds from Sale of Capital Assets	-	3	3	334
Net Cash Provided (Used) by Capital and Related Financing Activities	<u>-</u>	<u>3</u>	<u>3</u>	<u>(27,722)</u>
<b>Cash Flows from Investing Activities</b>				
Interest Revenue	10,921	9	10,930	6,134
Net Cash Provided (Used) by Investing Activities	<u>10,921</u>	<u>9</u>	<u>10,930</u>	<u>6,134</u>
Net Increase (Decrease) in Cash/Cash Equivalents	41,647	376	42,023	67,960
Cash/Cash Equivalents - Beginning of Year	448,106	13,743	461,849	280,786
Cash/Cash Equivalents - End of Year	<u>\$ 489,753</u>	<u>\$ 14,119</u>	<u>\$ 503,872</u>	<u>\$ 348,746</u>
<b>Reconciliation of Operating Income (Loss) to Net Cash Provided (Used) by Operating Activities</b>				
Operating Income (Loss)	\$ 34,824	\$ 114,323	\$ 149,147	\$ 66,685
Adjustments to Reconcile Operating Income (Loss) to Net Cash Provided (Used) by Operating Activities				
Depreciation Expense	-	2,882	2,882	24,700
Decrease (Increase) in Assets				
Accounts Receivable	(1,311)	2,313	1,002	4,607
Interfund Balances	125	(1,013)	(888)	(2,593)
Inventories	-	(570)	(570)	(678)
Other Assets	-	589	589	1,524
Deferred Outflows	-	1,442	1,442	(2,111)
Increase (Decrease) in Liabilities				
Accounts Payable	1,207	(2,702)	(1,495)	(4,856)
Accrued Payroll Expense	-	(144)	(144)	(52)
Due to Other Governments	-	-	-	202
Compensated Absences	-	(27)	(27)	38
Deferred Inflows	-	790	790	5,601
Net Pension Liability	-	(2,042)	(2,042)	(7,342)
Other Accruals	(437)	(328)	(765)	(136)
Net OPEB Liability	-	(1,282)	(1,282)	(2,276)
Total Adjustments	(416)	(92)	(508)	16,628
Net Cash Provided (Used) by Operating Activities	<u>\$ 34,408</u>	<u>\$ 114,231</u>	<u>\$ 148,639</u>	<u>\$ 83,313</u>
<b>Non Cash Investing, Capital and Financing Activities</b>				
Property Leased, Accrued or Acquired	-	-	-	504
Contributed Capital Assets	-	4,716	4,716	1,565
Special Item	-	15,761	15,761	-
Disposal of Assets	-	5,613	5,613	-

The accompanying notes are an integral part of the financial statements.

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# FIDUCIARY FUND

## FINANCIAL STATEMENTS

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Pension (and Other Employee Benefit) Trusts – accounts for funds held by the Maine Public Employees Retirement System (the System), a component unit included with Fiduciary Funds per GASB Statement No. 34. The System provides pension, death, and disability benefits to its members, including State employees, some public school employees, and employees of approximately 300 local municipalities and other public entities in Maine.

Private-Purpose Trusts and Agency Funds are used to account for private-purpose assets held by the State in a fiduciary capacity, acting as either a trustee or an agent for individuals, organizations or other funds.

**STATE OF MAINE**  
**STATEMENT OF FIDUCIARY NET POSITION**  
**FIDUCIARY FUNDS**

June 30, 2019  
(Expressed in Thousands)

	<b>Pension (and Other Employee Benefits)</b>	<b>Private Purpose Trusts</b>	<b>Agency Funds</b>
<b>Assets</b>			
Equity in Treasurer's Cash Pool	\$ -	\$ 661	\$ 16,636
Cash & Short-Term Investments	38,577	2,433	27
Receivables, Net of Allowance for Uncollectibles:			
State and Local Agency Contributions	33,898	-	-
Interest and Dividends	2,387	-	-
Due from Brokers for Securities Sold	32,051	-	-
Other Receivable	-	1,005	-
Investments at Fair Value:			
Equity Securities	2,299,562	-	-
Common/Collective Trusts	13,227,297	-	-
Investments - Other	-	21,335	-
Restricted Deposits & Investments	-	-	11
Securities Lending Collateral	199,994	-	-
Due from Other Funds	-	41,486	-
Investments Held on Behalf of Others	-	-	62,725
Capital Assets - Net of Depreciation	19,342	-	-
Other Assets	-	3,746	61
Total Assets	<u>15,853,108</u>	<u>70,666</u>	<u>79,460</u>
<b>Liabilities</b>			
Accounts Payable	6,442	1,243	43
Due to Other Funds	-	3	-
Agency Liabilities	-	-	77,324
Obligations Under Securities Lending	199,994	-	-
Other Accrued Liabilities	70,990	-	2,093
Total Liabilities	<u>277,426</u>	<u>1,246</u>	<u>79,460</u>
<b>Net Position</b>			
Restricted for Pension	15,154,092	-	-
Restricted for Other Post-Employment Benefits	421,590	-	-
Restricted for Individuals, Organizations and Other Governments	-	69,420	-
Total Net Position	<u>\$ 15,575,682</u>	<u>\$ 69,420</u>	<u>\$ -</u>

The accompanying notes are an integral part of the financial statements.

**STATE OF MAINE**  
**STATEMENT OF CHANGES IN FIDUCIARY NET POSITION**  
**FIDUCIARY FUNDS**

Fiscal Year Ended June 30, 2019  
(Expressed in Thousands)

	<b>Pension (and Other Employee Benefits)</b>	<b>Private Purpose Trusts</b>
<b>Additions:</b>		
Contributions:		
Members	\$ 209,813	\$ -
State & Local Agencies	370,199	-
Other Contributing Entity	136,528	-
Investment Income (Loss):		
Net Increase (Decrease) in the Fair Value of Investments	1,012,441	1,015
Interest & Dividends	98,956	375
Securities Lending Income	1,141	-
Less Investment Expense:		
Investment Activity Expense	117,240	-
Securities Lending Expense	(798)	-
Net Investment Income (Loss)	996,096	1,390
Miscellaneous Revenues	-	21,360
Transfer from Other Funds	-	604
Total Additions	<u>1,712,636</u>	<u>23,354</u>
<b>Deductions:</b>		
Benefits Paid to Participants or Beneficiaries	1,087,973	12,293
Refunds & Withdrawals	29,646	-
Administrative Expenses	15,147	369
Claims Processing Expense	980	-
Transfer to Other Funds	-	6,096
Total Deductions	<u>1,133,746</u>	<u>18,758</u>
Net Increase (Decrease)	578,890	4,596
<b>Net Position:</b>		
Restricted		
Beginning of Year	<u>14,996,792</u>	<u>64,824</u>
End of Year	<u>\$ 15,575,682</u>	<u>\$ 69,420</u>

The accompanying notes are an integral part of the financial statements.





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# COMPONENT UNIT

## FINANCIAL STATEMENTS

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Finance Authority of Maine (FAME) – The Authority provides commercial financing and loan guarantees to Maine businesses and educational financing to Maine students and their parents; administers several revolving loan programs on behalf of the State; and administers the Maine College Savings Program Fund.

Maine Community College System – is Maine’s comprehensive two-year college system and offers certificate, diploma and associate degree programs. The financial statements of the system include the activity of seven colleges, the central administrative office and the Center for Career Development.

Maine Health & Higher Educational Facilities Authority – MHHEFA assists Maine health care institutions and institutions of higher education in undertaking projects involving the acquisition, construction, improvement, reconstruction and equipping of health care and educational facilities and the refinancing of existing indebtedness. The Authority, pursuant to the Student Loan Corporations Act of 1983, may finance student loan programs of institutions of higher education.

Maine Municipal Bond Bank – is authorized to issue bonds providing funds to counties, cities, towns, school districts, or other quasi-municipal corporations within the State.

Maine State Housing Authority – is authorized to issue bonds for the purchase of notes and mortgages on single- and multi-family residential units to provide housing for persons and families of low income in the State. The Authority also administers various housing and energy related state and federal programs and collects and disburses federal rent subsidies for low income housing.

The Maine Turnpike Authority – is authorized and empowered to construct, maintain and operate a turnpike at such a location as shall be approved by the State Highway Commission and to issue turnpike revenue bonds of the Authority, payable solely from revenues of the Authority.

University of Maine System – The State University consists of seven universities, eight centers, and a central administrative office.

**STATE OF MAINE**  
**STATEMENT OF NET POSITION**  
**COMPONENT UNITS**

June 30, 2019  
(Expressed in Thousands)

	<u>Finance Authority of Maine</u>	<u>Maine Community College System</u>	<u>Maine Health &amp; Higher Educational Facilities Authority</u>	<u>Maine Municipal Bond Bank</u>
<b>Assets</b>				
Current Assets:				
Equity in Treasurer's Cash Pool	\$ 17,427	\$ 12,585	\$ 4,028	\$ -
Cash & Short-Term Investments	3,591	10,843	1,631	793
Investments	68,000	59,372	16,584	25,159
Restricted Assets:				
Restricted Deposits & Investments	-	-	19,058	341,274
Inventories	-	-	-	-
Receivables, Net of Allowance for Uncollectibles:				
Loans Receivable	31,495	-	32,100	-
Other Receivable	3,157	6,190	114	1,712
Due from Other Governments	-	-	-	151,220
Due from Primary Government	-	1,339	-	21,825
Loans Receivable from Primary Government	-	-	-	54,971
Other Assets	635	1,935	748	24,381
Total Current Assets	<u>124,305</u>	<u>92,264</u>	<u>74,263</u>	<u>621,335</u>
Noncurrent Assets:				
Equity in Treasurer's Cash Pool	5,631	4,066	1,302	-
Restricted Assets:				
Restricted Assets	23,035	1,131	59,914	201,346
Investments	-	14,974	26,166	-
Receivables, Net of Current Portion:				
Loans & Notes Receivable	61,421	-	384,504	-
Other Receivables	-	-	-	-
Due from Other Governments	-	-	-	1,531,946
Due from Primary Government	-	-	-	-
Loans Receivable from Primary Government	-	-	-	320,192
Capital Assets - Net of Depreciation	1,364	179,521	-	282
Other Non-Current Assets	-	-	-	-
Total Noncurrent Assets	<u>91,451</u>	<u>199,692</u>	<u>471,886</u>	<u>2,053,766</u>
Total Assets	<u>215,756</u>	<u>291,956</u>	<u>546,149</u>	<u>2,675,101</u>
<b>Deferred Outflows of Resources</b>				
	<u>\$ 1,757</u>	<u>\$ 11,818</u>	<u>\$ -</u>	<u>\$ 26,579</u>
<b>Liabilities</b>				
Current Liabilities:				
Accounts Payable	\$ 5,738	\$ 4,940	\$ 47	\$ 503
Accrued Payroll	-	-	-	-
Compensated Absences	-	2,535	-	-
Due to Other Governments	-	-	-	539
Due to Primary Government	-	-	-	107,552
Amounts Held Under State & Federal Loan Programs	-	-	-	21,203
Bonds & Notes Payable	3,060	765	34,790	168,517
Obligations under Capital Leases	-	-	-	-
Accrued Interest Payable	314	-	11,097	13,975
Unearned Revenue	1,320	2,968	133	4,943
Other Accrued Liabilities	17,695	7,207	-	-
Total Current Liabilities	<u>28,127</u>	<u>18,415</u>	<u>46,067</u>	<u>317,232</u>
Long-Term Liabilities				
Due to Other Governments	2,756	-	-	885
Amounts Held Under State & Federal Loan Programs	49,994	-	-	-
Bonds & Notes Payable	88,625	17,453	440,905	1,606,762
Obligations under Capital Leases	-	-	-	-
Net Pension Liability	-	49,280	-	545
Net Other Post-Employment Benefit Liability	-	3,090	-	852
Other Noncurrent Liabilities	-	-	-	-
Total Long-Term Liabilities	<u>141,375</u>	<u>69,823</u>	<u>440,905</u>	<u>1,609,044</u>
Total Liabilities	<u>169,502</u>	<u>88,238</u>	<u>486,972</u>	<u>1,926,276</u>
<b>Deferred Inflows of Resources</b>				
	<u>-</u>	<u>17,823</u>	<u>-</u>	<u>237</u>
<b>Net Position</b>				
Net Investment in Capital Assets	1,364	162,433	-	282
Restricted	19,611	43,995	-	698,464
Unrestricted	27,036	(8,715)	59,177	76,421
Total Net Position	<u>\$ 48,011</u>	<u>\$ 197,713</u>	<u>\$ 59,177</u>	<u>\$ 775,167</u>

The accompanying notes are an integral part of the financial statements.

<u>Maine State Housing Authority</u>	<u>Maine Turnpike Authority</u>	<u>University of Maine System</u>	<u>Non-Major Component Units</u>	<u>Total</u>
\$ -	\$ -	\$ 2,283	\$ 7	\$ 36,330
1,380	24,750	14,679	14,758	72,425
280,477	-	258,256	13,682	721,530
-	224,607	-	42,722	627,661
-	1,520	-	694	2,214
42,590	-	63	1,097	107,345
11,855	5,530	42,867	5,905	77,330
5,553	-	10,280	3,232	170,285
2,483	32	3,599	944	30,222
-	-	-	-	54,971
-	1,654	6,078	404	35,835
<u>344,338</u>	<u>258,093</u>	<u>338,105</u>	<u>83,445</u>	<u>1,936,148</u>
-	-	737	2	11,738
-	57,692	7,351	34,924	385,393
118,829	-	403,297	15,054	578,320
1,345,856	-	36,023	18,649	1,846,453
-	516	12,769	226	13,511
-	-	-	-	1,531,946
-	-	523	378	901
-	-	-	-	320,192
3,222	662,029	685,089	174,435	1,705,942
421	256	9,594	1,471	11,742
<u>1,468,328</u>	<u>720,493</u>	<u>1,155,383</u>	<u>245,139</u>	<u>6,406,138</u>
<u>1,812,666</u>	<u>978,586</u>	<u>1,493,488</u>	<u>328,584</u>	<u>8,342,286</u>
\$ 9,629	\$ 13,536	\$ 22,749	\$ 1,550	\$ 87,618
\$ 6,485	\$ 14,511	\$ 16,838	\$ 14,484	\$ 63,546
-	3,751	-	1,105	4,856
-	-	-	561	3,096
451	-	-	-	990
-	-	-	1,078	108,630
-	-	-	-	21,203
40,190	14,945	13,861	2,032	278,160
-	-	917	-	917
5,527	-	-	-	30,913
3,989	11,563	14,540	480	39,936
-	11,882	30,115	930	67,829
<u>56,642</u>	<u>56,652</u>	<u>76,271</u>	<u>20,670</u>	<u>620,076</u>
-	-	-	1,340	4,981
-	-	-	-	49,994
1,414,720	529,228	131,775	7,938	4,237,406
-	-	3,585	-	3,585
2,283	10,612	-	4,238	66,958
-	47,757	63,247	450	115,396
4,619	2,688	111,790	81	119,178
<u>1,421,622</u>	<u>590,285</u>	<u>310,397</u>	<u>14,047</u>	<u>4,597,498</u>
<u>1,478,264</u>	<u>646,937</u>	<u>386,668</u>	<u>34,717</u>	<u>5,217,574</u>
<u>1,048</u>	<u>6,636</u>	<u>44,700</u>	<u>1,831</u>	<u>72,275</u>
3,222	278,823	542,623	165,800	1,154,547
308,086	108,388	436,150	101,016	1,715,710
31,675	(48,662)	106,096	26,770	269,798
<u>\$ 342,983</u>	<u>\$ 338,549</u>	<u>\$ 1,084,869</u>	<u>\$ 293,586</u>	<u>\$ 3,140,055</u>

**STATE OF MAINE  
STATEMENT OF ACTIVITIES  
COMPONENT UNITS**

Fiscal Year Ended June 30, 2019  
(Expressed in Thousands)

	<u>Finance Authority Of Maine</u>	<u>Maine Community College System</u>	<u>Maine Health &amp; Higher Educational Facilities Authority</u>	<u>Maine Municipal Bond Bank</u>
<b>Expenses</b>	\$ 46,455	\$ 133,503	\$ 24,514	\$ 66,956
<b>Program Revenues</b>				
Charges for Services	24,820	15,128	21,201	49,527
Program Investment Income	372	978	4,317	18,661
Operating Grants & Contributions	20,232	52,505	-	4,154
Capital Grants & Contributions	-	1,260	-	46,237
Net Revenue (Expense)	<u>(1,031)</u>	<u>(63,632)</u>	<u>1,004</u>	<u>51,623</u>
<b>General Revenues</b>				
Unrestricted Investment Earnings	2,196	3,188	770	701
Non-program Specific Grants, Contributions & Appropriations	-	72,497	-	-
Miscellaneous Revenues	-	1,528	114	1,938
Gain (Loss) on Assets Held for Sale	-	-	-	-
Total General Revenues	<u>2,196</u>	<u>77,213</u>	<u>884</u>	<u>2,639</u>
Change in Net Position	1,165	13,581	1,888	54,262
Net Position, Beginning of Year (as restated)	<u>46,846</u>	<u>184,132</u>	<u>57,289</u>	<u>720,905</u>
Net Position, End of Year	<u>\$ 48,011</u>	<u>\$ 197,713</u>	<u>\$ 59,177</u>	<u>\$ 775,167</u>

The accompanying notes are an integral part of the financial statements.



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<b>Maine State Housing Authority</b>	<b>Maine Turnpike Authority</b>	<b>University Of Maine System</b>	<b>Non-Major Component Units</b>	<b>Total</b>
\$ 228,435	\$ 107,462	\$ 746,841	\$ 170,408	\$ 1,524,574
69,083	138,432	320,622	42,579	681,392
4,937	-	5,770	43	35,078
167,178	-	183,899	112,978	540,946
-	-	4,209	17,793	69,499
<u>12,763</u>	<u>30,970</u>	<u>(232,341)</u>	<u>2,985</u>	<u>(197,659)</u>
187	5,268	11,644	3,485	27,439
-	-	236,016	25,473	333,986
-	6,813	-	1,883	12,276
-	(77)	(335)	66	(346)
<u>187</u>	<u>12,004</u>	<u>247,325</u>	<u>30,907</u>	<u>373,355</u>
12,950	42,974	14,984	33,892	175,696
<u>330,033</u>	<u>295,575</u>	<u>1,069,885</u>	<u>259,694</u>	<u>2,964,359</u>
<u>\$ 342,983</u>	<u>\$ 338,549</u>	<u>\$ 1,084,869</u>	<u>\$ 293,586</u>	<u>\$ 3,140,055</u>



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# NOTES TO THE FINANCIAL STATEMENTS

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**STATE OF MAINE**  
**NOTES TO THE FINANCIAL STATEMENTS**  
**TABLE OF CONTENTS**

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	<b>PAGE</b>
<b>Notes to the Financial Statements</b>	
Note 1 - Summary of Significant Accounting Policies.....	B-49
Note 2 - Budgeting and Budgetary Control, and Legal Compliance.....	B-56
Note 3 - Accounting Changes and Restatements.....	B-59
Note 4 - Deficit Fund Balances/Net Position.....	B-60
Note 5 - Deposits and Investments.....	B-61
Note 6 - Receivables.....	B-66
Note 7 - Interfund Transactions.....	B-67
Note 8 - Capital Assets.....	B-69
Note 9 - Maine Public Employees Retirement System.....	B-70
Note 10 - Other Postemployment Benefit Plans.....	B-80
Note 11 - Long-Term Obligations.....	B-91
Note 12 - Self - Insurance.....	B-99
Note 13 - Joint Ventures.....	B-102
Note 14 - Related Party Transactions.....	B-105
Note 15 - Deferred Outflows and Deferred Inflows.....	B-106
Note 16 - Tax Abatements.....	B-107
Note 17 - Commitments and Contingencies.....	B-108
Note 18 - Subsequent Events.....	B-114
Note 19 - Special Items.....	B-114

**NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES**

The accompanying financial statements of the State of Maine (the State) have been prepared under guidelines established by generally accepted accounting principles (GAAP) as mandated by the Governmental Accounting Standards Board (GASB).

Preparation of the financial statements in conformity with GAAP requires management to make estimates and assumptions that affect the reported amounts and disclosures in the financial statements.

**A. REPORTING ENTITY**

For financial reporting purposes, the State of Maine's reporting entity includes the "primary government" and its "component units." The primary government includes all funds, organizations, agencies, boards, commissions and authorities. Component units are legally separate organizations for which the State is financially accountable. Component units can also be legally separate, tax exempt entities that raise and hold economic resources for the direct benefit of a governmental unit.

Financial accountability is defined in GASB Statement No. 14, *The Financial Reporting Entity*, as amended by GASB Statement No. 61, *The Financial Reporting Entity: Omnibus – an amendment of GASB Statements No. 14 and No. 34*. The State is financially accountable for those entities for which it appoints a voting majority of the governing board and either is able to impose its will on that entity or the entity may provide specific financial benefits to, or impose specific financial burdens on, the primary government. Entities for which the State does not appoint a voting majority of the governing board may be included if the organization is fiscally dependent on the primary government and there exists a financial benefit or burden relationship with the State. Entities that do not meet the specific criteria for inclusion may still be included if the nature and significance of its relationship with the primary government is such that exclusion would cause the reporting entity's financial statements to be misleading or incomplete.

Under GASB Statement No. 39, *Determining Whether Certain Organizations are Component Units, an Amendment of GASB Statement No. 14*, individually significant legally separate, tax-exempt entities should be reported as component units if their resources are for the direct benefit of the State and the State can access those resources. Although the State has not identified any organizations that would qualify as direct component units of the State by meeting all of the criteria of GASB Statement No. 39, a few of the component units described later in this note have significant foundations that meet the criteria of GASB Statement No. 39.

**Blended Component Units**

Blended component units are entities that are legally separate from the State, but provide services entirely, or almost entirely to the State or otherwise exclusively, or almost exclusively, benefits the primary government even though they do not provide services directly to it. The State reports one blended component unit.

The Maine Governmental Facilities Authority (MGFA) is a legally separate organization that has its board appointed by the primary government and provides services entirely, or almost entirely, to the State. Its purpose includes assisting in the financing, acquisition, construction, improvement, reconstruction, and equipping of additions to structures designed for use as a court facility, State office or State activity space. In their separately issued financial statements, MGFA records a lease receivable from the State and a liability for bonds issued. However, in accordance with GASB, capital leases that exist between the State and MGFA are not recorded as leases in this report. The assets associated with these leases are reported in the government-wide statements along with the related debt. The corresponding debt service activity is recorded in the Governmental Funds. MGFA financial activity associated with servicing the debt is reported in an internal service fund. Therefore, the State reports MGFA's balances and transactions as though they were part of the primary government, using the blending method.

**Discrete Component Units**

Discrete component units are entities that are legally separate from the State but are either accountable to the State or related so closely to the State that exclusion would cause the State's financial statements to be misleading or incomplete. Component units that are not material to the State's financial statements have been excluded. The column labeled "Component Units" emphasizes these organizations' separateness from the State's primary government.

The State is able to impose its will upon these discretely presented component units whose boards of directors or boards of trustees are appointed by the Governor:

*The Maine Community College System* is Maine's comprehensive two-year college system and offers certificate, diploma and associate degree programs. The combined financial statements of the System include the activity of seven colleges, the central administrative office and the Center for Career Development (including the Maine Career Advantage and Maine Quality Centers programs), and its component unit, Maine Community College Educational Foundations.

The Maine Turnpike Authority (MTA) constructs, maintains and operates a turnpike at such a location approved by the State Highway Commission. It issues turnpike revenue bonds payable solely from revenues of the Authority. The Authority's fiscal year ends December 31.

The University of Maine System is the State University governed by a single Board of Trustees. The combined financial statements of the System include the activity of seven universities, eight centers, the central administrative office, and its component units, which include several foundations and alumni associations that raise funds on the System's behalf.

There is a financial burden/benefit relationship between these entities and the State:

The Finance Authority of Maine provides commercial financing and loan guarantees to Maine businesses and educational financing to Maine students and their parents. The Authority also provides financial and other services for the NextGen College Investing Plan, Potato Marketing Improvement Fund Board, the Nutrient Management Fund Board, the Northern Maine Transmission Corporation, the Adaptive Equipment Loan Program Fund Board, the Agricultural Marketing Loan Fund Board, Maine Rural Development Authority Board and the Small Enterprise Growth Fund Board. The Governor appoints the fifteen voting members of the Authority.

Maine Health & Higher Educational Facilities Authority (MHHEFA) – MHHEFA assists Maine health care institutions and institutions of higher education in undertaking projects involving the acquisition, construction, improvement, reconstruction and equipping of their facilities and the refinancing of existing indebtedness. The Authority, pursuant to the Student Loan Corporations Act of 1983, may also finance student loan programs of institutions of higher education. MHHEFA's board consists of twelve members, four of whom serve *ex officio* and must be the Superintendent of Financial Institutions, the Commissioner of Health and Human Services, the Commissioner of Education, and the Treasurer of State. The remaining eight members must be residents of the State appointed by the Governor.

The Maine Municipal Bond Bank issues bonds on behalf of counties, cities, towns, school administrative districts, community school districts, or other quasi-municipal corporations or eligible borrowers as designated by the Legislature (the "governmental units") within the State. The Governor appoints three residents of the State to the five-member Board of Commissioners. The remaining two members include the Treasurer of State and Superintendent of Financial Institutions who serve as commissioners, *ex officio*.

Maine State Housing Authority issues bonds to purchase notes and mortgages on residential units, both single and multi-family, for the purpose of providing housing for persons and families of low income in the State. The Authority also acts as an agent for the State in administering federal weatherization, energy conservation, fuel assistance and homeless grant programs and collecting and disbursing federal rent subsidies for low income housing. The Governor appoints five of the Authority's seven commissioners. The remaining two commissioners are the Treasurer of State and the Director of the Maine State Housing Authority, both of whom serve *ex officio*. The Authority's fiscal year ends on December 31.

The State's financial statements also include a fiduciary component unit:

Maine Public Employees Retirement System administers a public employee retirement system. It provides pension, death, and disability benefits to its members, which include employees of the State, some public school employees, employees of approximately 300 local municipalities and other public entities in Maine. The State has a financial benefit/burden relationship with the retirement system since the legislature has substantive approval over their budget.

Complete financial statements of the major component units can be obtained directly from their respective administrative offices by writing to:

Finance Authority of Maine 5 Community Dr. PO Box 949 Augusta, ME 04432	Maine Health and Higher Education Facilities Authority PO Box 2268 Augusta, ME 04338	Maine Public Employees Retirement System PO Box 349 Augusta, ME 04332-0349	Maine Turnpike Authority 2360 Congress Street Portland, ME 04102
Maine Community College System 323 State Street Augusta, ME 04330	Maine Municipal Bond Bank PO Box 2268 Augusta, ME 04338	Maine State Housing Authority 89 State House Station 353 Water Street Augusta, ME 04330	University of Maine System 5703 Alumni Hall, Suite 101 Orono, ME 04469

#### Related Organizations

Officials of the State's primary government appoint a voting majority of the governing board of the Maine Veteran's Home. The primary government has no material accountability for this organization beyond making board appointments.



**B. GOVERNMENT-WIDE AND FUND FINANCIAL STATEMENTS****Government-Wide Financial Statements**

The Statement of Net Position and Statement of Activities report information on all non-fiduciary activities of the primary government and its component units. Primary government activities are distinguished between governmental and business-type activities. Governmental activities generally are financed through taxes, intergovernmental revenues, and other non-exchange revenues. Business-type activities are financed in whole or in part by fees charged to external parties for goods or services.

The *Statement of Net Position* presents the reporting entity's non-fiduciary assets, deferred outflows of resources, liabilities, deferred inflows of resources, and net position. Net position is reported in three components:

**Net investment in capital assets** component consists of capital assets, net of accumulated depreciation, reduced by the outstanding balances of bonds, mortgages, notes, or other borrowings that are attributable to the acquisition, construction, or improvement of those assets.

**Restricted component of net position** consists of restricted assets reduced by liabilities and deferred inflows of resources related to those assets. Generally, a liability relates to restricted assets if the asset results from a resource flow that also results in the recognition of a liability or if the liability will be liquidated with the restricted assets reported. Constraints placed on restricted components of net position are either externally imposed by creditors, grantors, contributors, and the like, or imposed by law through constitutional provisions or enabling legislation. The government-wide statement of net position reports \$690.0 million of restricted net position, of which \$527.6 million is restricted by enabling legislation.

**Unrestricted component of net position** consists of the net amount of assets, deferred outflows of resources, liabilities, and deferred inflows of resources that do not meet the definition of the two preceding categories. The unrestricted component of net position often is designated, to indicate that management does not consider it to be available for general operations and often have constraints on resources that are imposed by management, but can be removed or modified.

The *Statement of Activities* demonstrates the degree to which the direct expenses of a given function or segment is offset by program revenues. Direct expenses are those that are clearly identifiable within a specific function. Program revenues include 1) charges to customers or applicants who purchase, use, or directly benefit from goods, services, or privileges provided by a given function, and 2) grants and contributions that are restricted to meeting the operational or capital requirements of a particular function. Taxes and other items not meeting the definition of program revenues are instead reported as general revenues.

**Fund Financial Statements**

Separate financial statements are provided for governmental funds, proprietary funds, and fiduciary funds, even though the latter are excluded from the government-wide statements. Major individual governmental funds and major individual proprietary funds are reported as separate columns in the fund financial statements, with non-major funds being combined into a single column.

**C. MEASUREMENT FOCUS, BASIS OF ACCOUNTING AND FINANCIAL STATEMENT PRESENTATION****Measurement Focus and Basis of Accounting**

The government-wide statements are reported using the economic resources measurement focus and the accrual basis of accounting, as are the proprietary and fiduciary fund financial statements except for agency funds which have no measurement focus. Revenues are recorded when earned and expenses are recorded when a liability is incurred, regardless of the timing of cash flows. Property taxes are recognized as revenues in the year for which they are levied. Grants and similar items are recognized as revenues as soon as all eligibility requirements imposed by the provider have been met.

Proprietary funds distinguish operating revenues and expenses from nonoperating items. Operating revenues and expenses generally result from providing services and producing and delivering goods in connection with a proprietary fund's principal ongoing operations. All revenues and expenses not meeting this definition are reported as non-operating revenues and expenses.

Governmental fund statements are reported using the current financial resources measurement focus and the modified accrual basis of accounting. Revenues are recognized in the governmental funds when they become susceptible to accrual, generally when they become both measurable and available. "Available" means earned and collected or expected to be collected within the current period or soon enough thereafter to pay liabilities of the current period. For this purpose, the State generally considers revenues available if they are collected within 60 days of the end of the fiscal year.

Significant revenues susceptible to accrual include: income taxes, sales and use taxes, and other taxes; federal grants; federal reimbursements; and other reimbursements for use of materials and services. Revenues from other sources are recognized when received because they are generally not measurable until received in cash. Property taxes are recognized as revenue in the year for which they are levied, provided the "available" criterion is met.

The State Tax Assessor levies taxes on properties located in the unorganized territory of Maine by August 1 of each year, and on telecommunications personal properties statewide by March 30 of each year. Unorganized territory property taxes are due on October 1 and telecommunications personal property taxes are due on August 15. Formal collection procedures begin on November 1, and unpaid property taxes become a lien no later than March 15 of the fiscal year for which they are levied.

Expenditures are generally recorded when a liability is incurred. However, expenditures related to claims and judgments, debt service and compensated absences are recorded only when payment is due and payable.

### **Financial Statement Presentation**

The State reports the following major governmental funds:

The *General Fund* is the State's primary operating fund. It accounts for all financial resources except those required to be accounted for in another fund.

The *Highway Fund* accounts for the regulation, construction and maintenance of State highways and bridges and is funded by motor fuel taxes, motor vehicle license and registration fees, special State appropriations, and other charges.

The *Federal Fund* accounts for grants and other financial assistance received from the federal government, including federal block grants, that are legally restricted to expenditures for purposes specified in the grant awards or agreements.

The *Other Special Revenue Fund* accounts for specific revenue sources that are legally required to be expended for specified purposes, and the related current liabilities, including some major capital projects that are not accounted for in the Highway and Federal Funds. Examples of the most significant types of revenue sources include: Fund for a Healthy Maine (tobacco settlement revenue), State municipal revenue sharing, hospital and service provider taxes, and oil transfer fees.

The State reports the following major enterprise fund:

The *Maine Employment Security Fund* receives contributions from employers and provides unemployment compensation benefits to eligible unemployed workers.

Additionally, the State reports the following fund types:

### **Governmental Fund Types:**

*Special Revenue Funds* include operating fund activities financed by specific revenue sources that are legally restricted for specified purposes. An example is funds for acquisition of public reserved lands.

*Capital Projects Funds* account for the acquisition or construction of major capital assets and other programs financed by bond proceeds.

*Permanent Trust Funds* report resources that are legally restricted to the extent that only earnings, and not principal, may be used for purposes that benefit the government or its citizenry. Examples include the Baxter State Park Fund and Baxter Park Wilderness Fund.

### **Proprietary Fund Types:**

*Enterprise Funds* report the activities for which fees are charged to external users for goods or services, such as the unemployment compensation program, lottery operations and transportation services.

*Internal Service Funds* provide goods or services primarily to other agencies or funds of the State, rather than to the general public. These goods and services include printing and mailing services, supplies warehousing, information technology, fleet management, risk management, health-related benefits, and financing for acquisition and construction of governmental facilities.

### **Fiduciary Fund Types:**

*Pension (and Other Employee Benefit) Trust Funds* report resources that are required to be held in trust for members and beneficiaries of the State's pension, death and disability benefit plans. These resources are managed by the Maine Public Employees Retirement System (MPERS). The fund also reports resources that are required to be held in trust for members and beneficiaries of the State and for MPERS' retiree healthcare benefits. The investment trusts, managed by the Maine Public Employees Retirement System, hold the long-term investments. The trustees of the Healthcare Other Employee Benefit Trust Fund are the State Controller and State Treasurer.

*Private Purpose Trust Funds* report resources of all other trust arrangements in which principal and income benefit individuals, private organizations, or other governments. Examples include Abandoned Property, Public Reserved Lands and the Permanent School funds.

*Agency Funds* report assets and liabilities for deposits and investments entrusted to the State as an agent for others. Examples include amounts held for payroll withholdings, inmate and student guardianship accounts.

**D. FISCAL YEAR-ENDS**

All funds and discretely presented major component units are reported using fiscal years which end on June 30, except for the Maine State Housing Authority and Maine Turnpike Authority, which utilize December 31 year-ends.

**E. ASSETS, DEFERRED OUTFLOWS OF RESOURCES, LIABILITIES, DEFERRED INFLOWS OF RESOURCES AND NET POSITION/FUND BALANCE****Equity in Treasurer's Cash Pool**

The State pools cash and cash equivalents for a variety of State agencies and public sector entities. The pooled balances are reported at fair value. Interest earned on pooled cash is allocated to the various funds, generally based on their average equity balances. The Treasurer's Cash Pool has the general characteristics of a demand deposit account and is comprised primarily of prime commercial paper, repurchase agreements, U.S. Treasury Bills, U.S. Treasury Notes, and other U.S. Agency Obligations, certificates of deposit, and corporate bonds.

For component units that participate in the cash pool, equity is shown at fair value.

**Cash and Cash Equivalents**

Cash equivalents consist of short-term investments that mature within three months. On the Statement of Cash Flows, the amount reported as "Cash and Cash Equivalents" is equal to the total of the amounts reported on the Statement of Net Position as "Equity in Treasurer's Cash Pool," "Cash and Cash Equivalents," "Cash with Fiscal Agent," "Restricted Equity in Treasurer's Cash Pool," and "Restricted Deposits and Investments."

**Cash with Fiscal Agent**

Cash with Fiscal Agent in Governmental Funds represents cash that will be used for debt service on bonds and unspent proceeds of bonds and Certificates of Participation.

Cash with Fiscal Agent in Proprietary Funds represents proceeds of Certificates of Participation and other financing arrangements that have not been spent.

Other investments of the State are carried at fair value. Donated investments are stated at fair value at the date of donation.

**Investments Held on Behalf of Others**

These assets include amounts held by the State in a fiduciary capacity, acting as either a trustee or an agent for individuals, organizations or other funds. Generally, these investments are reported at fair value or at amortized cost which approximates fair value. The State also holds \$124.5 million of Workers' Compensation, \$59.7 million of Bureau of Insurance, and \$34.5 million of Maine Department of Labor surety bonds and letters of credit that are not reflected on the financial statements.

**Restricted Deposits and Investments**

Restricted deposits and investments include: unemployment tax receipts deposited with the United States Treasury that are drawn down to pay unemployment benefits; cash and investments of the Maine Governmental Facilities Authority, a blended component unit that has been independently audited; unspent bond proceeds, and funds invested in Certificates of Deposit and other investments at various financial institutions within the State. The financial institutions lend these deposits and investments to local commercial and agricultural enterprises to foster economic growth in Maine.

**Inventories**

The costs of materials and supplies of the Governmental Funds are reported as expenditures when purchased. Undistributed vaccines and food commodities are reported as inventory and unearned revenue in the Federal Fund. Revenues and corresponding expenditures are recognized when food stamps are used (EBT cards), and when vaccines and food commodities are issued. Inventories of materials and supplies in the Proprietary Funds are determined by physical counts and by perpetual inventory systems. Proprietary Fund inventories are stated at cost or average cost.

Inventories included in the component unit column are stated at the lower of cost or market (using the first-in, first-out method).

**Receivables**

Receivables consist primarily of amounts due to the State from taxpayers and service providers. Also included in receivables are amounts due but not yet remitted to the State from lottery sales by agents. Loans receivable for the primary government represent low interest financing arrangements to construct and modernize agricultural storage facilities and local commercial enterprises, as well as Department of Transportation loans to local governments. Receivables in the component units' column arise in the normal course of business. Receivables are stated net of estimated allowances for uncollectible amounts that are determined based upon past collection experience and aging of the accounts.

**Interfund Transactions and Balances**

Numerous transactions are made between funds to finance operations, provide services, and acquire or construct assets. To the extent that transactions between funds were not completed as of June 30, interfund receivables and payables have been recorded in the fund financial statements. Interfund receivables and payables have been eliminated from the Statement of Net Position.

Long-term loans made by one fund to another are classified as "Working Capital Advances Receivable" and "Working Capital Advances Payable." In the fund financial statements, advances receivable are offset by nonspendable fund balance designations indicating that the long-term loans do not constitute expendable financial resources.

**Due from/to Primary Government/Component Units**

Numerous transactions are made between the primary government and component units to finance operations, provide services, acquire or construct assets, or repay bonds. To the extent that transactions between funds were not completed as of June 30, "Due from Primary Government" and "Due to Component Unit" receivables and payables have been recorded. Two component units have December 31 year ends, therefore the "due to" and "due from" amounts may differ.

**Due from/to Other Governments**

Due from/to Other Governments represents amounts receivable from or payable to municipalities or the federal government. Due from Other Governments represents primarily federal grants receivable for Medicaid claims, other health and human services programs, and federal grants receivable for transportation-related expenditures. Due from Other Governments in the component units column represents amounts receivable for grants, bond repayment and retirement benefits. Due to Other Governments primarily consist of amounts owed to municipalities for Municipal Revenue Sharing and the federal government for Medicaid cost recoveries from providers.

**Capital Assets**

Capital assets, which include land, buildings, equipment and infrastructure assets (e.g., roads, bridges, ramps and similar items), are reported in the government-wide statements and applicable fund financial statements. Capital assets that are used for governmental activities are only reported in the government-wide statements. The State capitalizes governmental fund buildings valued at \$1 million or more and proprietary fund buildings valued at \$100 thousand or more. Governmental fund equipment is capitalized at \$10 thousand or more and proprietary fund equipment is capitalized at \$5 thousand or more. Governmental and proprietary fund software is capitalized at \$1 million or more. All land, regardless of value, is capitalized. Capital assets are recorded at cost or, if donated, at acquisition value at date of acquisition. In some instances, capital assets historical cost were not available. The costs of these assets at the date of acquisitions have been estimated.

In the government-wide statements, most capital assets are depreciated on a straight-line basis over the assets' estimated useful lives, which are 10-40 years for software, buildings and improvements, and 2-25 years for equipment. The State uses the modified approach for reporting its significant infrastructure assets. As long as the State maintains and preserves its infrastructure assets at pre-determined condition levels, maintenance costs are expensed and depreciation is not reported. This approach is discussed further in the Required Supplementary Information.

Capital assets of component units are capitalized upon purchase and depreciated over their estimated useful lives. Interest incurred during construction is capitalized. The estimated useful lives of fixed assets are 5-60 years for non-road structures and improvements and 3-15 years for equipment, furniture, fixtures and vehicles. Component units reflect infrastructure in improvements other than buildings and record depreciation expense on them. The Maine Turnpike Authority (MTA) uses the modified approach for reporting its significant infrastructure assets. As long as MTA maintains and preserves its infrastructure assets at pre-determined condition levels, maintenance costs are expensed and depreciation is not reported.

**Deferred Outflows of Resources**

Deferred outflows of resources are defined as a consumption of net assets by the government applicable to a future period; they increase net position, similar to assets. Note 15 provides further detail on the components of deferred outflows of resources.

**Accounts Payable**

Accounts payable represent the gross amount of expenditures or expenses incurred as a result of normal operations, but for which no actual payment has yet been issued to vendors/providers. Incurred but not paid (IBNP) Medicaid claims settlements are actuarially estimated. The IBNP estimate recorded at June 30, 2019 is \$259.0 million.

**Tax Refunds Payable**

The amount of collected or accrued tax revenues that will be refunded is estimated and accrued as a General Fund liability.

**Claims Payable**

Claims payable represent workers' compensation, retiree health, employee health, and other claims payable, including actual claims submitted and actuarially determined claims incurred but not reported. The actuarially determined claims liability is discounted and presented at net present value.

**Compensated Employee Absences**

In the government-wide statements and proprietary fund financial statements, compensated absences are recorded as a long-term liability as required by GASB. In the governmental fund financial statements, vested or accumulated leave is reported as an expenditure and fund liability when incurred upon retirement, termination or death. Sick and vacation payments to terminated employees as of June 30, 2019 but paid after the fiscal year end are also reported in the funds. Approximately 57 percent of the governmental fund compensated absences are liquidated by the general fund. In the discretely presented component units, employees' accumulated compensated absences are recorded as an expense and liability as the benefits accrue.

**Net Pension Liability**

For purposes of measuring the net pension liability and deferred outflows/inflows of resources related to pensions, and pension expense, information about the fiduciary net position of the Maine Public Employees Retirement System (MPERS) and additions/deductions from MPERS' fiduciary net position have been determined on the same basis as they are reported by MPERS. For this purpose, benefit payments (including refunds of employee contributions) are recognized when due and payable in accordance with the benefit terms. The primary government's proportionate share of pension amounts were further allocated to proprietary funds based on the salaries paid by each proprietary fund. Pension investments are reported at fair value. Note 9 provides further detail on the net pension liability.

**OPEB Liability**

The total OPEB liability is the portion of the actuarial present value of projected benefit payments attributed to past periods of employee service. It is the liability of employers and nonemployer contributing entities to employees for benefits provided through an OPEB plan that is not administered through a trust. The net OPEB liability is the liability of employers and nonemployer contributing entities to employees for benefits provided through a defined benefit OPEB plan that is administered through a trust.

**Deferred Inflows of Resources**

Deferred inflows of resources are defined as an acquisition of net assets by the government applicable to a future period; they decrease net position, similar to liabilities. Note 15 provides further detail on the components of deferred inflows.

**Loans Payable to Component Units**

In the Statement of Net Position, the amount of bond proceeds received by a component unit for unmatured GARVEE, TransCap and Liquor Revenue bond proceeds is called "Loans Payable to Component Unit." The offsetting receivables are classified as "Loans Receivable from Primary Government."

**Long-Term Obligations**

In the government-wide statements and proprietary fund financial statements, long-term debt and other long-term obligations are recorded as liabilities.

In the fund financial statements, governmental fund types recognize the face amount of debt issued as other financing sources.

**Net Position/Fund Balances**

The difference between assets, deferred outflows of resources, liabilities and deferred inflows of resources is "Net Position" on the government-wide, proprietary and fiduciary fund statements and "Fund Balances" on governmental fund statements.

**Fund Balance Restrictions**

Fund balances for governmental funds have been classified in accordance with GASB Statement No. 54.

The State reported the following fund balance restrictions:

*Nonspendable Fund Balance* - indicates items that cannot be spent. This includes activity that is not in a spendable form (inventories, prepaid amounts, long-term portion of loans/notes receivable, or property held for resale unless those proceeds are restricted, committed or assigned) and activity that is legally or contractually required to remain intact, such as a principal balance in a permanent fund.

*Restricted Fund Balances* - include balances that are legally restricted for specific purposes due to constraints that are either externally imposed by creditors, grantors, contributors, or imposed by law through a constitutional provision or enabling legislation.

*Committed Fund Balances* - indicates assets can be used only for specific purposes pursuant to constraints imposed by a formal action of the Maine Legislature through Legislation passed into law.

*Assigned Fund Balances* - include amounts constrained by the State's intent to be used for a specific purpose, but are neither restricted nor committed. The State has two types of intent authorized by statute. Management decisions are made in accordance with statutory powers and duties, including encumbrances. Legislative assignments include formal actions passed into law that lapse with the passage of time and do not require additional legislation. For governmental funds, other than the General Fund, this is the residual amount within the fund that is not restricted or committed.



*Unassigned Fund Balance* – is the residual amount of the General Fund not included in the four categories described above. Also, any deficit fund balances within the other governmental fund types are reported as unassigned.

#### **F. REVENUES AND EXPENDITURES/EXPENSES**

In the government-wide Statement of Activities, revenues and expenses are segregated by activity (governmental or business-type), then further by function (e.g., governmental support & operations, education, health & human services, etc.). Additionally, revenues are classified between program and general revenues. Program revenues include: charges to customers or applicants for goods, services, or privileges provided; operating grants and contributions; and capital grants and contributions. Internally dedicated resources are reported as general revenues, rather than as program revenue. General revenues include all taxes. Certain indirect costs are included in the program expenses reported for individual functions.

The State's policy is that restricted amounts are spent first when an expenditure is incurred for purposes for which both restricted and unrestricted (committed, assigned, or unassigned) amounts are available. Within unrestricted fund balance, the State's policy is that committed amounts are reduced first, followed by assigned amounts, and then unassigned amounts when expenditures are incurred for purposes for which amounts in any of those unrestricted fund balance classifications could be used.

In the governmental fund financial statements, expenditures are reported by function. Capital outlay expenditures for real property or infrastructure (e.g. highways) are included with expenditures by function.

Revenues and expenses of proprietary funds are classified as operating or nonoperating and are subclassified by object (e.g. general operations and depreciation). Operating revenues and expenses generally result from providing services and producing and delivering goods. All other revenues and expenses are reported as nonoperating, capital contributions, transfers or special items.

#### **NOTE 2 - BUDGETING AND BUDGETARY CONTROL, AND LEGAL COMPLIANCE**

##### **Appropriation Limits**

The total General Fund appropriation for each fiscal year of the biennium in the Governor's budget submission to the Legislature may not exceed the General Fund appropriation of the previous fiscal year multiplied by one plus the average real personal income growth rate, as defined in Title 5 Maine Revised Statutes Annotated (MRSA) § 1665, subsection 1, plus the average forecasted inflation rate. "Average forecasted inflation rate" means the average forecasted change in the Consumer Price Index underlying the revenue projections developed by the Revenue Forecasting Committee.

This appropriation limitation may be exceeded only by the amount of the additional costs or the lost federal revenue from the following exceptional circumstances: unfunded or under-funded new federal mandates; losses in federal revenues or other revenue sources; citizens' initiatives or referenda that require increased State spending; court orders or decrees that require additional State resources to comply with the orders or decrees; and sudden or significant increases in demand for existing State services that are not the result of legislative changes that increased eligibility or increased benefits.

The Governor may designate exceptional circumstances that are not explicitly defined, but meet the intent of, this statute. "Exceptional circumstances" means an unforeseen condition or conditions over which the Governor and the Legislature have little or no control. Exceptional circumstances do not apply to new programs or program expansions that go beyond existing program criteria and operation.

##### **Budget Stabilization Fund**

The Maine Budget Stabilization Fund, a fund designation established under Title 5 MRSA C. 142, is included in the \$237.1 million unassigned General Fund fund balance. Amounts in the stabilization fund may be expended only to offset a General Fund revenue shortfall. The Governor may also allocate funds for payment of death benefits for law enforcement officers, firefighters and emergency medical services personnel.

Balances in the fund do not lapse, but carry forward each year. Money in the fund may be invested with any earnings credited to the fund except when the fund is at its statutory cap. The State Controller is required to transfer to the fund 80 percent of the amount available from the unappropriated surplus after all required deductions of appropriations, budgeted financial commitments and adjustments at the close of each fiscal year when the fund is not at its statutory cap. In accordance with the statute, the State Controller made the required \$18.1 million transfer for fiscal year 2019. The State Controller also transferred \$19.8 million from the General Fund unappropriated surplus to the Budget Stabilization Fund in accordance with Public Law 2019, Chapter 343, Part JJJ-1. In accordance with Public Law 2017, Chapter 284 Part EEEEEEE, \$19.2 million was transferred from the Budget Stabilization Fund to a Reserve for Riverview Psychiatric Center.



The statutory cap for the fund is 18 percent of the total General Fund revenue received in the immediately preceding fiscal year. At the close of the fiscal year, the cap is based on the revenue received in the fiscal year being closed. Based on fiscal year 2019 actual General Fund revenue, the statutory cap at the close of fiscal year 2019 and during fiscal year 2019 was \$692.7 million. At the close of fiscal year 2019, the balance of the Maine Budget Stabilization Fund was \$297.2 million. No reductions to the Maine Budget Stabilization Fund balance are required when it exceeds the balance of the statutory cap as a result of a decline of General Fund revenue.

### Budget Stabilization Fund Activity

(Expressed in Thousands)

Balance, beginning of year	\$ 272,861
Increase in fund balance	<u>24,349</u>
Balance, end of year	<u><u>\$ 297,210</u></u>

### Budget and Budgetary Expenditures

The gross unified budget bills and budget document encompass resources from the General Fund, Highway Fund, Federal Expenditures Fund, Federal Block Grant Fund, Other Special Revenue Fund, internal service funds and enterprise funds. Separate gross unified budget bills must be submitted for the General Fund and the Highway Fund. All funds except trust and agency funds, bond funds and costs of goods sold expenditures in internal service funds and enterprise funds are subject to legislative allocation. The biennial budget sets forth proposed expenditures for the administration, operation and maintenance of the departments and agencies of the State Government; all interest and debt redemption charges during each fiscal year and all expenditures for capital projects to be undertaken and executed during each fiscal year. Within this structure, budgetary control by agency is maintained at the program and line category level. The State Budget Officer and the Governor must approve budget revisions during the year, reflecting program changes or intradepartmental administrative transfers.

Except in specific instances, only the Legislature may transfer appropriations between departments. Changes in appropriation, allocation, or funding for new programs are presented to the Legislature as supplemental budgets or separate pieces of legislation. For the year ended June 30, 2019, the Legislature increased appropriations to the General Fund by \$115.6 million.

Actual expenditures did not exceed legislatively authorized appropriations at the Department level; therefore, the State complied with all related budget laws at the legal level.

### Governmental Fund Balances - Restricted, Committed and Assigned

The State's fund balances represent: (1) restricted purposes, which include balances legally restricted for specific purposes due to constraints that are externally imposed by creditors, grantors, contributors, or laws or regulations of other governments; (2) committed purposes, which include balances that can only be used for specific purposes pursuant to constraints imposed by formal action of the Legislature; (3) assigned purposes, which includes balances that are constrained by government's intent to be used for specific purposes, but are neither restricted nor committed. A summary of the nature and purpose of these fund balance types at June 30, 2019 are detailed on the following pages.

### Governmental Fund Balances

(Expressed in Thousands)

	<u>NSIF</u>	<u>Restricted</u>	<u>Committed</u>	<u>Assigned</u>
<b>General Fund:</b>				
Education	\$ -	\$ -	\$ -	\$ 34,778
Economic & Community Development	-	-	234	2,399
Governmental Support & Operations	-	-	-	60,509
Treasury	-	-	-	16,305
Public Safety	-	1,373	-	904
Defense, Veterans & Emergency Management	-	-	-	2,024
Natural Resources Development & Protection	-	2,740	-	-
All Other	4,086	-	-	4,988
Total	<u>\$ 4,086</u>	<u>\$ 4,113</u>	<u>\$ 234</u>	<u>\$ 121,907</u>
<b>Highway Fund:</b>				
Transportation, Highway & Bridge Construction	\$ -	\$ 34,859	\$ -	\$ -
Total	<u>\$ -</u>	<u>\$ 34,859</u>	<u>\$ -</u>	<u>\$ -</u>

**Governmental Fund Balances**  
(Expressed in Thousands)

	<u>NSIF</u>	<u>Restricted</u>	<u>Committed</u>	<u>Assigned</u>
<b>Federal Fund:</b>				
Governmental Support & Operations	\$ -	\$ 3,315	\$ -	\$ -
Health & Human Services	\$ -	\$ 1,903	\$ -	\$ -
Justice & Protection	-	1,458	-	-
Public Safety	-	2,354	-	-
Transportation - Highway & Bridge Construction	-	2,546	-	-
All Other	3,757	34	-	-
Total	<u>\$ 3,757</u>	<u>\$ 11,610</u>	<u>\$ -</u>	<u>\$ -</u>
<b>Other Special Revenue Fund:</b>				
Business Licensing & Regulation	\$ -	\$ 1,889	\$ -	\$ -
Workers Compensation Board	-	19,288	-	-
Professional & Financial Regulation	-	57,093	-	1,037
Public Utilities Commission	-	12,895	-	6,285
Economic & Community Development	-	32,956	8,422	-
Governmental Support & Operations	-	42,559	25,184	2,626
Liquor Bond	-	21,599	-	-
Bonds for Highway & Bridge Construction	-	143,137	-	-
Health & Human Services	-	1,263	-	-
Aging & Disability Services	-	-	-	1,321
Fund for Healthy Maine	-	-	49,416	-
Office of Family Independence	-	4,958	-	-
Office of the Commissioner	-	-	-	1,192
Substance Abuse & Mental Health	-	-	10,231	-
Centers for Disease Control & Prevention	-	1,958	3,050	-
MaineCare	-	-	-	51,642
Defense, Veterans & Emergency Management	-	2,113	-	1,695
Justice & Protection	-	85,775	-	5,783
Public Safety	-	10,527	-	1,781
Natural Resources Development & Protection	-	1,055	-	-
Agriculture & Conservation	-	5,476	3,457	15,471
Environmental Protection	-	24,371	2,425	-
Inland Fisheries & Wildlife	-	12,168	-	-
Marine Resources	-	4,394	-	4,876
Transportation Safety & Development	-	5,112	1,732	1,974
Transportation - Highway & Bridge Construction	-	38,940	-	-
Motor Vehicles	-	7,909	-	-
Multimodal Transportation	-	-	18,482	-
Transcap	-	-	18,000	-
All Other	-	1,341	-	-
Total	<u>\$ -</u>	<u>\$ 538,776</u>	<u>\$ 140,399</u>	<u>\$ 95,683</u>
<b>Other Governmental Funds:</b>				
	<u>NSIF</u>	<u>Restricted</u>	<u>Permanent</u>	
Capital Projects - Agriculture & Conservation	\$ -	\$ 13,004	\$ -	
Capital Projects - Higher Education	-	3,994	-	
Capital Projects - Justice & Protection	-	1,981	-	
Capital Projects - Multimodal Transportation	-	84,714	-	
Capital Projects - Economic & Community Development	-	1,170	-	
Capital Projects - Environmental Protection	-	3,634	-	
Capital Project - Treasury	-	10,413	-	
Capital Projects - Other	-	235	-	
Permanent Funds - Baxter Park	-	-	8,610	
Permanent Funds - Baxter Park Wilderness Trust	-	-	23,812	
Permanent Funds - All Others	-	-	23,464	
Special Revenue Funds - Baxter Park	-	87,700	-	
Special Revenue Funds - Baxter Park Wilderness Trust	-	530	-	
Special Revenue Funds - All Other	-	387	-	
Total	<u>\$ -</u>	<u>\$ 207,762</u>	<u>\$ 55,886</u>	

**NOTE 3 - ACCOUNTING CHANGES AND RESTATEMENTS****ACCOUNTING CHANGES**

During fiscal year ended June 30, 2019, the State implemented the following accounting standards that had no impact on the State's financial statements:

GASB Statement No. 83, *Certain Asset Retirement Obligations*. This Statement will enhance comparability of financial statements among governments by establishing uniform criteria for governments to recognize and measure certain AROs, including obligations that may not have been previously reported. This Statement also will enhance the decision-usefulness of the information provided to financial statement users by requiring disclosures related to those AROs.

GASB Statement No. 88, *Certain Disclosures Related to Debt, including Direct Borrowings and Direct Placements*. The requirements of this Statement will improve financial reporting by providing users of financial statements with essential information that currently is not consistently provided. In addition, information about resources to liquidate debt and the risks associated with changes in terms associated with debt will be disclosed. As a result, users will have better information to understand the effects of debt on a government's future resource flows.

**Change in Accounting Estimate**

The Maine Military Authority enterprise fund was created to fund activities of the Maine Military Authority (MMA). These activities included operating the Maine Readiness Sustainment Maintenance Center and maintaining, rebuilding, repairing, storing and manufacturing equipment for: the State and its political subdivisions; the United States Department of the Army, Department of the Air Force, Department of the Navy and Department of Homeland Security; and, foreign governments working in conjunction with the foreign military sales program of the United States Department of Defense.

By the close of fiscal year 2019, virtually all MMA activities were curtailed to completing a single contract, which was reflected by a significant decrease in their workforce and operations.

The State allocates its pension and other postemployment benefit costs to all funds based on a 5-year rolling average payroll. Since facts and circumstances changed regarding the number of personnel comprising the MMA enterprise fund, the State's General Fund recognized MMA's previously reported \$15.8 million in pension and other postemployment benefit liabilities as a change in accounting estimate.

See Note 19 – Special Items for additional discussion.

**Restatements - Primary Government**

The State of Maine increased its Other Governmental Fund beginning fund balance by \$21.9 million to recognize two additional trust funds. The new Special Revenue fund, Revenue on Baxter Park Wilderness Trust, increased \$1.0 million to recognize the spendable portion of the trust. The new Permanent fund, Baxter Park Wilderness Trust increased \$20.9 million to recognize the non-spendable portion of the trust. In addition, the beginning fund balance was increased for the Other Special Revenue Fund and decreased for the General Fund to reflect a \$2.1 million dollar accrual for the Dairy Stabilization Fund which should have been reflected at fiscal year end June 30, 2018.

**GASB 75 Restatement – Component Unit**

The Maine Turnpike Authority reduced its net position by \$29.1 million as a result of implementing GASB 75.

**NOTE 4 - DEFICIT FUND BALANCES/NET POSITION****PROPRIETARY FUNDS**

Five internal service funds showed deficits for the fiscal year ended June 30, 2019. The Workers' Compensation Fund reported a deficit of \$20.5 million, which reflects accruals for actuarially determined claims payable. The Leased Space Fund had a deficit of \$6.0 million because rates charged were insufficient to cover expenses incurred. The Postal, Printing & Supply fund reported a deficit of \$8.0 million because expenses are recognized when incurred; however, related revenue is not earned until jobs are satisfactorily completed. All of the deficits mentioned above are expected to be funded by future service charges. The remaining two internal service funds, Financial and Personnel Services and Information Services, reported deficits of \$33.9 million and \$53.9 million, respectively. These deficits are primarily the result of the implementation of GASB Statement No. 68, Accounting and Financial Reporting for Pensions, in Fiscal Year 2015, which required the recognition of the entire net pension liability and the restatement of beginning net position due to the implementation of GASB Statement No. 75, Accounting and Financial Reporting for Postemployment Benefits Other Than Pension.

Two enterprise funds showed deficits for the fiscal year ended June 30, 2019. Maine Military Authority and Consolidated Emergency Communications Fund reported deficits of \$5.8 million and \$8.5 million, respectively. The deficits for these funds are primarily the result of the implementation of GASB Statement No. 68, Accounting and Financial Reporting for Pensions, in Fiscal Year 2015, which required the recognition of the entire net pension liability and the restatement of beginning net position due to the implementation of GASB Statement No. 75, Accounting and Financial Reporting for Postemployment Benefits Other Than Pension. For additional information on the Maine Military Authority, see Note 19, Special Items.

**NOTE 5 - DEPOSITS AND INVESTMENTS**

Title 5 MRSA § 135 governs the deposit and investment policies of the State of Maine Office of the State Treasurer. The Treasurer may deposit State funds, including trust funds of the State, in any of the banking institutions (including trust companies, State or federal savings and loan associations, and mutual savings banks) organized under the laws of this State and any national bank or federal savings and loan association located in the State.

The State follows the practice of pooling cash and cash equivalents for a variety of State agencies and public sector entities. The Treasurer may invest funds that exceed current obligations, with the concurrence of the State Controller or the Commissioner of Administrative and Financial Services and the consent of the Governor.

Approved investments include bonds, notes, certificates of indebtedness, other obligations of the United States that mature not more than 36 months from the date of investment; repurchase agreements secured by obligations of the United States that mature within the succeeding 12 months; prime commercial paper with maturities not exceeding 270 days from the date of purchase; tax-exempt obligations that mature not more than 36 months from the date of investment and have a long-term rating of no less than "AA" or the equivalent; corporate bonds rated "AAA" that mature within 36 months from the date of investment; banker's acceptances with an original maturity not exceeding 180 days and rated in the highest short-term category by at least one nationally recognized securities rating organization (NRSRO); and "no-load" shares of an investment company registered under the Federal Investment Company Act of 1940, which are rated "AAAm" or "AAAm-G" by Standard & Poor's, or the equivalent by another NRSRO. Although authorized to do so, the Treasurer does not participate in the securities loan market.

Investment policies of the permanent trusts are governed by Title 5 MRSA § 138. The Treasurer, with the approval of the Commissioner of Administrative and Financial Services, the Superintendent of Financial Institutions and the Attorney General, shall invest the funds in securities that are legal investments in accordance with Title 9-B MRSA. The investments need not be segregated to the separate trusts, but the identity of each trust must be maintained. The Treasurer may enter into custodial care and servicing contracts or agreements negotiated in accordance with the laws of this State for the handling of funds held in trust.

No amounts exceeding 25 percent of the capital, surplus, and undivided profits of any trust company or national bank or 25 percent of the reserve fund and undivided profits of a mutual savings bank or State or federal savings and loan association, shall be on deposit in any one institution at any one time. This restriction does not apply to deposits subject to immediate withdrawal to meet the payment of any bonded debt or interest or to pay current bills or expenses of the State. Also exempt are deposits secured by the pledge of certain securities as collateral or fully covered by insurance.

With assistance from the Finance Authority of Maine, the Treasurer participates in a restricted deposit program to encourage banks to provide loans at two percent below market rate. The Treasurer may invest up to \$8 million in lending institutions at a two percent lower-than-market rate provided the lenders pass the rate reduction on to the borrowers. This program earmarks \$4 million for loans to agricultural enterprises and the other \$4 million are designated for commercial entities.

The Primary Government's Deposits and Investments, excluding component units that are fiduciary in nature, at June 30, 2019 are as follows:

**Primary Government Deposits and Investments**

(Expressed in Thousands)

	<b>Governmental Activities</b>	<b>Business- Type Activities</b>	<b>Private Purpose Trusts</b>	<b>Agency Funds</b>	<b>Total</b>
Equity in Treasurer's Cash Pool	\$ 1,466,738	\$ 13,365	\$ 661	\$ 16,636	\$ 1,497,400
Cash and Cash Equivalents	217	2,382	2,433	27	5,059
Cash with Fiscal Agent	177,845	-	-	-	177,845
Investments	144,165	-	21,335	-	165,500
Restricted Equity in Treasurer's Cash Pool	121,401	-	-	-	121,401
Restricted Deposits and Investments	4,706	488,125	-	11	492,842
Investments Held on Behalf of Others	-	-	-	62,725	62,725
<b>Total Primary Government</b>	<b>\$ 1,915,072</b>	<b>\$ 503,872</b>	<b>\$ 24,429</b>	<b>\$ 79,399</b>	<b>\$ 2,522,772</b>

**Interest Rate Risk** – Interest rate risk is the risk that changes in interest rates of debt investments will adversely affect the fair value of an investment. In general, the State holds securities to maturity. All debt securities are reported at full-term.

The following table provides the segmented time distribution of the Primary Government's investments at June 30, 2019:

**Maturities in Years**  
(Expressed in Thousands)

	<u>Less than 1</u>	<u>1-5</u>	<u>6-10</u>	<u>11-20</u>	<u>More than 20</u>	<u>No Maturity</u>	<u>Fair Value</u>
<i>Governmental and Business-Type Activities, excluding Non-Major Special Revenue and Permanent Funds</i>							
US Instrumentalities	\$ 189,465	\$ 279,801	\$ -	\$ -	\$ -	\$ -	\$ 469,266
US Treasury Notes	248,701	9,439	-	-	-	-	258,140
Corporate Notes and Bonds	9,433	16,078	-	-	-	-	25,511
Commercial Paper	263,550	-	-	-	-	-	263,550
Certificates of Deposit	133,314	103,986	-	-	-	-	237,300
Cash and Cash Equivalents	1,459	-	-	-	-	353,583	355,042
Unemployment Fund	-	-	-	-	-	488,125	488,125
<i>Private-Purpose Trusts, Agency Funds, and Non-Major Special Revenue and Permanent Funds</i>							
US Instrumentalities	2,036	2,998	261	423	1,278	-	6,996
US Treasury Notes	4,101	6,655	5,229	-	996	3,607	20,588
Corporate Notes and Bonds	355	2,940	697	8,183	431	40,585	53,191
Other Fixed Income Securities	101	-	35,168	81	-	46,452	81,802
Commercial Paper	2,846	-	-	-	-	-	2,846
Certificates of Deposit	10,042	1,202	-	-	-	2,720	13,964
Money Market	-	-	-	-	-	4,272	4,272
Cash and Cash Equivalents	2,433	-	-	-	-	18,786	21,219
Equities	-	-	-	-	-	36,042	36,042
Other	-	-	-	-	-	7,073	7,073
	<u>\$ 867,836</u>	<u>\$ 423,099</u>	<u>\$ 41,355</u>	<u>\$ 8,687</u>	<u>\$ 2,705</u>	<u>\$ 1,001,245</u>	<u>\$ 2,344,927</u>
Other Assets							
Cash with Fiscal Agent							177,845
Total Primary Government							<u>\$ 2,522,772</u>

**Credit Risk** – Credit risk is the risk that an issuer or other counterparty to an investment will not fulfill its obligations. This credit risk is measured by the credit quality ratings of investments as described by nationally recognized statistical rating organizations. The State's investment policy limits its investments to those with high credit quality made by or with the advice and upon the due diligence of the State's independent investment advisor. The State limits credit risk in its trusts by ensuring that the fixed income credit quality at the time of purchase is a minimum bond rating of "A" by either Standard & Poor's or Moody's rating service. Fixed income holdings thereafter shall maintain a minimum bond rating of "BBB".

The Primary Government's total investments by credit quality rating as of June 30, 2019 are presented below:

**Standard and Poor's Credit Rating**  
(Expressed in Thousands)

	<u>A1</u>	<u>A</u>	<u>AA</u>	<u>AAA</u>	<u>BB</u>	<u>BBB</u>	<u>Not Rated</u>	<u>Total</u>
<i>Governmental and Business-Type Activities, excluding Non-Major Special Revenue and Permanent Funds</i>								
US Instrumentalities	\$ -	\$ -	\$ 466,020	\$ -	\$ -	\$ -	\$ 3,246	\$ 469,266
US Treasury Notes	-	-	258,140	-	-	-	-	258,140
Corporate Notes and Bonds	-	-	-	25,511	-	-	-	25,511
Commercial Paper	263,550	-	-	-	-	-	-	263,550
<i>Private-Purpose Trusts, Agency Funds, and Non-Major Special Revenue and Permanent Funds</i>								
US Instrumentalities	-	-	5,033	-	-	-	1,963	6,996
US Treasury Notes	-	-	4,163	-	-	-	16,425	20,588
Corporate Notes and Bonds	-	1,065	399	356	-	1,478	49,893	53,191
Commercial Paper	2,846	-	-	-	-	-	-	2,846
Money Market	-	-	-	-	-	-	4,272	4,272
Other Fixed Income Securities	-	-	-	-	-	-	7,073	7,073
Total Primary Government	<u>\$ 266,396</u>	<u>\$ 1,065</u>	<u>\$ 733,755</u>	<u>\$ 25,867</u>	<u>\$ -</u>	<u>\$ 1,478</u>	<u>\$ 82,872</u>	<u>\$ 1,111,433</u>



*Concentration of Credit Risk* – Concentration of credit risk is the risk of loss attributed to the magnitude of a government’s investment in a single issuer. The State limits concentration of credit risk in its trusts by requiring that no single stock represent more than seven percent of the total portfolio. There is no concentration of credit risk policy for the Treasurer’s Cash Pool. At June 30, 2019, there were no investments that exceeded five percent of the Treasurer’s Cash Pool.

*Custodial Credit Risk* - For investments, custodial credit risk is the risk that, in the event of a failure of the counterparty to a transaction, the State will not be able to recover the value of its investment or collateral securities that are in the possession of an outside party. The State limits its custodial credit risk for the Treasurer’s Cash Pool by maintaining a file of the most recent credit rating analysis reports performed for each approved financial institution. The State also requires that all securities be perfected in the name of the State and held in third party safekeeping by a state approved custodian. Of the cash pool’s \$255 million invested in non-negotiable certificates of deposit, certain CD’s exceeded the FDIC insured amounts for the institutions at which they were held. However, certificates of deposits, money market accounts and regular cash deposits are all collateralized at a minimum of 100 percent with pledged securities or a Federal Home Loan Bank letter of credit.

The State does not have a policy regarding custodial credit risk for its trusts. The Percival P. Baxter Trust and the Baxter Park Wilderness Trusts are held by counterparties, but not in the State’s name.

The fair value of the trust’s investments as of June 30, 2019 was \$112.1 million and was comprised of the following (expressed in thousands):

	<b>Percival Baxter Trust</b>	<b>Baxter Park Wilderness Trust</b>
U.S. Instrumentalities	\$ 1,962	\$ -
U.S. Treasury Notes	1,878	-
Corporate Notes and Bonds	3,184	-
Other Fixed Income Securities	16,639	6,641
Equities	57,598	17,251
Cash and Equivalents	929	489
Other	5,510	-
Total	<u>\$ 87,700</u>	<u>\$ 24,381</u>

The State and certain vendors contract with a fiscal intermediary, Clareon, for electronic disbursements from the State to its vendors. During fiscal year 2019 these disbursements, on average, exceeded \$179 million per month. The funds in transit are not collateralized and are not held by the State Treasurer. Until the vendor receives payment, the State retains some liability.

*Fair Value Measurements* - The State of Maine categorizes its fair value measurements within the fair value hierarchy established by the generally accepted accounting principles. The hierarchy is based on the valuation inputs used to measure the fair value of an asset. The framework provides a fair value hierarchy that prioritizes the inputs to valuation techniques used to measure fair value. The hierarchy gives the highest priority to unadjusted quoted prices in active markets for identical assets or liabilities (Level 1 measurements) and the lowest priority to unobservable inputs (Level 3 measurements). The three levels of the fair value hierarchy are described below:

*Level 1* - Inputs to the valuation methodology are unadjusted quoted prices for identical assets or liabilities in active markets that the State of Maine has the ability to access.

*Level 2* - Inputs to the valuation method include:

- Quoted prices for similar assets or liabilities in active markets;
- Quoted prices for identical or similar assets or liabilities in inactive markets;
- Inputs other than quoted prices that are observable for the asset or liability;
- Inputs that are derived principally from or corroborated by observable market data by correlation or other means

If the asset or liability has a specified (contractual) term, the Level 2 input must be observable for substantially the full term of the asset or liability.

*Level 3* - Inputs to the valuation methodology are unobservable and significant to the fair value measurement.

Assets and liabilities measured at fair value are based on one or more of the three valuation techniques. The three valuation techniques are as follows:

- *Market Approach* - Prices and other relevant information generated by market transactions involving identical or comparable assets or liabilities;
- *Cost Approach* – Amount that would be required to replace the service capacity of an asset (i.e., replacement cost);
- *Income Approach* – Techniques to convert future amount to a single present amount based on market exceptions (including present value techniques).

Following is a description of the valuation methodologies used for assets at fair value.

**Investments classified as level 1:** Investments classified as level 1 are primarily exchange traded equity securities and other fixed income securities valued at market prices using interactive exchange data. Investment are evaluated by obtaining feeds from a number of live data sources including active market makers and inter-dealer brokers. Sources are reviewed on the basis of their historical accuracy for individual issues and maturity ranges. Treasury notes and bonds are evaluated by gathering information from market sources and integrate relative credit information, observed market movements, and sector news into the evaluated pricing applications and models.

**Investments classified as level 2:** Investments classified as level 2 including fixed income corporate bond, fixed income government bonds and treasury notes are priced using a published mid-price. Investments are evaluated as follows: a. A bullet (non-call) spread scale is created for each issuer for maturities going out to forty years. These spreads represent credit risk and are obtained from the new issue market, secondary trading, and dealer quotes. Each issuer-spread line has the capability to link parent/subsidiary and related companies to capture relevant movements. b. An Option Adjusted Spread (OAS) model is incorporated to adjust spreads of issues that have early redemption features. c. Final spreads are added to both a 15: and 16: (ET) U.S. Treasury curve. A special cash discounting yield/price routine calculates prices from final yields to accommodate odd coupon payment dates typical of medium-term notes. d. Evaluators maintain quality by surveying the dealer community, obtaining benchmark quotes, incorporating relevant trade data, and updating spreads daily. Note: Floating-rate medium-term notes are evaluated using the Floating-Rate Note Evaluation Model which generates evaluations for floating-rate notes by calculating current and future coupons, then discounting each cash flow by an appropriate discount margin.

**Investments classified as level 3:** Investments classified as level 3 include private equities securities that exist in illiquid markets. These securities are broker priced.

The methods described above may produce a fair value calculation that may not be indicative of net realizable value or reflective of future fair values. Furthermore, while the State of Maine believes its valuation methods are appropriate and consistent with other market participants, the use of different methodologies or assumptions to determine the fair value of certain financial instruments could result in a different fair value measurement at the reporting date.

The following table set forth by level, within the fair value hierarchy, the State of Maine's assets carried at fair value on a recurring basis as of June 30, 2019:

**Fair Value Measurement**  
(Expressed in Thousands)

	Total	Quoted Prices in	Significant Other	Significant
		Active Markets for Identical Assets Level 1	Observable Inputs Level 2	Unobservable Inputs Level 3
Commercial Paper	\$ 278,792	\$ -	\$ 278,792	\$ -
Corporate Notes and Bonds	30,138	-	30,083	55
U.S. Instrumentalities	500,092	-	500,092	-
U.S. Treasury Notes	278,259	278,259	-	-
Other Fixed Income Securities	34,926	34,845	81	-
Equities	115,771	115,771	-	-
Other	5,510	-	-	5,510
<b>Total</b>	<b>\$ 1,243,488</b>	<b>\$ 428,875</b>	<b>\$ 809,048</b>	<b>\$ 5,565</b>

**MAINE PUBLIC EMPLOYEES RETIREMENT SYSTEM**

The Maine Public Employees Retirement System (the System) makes investments in a combination of equities, fixed income securities, infrastructure, private equity, real estate, mutual funds, commingled mutual and index funds, derivative financial instruments, and other investment securities established by the Trustee's investment policy.

*Derivative Securities* – Derivative financial instruments are financial contracts whose value depends on the value of one or more underlying assets, reference rates or financial indices. They include futures, forwards, options, and swap contracts. The System's investments in derivative securities only have nominal exposure to custodial credit risk. Credit risk is managed, in the case of exchange-traded derivatives, by the execution of trades through a clearinghouse and, in the case of over-the-counter transactions, by managers' due diligence assessment and approval of counterparties. Market risk is managed by imposing strict limits as to the types, amounts and degree of risk that investment managers may undertake. These limits are approved by the Board of Trustees and are monitored by the Chief Investment Officer.

Foreign currency forward contracts are used to hedge against the currency risk in the System's foreign equity and fixed income security portfolios. The System's fixed income managers invest in Collateralized Mortgage Obligations (CMOs) and Asset-Backed Securities to improve the yield or adjust the duration of the fixed income portfolio.

*Securities Lending* - The System has also entered into agreements for securities lending transactions, which are collateralized in an amount generally valued at 102 percent (105 percent for international securities) of the market value of the securities loaned plus accrued interest. All securities and loans can be terminated on demand by either the lender or the borrower.

Cash collateral is invested in a short-term investment pool. Cash collateral may also be invested separately in "term loans." At June 30, 2019 all of the collateral for securities lending is subject to custodial credit risk. The System believes that there is no credit risk as defined in GASB Statement No. 28 and GASB Statement No. 40. The collateral held and the market value of securities on loan for the System as of June 30, 2019 was \$285.7 million and \$279.0 million, respectively.

The system did not have any derivative investments as of June 30, 2019 or during the year then ended.

*Concentration of Credit Risk* – Concentration of credit risk is the risk of loss that may be attributed to the magnitude of investment in a single issue. The System's investment policy places no limit on the amount the System may invest in any one issuer. No investment exceeded 5 percent of the fiduciary net position for the defined benefit and OPEB plans.

**COMPONENT UNITS**

Generally, component unit investment policies authorize investments in obligations of U.S. Treasury and Agency Securities, repurchase agreements, corporate bonds, certificates of deposit and money market funds. Some component units may invest in stocks, bonds, fixed income securities, mutual funds, commingled mutual funds and index funds, guaranteed investment contracts, real estate and other investment securities.

Certain component units also invest in the Treasurer's Cash Pool and comprise approximately 4.47 percent of pool assets. The component units reported their participation as either Cash and Cash Equivalents or Investments on their financial statements. The State reclassified \$48.1 million of the component units' participation to "Equity in Treasurer's Cash Pool" on the State's financial statements. In addition to the amounts reported, the State Treasurer's Cash Pool includes \$5.1 million, consisting of Finance Authority of Maine component unit fiduciary funds that, because of GASB Statement No. 34 reporting criteria, are not shown in the accompanying financial statements as invested in the Treasurer's Cash Pool.

**NOTE 6 - RECEIVABLES**

Receivable balances are segregated by type, and presented in the fund financial statements net of allowance for uncollectibles. The following tables disaggregate amounts considered to be uncollectible by fund and type of receivable as of the close of the fiscal year:

**Primary Government - Receivables**  
(Expressed in Thousands)

	<u>Taxes</u>	<u>Accounts</u>	<u>Loans</u>	<u>Allowance for Uncollectibles</u>	<u>Net Receivables</u>
<b>Governmental Funds:</b>					
General	\$ 583,635	\$ 154,743	\$ 1	\$ (160,376)	\$ 578,003
Highway	24,706	3,564	-	(46)	28,224
Federal	-	140,383	-	(29,045)	111,338
Other Special Revenue	14,126	138,954	4,517	(53,755)	103,842
Total Governmental Funds	622,467	437,644	4,518	(243,222)	821,407
Allowance for Uncollectibles	(104,612)	(138,559)	(51)		
Net Receivables	<u>\$ 517,855</u>	<u>\$ 299,085</u>	<u>\$ 4,467</u>		<u>\$ 821,407</u>
<b>Proprietary Funds:</b>					
Employment Security	\$ -	\$ 57,246	\$ -	\$ (29,226)	\$ 28,020
Nonmajor Enterprise	-	33,811	-	(129)	33,682
Internal Service	-	7,112	-	-	7,112
Total Proprietary Funds	-	98,169	-	(29,355)	68,814
Allowance for Uncollectibles	-	(29,355)	-		
Net Receivables	<u>\$ -</u>	<u>\$ 68,814</u>	<u>\$ -</u>		<u>\$ 68,814</u>

**Component Units - Receivables**  
(Expressed in Thousands)

	<u>Accounts</u>	<u>Loans</u>	<u>Allowance for Uncollectibles</u>	<u>Net Receivables</u>
Finance Authority of Maine	\$ 3,157	\$ 97,965	\$ (5,049)	\$ 96,073
Maine Community College System	7,131	-	(941)	6,190
Maine Health and Educational Facilities Authority	187	416,604	(73)	416,718
Maine Municipal Bond Bank	1,712	-	-	1,712
Maine State Housing Authority	11,855	1,397,384	(8,938)	1,400,301
Maine Turnpike Authority	6,046	-	-	6,046
University of Maine System	66,781	37,989	(13,048)	91,722
Net Receivables	<u>\$ 96,869</u>	<u>\$ 1,949,942</u>	<u>\$ (28,049)</u>	<u>\$ 2,018,762</u>

**NOTE 7 - INTERFUND TRANSACTIONS**

Interfund receivables and payables represent amounts owed to one State fund by another, for goods sold or services received, or for borrowings to eliminate negative balances in the Treasurer's Cash Pool.

Balances due within one year are recorded as Due to/Due from Other Funds. Included in the table below is a \$60.5 million interfund receivable in the Federal funds and a \$60.5 million interfund payable in the General Fund associated with the Medicaid disallowance of the disproportionate share hospital payments claimed for the Riverview Psychiatric Hospital. The General fund is ultimately responsible for the \$60.5 million outstanding disallowance balance. Please see Note 18 for a further discussion of this disallowance.

The balances of current interfund receivables and payables as of June 30, 2019 were:

<b>Interfund Receivables</b> (Expressed in Thousands)					
<b>Due to Other Funds</b>					
<b>Due from Other Funds</b>	<b>General</b>	<b>Highway</b>	<b>Federal</b>	<b>Other Special Revenue</b>	<b>Other Governmental</b>
General	\$ -	\$ -	\$ 1,040	\$ -	\$ -
Highway	2	4	18,232	-	-
Federal	60,557	-	185	655	-
Other Special Revenue	17,879	269	718	723	8
Other Governmental	-	-	-	-	-
Employment Security	-	-	51	-	-
Non-Major Enterprise	2,335	3	-	-	-
Internal Service	12,059	4,773	2,771	4,880	-
Fiduciary	41,486	-	-	-	-
<b>Total</b>	<b>\$ 134,318</b>	<b>\$ 5,049</b>	<b>\$ 22,997</b>	<b>\$ 6,258</b>	<b>\$ 8</b>

<b>Due to Other Funds</b>					
<b>Due from Other Funds</b>	<b>Employment Security</b>	<b>Non-Major Enterprise Funds</b>	<b>Internal Service Funds</b>	<b>Fiduciary Funds</b>	<b>Total</b>
General	\$ -	\$ 9,101	\$ 6,635	\$ -	\$ 16,776
Highway	-	-	-	-	18,238
Federal	-	-	-	-	61,397
Other Special Revenue	-	5,128	226	-	24,951
Other Governmental	-	-	-	-	-
Employment Security	-	-	-	-	51
Non-Major Enterprise	-	-	-	-	2,338
Internal Service	-	376	5,424	3	30,286
Fiduciary	-	-	-	-	41,486
<b>Total</b>	<b>\$ -</b>	<b>\$ 14,605</b>	<b>\$ 12,285</b>	<b>\$ 3</b>	<b>\$ 195,523</b>

Not included in the table above are interfund loans/advances, which are not expected to be repaid within one year. Postal, Printing & Supply (an internal service fund) owes \$111 thousand to the General Fund for operating capital.

Transfers are made in accordance with statutory authority. Significant transfers are used to 1) move revenues from the fund that statute requires to collect them to the fund that statute requires to expend them, 2) move receipts restricted for debt service from the funds collecting the receipts to the funds required to pay debt service as principal and interest payments come due, 3) use unrestricted revenues collected in the General Fund to finance various programs accounted for in other funds in accordance with budgetary authorizations, 4) move profits from the Lottery Fund, 5) transfer accumulated surpluses from other funds to the General Fund when authorized by statute and 6) move profits from the Alcoholic Beverages Fund.

During fiscal year 2019, the State of Maine, in accordance with the legislatively authorized budget, recorded the following non-routine, nonrecurring transfers.

The General Fund transferred \$14.5 million, \$18.0 million and \$19.2 million to the Other Special Revenue Fund, respectively, for: MaineCare Stabilization Fund, School Revolving Renovation Fund and the Indigent Legal Services Fund.

Interfund transfers for the year ended June 30, 2019 consisted of the following:

<b>Interfund Transfers</b> (Expressed in Thousands)					
<b>Transferred From</b>					
<b>Transferred To</b>	<b>General</b>	<b>Highway</b>	<b>Federal</b>	<b>Other Special Revenue</b>	<b>Other Governmental</b>
General	\$ -	\$ -	\$ 161	\$ 19,544	\$ -
Highway	1,866	-	39,401	11,840	-
Federal	75	-	-	7,262	-
Other Special Revenue	191,684	6,329	1,257	376	2,673
Other Governmental Funds	-	-	-	-	1,547
Employment Security	-	-	950	261	-
Non-Major Enterprise	-	5,396	-	-	-
Internal Service	6,235	-	-	-	-
Fiduciary	-	-	-	-	604
<b>Total</b>	<b>\$ 199,860</b>	<b>\$ 11,725</b>	<b>\$ 41,769</b>	<b>\$ 39,283</b>	<b>\$ 4,824</b>

<b>Transferred From</b>					
<b>Transferred To</b>	<b>Employment Security</b>	<b>Non-Major Enterprise Funds</b>	<b>Internal Service Funds</b>	<b>Fiduciary Funds</b>	<b>Total</b>
General	\$ -	\$ 62,675	\$ -	\$ 5,436	\$ 87,816
Highway	-	-	-	-	53,107
Federal	4,893	-	-	-	12,230
Other Special Revenue	-	56,588	-	660	259,567
Other Governmental Funds	-	-	-	-	1,547
Employment Security	-	-	-	-	1,211
Non-Major Enterprise	-	-	-	-	5,396
Internal Service	-	-	-	-	6,235
Fiduciary	-	-	-	-	604
<b>Total</b>	<b>\$ 4,893</b>	<b>\$ 119,263</b>	<b>\$ -</b>	<b>\$ 6,096</b>	<b>\$ 427,713</b>



**NOTE 8 - CAPITAL ASSETS**

The following schedule details changes in capital assets for the governmental activities and business-type activities of the primary government for the fiscal year ended June 30, 2019:

**Primary Government - Capital Assets**  
(Expressed in Thousands)

	<u>Beginning Balance</u>	<u>Increases and Other Additions</u>	<u>Decreases and Deletions</u>	<u>Ending Balance</u>
<b>Governmental Activities:</b>				
<b>Capital assets not being depreciated</b>				
Land	\$ 641,049	\$ 5,520	\$ 2,085	\$ 644,484
Construction in progress	58,946	42,951	43,809	58,088
Infrastructure	2,901,466	30,260	-	2,931,726
Total capital assets not being depreciated	<u>3,601,461</u>	<u>78,731</u>	<u>45,894</u>	<u>3,634,298</u>
<b>Capital assets being depreciated</b>				
Buildings	845,476	24,744	4,059	866,161
Equipment	307,118	16,390	11,760	311,748
Improvements other than buildings	113,492	148	50	113,590
Software	76,243	42,534	-	118,777
Total capital assets being depreciated	<u>1,342,329</u>	<u>83,816</u>	<u>15,869</u>	<u>1,410,276</u>
<b>Less accumulated depreciation for</b>				
Buildings	343,303	28,106	5,742	365,667
Equipment	209,029	25,536	10,550	224,015
Improvements other than buildings	60,052	3,876	50	63,878
Software	53,408	15,410	-	68,818
Total accumulated depreciation	<u>665,792</u>	<u>72,928</u>	<u>16,342</u>	<u>722,378</u>
Total capital assets being depreciated, net	<u>676,537</u>	<u>10,888</u>	<u>(473)</u>	<u>687,898</u>
Governmental Activities Capital Assets, net	<u>\$ 4,277,998</u>	<u>\$ 89,619</u>	<u>\$ 45,421</u>	<u>\$ 4,322,196</u>
	<u>Beginning Balance</u>	<u>Net Additions</u>	<u>Net Deletions</u>	<u>Ending Balance</u>
<b>Business-Type Activities:</b>				
<b>Capital assets not being depreciated</b>				
Land	\$ 2,389	\$ -	\$ -	\$ 2,389
Construction in progress	971	4,703	-	5,674
Total capital assets not being depreciated	<u>3,360</u>	<u>4,703</u>	<u>-</u>	<u>8,063</u>
<b>Capital assets being depreciated</b>				
Buildings	4,655	-	-	4,655
Equipment	32,701	12	8,047	24,666
Improvements other than buildings	42,757	-	-	42,757
Total capital assets being depreciated	<u>80,113</u>	<u>12</u>	<u>8,047</u>	<u>72,078</u>
<b>Less accumulated depreciation for</b>				
Buildings	2,909	135	-	3,044
Equipment	15,609	1,249	5,382	11,476
Improvements other than buildings	31,434	1,497	-	32,931
Total accumulated depreciation	<u>49,952</u>	<u>2,881</u>	<u>5,382</u>	<u>47,451</u>
Total capital assets being depreciated, net	<u>30,161</u>	<u>(2,869)</u>	<u>2,665</u>	<u>24,627</u>
Business-Type Activities Capital Assets, net	<u>\$ 33,521</u>	<u>\$ 1,834</u>	<u>\$ 2,665</u>	<u>\$ 32,690</u>

During the fiscal year, depreciation expense was charged to the following functions in the governmental activities column of the Statement of Activities for the primary government:

**Governmental Activities - Depreciation Expense**

(Expressed in Thousands)

	<b>Amount</b>
<b>Governmental Activities:</b>	
Arts, Heritage and Cultural Enrichment	\$ 53
Business Licensing and Regulation	485
Economic Development and Workforce Training	1,883
Education	304
Governmental Support and Operations	13,002
Health and Human Services	16,451
Justice and Protection	20,916
Natural Resources Development and Protection	4,501
Transportation Safety and Development	15,333
Total Depreciation Expense - Governmental Activities	\$ 72,928

**NOTE 9 - MAINE PUBLIC EMPLOYEES RETIREMENT SYSTEM**

**OVERVIEW OF THE SYSTEM**

The Maine Public Employees Retirement System, formerly named the Maine State Retirement System (the System) is a component unit of the State of Maine. Title 5 MRSA C. 421, 423, and 425 authorized the establishment and administration of the defined benefit plans. The System administers two cost sharing multiple-employer defined benefit plans, two single employer defined benefit plans and one closed agent multiple-employer defined benefit plan. All of these plans provide pension, disability, and death benefits to their members.

The State Employees and Teachers Plan (SETP) is a multiple-employer cost sharing plan with a special funding situation. The plan covers employees of the State and public school employees (defined by Maine law as teachers). The State of Maine is also a nonemployer contributing entity in that the State pays the unfunded actuarial liability on behalf of non-grant funded teachers. School districts contribute the normal cost, calculated actuarially, for their teacher members and directly pay the unfunded actuarial liability on behalf of grant funded teachers. The Participating Local Districts Plan (Consolidated PLD) covers employees of more than 300 local municipalities and other public entities (Participating Local Districts, or PLDs) in Maine, each of which contracts for participation in the System under provisions of the relevant statutes.

The System also provides single employer defined benefit plans to cover State legislators and State Judicial employees and administers a closed agent, multiple-employer defined benefit plan (Agent PLD) which covers those employers for whom the System administered single employer plans at the time the PLD Consolidated Plan was implemented who opted not to join the Consolidated Plan.

In addition to administering pension plans, the System invests funds accumulated for two OPEB Trusts. The Retiree Health Insurance Trust Fund accumulates assets to provide funding for the State's unfunded obligations for retiree health benefits. Trustees of the System were named Trustees of the Investment Trust Fund. The System also invests funds for the MainePERS OPEB Trust. The trust accumulates assets to provide funding for retiree health benefits and life insurance in retirement for qualified individuals who retire from the System. The Trustees of the System were named Trustees of the MainePERS OPEB Trust.

The System administers three defined contribution plans for employees of PLD's that elect to participate. At June 30, 2019, there were 69 employers participating in these plans. The 1,191 participants individually direct the \$41.4 million covered by the plans.

The System issues a publicly available comprehensive annual financial report that includes financial statements and required supplementary information (RSI) for the plan. The June 30, 2019 report may be obtained from the Maine Public Employees Retirement System, PO Box 349 Augusta, ME 04332-0349 or on-line at [www.maineopers.org](http://www.maineopers.org).

Total pension funds managed by the System are constitutionally restricted and held in trust for the payment of pension and related benefits to its members. OPEB funds are statutorily restricted for the payment of retiree healthcare. The System's Board of Trustees, in its fiduciary capacity, establishes the System's investment policies and their overall implementation. With respect to the SETP, the actuary prepares valuations for the State's portion of the SETP, including the segregation of teachers from employees.

The System also provides group life insurance under a plan administered by a third party insurance company and invests long-term assets for two Retiree Health Insurance Post-Employment Benefits Investment Trust Funds. Note 10 provides for further disclosure.

#### **SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES**

The System's financial statements are prepared on the accrual basis of accounting. Pension contributions are recognized as additions in the period when they become due pursuant to formal commitments or statutory or contractual requirements. Investment income is recognized when earned. Contributions to defined contribution plans are recognized in the period they are contributed. Pension benefits and contributions and premium refunds are recognized as deductions when due and payable in accordance with Statutes. Benefits payable incurred but not reported are reflected as other liabilities. Distributions from defined contribution plans are recognized in the period the disbursement is made.

#### **PENSIONS**

For purposes of measuring the net pension liability, deferred outflows of resources and deferred inflows of resources related to pensions, and pension expense, information about the fiduciary net position of the defined benefit retirement plans and additions to or deductions from each plans' fiduciary net position have been determined on the same basis as they are reported by the System. The measurement period used is June 30, 2018. For this purpose, benefit payments (including refunds of employee contributions) are recognized when due and payable in accordance with the benefit terms. Investments are reported at fair value.

#### **EMPLOYER ALLOCATIONS FOR COST-SHARING DEFINED BENEFIT RETIREMENT PROGRAMS**

Schedules of Employer Allocations for the SETP are displayed separately for the two groups within the Plan, state employees being one group and teachers the second. This is to reflect the unique funding arrangement that currently exists within the Plan for teachers. Total employer contributions for the state employees group, adjusted for employer-specific liability contributions, were used as the basis for allocation. For the teacher group, total employer and non-employer contributions were the basis for the allocation, adjusted to remove the normal cost contributions paid by local school districts on behalf of their employees. This leaves contributions toward the unfunded liability of the Plan as the basis of allocation. This method of allocation properly distributes the collective net pension liability between the State of Maine as the non-employer contributing entity and those districts contributing towards the unfunded liability of the plan using grant funding.

The Schedules of Employer Allocations for the PLD Consolidated Plan reflect current year employer contributions, adjusted to remove contributions related to employer specific liabilities to the Plans. For the PLD Plan, certain employers have individual unpooled pension assets resulting from the closure of individual single employer plans upon joining the PLD Consolidated Plan. For these employers, current year contributions are adjusted to reflect the gross contributions due for service prior to applying an offset from these assets, if applicable. An offset occurs when an employer with un-pooled pension assets held by the System chooses to use a portion of these assets to cover the cost of current contributions due.

#### **MEMBERSHIP**

State employees and teachers are covered under the Maine Public Employees Retirement System's State Employee and Teacher Retirement Program (SETP). State employees and public school teachers are required by law to become members of SETP when hired. Membership is optional for elected, appointed officials and substitute teachers. SETP also covers eligible employees of two discretely presented State component units: Maine Community College System and the Northern New England Passenger Rail Authority. At June 30, 2019 there were 239 employers, including the State of Maine, participating in the plan.

PLD employees become members of the Consolidated PLD plan when they are hired if their employer participates as a PLD in MainePERS at that time and if they meet the membership eligibility requirements in effect when they are hired. For some PLD employees, membership is optional. These employees include those employed by their PLD before the PLD joined MainePERS, those whose employers provide Social Security under a federal law, elected and appointed officials, and chief administrative officers. The Consolidated PLD plan includes employees of three component units of the State that have defined benefit plans: Maine Municipal Bond Bank, Maine Maritime Academy, and the Maine Public Employees Retirement System.

The System also administers two single employer retirement programs for specific State employees. The Legislative Retirement Program was established to provide a retirement program for those serving in the Maine Legislature. Except as provided otherwise by statute, membership in the Maine Legislative Retirement Program is mandatory for legislators entering service on or after December 3, 1986. The Judicial Retirement Program was established to provide a retirement program for Maine's judges. Membership in the Judicial Retirement Program is a condition of employment for all judges serving on or after December 1, 1984.

Membership in each single employer defined benefit plan consisted of the following at the measurement date of June 30, 2018:

**Employees of single employer covered by benefit terms**

	<u>Judicial</u>	<u>Legislative</u>
Inactive employees or beneficiaries		
currently receiving benefits	75	185
Terminated participants:		
Vested	3	113
Inactive employees due refunds	1	107
Active employees	<u>62</u>	<u>185</u>
Total participants	<u>141</u>	<u>590</u>

**STATE EMPLOYEES AND TEACHERS PENSION PLAN BENEFITS**

The System's retirement programs provide retirement benefits based on members' average final compensation and creditable service. Vesting occurs upon the earning of five years of service credit or the earning of one year of service credit immediately preceding retirement at or after normal retirement age. Normal retirement age for State employees and teachers is age 60, 62 or 65. The normal retirement age is determined by whether a member had met certain creditable service requirements on specific dates, as established by statute. The monthly benefit of members who retire before normal retirement age by virtue of having at least 25 years of service credit is reduced by a statutorily prescribed factor for each year of age that a member is below her/his normal retirement age at retirement. The System also provides disability and survivor benefits, which are established by statute for State employee and teacher members, and by contract with other participating employers under applicable statutory provisions.

**PARTICIPATING LOCAL DISTRICTS PLAN BENEFITS**

In the event that a member of the Consolidated PLD Plan withdraws from the System, its individual employee-members remain contributing members. The PLD remains liable for contributions sufficient to fund benefits for its already retired former employee-members; for its terminated vested members; and for those active employees, whether or not vested, who remain contributing System members.

**CONTRIBUTION INFORMATION**

Contributions from members, employers and non-employer contributors and earnings from investments fund the retirement benefits. Disability and death benefits are funded by employer normal cost contributions and investment earnings. Member and employer normal cost contributions are each a percentage of applicable member compensation. Member contribution rates are defined by law or Board rule and depend on the terms of the plan under which a member is covered. Employers' contribution rates are determined by actuarial valuations.

The Maine Constitution, Maine statutes and the System's funding policy provide for periodic employer contributions in addition to the normal cost contributions for the SETP. These are actuarially determined amounts that, based on certain actuarial assumptions are sufficient to fully fund, on an actuarial basis, the SETP by the year 2028 (Unfunded Actuarial Accrued Liability (UAAL) payments). Level percentage of payroll employer contribution rates are determined using the entry age normal actuarial funding method. The System also uses the level percentage of payroll method to amortize the unfunded liability of the State Employee and Teacher Retirement Program. For participating employers in the PLD Agent Plan, the level percentage of payroll method is also used.

The UAAL rate as applied to State employee members' compensation is first established through the annual valuation process as an amount that will meet the required unfunded actuarial accrued liability payment amount; it is then adjusted in the State's budget process to take into account differences in salary growth projections of the State Budget Office. This adjusted rate, expressed as a percentage of payroll, is the actual rate paid by the State as payment of the required UAAL payment amount for State employees. For teachers, the actuarially determined UAAL amount is paid in 12 equal monthly installments. PLD employer contribution rates are actuarially determined rates.

On occasion, the State may agree to pay employee pension contributions as a part of the compensation and benefits that are negotiated with employees. The employer-paid contributions are treated as part of their pension compensation. In accordance with statute, the actuary accumulates them in the Retirement Allowance Fund. Upon termination of membership, members' accumulated employee contributions are refundable with interest, credited in accordance with statute. Withdrawal of accumulated contributions results in forfeiture of all benefits and membership rights. The annual rate of interest credited to terminated members' accounts is set by the System's Board of Trustees and is currently 2.69 percent.

#### CONTRIBUTION RATES - DEFINED BENEFIT PENSION PLANS

The Maine Constitution, Maine Statutes and the System's funding policy provide for periodic employer contributions at actuarially determined rates that, based upon certain assumptions, are expressed as percentages of annual covered payroll and are sufficient to accumulate adequate assets to pay benefits when due. On July 20, 2017 Chapter 1, Constitutional Resolution was passed by the legislature and ratified by the voters in November. Any unfunded liability resulting from experience losses must be retired over a period not exceeding 20 years. Prior to the change a 10 year amortization period was used.

Significant actuarial assumptions used to compute the contribution requirements are the same as those used to compute the standardized measure of the net pension liability.

Contribution rates<sup>1</sup> in effect for the fiscal years ended June 30, 2019 and June 30, 2018 are as follows:

	<u>June 30, 2019</u>	<u>June 30, 2018</u>
<b>SETP - State Employees</b>		
Employees <sup>2</sup>	7.65% - 8.65%	7.65% - 8.65%
Employer <sup>1</sup>	23.44% - 47.64%	23.48% - 47.73%
<b>SETP - Teachers</b>		
Employees <sup>2</sup>	7.65%	7.65%
Employer <sup>1</sup>	3.97%	3.97%
Non-employer entity <sup>1</sup>	11.08%	11.08%
<b>Judicial Plan</b>		
Employees <sup>2</sup>	7.65%	7.65%
Employer <sup>1</sup>	14.94%	14.94%
<b>Legislative Plan</b>		
Employees <sup>2</sup>	7.65%	7.65%
Employer <sup>1</sup>	0.00%	0.00%
<b>Consolidated Participating Local Entities</b>		
Employees <sup>2</sup>	4.50% - 9.50%	4.50% - 9.50%
Employer <sup>1</sup>	4.10% - 16.30%	3.90% - 15.70%

<sup>1</sup> Employer and non-employer contribution rates include normal cost and the UAAL required payment, expressed as a percentage of payroll.

<sup>2</sup> Employer and employee contribution rates vary depending on specific terms of plan benefits for certain classes of employees.

For the year ended June 30, 2019, the contributions recognized as part of pension expense (grant expense for Teacher Members) for each plan were as follows:

(Expressed in Thousands)

**State Employee and Teacher Pension Plan:**

State & Component Unit Members	
State Employees	\$ 148,237
1 Major and Non-major Component Unit and 1 formerly reported component unit.	<u>8,368</u>
Subtotal State & Component Unit Members	<u>\$ 156,605</u>
Teacher Members (Non-employer contribution)	<u>\$ 129,422</u>

**NET PENSION LIABILITY - SINGLE EMPLOYER**

The State is the sole employer for two defined benefit pension plans. The State's net pension liability was measured as of June 30, 2018, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of that date. The changes in net pension liabilities for these plans are as follows:

(Expressed in Thousands)

	<u>Judicial Pension Plan</u>			<u>Legislative Pension Plan</u>		
	Total Pension Liability (Asset) (a)	Increase (Decrease) Plan Fiduciary Net Position (b)	Net Pension Liability (Asset) (a) - (b)	Total Pension Liability (Asset) (a)	Increase (Decrease) Plan Fiduciary Net Position (b)	Net Pension Liability (Asset) (a) - (b)
Balances at June 30, 2018	<u>\$ 65,002</u>	<u>\$ 66,712</u>	<u>\$ (1,710)</u>	<u>\$ 8,164</u>	<u>\$ 11,897</u>	<u>\$ (3,733)</u>
<b>Changes for the Year:</b>						
Service Cost	1,487	-	1,487	282	-	282
Interest	4,442	-	4,442	565	-	565
Differences Between Expected and Actual Experience	469	-	469	(91)	-	(91)
Changes in Assumptions	698	-	698	100	-	100
Benefit Payments, Including Refunds	(3,805)	(3,805)	-	(460)	(460)	-
Employer Contributions	-	1,179	(1,179)	-	-	-
Member Contributions	-	604	(604)	-	154	(154)
Net Investment Income	-	6,607	(6,607)	-	1,176	(1,176)
Administrative Expense	-	(62)	62	-	(11)	11
Net Changes	<u>3,291</u>	<u>4,523</u>	<u>(1,232)</u>	<u>396</u>	<u>859</u>	<u>(463)</u>
Balances at June 30, 2019	<u>\$ 68,293</u>	<u>\$ 71,235</u>	<u>\$ (2,942)</u>	<u>\$ 8,560</u>	<u>\$ 12,756</u>	<u>\$ (4,196)</u>
Plan Fiduciary Net Position as a Percentage of the Total Pension Liability			104.3 %			149.0 %
Covered Payroll			\$ 7,894			\$ 2,711
Net Pension Liability as a Percentage of Covered Payroll			(37.3)%			(154.8)%



**COLLECTIVE NET PENSION LIABILITIES, PENSION EXPENSE AND DEFERRED OUTFLOWS OF RESOURCES AND DEFERRED INFLOWS OF RESOURCES RELATED TO PENSIONS - COST SHARING PLANS**

The State's net pension liability was measured as of June 30, 2018, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of that date. The State's net pension liability is measured as the proportionate share of the net pension liability. The State's proportion of the net pension liability was based on a projection of the State's long-term share of contributions to the pension plans relative to the projected contributions of all participating employers and non-employer contributors, actuarially determined. The State's proportionate share of the collective net pension liability for each plan at June 30, 2019 and June 30, 2018 is as follows:

(Expressed in Thousands)

<b>Pension Plan</b>	Proportionate Share June 30, 2018	Proportionate Share June 30, 2019	Net Pension Asset June 30, 2019	Net Pension Liability June 30, 2019
SETP - State Employees <sup>1</sup>	94.829879 %	94.652308 %	\$ -	\$ 993,438
SETP - Teachers <sup>2</sup>	95.016790 %	95.298384 %	-	1,285,997
Total Primary Government			-	2,279,435
SETP - 1 Major and Non-major Component Unit and 1 formerly reported component unit <sup>1</sup>	5.170121 %	5.347692 %	\$ -	\$ 56,128

<sup>1</sup> Percentage of State Employees in the SETP

<sup>2</sup> Percentage of employer and non-employer contributors to the SETP - Teachers

The State's SETP – State Employee Plan is allocated to governmental and proprietary funds based on employer contributions as shown below. Of the portion charged to governmental funds, 51 percent is posted to the General Fund, 21 percent to Other Special Revenue Funds, 15 percent to Highway Funds and 13 percent to Federal Funds.

Proportion	June 30, 2018	June 30, 2019	Change Increase (Decrease)
Governmental Funds	90.48 %	91.27 %	0.79 %
Internal Service Funds	7.53 %	7.45 %	(0.08)%
Enterprise Funds	1.99 %	1.28 %	(0.71)%

Detailed information about the pension plan's fiduciary net position is available in the separately issued Maine Public Employees Retirement System financial report.

For the cost-sharing defined benefit pension plans it shows:

**SCHEDULE OF CHANGES IN NET PENSION LIABILITY**  
(Expressed in Thousands)

	SETP State of Maine	Component Units <sup>1</sup>	Total State of Maine Employees SETP	SETP Teachers
<b>Total Pension Liability</b>				
Service Cost	\$ 72,788	\$ 4,112	\$ 76,900	\$ 138,927
Interest	305,340	17,251	322,591	591,944
Differences Between Expected and Actual Experience	5,049	285	5,334	28,817
Change in Assumptions	61,215	3,459	64,674	127,325
Benefit Payments, Including Refunds of Member Contributions	(284,477)	(16,072)	(300,549)	(509,662)
Change in Proportionate Share	(8,459)	8,459	-	-
Net Change in Total Pension Liability	151,456	17,494	168,950	377,351
Beginning Total Pension Liability	4,516,851	246,258	4,763,109	8,721,779
Ending Total Pension Liability	4,668,307	263,752	4,932,059	9,099,130
<b>Plan Fiduciary Net Position</b>				
Employer Contributions	148,230	8,375	156,605	55,086
Non-employer Contributions	-	-	-	129,422
Member Contributions	43,871	2,479	46,350	94,495
Transfers	(6)	-	(6)	(605)
Net Investment Income	340,177	19,219	359,396	718,432
Benefit Payments, Including Refunds of Member Contributions	(284,477)	(16,072)	(300,549)	(509,662)
Change in Proportionate Share	(6,434)	6,434	-	-
Administrative Expense	(3,175)	(179)	(3,354)	(6,724)
Net Change in Plan Fiduciary Net Position	238,186	20,256	258,442	480,444
Beginning Plan Fiduciary Net Position	3,436,683	187,368	3,624,051	7,269,243
Ending Plan Fiduciary Net Position	3,674,869	207,624	3,882,493	7,749,687
Ending Net Pension Liability	\$ 993,438	\$ 56,128	\$ 1,049,566	\$ 1,349,443
<b>Proportion</b>				
June 30, 2019	94.652308 %	5.347692 %	100 %	95.298384 %
June 30, 2018	94.829879 %	5.170121 %	100 %	95.016790 %
Change - Increase (Decrease)	(0.177571)%	0.177571 %	0 %	0.281594 %

<sup>1</sup>Includes combined totals for one major component unit, one non-major component unit, and 1 formerly reported component unit.

**Actuarial Assumptions**

Actuarial assumptions used in the June 30, 2018 and 2017 valuations were based on results of an actuarial experience study for the period June 30, 2012 through June 30, 2015. Actuarially determined contribution rates are calculated based on a 2016 actuarial valuation developed as a roll-forward of the 2015 actuarial valuation, adjusted for expected experience and any assumption or methodology changes during fiscal year end 2016 using assets as of June 30, 2016. The individual entry age normal method is used to determine liabilities. A 3-year smoothed market approach is used for the asset valuation method. Each plan's unfunded actuarial liability is being amortized as a level percentage of payroll. For the SETP, a closed 16-year amortization of UAL prior to 2012 and individual, closed, level percent of payroll, 10-year amortization of UAL arising each year beginning in 2012. The amortization period used by both the Judicial and Legislative Plans is an open 10-year amortization of the 2016 UAL. The investment rate of return used for contributions in 2016 was 6.875 percent. The investment rate of return, inflation rate and annual salary increases, including inflation were 6.75 percent in 2018 reduced from 6.875 percent, 2.75 percent and 2.75 percent plus merit component based on employee's years of service. All plans used a 2.20 percent cost-of-living. Normal retirement age for State employees and teachers is age 60, 62 or 65. The normal retirement age is determined by whether a member had met certain creditable service requirements on specific dates, as established by statute. The Judicial and Legislative Plans assume that 100 percent retirement occurs at age 60 for members with at least 10 years of creditable service on July 1, 1993. For members with less than 5 years of creditable service on July 1, 2001, 50 percent are assumed to retire each year after reaching age 65.

The Maine State Constitution Article IX, Section 18-A was amended in fiscal year 2018 by CR 2017, c. 1. Any unfunded liability resulting from experience losses must be retired over a period not exceeding 20 years. Prior to the change a 10-year amortization period was used.

**ANNUAL PENSION COST AND NET PENSION LIABILITY**

For the year ended June 30, 2019, the State recognized pension expense of \$243,523 which includes \$95,687 of teacher pensions recorded in grant expense. At June 30, 2019, the State reported \$464,739 of deferred outflows of resources and \$254,975 of deferred inflows of resources related to its pension plans. Deferred outflows of resources of \$286,602 relate to the State contributions that were made subsequent to the measurement date and will be recognized as a reduction of the net pension liability in the year ended June 30, 2020. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to pensions will be recognized in pension expense over the next four years. Information by pension plan is as follows:

(Expressed in Thousands)

	SETP State of Maine		1 Major Component Unit and 2 Formerly Reported Component Units		Total State of Maine Employees SETP	
	Deferred Outflows of Resources	Deferred Inflows of Resources	Deferred Outflows of Resources	Deferred Inflows of Resources	Deferred Outflows of Resources	Deferred Inflows of Resources
Differences between expected and actual experience demographic and economic	\$ 12,580	\$ -	\$ 710	\$ -	\$ 13,290	\$ -
Changes of assumptions	40,811	-	2,305	-	43,116	-
Net difference between projected and actual earnings on pension plan investments	-	84,319	-	4,764	-	89,083
Changes in proportion and differences between State contributions and proportionate share of contributions	1,230	1,301	1,411	1,341	2,641	2,642
State and component unit contributions subsequent to the measurement date	152,815	-	8,494	-	161,309	-
<b>Total</b>	<b>\$ 207,436</b>	<b>\$ 85,620</b>	<b>\$ 12,920</b>	<b>\$ 6,105</b>	<b>\$ 220,356</b>	<b>\$ 91,725</b>
<b>For the Year Ended</b>						
2020	47,194	-	2,058	-	49,252	-
2021	3,212	-	863	-	4,075	-
2022	(59,043)	-	(3,336)	-	(62,379)	-
2023	(22,359)	-	(1,264)	-	(23,623)	-
2024	-	-	-	-	-	-

	SETP Teachers		Legislative		Judicial	
	Deferred Outflows of Resources	Deferred Inflows of Resources	Deferred Outflows of Resources	Deferred Inflows of Resources	Deferred Outflows of Resources	Deferred Inflows of Resources
Differences between expected and actual experience demographic and economic	\$ 39,277	\$ -	\$ -	\$ -	\$ 234	\$ -
Changes of assumptions	80,892	-	-	-	349	-
Net difference between projected and actual earnings on pension plan investments	-	167,180	-	290	-	1,885
Changes in proportion and differences between State contributions and proportionate share of contributions	2,764	-	-	-	-	-
State and component unit contributions subsequent to the measurement date	132,564	-	10	-	1,213	-
<b>Total</b>	<b>\$ 255,497</b>	<b>\$ 167,180</b>	<b>\$ 10</b>	<b>\$ 290</b>	<b>\$ 1,796</b>	<b>\$ 1,885</b>
<b>For the Year Ended</b>						
2020	104,390	-	53	-	739	-
2021	15,289	-	(63)	-	(435)	-
2022	(119,014)	-	(203)	-	(1,171)	-
2023	(44,912)	-	(77)	-	(435)	-
2024	-	-	-	-	-	-

The long-term expected rate of return on pension plan assets was determined using a building-block method in which best-estimate ranges of expected future real rates of return (expected returns, net of pension plan investment expense and inflation) are developed for each major class of assets. These ranges are combined to produce the long-term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentage and by adding expected inflation. Best estimates of arithmetic real rates of return for each major asset class included in the pension plan's target asset allocation are summarized in the following table.

<b>Asset Class</b>	<b>Target Allocation</b>	<b>Long-Term Expected Real Rate of Return</b>
Public Equities	30.0 %	6.0 %
U.S. Government	7.5 %	2.3 %
Private Equity	15.0 %	7.6 %
Real Assets:		
Real Estate	10.0 %	5.2 %
Infrastructure	10.0 %	5.3 %
Natural Resources	5.0 %	5.0 %
Traditional Credit	7.5 %	3.0 %
Alternative Credit	5.0 %	4.2 %
Diversifiers	10.0 %	5.9 %

The discount rate used to measure the collective total pension liability was 6.750 percent for the 2018 and 2017 actuarial valuations for the State Employee and Teacher Plan. The PLD Plan used 6.750 percent for the 2018 and 2017 actuarial valuations. The projection of cash flows used to determine the discount rate assumed that plan member contributions will be made at the current contribution rate and that employer and non-employer entity contributions will be made at actuarially determined, contractually required rates. Based on these assumptions, the pension plan's fiduciary net position was projected to be available to make all projected future benefit payments to current plan members. Therefore, the long-term expected rate of return on pension plan investments was applied to all periods of projected benefit payments to determine the total pension liability.

The following table shows how the collective net pension liability would change if the discount rate used was one percentage point lower or one percentage point higher than the current rate. The current rate used for all plans is 6.750 percent.

(Expressed in Thousands)

<b>Defined Benefit Plans Administered Through MPERS</b>	<b>1% Decrease (5.750%)</b>	<b>Current Discount Rate (6.750%)</b>	<b>1% Increase (7.750%)</b>
<b>State Employee and Teacher Pension Plan:</b>			
State & Component Unit Members			
State Employees	\$ 1,537,742	\$ 993,438	\$ 536,314
Maine Community College System	76,280	49,280	26,604
2 Formerly Reported Component Units.	<u>10,600</u>	<u>6,848</u>	<u>3,697</u>
Subtotal State & Component Unit Members	1,624,622	1,049,566	566,615
Teacher Members (100%)	<u>2,493,769</u>	<u>1,349,443</u>	<u>396,403</u>
Total State Employee and Teacher Pension Plan	<u>\$ 4,118,391</u>	<u>\$ 2,399,009</u>	<u>\$ 963,018</u>
Judicial Pension Plan	3,242	(2,942)	(8,317)
Legislative Pension Plan	(3,339)	(4,196)	(4,940)

Changes in net pension liability are recognized in pension expense with the following exceptions:

*Differences Between Expected and Actual Experience* The difference between actual and expected experience with regard to economic or demographic factors were recognized in pension expense using a straight-line amortization method over a closed period equal to the average expected remaining service lives of active and inactive members in each plan. For 2018, this was one year for the Legislative Plan, two years for the Judicial Plan, three years for the State Employee and Teacher Plan and three for the PLD Consolidated Plan. Prior to 2017, this was two years for the Legislative Plan and four years for the PLD Consolidated Plan.

*Differences Between Projected and Actual Investment Earnings* Differences between projected and actual investment earnings were recognized in pension expense using a straight-line amortization method over a closed 5 year period.

*Changes in Assumptions* Differences due to changes in assumptions about future economic or demographic factors or other inputs were recognized in pension expense using a straight-line amortization method over a closed period equal to the average expected remaining service lives of active and inactive members in each plan. The actuarial assumptions used for the June 30, 2018 valuation were based on the results of an actuarial experience study for the period of June 30, 2012 through June 30, 2015.

*Changes in Proportion and Differences Between Employer Contributions and Proportionate Share of Contributions* Differences resulting from a change in proportionate share of contributions and differences between total employer contributions and the employer's proportionate share of contributions were recognized in pension expense using a straight-line amortization method over a closed period equal to the average expected remaining service lives of active and inactive members in each plan. Differences between total employer contributions and the employer's proportionate share of contributions may arise when an employer has a contribution requirement for an employer specific liability.

#### COMPONENT UNIT PARTICIPANTS

The Maine Municipal Bond Bank, Maine Maritime Academy, Maine State Housing Authority, Maine Turnpike Authority and the Maine Public Employees Retirement System have defined benefit pension plans. All are participating local entity participants in plans administered by the Maine Public Employees Retirement System.

#### NOTE 10 - OTHER POSTEMPLOYMENT BENEFIT PLANS

##### POST RETIREMENT HEALTHCARE PLANS AND BENEFITS

###### State Employees

The State has a single-employer defined benefit healthcare OPEB plan that is administered through a trust. The State of Maine funds postretirement health care benefits for most retired State employees and legislators, as authorized by Title 5 MRSA § 285. For fiscal years ending after June 30, 2015 statute limited the total premium increase for active and retired State employee health insurance to no more than any percentage increase in the Consumer Price Index, as defined in Title 5 MRSA §17001, subsection 9 plus 3 percent. Pursuant to Title 5 MRSA § 285 most retired employees of the Maine Turnpike Authority, Maine Community College System, Maine Maritime Academy, Maine Public Employees Retirement System, and Maine Educational Center for the Deaf and Hard of Hearing are eligible to participate in the health plan but are not funded by the State.

The State pays 100 percent of postretirement health insurance premiums for state employee retirees who were first employed on or before July 1, 1991. A pro rata portion, ranging from zero percent for retirees with less than five years participation to 100 percent for retirees with ten or more years of participation, is paid for eligible individuals first employed after July 1, 1991. Per Title 5 MRSA § 285 paragraphs 2 and 3, coverage depends upon terms and conditions contained in collective bargaining agreements with the State Health Commission. Retirees who are not eligible for Medicare retain coverage in the same group health plan as active employees. Retirees must pay for Medicare Part B coverage to be eligible to participate in the State-funded Companion Plan. Coverage for retirees ineligible for Medicare includes basic hospitalization; supplemental major medical and prescription drugs; and costs for treatment of mental health, alcoholism, and substance abuse.

Part-time employees are eligible for prorated benefits. Retirees who worked 50 percent or more of full-time hours receive 100 percent of the benefit. Surviving spouses and dependents may continue in the plan and pay 100 percent of the premium. Retirees ineligible for a State contribution are allowed to participate and pay the retiree premium.



**Teachers and First Responders**

The State also committed to pay a statutorily determined portion of the retiree healthcare premiums for retired Teachers and retired First Responders as authorized by Title 20-A MRSA § 13451 and Title 5 MRSA § 286-M, respectively. First Responders are defined in statute as retired county or municipal law enforcement officers and municipal firefighters who participate in an employer-sponsored retirement plan. Specifically excluded (Title 5 MRSA § 285 1-B) from the definition of Teachers are members of the Maine Municipal Association, Maine Teachers Association and employees of counties and municipalities and their instrumentalities, except as provided in subsection 11-A. Each group is a collection of single employer defined benefit plans. State contributions are based on rates negotiated by each school district and municipality and reflect their individual healthcare experience rating. The plans are currently funded on a pay-as-you-go basis with the State directly paying insurers.

Effective January 1, 2006, the State contribution to retired teacher health premiums was increased to 45 percent of the retiree-only premium. The rate is based on a single rate for single and employee plus children coverage, or 50 percent of the two party rate for two party and family coverage. Eligibility mirrors that of State Employees.

County and municipal law enforcement officers and municipal firefighters began coverage in fiscal year 2008 with the State contributing 45 percent of the retiree-only premium of their respective plans. The State's premium subsidy is based on the Title 5 MRSA § 285 paragraph 11-A C cost of the retiree's share of the individual premium for the standard plan identified and offered under the group health insurance plan in which the retiree enrolls. The State subsidy ends after the retiree is eligible for Medicare. First Responders are eligible if they retire after age 50 with 25 or more years of service and receive a retirement benefit from either the MPERS or a defined contribution plan. If retirees have fewer than 25 years of service, the normal retirement benefit must be at least 50 percent of final average compensation. Retirees must also participate in their employer's health insurance plan or other fully insured health plan for at least five years. Retirees can elect to participate in the plan at their retirement date. If participation is waived at that time, the retiree is ineligible to participate at a later date.

**POST RETIREMENT GROUP LIFE INSURANCE PLAN**

The Maine Public Employees Retirement System (the System) is a component unit of the State of Maine. For financial reporting purposes, the System administers two multiple-employer cost-sharing, defined benefit Group Life Insurance Plans (GLIP) administered by a third party insurance company in accordance with Title 5 MRSA C. 423 and 425. Members include employees of the State, public school employees (defined by Maine law as teachers), members of the Judiciary and the Legislature, which are eligible for membership in the System. The State of Maine is also a non-employer contributing entity in that the State pays contributions for retired public school teachers in the plan. Group life insurance benefits are also provided to employees of approximately 150 local municipalities and other public entities (Participating Local Districts, or PLDs) in Maine that elect to participate under provisions of the relevant statutes.

The Plan provides Basic group life insurance benefits during retirement to employees who participated in the group life insurance plan prior to retirement for a minimum of 10 years. The 10 year participation requirement does not apply to recipients of disability retirement benefits. The level of coverage in retirement is initially set to an amount equal to the retiree's average final compensation. The initial amount of Basic group life insurance benefit is then subsequently reduced at the rate of 15 percent per year to the greater of 40 percent of the initial amount or \$2,500.

Group life insurance funds managed by the System are constitutionally restricted and held in trust for the payment of benefits to participants or their beneficiaries. The System's Board of Trustees, in its fiduciary capacity, establishes the System's investment policies and their overall implementation. The System maintains separate reserves and accounts for each participating entity and performs a single actuarial valuation that provides separate data for each participating plan.

The System issues a publicly available comprehensive annual financial report that includes financial statements and required supplementary information (RSI) for the plan. The June 30, 2019 report may be obtained from the Maine Public Employees Retirement System, PO Box 349, Augusta, ME 04332-0349 or on-line at [www.mainepeers.org](http://www.mainepeers.org).

**SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES**

The State and the System's fiduciary financial statements are prepared on the accrual basis of accounting. Premiums are recognized when due and benefits are paid when incurred using the accrual basis of accounting. Premium refunds reduce premium revenue and claims recoveries reduce claims expense. Investment income is recognized when earned. In addition, an estimate is made for group life insurance death benefits incurred before year end but not reported to the System until after year end. Group life insurance death benefits incurred but not reported are reflected as other liabilities.

**CONTRIBUTIONS AND RESERVES**

The State Employees Health Insurance Committee establishes contributions to the plan by member employers and employees annually. Both active and retired members pay the same premium rate. Claims liabilities of the plan are periodically computed using statistical techniques to establish premium rates. Administrative costs of the plan are allocated to plan participants.

**INVESTMENTS**

Investments are reported at fair value. Investments that do not have an established market are reported at estimated fair value. Fair value of shares in managed investment pools is based on unit values reported by the funds. The fair value of other investments, including real estate holdings and mortgage participation agreements, are based on third-party appraisals and valuations provided by the sponsor of the agreement. Investment purchases and sales are recorded as of their trade date. Proceeds related to securities sold not yet purchased are carried as a liability and adjusted to the fair value of the securities.

**PLAN MEMBERSHIP**

Membership in the OPEB plans is as follows:

	Healthcare			Group Life	
	State		First	State	
	Employees	Teachers	Responders	Employees	Teachers
Actives	12,076	27,056	628	10,814	14,592
Retirees	8,568	10,473	102	8,345	7,437
Inactives Vested	182	449	-	-	-
Total	20,826	37,978	730	19,159	22,029

**STATE EMPLOYEE HEALTHCARE FUNDING POLICY**

The Trustees of the State Employee Healthcare Plan are the State Controller and State Treasurer. Title 5 MRSA § 286-B authorized an Irrevocable Trust Fund for Other Post-Employment Benefits to meet the State's unfunded liability obligations for retiree health benefits for eligible participants who are the beneficiaries of the irrevocable trust fund. Annually, beginning with the fiscal year starting July 1, 2007, the Legislature shall appropriate funds to meet the State's obligations under any group health plan, policy or contract purchased by the State Employee Health Commission. Unfunded liabilities may not be created except those resulting from experience losses. Unfunded liability resulting from experience losses must be retired over a period not to exceed 10 years. The unfunded liability for retiree health benefits for eligible participants must be retired in 30 years or less from July 1, 2007.

Public Law 2007, Chapter 240, amended Title 5 Chapter 421 by establishing the Irrevocable Trust for Other Post-employment Benefits. MPERS holds and invests long-term funds in the irrevocable trust fund. Its fiduciary responsibilities include setting investment policy in order to fund the plan in accordance with a projected disbursement schedule that does not begin before the year 2027.

**TEACHERS PLAN AND FIRST RESPONDERS PLAN HEALTHCARE FUNDING POLICY**

A special funding situation exists for these plans. The State is statutorily responsible for contributions to the Teachers Plan and the First Responders Plan that cover the retirees of other governmental entities. The State is the sole contributing entity for Teachers and for the First Responders, therefore, making the contribution on behalf of the employing jurisdictions at a 45 percent level for the current portion of the health plan costs. Plan members are not included in the Trust.

Public Law 2011, Chapter 380 Pt. Y § 2 established separate Irrevocable Trust Funds for Other Post-Employment Benefits to meet the State's unfunded liability obligations for retiree health benefits for eligible participants who are the beneficiaries of the irrevocable trust funds. Annually, beginning with the fiscal year starting July 1, 2011, the Legislature shall appropriate funds to meet the State's obligations to retire the unfunded liability for eligible first responders in 30 years or less from July 1, 2007. Public Law 2013, Chapter 368 Pt. H §2 amended the starting date for funding teachers. As amended annually beginning with the fiscal year starting July 1, 2015, the Legislature shall appropriate funds to meet the State's obligations to retire the unfunded liability at June 30, 2006 for eligible teachers in 30 years or less from July 1, 2007.

**GROUP LIFE INSURANCE FUNDING POLICY**

Premium rates are those determined by the System's Board of Trustees to be actuarially sufficient to pay anticipated claims and cover administrative costs. For State employee, legislative and judicial classes, the premiums for retiree life insurance coverage are factored into the premiums paid for Basic coverage while participants are active members. The State remits premiums at a single rate that supports basic coverage for active and retired State employees. This rate is 76 cents per month for every \$1,000 of coverage. Premiums for retiree life insurance coverage for retired teachers are paid by the State based on a rate of 33 cents per \$1,000 of coverage per month during the post-employment retirement period.

**CHANGES IN THE TOTAL OPEB LIABILITY**

The changes in total OPEB liabilities are as follows:

	(Expressed in Thousands)	
	<b>Healthcare</b>	
	Increase (Decrease)	
	Teachers	First Responders
Balances at June 30, 2018	\$ 1,248,326	\$ 18,980
<b>Changes for the Year:</b>		
Service Cost	35,795	776
Interest	45,495	698
Contributions - Employee	-	(617)
Contributions - Non-Employer Contributing Entity	(26,855)	(5)
Administrative Expenses	-	98
Differences Between Expected and Actual Experience	(5,178)	(191)
Changes in Assumptions - Discount Rate	(61,721)	(507)
Net Changes	(12,464)	252
Balances at June 30, 2019	\$ 1,235,862	\$ 19,232
Covered Payroll	\$ 1,156,592	\$ 64,427
Total OPEB Liability as a Percentage of Covered Payroll	106.9 %	29.9 %
State's Proportionate Share of the Collective Total OPEB Liability	74 %	13 %

The State's proportionate share for fiscal years ended June 30, 2019 and June 30, 2018 was estimated using the same share of implicit subsidy for each school district's or municipality's OPEB Plan.

**CHANGES IN NET OPEB LIABILITY**

Changes in net OPEB liabilities are as follows:

**SCHEDULE OF CHANGES IN NET OPEB LIABILITY**  
(Expressed in Thousands)

	<b>Healthcare</b>		<b>Group Life Insurance</b>	
	<b>State Employees</b>	<b>State Employees</b>	<b>Component Units and Others</b>	<b>Teachers</b>
<b>Total OPEB Liability</b>				
Service Cost	\$ (16,917)	\$ (868)	\$ (44)	\$ (1,210)
Interest	(77,876)	(6,011)	(305)	(6,215)
Differences Between Expected and Actual Experience	(7,872)	(1,267)	(65)	(625)
Changes in Assumptions Discount Rate	-	(1,467)	(75)	(1,657)
Change in Proportion	-	(175)	175	-
Benefit Payments, Including Refunds of Member Contributions - Explicit	58,347	4,414	224	2,631
Benefit Payments, Including Refunds of Member Contributions - Implicit	20,265	-	-	-
Net Change in Total OPEB Liability	(24,053)	(5,374)	(90)	(7,076)
Beginning Total OPEB Liability	(1,175,459)	(88,574)	(4,669)	(90,479)
Ending Total OPEB Liability	(1,199,512)	(93,948)	(4,759)	(97,555)
<b>Plan Fiduciary Net Position</b>				
Employer Contributions - Explicit	(60,347)	(3,977)	(202)	-
Employer Contributions - Implicit	(20,265)	-	-	-
Non-employer Contributions	-	-	-	(3,459)
Transfers	-	-	-	(4,914)
Net Investment Income	(21,270)	(2,750)	(140)	-
Changes in Proportion	-	(61)	61	-
Benefit Payments, Including Refunds of Member Contributions	78,612	4,414	224	2,631
Administrative Expense	6	274	14	482
Net Change in Plan Fiduciary Net Position	(23,264)	(2,100)	(43)	(5,260)
Beginning Plan Fiduciary Net Position	(233,596)	(30,868)	(1,627)	(54,388)
Ending Plan Fiduciary Net Position	(256,860)	(32,968)	(1,670)	(59,648)
Ending Net OPEB Liability	\$ (942,652)	\$ (60,980)	\$ (3,089)	\$ (37,907)
<b>Proportion</b>				
June 30, 2019	(100.000000)%	(95.182167)%	(4.817833)%	(100.000000)%
June 30, 2018	(100.000000)%	(94.993644)%	(5.006306)%	(100.000000)%
Change - Increase (Decrease)	0.000000 %	(0.188523)%	0.188473 %	0.000000 %
Plan Fiduciary Net Position as a Percentage of the Total OPEB Liability	(21.413708)%	(35.091753)%	(35.091406)%	(61.142945)%

## ACTUARIAL METHODS AND ASSUMPTIONS

The projection of benefits is based on the terms of the substantive plan at the time of each valuation and include types of benefits in force at the valuation date and the pattern of sharing of costs between the employer and plan members to that point. Actuarial calculations reflect a long-term perspective and employ methods and assumptions that are designed to reduce short-term volatility in actuarial accrued liabilities and the actuarial value of assets. Significant methods and assumptions were as follows:

### State Health Insurance

The valuation date is June 30, 2017 projected to June 30, 2018. Costs are developed using the entry age normal cost method based on a level percentage of payroll. The participation rate for future retirees is 95 percent of active participants currently enrolled. Actuarial assumptions used in the June 30, 2018 and June 30, 2017 actuarial valuations were based on the results of an actuarial experience study conducted for the period of June 30, 2012 to June 30, 2015. Significant actuarial assumptions employed by the actuary for funding purposes as of June 30, 2018 and June 30, 2017 include: a 6.75 percent investment rate of return, a 2.75 percent inflation rate; and, annual salary increases, including inflation of 2.75 percent plus merit component based on employee's years of service. The unfunded actuarial accrued liability is being amortized as a level percentage of payroll over a 30-year period on a closed basis. The unfunded liability will be fully recognized by June 30, 2037. Assumption changes, plan changes and experience gains are amortized over a 20 year fixed period. Experience losses are amortized over a 10 year fixed period. The initial medical trend rate had been 6.60 percent at June 30, 2017 and 6.40 percent at June 30, 2018. The ultimate medical trend rate for both years was 4.29 percent reached at 2075. The State actively manages premium increases within the statutory cap, so healthcare cost increases are limited to no more than inflation plus 3 percent in any year. For active members and non-disabled retirees, the RP2014 Total Dataset Healthy Annuitant Mortality Table was used. For State employees rates are based on 104 percent and 120 percent for males and females, respectively.

The long-term expected rate of return on Other Post-Employment Benefit Plan investments was determined using a building-block method in which best-estimate ranges of expected future real rates of return (expected returns, net of investment expense and inflation) are developed for each major class of assets. These ranges are combined to produce the long-term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentage and by adding expected inflation. Best estimates of long-term real rates of return for each major asset class were benchmarked against returns by asset class as forecast by Horizon Actuarial Services, LLC.

### Group Life Insurance

The valuation date is June 30, 2016 projected to June 30, 2017. Costs are developed using the individual entry age normal cost method based on a level percentage of payroll. The participation rate for future retirees is 100 percent of those currently enrolled. Actuarial assumptions used in the June 30, 2017 and June 30, 2016 actuarial valuations were based on the results of an actuarial experience study conducted for the period of June 30, 2012 to June 30, 2015. Significant actuarial assumptions employed by the actuary for funding purposes as of June 30, 2017 and June 30, 2016 include: a 6.75 percent investment rate of return, a 2.75 percent inflation rate; and, annual salary increases, including inflation of 2.75 percent plus merit component based on employee's years of service. The unfunded actuarial accrued liability is being amortized as a level percentage of payroll over a 30-year period on a closed basis. As of June 30, 2017, there were 19 years remaining in the amortization schedule for state employees and teachers. For active members and non-disabled retirees, the RP2014 Total Dataset Healthy Annuitant Mortality Table was used. For State employees rates are based on 104 percent and 120 percent for males and females, respectively. Teachers rates are based on 99 percent for both genders.

The long-term expected rate of return on Other Post-Employment Benefit Plan investments was determined using a building-block method in which best-estimate ranges of expected future real rates of return (expected returns, net of investment expense and inflation) are developed for each major class of assets. These ranges are combined to produce the long-term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentage and by adding expected inflation. Best estimates of long-term real rates of return for each major asset class included in the target asset allocation as of June 30, 2018 are summarized in the table in the plan section below.

The discount rate used to measure the total OPEB liability for the State Employee and Teacher Plan was 6.75 percent. The projection of cash flows used to determine the discount rate assumed that employer and non-employer entity contributions will be made at contractually required rates, actuarially determined. Based on these assumptions, the Plan's fiduciary net position was projected to be available to make all projected future benefit payments to current plan members. Therefore, the long-term expected rate of return on investments was applied to all periods of projected benefit payments to determine the total OPEB liability.

**Teachers Health Insurance**

The valuation date is June 30, 2017 projected to June 30, 2018. Costs are developed using the entry age normal cost method based on a level percentage of payroll. 93.33 percent of all Teachers are assumed to be eligible to receive a State contribution at retirement. 75 percent of active participants currently with coverage continue coverage at retirement. The State is currently funding the plan on a pay-as-you-go basis. One third of active participants who have currently waived coverage elect coverage at retirement. Actuarial assumptions used in the June 30, 2018 and June 30, 2017 actuarial valuations were based on the results of an actuarial experience study conducted for the period of June 30, 2012 to June 30, 2015. Significant actuarial assumptions employed by the actuary for funding purposes as of June 30, 2018 and June 30, 2017 include: using a 2.75 percent inflation rate and 3.00 annual salary increases. Since the State's portion of the Teachers' postretirement medical plans are not being funded by assets in a separate trust, GASB No. 75 requires that the discount rate be based on the index rate as of the measurement date of a 20-year tax-exempt general obligation municipal bond index with an average rating of AA/Aa or higher. The State of Maine elected to determine the discount rate using the Bond Buyer 20-Bond General Obligation Index. The discount rate was 3.87 percent as of the measurement date, June 30, 2018, (3.58 percent as of June 30, 2017). The initial medical trend rate had been 6.60 percent at June 30, 2017 and 6.40 percent at June 30, 2018. The ultimate medical trend rate for both years was 4.29 percent reached at 2075. For active members and non-disabled retirees, the RP2014 Total Dataset Healthy Annuitant Mortality Table was used. For Teachers rates are adjusted based on 99 percent for males and females.

**First Responders Health Insurance**

The valuation date is June 30, 2017 projected to June 30, 2018. Costs are developed using the entry age normal cost method based on a level percentage of payroll. 90 percent of all active members who currently have coverage are assumed to elect coverage at retirement. No employee who has waived coverage will be assumed to be eligible for coverage at retirement. The State is currently funding the plan on a pay-as-you-go basis. The valuation assumes the State will continue this policy. Since the State's portion of the First Responders' postretirement medical plans are not being funded by assets in a separate trust, GASB No. 75 requires that the discount rate be based on the index rate as of the measurement date of a 20-year tax-exempt general obligation municipal bond index with an average rating of AA/Aa or higher. The State of Maine elected to determine the discount rate using the Bond Buyer 20-Bond General Obligation Index. The discount rate was 3.87 percent as of the measurement date, June 30, 2018, (3.58 percent as of June 30, 2017). Actuarial assumptions used in the June 30, 2018 and June 30, 2017 actuarial valuations were based on the results of an actuarial experience study conducted for the period of June 30, 2012 to June 30, 2015. Other significant actuarial assumptions employed by the actuary for June 30, 2018 and June 30, 2017 include using a 2.75 percent inflation rate and 3.00 percent annual salary increase. The initial medical trend rate had been 6.60 percent at June 30, 2017 and 6.40 percent at June 30, 2018. The ultimate medical trend rate for both years was 4.29 percent reached at 2075. For active members and non-disabled retirees, the RP2014 Total Dataset Healthy Annuitant Mortality Table was used. Rates were adjusted 104 percent for males and 120 percent based on females.



**OPEB EXPENSE AND DEFERRALS**

For the year ended June 30, 2019, the State recognized OPEB expense of \$142,070. Costs related to non-State employees are charged to the General Fund. Of State employee costs charged to governmental funds, 49 percent is charged to the General Fund, 21 percent to Other Special Revenue Funds, 16 percent to the Highway Fund and 14 percent to Federal funds. At June 30, 2019, the State reported deferred outflows of resources and deferred inflows of resources related to OPEB from the following sources:

	<b>Healthcare</b>					
	(Expressed in Thousands)					
	<b>State</b>		<b>Teachers</b>		<b>First Responders</b>	
<b>Deferred Outflows of Resources</b>	<b>Deferred Inflows of Resources</b>	<b>Deferred Outflows of Resources</b>	<b>Deferred Inflows of Resources</b>	<b>Deferred Outflows of Resources</b>	<b>Deferred Inflows of Resources</b>	
Differences between expected and actual experience demographic and economic	\$ 12,380	\$ -	\$ 31,456	\$ 4,478	\$ -	\$ 2,284
Changes of assumptions	-	-	-	177,670	-	4,946
Net difference between projected and actual earnings on OPEB plan investments	-	12,033	-	-	-	-
State and component unit contributions subsequent to the measurement date	90,829	-	33,032	-	548	-
<b>Total</b>	<b>\$ 103,209</b>	<b>\$ 12,033</b>	<b>\$ 64,488</b>	<b>\$ 182,148</b>	<b>\$ 548</b>	<b>\$ 7,230</b>

**For the Year Ended**

2020	(212)	(26,274)	(1,330)
2021	(212)	(26,274)	(1,330)
2022	(213)	(26,274)	(1,330)
2023	742	(26,274)	(1,330)
2024	242	(26,274)	(1,330)
Thereafter	-	(19,322)	(580)

**Group Life Insurance**  
(Expressed in Thousands)

	<b>State</b>		<b>Teachers</b>	
	<b>Deferred Outflows of Resources</b>	<b>Deferred Inflows of Resources</b>	<b>Deferred Outflows of Resources</b>	<b>Deferred Inflows of Resources</b>
Differences between expected and actual experience demographic and economic	\$ 1,087	\$ -	\$ 556	\$ -
Changes of assumptions	1,258	-	1,473	-
Net difference between projected and actual earnings on OPEB plan investments	-	1,528	-	2,705
Changes in proportion and differences between State contributions and proportionate share of contributions	234	5	-	-
State and component unit contributions subsequent to the measurement date	4,039	-	3,547	-
<b>Total</b>	<b>\$ 6,618</b>	<b>\$ 1,533</b>	<b>\$ 5,576</b>	<b>\$ 2,705</b>

**For the Year Ended**

2020	(30)	(566)
2021	(30)	(566)
2022	(30)	(566)
2023	296	7
2024	432	254
Thereafter	408	761

The long-term expected rate of return on OPEB plan assets was determined using a building-block method in which best-estimate ranges of expected future real rates of return (expected returns, net of OPEB plan investment expense and inflation) are developed for each major class of assets. These ranges are combined to produce the long-term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentage and by adding expected inflation. Best estimates of arithmetic real rates of return for each major asset class included in the OPEB plan's target asset allocation are summarized in the following table.

Asset Class:	State Employee Healthcare		Group Life Insurance	
	Target Allocation	Long-Term Expected Real Rate of Return	Target Allocation	Long-Term Expected Real Rate of Return
U.S. Government Securities	9.00 %	2.30 %	10.00 %	2.30 %
Public Equity	70.00 %	6.00 %	70.00 %	6.00 %
Traditional Credit	16.00 %	3.00 %	15.00 %	3.00 %
Real Assets:				
Real Estate	5.00 %	5.20 %	5.00 %	5.20 %

For the year ended June 30, 2019, the annual money-weighted average rate of return on investments, net of investment expense was 6.60 percent for both plans. The money-weighted rate of return expresses investment performance, net of investment expense, adjusted for the changing amounts actually invested.

The discount rate used to measure the collective total OPEB liability for the actuarial valuations varied by plan and is disclosed below. The projection of cash flows used to determine the discount rate assumed that plan member contributions will be made at the current contribution rate and that employer and non-employer entity contributions will be made at the actuarially determined, contractually required rates. Based on the assumption, the OPEB plan's fiduciary net position were projected to be available to make all projected future benefit payments to current plan members. Therefore, the long-term expected rate of return on OPEB plan investments was applied to all periods of projected benefit payments to determine the total OPEB liability.

**SENSITIVITY ANALYSIS**

The following tables show how the collective OPEB liabilities would change if the discount rate used was one percentage point lower or one percentage point higher than the current rate. The discount rate used for the funded healthcare plan is 6.75 percent. The discount rate used for unfunded healthcare plans is 3.87 percent. The discount rate used for funded group life insurance plans is 6.75 percent.

**Discount Rate**  
(Expressed in Thousands)

	<u>1% Decrease</u>	<u>Current Discount Rate</u>	<u>1% Increase</u>
<b>Net OPEB Liabilities</b>			
State Employee Healthcare Plan	\$ 1,083,200	\$ 942,652	\$ 825,381
State Employee Group Life	\$ 74,184	\$ 60,980	\$ 50,194
State Employee Group Life - DCU	\$ 3,755	\$ 3,089	\$ 2,541
Teacher Group Life	\$ 52,904	\$ 37,907	\$ 25,787
<b>Total OPEB Liabilities</b>			
Teacher Healthcare Plan	\$ 1,467,620	\$ 1,235,862	\$ 1,051,981
First Responders Healthcare Plan	\$ 21,056	\$ 19,232	\$ 17,610

**Healthcare Cost Trend Rate**  
(Expressed in Thousands)

	<u>1% Decrease</u>	<u>Current Discount Rate</u>	<u>1% Increase</u>
Net OPEB State Employee Healthcare Plan	\$ 808,356	\$ 942,652	\$ 1,105,181
Total OPEB Teacher Healthcare Plan	\$ 1,015,519	\$ 1,235,862	\$ 1,525,959
Total OPEB First Responder Healthcare Plan	\$ 17,174	\$ 19,232	\$ 21,646

For all plans, the current trend rate is 6.40 percent grading down to 4.29 percent.

**Plan Information**

GASB Statement No. 74, *Financial Reporting for Postemployment Benefit Plans Other Than Pension Plans*, principal objective is to improve the usefulness of OPEB information in the external financial statements of State and local governments. GASB established different reporting requirements for OPEB plans based on whether or not plan assets accumulated for benefits are placed in trusts (or equivalent arrangements). Two OPEB Plans met the requirements for funded OPEB trusts or their equivalents: the State Employee Healthcare Plan and the Group Life Insurance Plan for State Employees and Teachers. The other plans are funded on a pay-as-you-go basis.

Information not already contained in this note disclosure at June 30, 2019 follows. The Trustees of the State Retiree Healthcare Plan (SRHP) are the State Controller and State Treasurer.

Components of the Net OPEB Liability for the plans at June 30, 2019 were as follows:

(Expressed in Thousands)

	<b>State Employee Healthcare Plan</b>	<b>State and Teachers Group Life Insurance Benefit Plan</b>
Total OPEB liability	\$ 1,226,111	\$ 204,432
Plan fiduciary net position	277,703	100,617
State of Maine's net OPEB liability	<u>\$ 948,408</u>	<u>\$ 103,815</u>
Plan fiduciary net position as a percentage of the total OPEB liability	22.65 %	49.22 %

Actuarial assumptions for both funded OPEB plans used in the June 30, 2018 valuations were based on results from an actuarial experience study for the period of June 30, 2012 to June 30, 2015. The individual entry age normal method is used to determine liabilities. Asset amounts are taken as reported to the actuaries by the System without audit or change. Specific health and group life insurance OPEB plans' actuarial assumptions are included in the plan specific section of this note. For the 2018 healthcare valuation, actuaries decreased the initial medical trend rate from 6.40 percent to 6.20 percent.

The long-term expected rate of return on OPEB plan assets was determined using a building-block method in which best-estimate ranges of expected future real rates of return (expected returns, net of OPEB plan investment expense and inflation) are developed for each major class of assets. These ranges are combined to produce the long-term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentage and by adding expected inflation. Best estimates of arithmetic real rates of return for each major asset class included in the OPEB plans' target asset allocation are summarized in the following table.

	<b>Target Allocation</b>	<b>Long-Term Expected Real Rate of Return</b>
<b>Asset Class for the State Employee and Teacher Group Life Insurance Benefit Plan</b>		
Public Equity	70.0 %	6.0 %
Real Estate	5.0 %	5.2 %
Traditional Credit	15.0 %	3.0 %
U.S. Government Securities	10.0 %	2.3 %
<b>Asset Class for State Employee Healthcare Plan</b>		
Public Equity	70.0 %	6.0 %
Real Estate	5.0 %	5.2 %
Traditional Credit	16.0 %	3.0 %
U.S. Government Securities	9.0 %	2.3 %

For the year ended June 30, 2019, the annual money-weighted rate of return on investments, net of investment expense, was 6.6 percent for both plans. The money weighted rate of return expresses investment performance, net of investment expense, adjusted for the changing amounts actually invested.

The discount rate used to measure the collective total OPEB liability for the actuarial valuations varied by plan and is disclosed below. The projection of cash flows used to determine the discount rate assumed that plan member contributions will be made at the current contribution rate and that employer and non-employer entity contributions will be made at actuarially determined, contractually required rates. Based on these assumptions, the OPEB plans' fiduciary net position were projected to be available to make all projected future benefit payments to current plan members. Therefore, the long-term expected rate of return on OPEB plan investments was applied to all periods of projected benefit payments to determine the total OPEB liability.

The following table shows how the collective net OPEB liabilities would change if the discount rate used was one percentage point lower or one percentage point higher than the current rate. The current rate used for both plans is 6.75 percent.

(Expressed in Thousands)

	<u>1% Decrease</u>	<u>Current Discount Rate</u>	<u>1% Increase</u>
State Employee Healthcare Plan	\$ 1,088,343	\$ 948,408	\$ 831,511
State Employee and Teacher Group Life Insurance Benefit Plan	\$ 133,152	\$ 103,815	\$ 79,937

*Sensitivity of the net OPEB liability to changes in the healthcare cost trend rates.* The following table shows how the collective net OPEB liabilities would change if the healthcare rate used was one percentage point lower or one percentage point higher than the current rate of 6.20 percent grading down to 4.29 percent.

(Expressed in Thousands)

	<u>1% Decrease</u>	<u>Current Discount Rate</u>	<u>1% Increase</u>
State Employee Healthcare Plan	\$ 793,436	\$ 948,408	\$ 1,137,062

## NOTE 11 - LONG-TERM OBLIGATIONS

### PRIMARY GOVERNMENT

The State records its liability for general obligation bonds in the Governmental Activities column on the Statement of Net Position. Other long-term obligations recognized by the State include: revenue bonds issued by the Maine Governmental Facilities Authority, a blended component unit; obligations under Certificates of Participation and other financing arrangements; loans payable to component unit for repayment of bonds issued by the Maine Municipal Bond Bank on behalf of the Maine Department of Transportation and the Liquor Operations Revenue Fund and compensated employee absences.

### GENERAL OBLIGATIONS BONDS

Programs for which the State issues general obligation bonds include: adaptive equipment loan programs; environmental cleanup and protection; highway and transportation related projects; agricultural and small business job creation; and acquisition, construction, and renovation of major capital facilities including State parks and historic sites. General obligation bonds are secured by the full faith and credit of the State. Debt service requirements are provided by legislative appropriation from the State's general tax revenues and are repaid in annual installments beginning not more than one year after issuance.

Changes in general obligation bonds of the primary government during fiscal year 2019 were:

**Primary Government - Changes in General Obligation Bonds**  
(Expressed in Thousands)

	<b>Balance July 1, 2018</b>	<b>Additions</b>	<b>Reductions</b>	<b>Balance June 30, 2019</b>	<b>Due Within One Year</b>
General Obligation Debt:					
General Fund	\$ 353,795	\$ 252,130	\$ 72,345	\$ 533,580	\$ 77,995
Special Revenue Fund	22,320	-	12,500	9,820	7,610
Unamortized Premiums:					
General Fund	31,631	34,440	5,693	60,378	7,674
<b>Total</b>	<b>\$ 407,746</b>	<b>\$ 286,570</b>	<b>\$ 90,538</b>	<b>\$ 603,778</b>	<b>\$ 93,279</b>

Debt service requirements (principal and interest) for all outstanding general obligation bonds of the primary government, from June 30, 2019 until maturity, are summarized in the following table:

**Future Debt Service on General Obligation Bonds**  
(Expressed in Thousands)

<b>Fiscal Year</b>	<b>Principal</b>	<b>Interest</b>	<b>Total</b>
2020	\$ 85,605	\$ 24,331	\$ 109,936
2021	79,910	21,517	101,427
2022	71,075	17,874	88,949
2023	66,340	14,594	80,934
2024	66,335	11,332	77,667
2025-2029	174,135	20,385	194,520
<b>Total</b>	<b>\$ 543,400</b>	<b>\$ 110,033</b>	<b>\$ 653,433</b>
Unamortized Premiums	60,378		
<b>Total Principal</b>	<b>\$ 603,778</b>		



General fund, special revenue and other general obligation bonds issued and outstanding at June 30, 2019 are as follows:

**Primary Government - General Obligation Bonds Outstanding**

(Expressed in Thousands)

	Amounts Issued	Outstanding June 30, 2019	Fiscal Year Maturities		
			First Year	Last Year	Interest Rates
General Fund:					
Series 2009	\$ 96,035	\$ -	2011	2019	2.50% - 5.00%
Series 2010	31,755	290	2011	2020	1.41% - 4.00%
Series 2011	86,010	13,250	2012	2021	1.625% - 5.00%
Series 2012	49,265	14,205	2013	2022	1.00% - 5.00%
Series 2014	112,945	56,470	2015	2024	0.20% - 5.00%
Series 2015	102,555	61,530	2016	2025	0.85% - 5.00%
Series 2016	97,705	68,390	2017	2026	1.00% - 5.00%
Series 2017	98,060	78,445	2018	2027	2.00% - 5.00%
Series 2019A	111,255	100,125	2019	2028	3.125% - 5.00%
Series 2019B	140,875	140,875	2020	2029	2.50% - 5.00%
		533,580			
Plus Unamortized Bond Premium		60,378			
Total General Fund		<u>\$ 593,958</u>			
Special Revenue Fund:					
Series 2009	37,310	-	2011	2019	2.50% - 5.00%
Series 2010	25,080	5,400	2011	2020	1.41% - 4.00%
Series 2011	22,125	4,420	2012	2021	1.625% - 5.00%
Total Special Revenue		<u>\$ 9,820</u>			

**AUTHORIZED UNISSUED BONDS**

Any bonds not issued within five years of the date of ratification may not be issued after that date. Within two years after expiration of the five-year period, the Legislature may extend, by a majority vote, the five-year period for an additional five years or may deauthorize the bonds. If the Legislature fails to take action within those two years, the bond issue shall be considered to be deauthorized and no further bonds may be issued. At June 30, 2019, general obligation bonds authorized and unissued totaled \$103.6 million.

**REVENUE BONDS OF THE MAINE GOVERNMENTAL FACILITIES AUTHORITY**

The State included \$236.7 million in other financing arrangements to reflect revenue bonds issued by the Maine Governmental Facilities Authority (MGFA), a blended component unit. Payment of the bonds is subject to, and dependent upon, biennial appropriations being made by the State Legislature. Debt issued by MGFA is not debt of the State or any political subdivision within the State. The State is not obligated for such debt, nor is the full faith and credit of the State pledged for such debt. MGFA may not issue securities in excess of \$701.1 million outstanding, at any one time, except for the issuance of certain revenue refunding securities.

During the fiscal year ended June 30, 2019, MGFA issued \$50.5 million in 2018A bonds with interest rates between 3.50 percent and 5.00 percent.

At June 30, 2019, there was \$6.5 million of MGFA in-substance defeased bonds outstanding.

**CERTIFICATES OF PARTICIPATION AND OTHER FINANCING ARRANGEMENTS**

The State uses financing companies, Certificates of Participation (COP's), and lease/purchase agreements to finance construction of certain State buildings, to purchase or generate software, and to purchase equipment and vehicles, including school buses. COP's are issued through a trustee, and the State is responsible for payments to the trustee that approximate the interest and principal payments made to the certificate holders. The State and school districts maintain custody and use of the assets; however, the trustee holds a lien as security until such time as the certificates are fully paid.

Neither COP's nor the other financing arrangements constitute a legal debt, liability, or contractual obligation in excess of amounts appropriated. The State's obligation to make minimum payments or any other obligation under agreements is subject to, and dependent upon, appropriations being made by the Legislature. The Legislature has no obligation to appropriate the money for future minimum payments or other obligations under any agreement.

**SHORT-TERM OBLIGATIONS**

The State of Maine did not issue or retire Bond Anticipation Notes during fiscal year 2019. Short-term obligations are used to meet temporary operating cash flow needs. At June 30, 2019 there were no outstanding Tax Anticipation Notes or Bond Anticipation Notes.

**OTHER LONG-TERM OBLIGATIONS**

In general, expenditures and fund liabilities are not recorded in governmental funds for long-term obligations until amounts owed are "due and payable." Fund liabilities are recorded in the proprietary funds when obligations are incurred. In the Statement of Net Position, the State has recorded long-term obligations for its compensated employee absences, net pension liability, other post-employment benefit obligations, pollution remediation landfill closure and post-closure care costs.

Changes in other long-term obligations for governmental and business-type activities for the fiscal year ended June 30, 2019, are summarized as follows:

**Primary Government - Changes in Other Long-Term Obligations**

(Expressed in Thousands)

	<u>Balance</u> <u>July 1, 2018</u>	<u>Additions</u>	<u>Reductions</u>	<u>Balance</u> <u>June 30, 2019</u>	<u>Due Within</u> <u>One Year</u>
<b>General Activities:</b>					
MGFA Revenue Bonds	\$ 209,155	\$ 50,510	\$ 22,966	\$ 236,699	\$ 23,759
COP's and Other Financing	72,368	7,600	28,699	51,269	24,883
Compensated Absences	49,611	9,198	7,510	51,299	7,769
Claims Payable	67,029	169,680	169,189	67,520	23,427
Capital Leases	56,518	7,573	5,514	58,577	6,228
Loans Payable to Component Unit	378,264	50,113	53,214	375,163	54,971
Total Government Activities	<u>\$ 832,945</u>	<u>\$ 294,674</u>	<u>\$ 287,092</u>	<u>\$ 840,527</u>	<u>\$ 141,037</u>
<b>Business-Type Activities:</b>					
Compensated Absences	<u>\$ 806</u>	<u>\$ 77</u>	<u>\$ 104</u>	<u>\$ 779</u>	<u>\$ 103</u>

Debt service requirements (principal and interest) for COP's and other financing arrangements of the primary government, from June 30, 2019 until maturity, are summarized as follows:

**Future Debt Service on MGFA Revenue Bonds, COPS and Other Financing Arrangements**  
(Expressed in Thousands)

Fiscal Year	Governmental Funds			Internal Service Funds		
	Principal	Interest	Total	Principal	Interest	Total
2020	\$ 17,907	\$ 393	\$ 18,300	\$ 30,736	\$ 9,697	\$ 40,433
2021	5,632	287	5,919	22,146	8,754	30,900
2022	3,219	196	3,415	17,813	8,046	25,859
2023	3,278	137	3,415	16,634	7,369	24,003
2024	3,339	77	3,416	15,155	6,725	21,880
2025 - 2029	1,692	15	1,707	67,654	24,347	92,001
2030 - 2034	-	-	-	49,619	11,664	61,283
2035 - 2039	-	-	-	33,145	3,111	36,256
Total	<u>\$ 35,067</u>	<u>\$ 1,105</u>	<u>\$ 36,172</u>	<u>\$ 252,902</u>	<u>\$ 79,713</u>	<u>\$ 332,615</u>

**LOANS PAYABLE TO COMPONENT UNIT**

The State of Maine has pledged various revenue streams, as security for Grant Anticipation Bonds (GARVEE) and Transportation Infrastructure Revenue Bonds (TransCap) issued by the Maine Municipal Bond Bank (MMBB) on behalf of the Maine Department of Transportation to provide financing for qualified transportation projects.

In addition, the State of Maine has also pledged the profit from the Alcoholic Beverages Enterprise Fund as security for \$220.6 million (\$193.8 million net of the debt service reserve) of Liquor Operations Revenue Bonds issued by MMBB. The bonds are special, limited obligations of the MMBB.

Changes in GARVEE, TransCap and Liquor Operations revenue bonds during fiscal year 2019 were:

**Primary Government - Changes in GARVEE, TransCap and Liquor Revenue Bonds Payable**  
(Expressed in Thousands)

	Balance July 1, 2018	Additions	Reductions	Balance June 30, 2019	Due Within One Year
<b>Loans Payable to Components Unit:</b>					
Federal Funds	\$ 124,259	\$ 50,113	\$ 17,620	\$ 156,752	\$ 18,212
Special Revenue Fund	254,005	-	35,594	218,411	36,759
Total	<u>\$ 378,264</u>	<u>\$ 50,113</u>	<u>\$ 53,214</u>	<u>\$ 375,163</u>	<u>\$ 54,971</u>

Payment of principal and interest on the GARVEE bonds shall be subject to appropriation each year by the Legislature in an amount sufficient to cover the principal and interest requirements of MMBB's debt for these bonds. The State's receipt of these funds is subject to continuing federal appropriations. MMBB insured payments of principal and interest with a financial guaranty insurance policy. The bonds do not constitute a legal debt or obligation of the State.

Principal and interest on TransCap bonds are payable solely from pledged revenues, pledged rights, and pledged TransCap funds and accounts. Pledged revenues include certain motor vehicle registration and other fees, a portion of excise tax on gasoline and other special fuel, and certain amounts required to be transferred from the Highway Fund. All pledged revenues are required to be transferred to the TransCap Fund. The bonds do not constitute a legal debt or liability of the State.

Payment of principal and interest on the Liquor Operations Revenue bonds shall be made solely from the profit of the Alcoholic Beverages Enterprise Fund. The bonds do not constitute a legal debt or obligation of the State.

GARVEE, TransCap and Liquor Operations Revenue bonds issued and outstanding at June 30, 2019 are as follows:

**GARVEE, TransCap and Liquor Revenue Bonds Outstanding**  
(Expressed in Thousands)

	Amounts Issued	Outstanding June 30, 2019	Fiscal Year Maturities		Interest Rates
			First Year	Last Year	
Federal Funds:					
Series 2010B	\$ 24,085	\$ 19,555	2018	2022	4.52% - 5.32%
Series 2014A	44,810	33,115	2015	2026	2.00% - 5.00%
Series 2016A	44,105	38,730	2017	2028	2.63% - 5.00%
Series 2018A	44,310	44,310	2023	2030	4.00% - 5.00%
Series 2018B	9,875	9,875	2019	2020	4.00%
Total Federal Funds		<u>\$ 145,585</u>			
Special Revenue Fund:					
Series 2009A	105,000	27,995	2010	2023	2.50% - 5.00%
Series 2009B	30,000	3,145	2010	2024	2.00% - 5.00%
Series 2011A	55,000	47,660	2012	2026	2.00% - 5.00%
Series 2013	220,660	118,930	2015	2024	1.07% - 4.35%
Series 2015A	54,680	54,680	2019	2024	4.00% - 5.00%
Total Special Revenue Funds		<u>\$ 252,410</u>			

Total principal and interest requirements over the life of the 2010 GARVEE bonds are \$35.8 million, with annual requirements of up to \$5.6 million; for 2014 GARVEE bonds total principal and interest requirements are \$59.0 million, with annual requirements of up to \$5.0 million; for 2016 GARVEE bonds total principal and interest requirements are \$58.0 million, with annual requirements up to \$4.9 million; for 2018A GARVEE bonds total principal and interest requirements are \$63.3 million, with annual requirements up to \$6.7 million; for 2018B GARVEE bonds total principal and interest requirements are \$10.4 million, with annual requirements up to \$5.1 million. Total federal highway transportation funds received in federal fiscal year 2019 were \$208.5 million. Current year payments to MMBB for GARVEE bonds were \$20.8 million (10.0 percent of federal highway transportation funds received).

Total principal and interest requirements over the life of the 2009A TransCap Revenue bond are \$139.3 million, with annual requirements up to \$10.1 million; for the 2009B TransCap Revenue bonds total principal and interest requirements are \$45.2 million, with annual requirements up to \$15.9 million. Total principal and interest requirements over the life of the 2011A TransCap Revenue bond are \$84.2 million, with annual requirements up to \$20.3 million. Total principal and interest requirements over the life of the 2015A TransCap Revenue bond are \$74.4 million, with annual requirements up to \$16.6 million. Total revenue received for revenue sources used as pledged revenues were \$41.5 million in fiscal year 2019.

Total principal and interest requirements over the life of the 2013 Liquor Operation Revenue bond are \$273.7 million, with annual requirements up to \$26.8 million. Current year payments to MMBB for the Liquor Operation bonds were \$26.8 million. Total revenue received from revenue sources used as pledged revenue were \$56.1 million in fiscal year 2019.

#### OBLIGATIONS UNDER CAPITAL LEASES

The State leases various assets under non-cancelable leasing arrangements. Leases that constitute rental agreements are classified as operating leases; the resulting expenditures are recognized as incurred over the lease term. Leases that are comparable to purchases are classified as capital leases.

In the government-wide and proprietary fund statements, assets and liabilities resulting from capital leases are recorded at lease inception. The principal portion of lease payments reduces the liability; the interest portion is expensed.

Most leases have cancellation clauses in the event that funding is not available. For reporting purposes, such cancellation clauses are not considered because the likelihood that they will be exercised is considered remote. Some lease agreements include renewal or purchase options. The effect of such options is reflected in the minimum lease payments only if it is considered reasonably assured that an option will be exercised. Because the accounting treatment for installment purchase agreements is similar, such agreements are reported with capital leases.

Leases that exist between the State and the Maine Governmental Facilities Authority (MGFA), a blended component unit, are not recorded as leases in this report. In their separately issued financial statements, MGFA records a lease receivable from the State. Although payables and receivables technically exist between these parties, when combined for government-wide reporting, they are eliminated. A long-term liability exists on the government-wide statements for the bonds issued by MGFA to construct the assets associated with the leases. Future payments to MGFA are; therefore, not included in the schedule of lease commitments below.

At June 30, 2019 capital assets include capitalized buildings of \$102.8 million in Governmental Activities, with related accumulated depreciation of \$49.6 million.

#### OBLIGATIONS UNDER OPERATING LEASES

The State is obligated under certain leases, accounted for as operating leases, in the proprietary funds. Operating leases do not give rise to property rights or lease obligations, and therefore assets and liabilities related to the lease agreements are not recorded in the State's financial statements. Rental expense incurred under operating leases totaled \$3.4 million during the year.

A summary of the operating and non-cancelable capital lease commitments to maturity follows:

#### Future Minimum Lease Payments Capital and Operating Leases (Expressed in Thousands)

Fiscal Year	Capital Leases	Operating Leases
2020	\$ 6,227	\$ 2,709
2021	5,866	2,395
2022	4,952	2,008
2023	4,623	1,785
2024	4,176	1,570
2025-2029	16,566	5,504
2030-2034	10,486	3,569
2035-2039	7,467	768
2040-2044	5,952	715
2045-2049	4,429	811
2050-2054	100	446
Total Minimum Payments	<u>70,844</u>	<u>\$ 22,280</u>
Less: Amount Representing Interest	<u>12,267</u>	
Present Value of Future Minimum Payments	<u>\$ 58,577</u>	

#### MGFA REVENUE BONDS, COP'S AND OTHER FINANCING ARRANGEMENTS

MGFA revenue bonds will be liquidated by the MGFA Internal Service Fund, from revenues received through lease agreements with various governmental funds. The liability for loans payable to the component unit will be liquidated from the Federal Fund and Highway Fund. The vast majority of COP's and other financing arrangements will be liquidated by the internal service fund in which the leases are recorded; the General and Highway Funds will pay relatively small amounts.

#### CLAIMS PAYABLE

Claims payable that represent Medicaid claims will be paid from the General Fund and Federal Fund. Claims payable that represent workers' compensation and retiree/employee health will be liquidated by the applicable governmental and internal service funds that account for the salaries and wages of the related employees. Other claims and judgments attributable to governmental activities will be liquidated by the General Fund and related special revenue funds.

#### COMPENSATED ABSENCES

In the government-wide statements and proprietary fund financial statements, compensated absences are reported as long-term liabilities as required by GASB. In the governmental fund financial statements, vested or accumulated leave is reported as an expenditure and fund liability when incurred upon retirement, termination or death. Sick and vacation payments made to terminated employees as of June 30, 2019 but paid after the fiscal year end is also reported in the funds.

**COMPONENT UNITS**

Bonds payable of the discretely presented component units are legal obligations of the component units and are not general obligations of the State. The following table summarizes bonds outstanding for selected material balances of discretely presented component units, as reported in their separately issued financial statements, utilizing their respective fiscal year-ends:

**Component Unit Bonds Outstanding**

(Expressed in Thousands)

<b>Component Unit</b>	<b>Interest Rates</b>	<b>Amount</b>	<b>Maturity Dates</b>
Finance Authority of Maine	3.000% - 5.050%	\$ 91,685	2019 - 2039
Maine Community College System	3.000% - 5.000%	18,218	2019 - 2036
Maine Health and Higher Educational Facilities Authority	2.000% - 5.750%	475,695	2019 - 2040
Maine Municipal Bond Bank	0.500% - 6.120%	1,775,279	2019 - 2049
Maine State Housing Authority	1.000% - 5.000%	1,454,910	2019 - 2052
Maine Turnpike Authority	2.000% - 6.000%	544,173	2019 - 2047
University of Maine System	1.500% - 5.000%	145,636	2019 - 2037

During 2019, the Finance Authority of Maine issued \$42.4 million of Series 2019 bonds and used \$33.7 million for a current refunding of the remaining balance of the 2009 Series bonds. The Authority recognized an additional \$1.1 million deferred loss on refunding.

In periods of declining interest rates, Maine Health and Higher Educational Facilities Authority (MHHEFA) has refunded certain bond obligations. The proceeds of any advance refunding bonds are primarily used to purchase U.S. Treasury obligations, the principal and interest on which will be sufficient to pay the principal and interest, when due, of the defeased bonds. At June 30, 2019 there were approximately \$43.0 million of defeased bonds remaining outstanding with respect to advance-refunding issues within the reserve fund resolution.

In periods of declining interest rates, MMBB has refunded certain of its bond obligations, reducing aggregate debt service. Where allowed, the bank retires outstanding bonds prior to their contractual maturity. In other cases, the proceeds of the refunding bonds were principally used to purchase U.S. Government Treasury obligations that will provide for future payment on the debt. The U.S. Treasury obligations are deposited with the trustees of the in-substance defeased bonds.

On November 8, 2018, MMBB issued \$9.9 million in Grant Anticipation Series 2018B bonds with an average interest rate of 4.00 percent to in-substance defease \$9.9 million of the Grant Anticipation 2008A bonds. The net proceeds of approximately \$10.0 million, including a bond premium of approximately \$.2 million and after payment of approximately \$0.1 million in underwriting fees and other issuance costs, were used to purchase U.S. Government securities which will provide for all future debt service payments on the refunded bonds. The MMBB in effect reduced the Grant Anticipation Fund Group's aggregate debt service payments over the next two years and obtained an economic gain (difference between the present values of the old and new debt service payments) of approximately \$.1 million. All defeased bonds were called in December 2018.

At June 30, 2019, the remaining balances of the General Tax-Exempt Fund Group in-substance defeased bonds total approximately \$121.2 million.

At June 30, 2019, the remaining balances of the Transportation Infrastructure Fund Group in-substance defeased bonds total approximately \$35.9 million.

At June 30, 2019, Maine Community College System (MCCS) had \$16.1 million principal outstanding related to debt refunded through in-substance defeasance.

For the period ended December 31, 2018, the Maine State Housing Authority redeemed prior to maturity \$151.7 million of its Mortgage Purchase Fund Group bonds from surplus revenues and the proceeds of refunding bonds. Mortgage Purchase Fund gains of \$178 thousand were attributed to recognition of the related bond premium.

The Maine Turnpike Authority has a calendar year end. In February 2018, the Maine Turnpike Authority issued \$150.0 million of Series 2018 Revenue Refunding Bonds to pay a portion of the costs of various turnpike projects.



The following table summarizes debt service requirements for outstanding bonds of the discretely presented component units:

**Component Units Principal Maturities**  
(Expressed in Thousands)

<b>Fiscal Year Ending</b>	<b>FAME</b>	<b>MMBB</b>	<b>MCCS</b>	<b>MSHA</b>	<b>MTA</b>	<b>UMS</b>	<b>MHHEFA</b>
2020	\$ 2,690	\$ 127,440	\$ 765	\$ 40,190	\$ 14,945	\$ 11,490	\$ 34,790
2021	4,535	153,365	810	41,894	16,015	10,440	35,085
2022	5,415	146,195	850	49,781	17,350	10,910	35,855
2023	6,335	136,000	895	51,240	18,435	10,395	32,965
2024	6,915	132,410	935	48,035	19,360	10,880	33,190
2025 - 2029	32,195	532,276	5,180	234,748	130,945	44,235	140,620
2030 - 2034	18,350	235,470	6,430	266,222	113,905	32,295	103,065
2035 - 2039	10,555	149,740	187	266,640	72,580	3,810	49,305
2040 - 2044	990	21,205	-	199,875	54,130	-	10,820
2045 - 2049	-	6,885	-	187,385	37,320	-	-
2050 - 2054	-	155	-	65,120	-	-	-
Net Unamortized Premium (or Deferred Amount)	3,705	134,138	2,166	3,780	49,188	11,181	-
<b>Total Principal Payments</b>	<b>\$ 91,685</b>	<b>\$ 1,775,279</b>	<b>\$ 18,218</b>	<b>\$ 1,454,910</b>	<b>\$ 544,173</b>	<b>\$ 145,636</b>	<b>\$ 475,695</b>

**NOTE 12 - SELF - INSURANCE**

**A. RISK MANAGEMENT**

The State maintains several types of insurance plans and accounts for them in two funds that are combined for financial statement purposes as the Risk Management Fund. The Risk Management Division provides insurance advice and services to State governmental agencies. The State-Administered Fund offers similar services to quasi-governmental entities. Statute requires the Self-Insurance Fund to be replenished by appropriation if the fund balance drops below \$1 million. The State-Administered Fund balance has no similar provision; however, statutes prevent it from being used for any purpose other than providing insurance services.

Insurance plans offered include property, vehicle, boat and aircraft, tort, civil rights, employee bonds, police professionals, and a variety of other insurance products. These plans have limits of liability of as much as \$2 million per occurrence.

In some cases the State purchases excess insurance to limit the State's liability for insured events. For example, coverage for property damage is \$400 million per occurrence. The State retains \$2 million of this risk per occurrence. A private insurance carrier covers the remaining risk (excess insurance). Settled claims have not exceeded insurance coverage in any of the past three fiscal years.

Coverage, risk retention, and excess insurance amounts for major types of insurance are listed below:

<b>Type of Insurance:</b>	<b>Coverage Per Occurrence</b>	<b>Risk Retention Per Occurrence</b>	<b>Excess Insurance Per Occurrence</b>
Property*	\$400 million	\$2 million	\$400 million
Ocean Marine Boat Liability* <sup>1</sup>	10 million	10 thousand	10 million
Boiler and Machinery*	150 million	2 million	150 million
General Liability Including Employment Practices	400 thousand	400 thousand	none
Police Professionals	400 thousand	400 thousand	none
Vehicular Liability <sup>2</sup>	400 thousand	400 thousand	600 thousand
Bonding	500 thousand	500 thousand	none
Foster Parents	300 thousand	300 thousand	none
Inland Marine (various policies)	500 thousand	500 thousand	none
Aircraft Liability* <sup>3</sup>	3 million	none	3 million
Data Breach*	3 million	400 thousand	3 million

\*These lines of insurance have commercial excess insurance covering losses above the risk retention amount up to the per occurrence amount listed. All other insurance programs are wholly self-insured.

<sup>1</sup> 10 million is the maximum limit for per occurrence coverage. Some agencies have chosen \$400 thousand.

<sup>2</sup> Excess insurance is only for out of state travel.

<sup>3</sup> \$3 million is the maximum limit for per occurrence coverage. Some agencies have chosen \$500 thousand.

The plan funds the cost of providing claims servicing and claims payment by charging a premium to each agency based on a review of past losses and estimated losses for the current period.

All risk-financing liabilities are reported when it is probable that a loss has occurred and the amount of the loss can be reasonably estimated. Claims liabilities represent the estimated cost of claims as of March 31, 2018. This cost of claims includes case reserves, the development of known claims, and the direct administrative expenses for settling specific claims.

Claims liabilities are determined on an actuarial basis. Biennial re-evaluation occurs to take into consideration recently settled claims, the frequency of claims, and other economic and social factors. Because actual claims liabilities depend on such complex factors as inflation, changes in legal doctrines, and damage awards, the process used in computing claims liability does not necessarily result in an exact amount.

At March 31, 2019 and 2018 the present value of claims payable for the State's self-insurance plan was estimated at \$8.0 million and \$8.0 million, respectively. The actuary calculated this based on the State's rate on investments.

**Risk Management Fund**  
**Changes in Claims Payable**  
(Expressed in Thousands)

	<b>2019</b>	<b>2018</b>
Liability at Beginning of Year	\$ 8,026	\$ 8,196
Current Year Claims and Changes in Estimates	2,298	1,455
Claims/Fees Expense	2,285	1,625
Liability at End of Year	<u>\$ 8,039</u>	<u>\$ 8,026</u>

As of June 30, 2019, fund assets of \$26.5 million exceeded fund liabilities of \$9.5 million by \$17.0 million. The portion of this amount that may be reserved for catastrophic losses has not been determined.

**B. UNEMPLOYMENT INSURANCE**

The State is self-insured for unemployment compensation. As a direct reimbursement employer, the State recognizes all costs for unemployment compensation as claims are paid. These costs totaled \$657 thousand for the fiscal year ended June 30, 2019.

**C. WORKERS' COMPENSATION**

Workers' Compensation is accounted for in an Internal Service Fund. Interfund premiums are treated as quasi-external transactions. Each State agency is charged a premium based on the number of employees to be covered plus an added amount to reduce the unfunded liability. The Legislature, Legislative Council, and Law Library employees are self-insured for workers' compensation purposes. The State assumes the full risk of all claims filed for workers' compensation.

Claims liabilities are actuarially determined based on estimates of the ultimate cost of claims, including future claim adjustment expenses that have been incurred but not reported and claims reported but not settled. Because actual claims liabilities depend on such complex factors as inflation, changes in legal doctrines, and damage awards, the process used in computing claims liability does not necessarily result in an exact amount. Claims liabilities are re-evaluated periodically to take into consideration recently settled claims, the frequency of claims, and other economic and social factors.

The balance of claims liabilities as of June 30, 2019 and 2018:

**Workers' Compensation Fund**  
**Changes in Claims Payable**  
 (Expressed in Thousands)

	<u>2019</u>	<u>2018</u>
Liability at Beginning of Year	\$ 46,149	\$ 49,419
Current Year Claims and Changes in		
Estimates	8,764	5,743
Claims Payments	10,597	9,013
Liability at End of Year	<u>\$ 44,316</u>	<u>\$ 46,149</u>

Based on the actuarial calculation as of June 30, 2019, the State is liable for unfunded claims, and incurred but not reported claims, of approximately \$56.8 million. The discounted amount is \$44.3 million and was calculated based on a 3.0 percent interest rate on investments.

**D. EMPLOYEE HEALTH INSURANCE**

The employee health and retiree health insurance programs are accounted for in two Internal Service Funds. The State became self-insured for employee and retiree health care coverage on July 1, 2003. A stop loss agreement provides catastrophic coverage for individual claims exceeding \$750 thousand.

The State retained third-party administration (TPA) services for claims administration, utilization review, and case management services. Premium equivalents are developed with the technical assistance of the plan's consulting actuary and paid by subscribers and associated State departments.

There are two primary health plans available. A Preferred Provider Organization (PPO) plan is available to all active employees and some retirees not eligible for Medicare Part A. A Medicare Advantage plan is available to Medicare eligible retirees. Total enrollment averaged approximately 36,000 covered individuals. This total includes approximately 26,700 active employees, retirees and their dependents in the PPO plan and 9,300 Medicare retirees and dependents.

The State maintains PPO plan funding through the accumulation of premiums from employee contract holders and from the departments with whom they are employed. Claims and administrative expense are paid through these accumulated premiums based on invoices remitted from the TPA.

Expenses and liabilities for incurred but not reported claims, based on an actuarial analysis of claim lag pattern, have been recorded as liabilities in the amount of \$15.2 million. Changes in the Employee Health Insurance and Retiree Health Insurance claims liability for the fiscal year ending June 30, 2019 follows:

(Expressed in Thousands)

	<b>Employee Health Fund</b>	<b>Retiree Health Fund</b>
Liability at Beginning of Year	\$ 9,641	\$ 3,213
Claims and Changes in Estimate	128,371	30,247
Claims Payments	<u>126,638</u>	<u>29,669</u>
Liability at End of Year	<u>\$ 11,374</u>	<u>\$ 3,791</u>

The table above reflects actual activity of the employee health and retiree health insurance programs. In accordance with GASB Statement No. 75, certain costs reported above were reclassified for financial statement purposes. Retiree healthcare costs of \$70.5 million were reclassified from the internal service fund to the OPEB Trust Fund, a fiduciary fund. Additionally, \$20.3 million of active employee healthcare costs were reclassified from the internal service fund to the OPEB Trust Fund to reflect age-adjusted claims.

#### **NOTE 13 - JOINT VENTURES**

Joint ventures are independently constituted entities generally created by two or more governments for a specific purpose. The State of Maine participates in two separate joint venture arrangements: the Tri-State Lotto Commission (Commission) and the Multi-State Lottery Association (MUSL).

##### **TRI-STATE LOTTO COMMISSION**

The Commission was established in 1985 pursuant to passage into law of the Tri-State Lotto Compact by the States of Maine, New Hampshire, and Vermont. The Commission is authorized and empowered to promulgate rules and regulations regarding the conduct of lottery games, including ticket prices, prizes, and the licensing of agents under Title 8 MRSA C. 16.

The Commission is composed of one member from each of the participating states. Each member State's commission appoints one of its members to serve on the Commission and each member holds office at the pleasure of his or her appointing authority. The Commission annually elects a chairman from among its members. The Commission designated that 50 percent of its sales revenue be reserved for prize awards and agent bonuses.

A prize award liability is established when the winning ticket number is selected. If no winning ticket is selected, the available jackpot is carried over to the following drawing. The Tri-State Lotto Compact requires that prizes not claimed within one year from the date of the drawing be forfeited. All expired unclaimed prizes are credited to future prize pools. The Commission funds its jackpots through annuity contracts purchased from insurance companies and U.S. Government Treasury Strips.

A proportional share of revenues and expenses are allocated to each State based on ticket sales made by each State. Exceptions are the facility's management fee, which is based on a contracted percentage of operating revenue that varies from State to State, per diem charges, advertising, and certain printing, travel, and miscellaneous costs, which are allocated based on actual charges generated by each state.

The Tri-State Lotto Commission financial report for fiscal year 2019, which may be obtained from the Bureau of Alcoholic Beverages and Lottery Operations, 8 State House Station, Augusta, ME 04333-0008, includes the following selected financial information:

**Tri-State Lotto Commission**  
(Expressed in Thousands)

Current Assets	\$ 14,155
Noncurrent Assets	21,941
Total Assets	<u>\$ 36,096</u>
Current Liabilities	\$ 13,272
Long-term Liabilities	16,477
Total Liabilities	<u>\$ 29,749</u>
Designated Prize Reserves	\$ 4,346
Reserve for Unrealized Gains	2,001
Total Net Position	<u>6,347</u>
Total Liabilities and Net Position	<u>\$ 36,096</u>
Total Revenue	\$ 70,123
Total Expenses	48,312
Allocation to Member States	21,811
Change in Unrealized Gain on Investments Held for Resale	318
Change in Net Position	<u>\$ 318</u>

**Multi-State Lottery Association**

The Maine State Lottery became a member of the Multi-State Lottery Association (MUSL) in July 2004. The MUSL currently has 36 member State lotteries, including the District of Columbia and the United States Virgin Islands. The MUSL is managed by a board of directors, which is comprised of the lottery directors or their designee from each of the party States, and authorized to initiate, promulgate, administer and carry out one or more lottery product offerings that will enhance the participating parties' lottery revenue.

Participating lotteries sell Powerball tickets, collect all revenues, and remit prize funds to the MUSL, net of lower tier prize awards. The operating costs of the board are divided equally among all of the participating lotteries. Jackpot prizes payable in installments are satisfied through investments purchased by the MUSL. The MUSL purchases US government obligations which are held in irrevocable trusts established by the MUSL for the benefit of participating State lotteries. Each week the MUSL allocates 50 percent of sales to the prize pool. If no winning ticket is selected, the available jackpot is carried over to the following jackpot drawing.

The Multi-State Lottery Association's financial report for fiscal year 2019, which may be obtained from the Bureau of Alcoholic Beverages and Lottery Operations, 8 State House Station, Augusta, ME 04333-0008, includes the following selected information:

**Multi State Lottery Association**  
(Expressed in Thousands)

Cash and Cash Equivalents	\$ 338,591
Investments in US Government Securities	67,464
US Government Securities Held for Prize Annuities	62,475
Due from Party Lotteries	36,598
Patent, net of accumulated amortization	1,255
Other Assets	1,328
Total Assets	<u>\$ 507,711</u>
Amount Held for Future Prizes	\$ 420,116
Grand Prize Annuities Payable	62,747
Other Liabilities	3,879
	<u>486,742</u>
Net Position, Unrestricted	<u>20,969</u>
Total Liabilities and Net Position	<u>\$ 507,711</u>
Total Revenue	\$ 18,637
Total Expenses	<u>6,716</u>
Excess of Revenues over Expenses	11,921
Net Position, beginning	<u>9,048</u>
Net Position, ending	<u>\$ 20,969</u>



**NOTE 14 - RELATED PARTY TRANSACTIONS****PRIMARY GOVERNMENT**

The State of Maine entered into memoranda of understanding with the Wells National Estuarine Research Reserve Management Authority, a jointly governed organization, through the Bureau of Parks and Lands. These agreements outline each entity's responsibilities in relation to the operation of the Reserve and the management of the property included within the boundaries of the Reserve. The agreement continues in effect from year to year until termination by either the Bureau or the Authority pursuant to Articles 8 and 9.

Catholic Charities of Maine, a non-profit organization, received \$17.1 million in funding during fiscal year from various State agencies including \$6.4 million for MaineCare, \$1.7 million for the Blind and Visually Impaired, \$1.9 million for Long Term Care, \$2.8 million for School Nutrition, \$1.8 for Substance Abuse, and \$2.5 for other programs. An employee of Maine's Department of Environmental Protection served as an uncompensated member of its Board of Directors during fiscal year 2019.

Health Reach Community Health Center received \$3.2 million in funding from the MaineCare Program during fiscal year 2019. An employee of the Department of Administrative and Financial Services served as the Director of Finance for HRCHC during the fiscal year.

HCA Health Care Services of New Hampshire received \$3 million in funding from the MaineCare Program during fiscal year 2019. A member of the Health and Human Services Committee of the Legislature served as a part-time volunteer Chairman on the Board of Trustees for the Portsmouth Regional Hospital, which is part of HCA.

**COMPONENT UNITS**

The State provided appropriations and grant monies to the following discretely presented component units: University of Maine System, \$235.2 million; Maine Community College System, \$79.5 million; Maine Municipal Bond Bank (MMBB), \$41.6 million; Finance Authority of Maine, \$23.2 million; and Maine State Housing Authority, \$27.2 million. In addition, the State transferred \$18 million to a school revolving loan fund at MMBB.

FAME administers several revolving loan funds on behalf of the State of Maine. FAME recorded these funds, which total \$29.9 million at June 30, 2019, as a liability in Amounts Held Under State Revolving Loan Programs in their fiduciary financial statements. The state reports the asset as a receivable in the Special Revenue Fund. During fiscal year 2019, the State expended \$3.4 million to FAME for State revolving loan funds. The State also transferred \$1.0 million from its Loan Insurance Reserves to FAME.

Title 20-A MRSA Chapter 419-A established the Maine State Grant Program as a fund under the jurisdiction of the Finance Authority of Maine. All grant revenues under this fund must be distributed by FAME to students who meet the eligibility requirements for a grant under this chapter. FAME paid approximately \$7.6 million in grants to the University of Maine System (UMS) on behalf of eligible students. The UMS reflected these as grant revenues from the State.

The Maine Turnpike Authority (MTA) pays the State for services rendered by the Maine State Police (MSP). MSP has a separate troop responsible for patrolling the Maine Turnpike. MTA pays all costs associated with that troop. For fiscal year 2019, the amount billed totaled \$8.4 million.

**NOTE 15 - DEFERRED OUTFLOWS AND DEFERRED INFLOWS**

The following table provides additional detail regarding deferred outflows of resources and deferred inflows of resources reported on the government-wide Statement of Net Position:

(Expressed in Thousands)

	<b>Primary Government</b>			<b>Component Units</b>
	<b>Governmental Activities</b>	<b>Business-Type Activities</b>	<b>Totals</b>	
<b>Deferred Outflows of Resources:</b>				
Accumulated Decrease in Fair Value of Hedging				
Derivatives	\$ -	\$ -	\$ -	\$ 4,619
Refunding of Debt	2,624	-	2,624	46,658
Pension Related	462,097	2,642	464,739	19,170
OPEB Related	178,944	1,495	180,439	17,171
Total Deferred Outflows of Resources	<u>\$ 643,665</u>	<u>\$ 4,137</u>	<u>\$ 647,802</u>	<u>\$ 87,618</u>
<b>Deferred Inflows of Resources:</b>				
Grant Income	\$ -	\$ -	\$ -	\$ 7,249
Loan Origination Fees	-	-	-	507
Pension Related	253,877	1,098	254,975	12,876
OPEB Related	205,464	185	205,649	51,643
Total Deferred Inflows of Resources	<u>\$ 459,341</u>	<u>\$ 1,283</u>	<u>\$ 460,624</u>	<u>\$ 72,275</u>

The following table provides additional detail regarding deferred inflows of resources reported on the Governmental Funds Balance Sheet:

**Governmental Funds**

(Expressed in Thousands)

	<b>General</b>	<b>Highway</b>	<b>Federal</b>	<b>Other Special Revenue</b>	<b>Other Governmental Funds</b>	<b>Total Governmental Funds</b>
<b>Deferred Inflows of Resources:</b>						
Tax Revenue or Assessments	\$ 246,741	\$ 532	\$ 44	\$ 36,719	\$ -	\$ 284,036
Total Deferred Inflows of Resources	<u>\$ 246,741</u>	<u>\$ 532</u>	<u>\$ 44</u>	<u>\$ 36,719</u>	<u>\$ -</u>	<u>\$ 284,036</u>

**NOTE 16 - TAX ABATEMENTS**

For financial reporting purposes, a tax abatement is defined as an agreement between the government and an individual or entity through which the government promises to forgo tax revenues and the individual or entity promises to subsequently take a specific action that contributes to the economic development or otherwise benefits the government or its citizens.

As of June 30, 2019, the State provided tax abatements through the following programs:

<b>Program Name</b>	<b>Pine Tree Development Zone Tax Credit</b>	<b>Employment Tax Increment Financing</b>	<b>New Markets Capital Investment Tax Credit</b>
Program Purpose	The program encourages capital investment and job creation in designated industries and geographic areas within the state.	The program is designed to create and prevent loss of employment in designated industries and geographic areas within the state.	The program is designed to encourage investment in qualified businesses located in economically distressed areas within the state.
Tax Types Abated	Personal income, corporate income, insurance premiums, bank franchise and sales taxes.	State income tax withholding from employee salary.	Personal income, corporate income, insurance premiums, and bank franchise taxes.
Statutory Authority	36 M.R.S. §5219-W	36 M.R.S. §6754	36 M.R.S. §5219-HH
Eligibility Criteria	Businesses apply to be certified as a qualified business, agree to conduct a qualified business activity, and hire at least one net new employee within two years.	Businesses apply for certification and agree to hire at least five net new employees within two years.	A person must make a qualified equity investment that has been certified by the Finance Authority of Maine, and execute a memorandum of agreement with the state.
Abatement Method	Allowance of credit against taxes attributable to qualified business activity, up to the amount of tax liability (nonrefundable credit).	Qualified business applies for annual reimbursement payment independent of any other tax reporting requirements.	Allowance of credit against taxes. Taxpayer receives full amount of annual credit regardless of tax liability (refundable credit).
Abatement Computation	Credit equals 100 percent of the tax liability attributable to the qualified activity of a certified business for a period of five years. Businesses located in certain areas receive a 50 percent credit for an additional five years.	Reimbursement equals 30 - 80 percent of qualified state-withheld taxes, depending on the unemployment rate in the area where the employee works, for a period of ten years.	The credit amount equals a total of 39 percent of the qualified investment, spread over a period of seven years in varying amounts each year.
Recapture Provisions	None.	Any overpayment must be applied to reduce future reimbursement payments. Overpayments must be repaid if the business no longer qualifies for future payments.	The abatement amount may be recaptured upon 1) recapture of any amount of the related federal NMTC credits; 2) early repayment of any portion of the principle amount that forms the qualified equity investment, or 3) failure to reinvest less than 85% of the qualified equity investment into a qualified business.
Estimated Revenue Reduction for Fiscal Year 2019	\$3,349,953	\$12,695,785	\$15,543,152

From PTZ Legislative Report

Note: An estimate of PTZ sales tax exemptions claimed at the point of purchase cannot be determined.

**NOTE 17 - COMMITMENTS AND CONTINGENCIES****PRIMARY GOVERNMENT****LITIGATION**

The State of Maine, its units, and its employees are parties to numerous legal proceedings, many of which are the result of normal governmental operations. In the opinion of the Attorney General and other legal counsel representing the State, in all of the cases listed, the State or its agencies or employees have valid defenses. Certain cases have the potential for liability in excess of \$1 million. Even if liability is found, the State should not expect to pay out the full amounts being sought against it in all of the cases. In any given case, however, the State could incur a large judgment.

*Adams v. Magnusson et al.* This lawsuit alleges constitutional and tort claims against DOC officials. This is related to the stabbing incident at the Maine State Prison. The probability that this case will result in future losses to the State in excess of \$1 million is undetermined at this time.

*Ali v. Long Creek Youth Development Center.* This lawsuit alleges use of excessive force, inadequate medical care, disability discrimination and negligent use of force relating to an eleven-year old juvenile at Long Creek Youth Development Center. The probability that this case will result in future losses to the State in excess of \$1 million is undetermined at this time.

*Dr. Doe v. Maine Board of Dental Practice et al.* Dr. Doe has filed a lawsuit against the Maine Board of Dental Practice and 11 individuals in connection with the Board's emergency suspension of his license to practice medicine and subsequent disciplinary proceedings. Dr. Doe alleges that agents and employees of the Board violated his due process rights. The probability that this case will result in future losses to the State in excess of \$1 million is undetermined at this time.

*Fagre et al. v. Ireland et al.* This is a civil rights and wrongful death action brought by the personal representative of the estate of Ambrosia Fagre who was shot and ultimately died as a result of an incident involving law enforcement officers on February 10, 2017. Ms. Fagre was a passenger in a vehicle driven by an individual who had robbed a nearby homeowner and fired at least one shot at officers. The claim asserts excessive force under federal and state law, "failure to provide police protection," negligence, and wrongful death. The probability that this matter will result in future losses to the State in excess of \$1 million is undetermined at this time.

*Grendell v. State of Maine.* The plaintiff in this matter brings a large number of claims against numerous state officials alleging that the State Police violated his rights during a police standoff by, among other things, detonating an explosive breaching charge that inadvertently caused the collapse of plaintiff's house. The probability that this case will result in future losses to the State in excess of \$1 million is undetermined at this time.

*Irish, Brittany v. Maine State Police et. al.* This lawsuit seeks damages for the kidnapping of Brittany Irish and shooting of Kimberly Irish by Anthony Lord. The probability that this case will result in future losses to the State in excess of \$1 million is undetermined at this time.

*Jackson v. Cornish et al.* The two plaintiffs in this matter allege that defendants are liable under the Maine Civil Rights Act for one of the defendant's shooting and wounding of them during the course of their armed standoff with police. The probability that this case will result in future losses to the State in excess of \$1 million is undetermined at this time.

*Kane et al v. Department of Health and Human Services et al.* The plaintiffs allege that defendants are liable under the Americans with Disabilities Act and the Rehabilitation Act for failure to accommodate, by providing "token economy" behavioral management services in a residential setting in the State of Maine. The probability that this case will result in future losses to the State in excess of \$1 million is undetermined at this time

*Marc Merrill v. Maine State Police, et al.* This is a civil rights action against the Maine State Police and individual officers arising out of the prosecution of Mr. Merrill for allegedly possessing child pornography. Mr. Merrill alleges that his federally-protected rights were violated. The probability that this case will result in future losses to the State in excess of \$1 million is undetermined at this time.

There are various lawsuits in which plaintiffs seek damages in excess of \$1 million against the State or against State officials, and there are various notices of claim which also specify damages in excess of \$1 million where no lawsuit has been filed. In none of these instances, in the view of the Attorney General, is there any reasonable possibility that the State's liability could reach or exceed \$1 million. Therefore, these suits have not been individually identified.

There are also numerous workers' compensation claims now pending against various State agencies. Since most claims involve the possibility for significant long-term damages, and since the test for demonstrating a causal relationship between the employment and the illness or injury is not as rigorous as in ordinary civil cases, these cases involve the possibility of significant liability for the State. Since possible damages include future medical costs and wage replacements for the employee (and in some cases spouse), it is difficult to estimate the total potential liability to the State.

All other legal proceedings are not, in the opinion of management after consultation with the Attorney General, likely to have a material adverse effect on the financial position of the State.

#### **ENCUMBRANCES**

Encumbrances are reported in the restricted, committed, and assigned fund balances of the governmental funds. General fund, highway fund, federal fund, other special revenue fund and other governmental funds balances are \$61.4 million, \$1.9 million, \$165.4 million, \$33.9 million and \$1.6 million, respectively.

#### **FEDERAL GRANTS**

The State receives significant financial assistance from the federal government. The receipt of grants is generally dependent upon compliance with terms and conditions of the grant agreements and applicable federal regulations, including the expenditure of resources for allowable purposes. Grants are subject to the Federal Single Audit Act. Disallowances by federal officials as a result of these audits may become liabilities of the State. The amount of expenditures that may be disallowed by the grantor agencies cannot be determined at this time.

#### **POLLUTION REMEDIATION**

The Department of Environmental Protection (DEP) and Department of Transportation (DOT) have pollution remediation obligations as defined by Governmental Accounting Standards Board (GASB) Statement No. 49. The State's total amount of pollution remediation obligation as of June 30, 2019 is \$21.5 million. Superfund sites account for approximately \$18,000 million. Superfund is the federal government program to clean up hazardous waste sites.

The following are Superfund sites for which the State has recorded a liability for pollution remediation activities:

*Eastland Woolen Mill* – The State recorded a liability for pollution remediation activities of approximately \$730 thousand. Currently the State shares the costs with Environmental Protection Agency (EPA) in a cost-sharing ratio of 10 percent State, 90 percent EPA. Beginning in September of 2018, the State assumed 100 percent of the operation and maintenance and long-term monitoring costs.

*Eastern Surplus* – The State recorded a liability for pollution remediation activities of approximately \$2.1 million. Beginning in August of 2012, the State assumed 100 percent of the operation, maintenance and monitoring costs. As of June 30, 2019, the State has received \$2.1 million in recoveries from the Department of Defense. The State expects to recover additional costs of \$818 thousand.

*Callahan Mine* – The State recorded a liability for pollution remediation activities of approximately \$4.7 million. Currently the State shares the costs with EPA in a cost-sharing ratio of 10 percent State, 90 percent EPA. The State will assume 100 percent of the cost for the operation and maintenance of the site.

The State recorded a liability for pollution remediation activities of approximately \$13.7 million (net of unrealized recoveries of \$301 thousand) related to five uncontrolled hazardous substance sites. The State expects to recover \$0.46 million in costs. The Uncontrolled Hazardous Substance Sites Program was created in response to the threats and potential threats to human health and the environment posed primarily by abandoned hazardous waste sites. The Uncontrolled Hazardous Substance Sites program is the State's equivalent to the Federal Superfund Program.

The State has the knowledge and expertise to estimate the remediation obligation based on prior experience in identifying and funding similar remediation activities. The standard requires the liability to be measured using the expected cash flow technique. The remediation obligation estimates are subject to change over time. Cost may vary due to price fluctuations, changes in technology, changes in potential responsible parties, results of environmental studies, changes to statutes or regulations and other factors that could result in revisions to these estimates. Prospective recoveries from responsible parties may reduce the State's obligation.

#### **MUNICIPAL SOLID WASTE LANDFILLS**

*Dolby Landfills* – On September 16, 2011 the State entered into an agreement with Katahdin Paper Company (KPC) to acquire the Dolby Landfill, a solid waste disposal facility, located in the Town of East Millinocket. The State, as a holder of the permits, is responsible for closure and post closure monitoring and maintenance activities and costs.

The Dolby Landfill no longer accepts solid waste. In calendar year 2016 the first of phase of a multi-year plan to cap approximately 100 acres at the facility was completed. The State allocated \$6 million of current bond funds and anticipates another \$6 million in bonds funds to complete the closure of the facility. In addition to the closure of the facility, the State anticipates additional post-closure maintenance and monitoring costs of approximately \$15 million over the next 30 years. Actual costs may be higher due to inflation, changes in technology or changes in applicable laws or regulations. The State's total obligation related to the Dolby Landfill as of June 30, 2019 is \$21.9 million.

Title 38 M.R.S.A., §1310-F establishes within the Department of Environmental Protection (DEP) a cost-sharing program for the closure and remediation of municipal solid waste landfills that pose a potential hazard and that meet other qualifying criteria. The law provides for reimbursement of 75% of a municipality's closure expenses. If initial closure of a landfill fails to protect public health and the environment, DEP is obligated to reimburse up to 90% of a municipality's subsequent remediation expenses. However, these obligations are subject to the availability of funds approved for that purpose. In 2012, DEP through bonds had paid all of the outstanding match requirements for closure, but had \$2,568,654 in outstanding match obligation for remediation. Additionally, several Municipalities needed to close their failing landfills early, but could not afford to do so without the state match for closure, which had expired. To address this, in 2013 the legislature enacted a fee on disposal of certain Construction and Demolition Debris (CDD), and in 2015 extended the eligibility date for reimbursement of closure costs from 2015 to 2025. There is no eligibility end date for reimbursement of remediation costs. Therefore, DEP continues to incur new match cost obligations as additional qualifying landfills close before the 2025 date, and as others undertake necessary remediation actions. As the CDD fee does not generate enough funding to pay the Department's cost share obligations in their entirety, the Department provides partial payments to municipalities on a quarterly basis.

In FY2019 the DEP received \$1,222,459 from the CDD fee. As required, the entirety of this fee was used to reimburse municipalities for eligible expenses. At the beginning of FY19, DEP's total outstanding reimbursement obligation to municipalities was \$5,069,973. At the end of FY19 the outstanding match obligation was \$3,892,096. Although the overall outstanding debt during the year decreased, \$44,582 of additional debt was incurred due primarily to landfill remediation expenses which were submitted over the course of the year. DEP incurred the oldest outstanding match obligations in 2008.

#### **SAND AND SALT STORAGE PROGRAM**

The State estimates the potential aggregate cost to comply with the environmental requirements associated with the Sand and Salt Storage program to be \$1.6 million. The state no longer provides funding for municipal facilities.

#### **POLLUTION ABATEMENT PROGRAM**

Title 38 MRSA §411, §411-A, and §412 establish within DEP cost-sharing programs for pollution abatement projects. Subject to funding by the Legislature and the approval of the Commissioner, the State may contribute to the planning of municipal pollution abatement facilities; the design, engineering, and construction of private, commercial, and municipal pollution abatement facilities; and make payments to the Maine Municipal Bond Bank to supply the State's share of the revolving loan fund established by Title 30A §6006-A. During the 2019 fiscal year, \$37 thousand of general obligation bond funds and \$2.46 million of Liquor Operation Revenue Funds were expended for pollution abatement projects. As of June 30, 2019, amounts encumbered for pollution abatement projects totaled \$26 thousand, and general obligation bonds authorized for these projects, but not yet encumbered, totaled \$2.24 million. As of June 30, 2019, DEP estimates the total cost (federal, State, and local) of future projects to be \$1 billion.

#### **GROUND WATER OIL CLEAN-UP FUND**

The Ground Water Oil Clean-up Fund is established in Title 38 MRSA § 569-A. Fund activities include, but are not limited to, providing insurance to public and private entities for cleanup of oil spills. The program is funded by a per barrel assessment on petroleum products imported into the State. Coverage is up to \$1 million per occurrence for both aboveground and underground storage tanks. Third party injury coverage may not exceed \$200 thousand per claimant.

#### **Number of Priority Sites Requiring Long-term Remediation Calendar Year Ended December 31**

	<u>Completed</u>	<u>Remaining</u>
2018	91	540
2017	117	519
2016	126	525
2015	151	524
2014	144	500



The annual average cost per spill over the past five years ranged between \$18,000 and \$41,000. The cost per spill can vary significantly based on the location and type of fuel discharged.

#### **CONSTRUCTION COMMITMENTS**

A portion of the payment that is made to municipalities for General Purpose Aid to Local Schools is allocated for debt service. Although the outstanding indebtedness for school construction projects is debt of the municipalities, the State subsidizes 49.5 percent of the annual payments. As of June 30, 2019 outstanding commitments by municipalities for school bond issues that are eligible for State subsidy totaled \$1.128 billion.

At June 30, 2019, the Department of Transportation had contractual commitments of approximately \$351.8 million for construction of various highway projects. The State's share of that amount is expected to be approximately \$100 million. Of these amounts, \$9.3 million has already been accrued. Federal and State funds plus bond proceeds are expected to fund these future expenditures.

#### **TOBACCO SETTLEMENTS**

On November 23, 1998, Maine along with 45 other states and six civil jurisdictions, collectively known under the Master Settlement Agreement (MSA) as the "Settling States", entered into the MSA with certain Participating Tobacco Manufacturers (PMs). The MSA is a settlement of lawsuits brought by many States against the four largest tobacco companies alleging multiple counts of misconduct and claiming punitive and compensatory damages, including a claim for all the States' Medicaid costs caused by or related to tobacco use. The MSA includes provisions to annually compensate the State for smoking-related Medicaid costs and to impose marketing and advertising restrictions on PMs to protect public health. In this settlement, the PMs agreed, among other things, to make annual payments to the states and jurisdictions based on their allocable share of the market. In return, the states agreed to relinquish claims to further damages resulting from, among other things, Medicaid costs. Annual payments fluctuate subject to various adjustments and are partially contingent on the passage and enforcement of a State statute imposing economic conditions related to the State's public health claims on the Nonparticipating Manufacturers (NPMs) in the form of an annual escrow payment due from each NPM with in-state sales. The NPM Adjustment is set forth in the Master Settlement Agreement (MSA). If the PMs claim an NPM Adjustment for a given year and prove that they lost market share to the NPMs and it is determined that the MSA was a significant factor contributing to that lost market share then an NPM Adjustment 'shall apply' unless a Settling State passed a qualifying statute and 'diligently enforced' that statute. In effect this means that the Allocated Payment to a Settling State that diligently enforced will not be reduced, but a Settling State that did not diligently enforce its qualifying statute will be subject to a reduction in its payment due to the NPM Adjustment. NPM Adjustment Due to the provisions of the MSA, if a State that is found not to have diligently enforced its qualifying statute may lose up to its entire annual payment amount due to the NPM Adjustment for a given year.

The NPM Adjustment may be claimed each year and has been claimed for each completed calendar year since 2003. Frequently PMs claim entitlement to the NPM Adjustment and either withhold the amount from their annual payments, or place the amount in what is known as a 'disputed payment account'. Each year beginning in 2003 Maine's annual payments have been lower than calculated because many of the PMs have claimed entitlement to the NPM Adjustment and either withheld money or routed it to the disputed payments account. For the year 2003, the Adjustment claimed by the PMs, and calculated as set forth in the MSA, was approximately 18 percent of the total amount paid by the PM's and distributed among the Settling States. However, the total amount related to the NPM Adjustment to which the PMs are entitled is dependent on the number of non-diligent states.

In addition, in the MSA, the PMs agreed to pay \$8.6 billion in Strategic Contribution Payments (SCP) to certain states and jurisdictions as compensation for their contribution to the overall settlement. Maine's share of this total amount was approximately \$114 million. Maine received this amount in ten annual SCP payments which began in 2008 and ended in 2017.

In April 2019, Maine received an annual tobacco settlement payment of \$78 million.

#### **ESCHEAT PROPERTY**

The State Abandoned Property Statute requires the deposit of certain defined and unclaimed assets into a state-managed Abandoned Property Fund (Private Purpose Trust Fund). The State Statute provides that whenever the cash balance of the fund exceeds \$.5 million at fiscal year-end, the excess must be remitted to the General Fund where it is reported as operating transfers from other funds. At June 30, 2019, the Fund included \$3.4 million of securities not yet liquidated that were not subject to transfer to the General Fund. Net collections from inception (1979) to June 30, 2019 of approximately \$248.6 million represent a contingent liability to the State since claims for refund may be filed by the owners of such property.

A liability representing the probable amount of escheat property that will be reclaimed and paid to claimants and other third parties is reported in the Fund. To the extent that the assets in the Fund are less than the claimant liability, a receivable (due from other funds) is reported in that Fund and an equal liability (due to other funds) is reported in the General Fund. At June 30, 2019, the amount reported in the Fund for claimant liability is \$45.4 million. The General Fund shows a \$41.5 million payable to the Escheat Fund.

### CONSTITUTIONAL OBLIGATIONS

The State of Maine's constitutional obligations represent nonexchange financial guarantees, as defined by GASB Statement No. 70, *Accounting and Financial Reporting for Nonexchange Financial Guarantees*. The State acts as the guarantor for these ongoing insurance and loan programs operated by 2 discrete component units. The Finance Authority of Maine's mission covers commercial financing and loan insurance to Maine businesses and assistance to Maine students and their parents to finance costs of attendance at institutions of higher education. Maine State Housing Authority's mission encompasses loans to Maine veterans and members of Indian tribes or reservations. Details of the nonexchange financial guarantees are provided below.

Article 9, § 14-A, C, and D of the Maine State Constitution provides that the State may insure the payment of mortgage loans for industrial, manufacturing, fishing, agricultural and recreational enterprises; mortgage loans for the acquisition, construction, repair and remodeling of houses owned or to be owned by members of two tribes on several Indian reservations; and mortgage loans to resident Maine veterans of the Armed Forces of the United States, including loans to a business organization owned in whole or in part by resident Maine veterans. The aggregate of these obligations, at any one time, may not exceed \$90 million, \$1 million, and \$4 million, respectively. At June 30, 2019, loans outstanding pursuant to these authorizations are \$87.8 million, less than \$0.1 million, and \$0.2 million, respectively. The State has not paid, nor does it expect to pay, any amounts as a result of these authorizations as of June 30, 2019.

Article 8, § 2, of the Maine State Constitution provides that the State may secure funds, through the issuance of bonds authorized by the Governor, for loans to Maine students attending institutions of higher education. The amount of bonds issued and outstanding shall not at any one time exceed \$4 million in the aggregate. At June 30, 2019, no bonds were outstanding. The State has not paid, nor does it expect to pay, any amount as a result of this authorization as of June 30, 2019.

### MORAL OBLIGATIONS

The State of Maine, through statute, enables certain Authorities to establish capital reserve funds. These funds may be used to secure a variety of financial undertakings including the issuance of bonds. The minimum amount of the capital reserve fund may be determined by statute or set by the Authority. The statutes may also limit the amount of debt that may be secured by the capital reserve funds, and allow the Authority to issue debt that is not secured by these funds.

On or before December first of each year, the Authorities are required to certify to the Governor the amount, if any, necessary to restore any capital reserve fund to its required minimum. If there is a shortfall, the Governor is required to pay first from the "Contingent Account" the amounts necessary for restoration. The Governor shall certify any remaining unpaid amounts to the Legislature, which is then required to appropriate and pay the remaining amounts to the Authority during the then-current State fiscal year.

These moral obligations are not considered to be "full faith and credit" obligations of the State, and voter approval of the underlying bonds is not required. No capital reserve fund restorations have been made in the current or previous years.

The following summarizes information regarding outstanding moral obligations:

#### Moral Obligation Bonds (Expressed in Thousands)

Issuer	Bonds Outstanding	Required Debt Reserve	Obligation Debt Limit <sup>1</sup>	Legal Citation
Maine Health and Higher Educational Facilities Authority	\$ 475,695	\$ 56,000	NIL	22 MRSA § 2075
Finance Authority of Maine	32,480	-	\$ 642,000	10 MRSA §1032, 1053
	-	-	50,000	20-A MRSA §11449
	-	-	50,000	38 MRSA §2221
	87,980	1,005	225,000	20-A MRSA §11424
Maine Municipal Bond Bank	1,329,230	159,534	NIL	30-A MRSA §6006
Maine State Housing Authority	1,401,715	108,947	2,150,000	30-A MRSA §4906
Total	<u>\$ 3,327,100</u>	<u>\$ 325,486</u>		

<sup>1</sup> NIL indicates a "no limit" obligation.

**COMPONENT UNITS****CONSTRUCTION CONTRACTS**

At June 30, 2019, UMS had outstanding commitments on uncompleted construction contracts that totaled \$15.4 million.

At December 31, 2018, the Maine Turnpike Authority had \$101.7 million remaining in commitments on outstanding construction projects for improvements and maintenance.

**MORTGAGE COMMITMENTS**

Mortgage commitments are agreements to lend provided there is no violation of any term or condition of the agreement. Generally, once exercised, the loans made under the terms of such commitments are secured by a lien on the related property and other collateral as deemed necessary. At December 31, 2018 Maine State Housing Authority (MSHA) had outstanding commitments to originate multi-family loans of approximately \$53.8 million.

MSHA, under its single-family program, enters into purchase agreements to lenders to purchase mortgage loans. At December 31, 2018, single-family loans being processed by lenders totaled \$49.5 million.

**INSURED LOAN COMMITMENTS**

The Finance Authority of Maine (FAME) insures loans made by financial institutions to qualifying businesses under various insurance programs. FAME is contingently liable for the insured portion of payments due on these loans. At June 30, 2019, FAME had insurance outstanding for commercial loans under the Loan Insurance Program totaling approximately \$120.5 million. At June 30, 2019, FAME was insuring loans with an aggregate outstanding principle balance approximating \$1.4 million which were 90 or more days delinquent. The aggregate insured balance of these loans was approximately \$1.0 million at June 30, 2019. In addition, FAME has entered into commitments to insure loans at some future date. At June 30, 2019, these commitments under the Loan Insurance Program were approximately \$11.9 million.

**FEDERAL STUDENT LOAN RESERVE FUND**

FAME holds and administers the Federal Student Loan Reserve Fund for the US Department of Education. Total outstanding guarantees issued under the FFELP approximated \$282.6 million at June 30, 2019. A portion of the defaults on FFELP loan guarantees are paid by the US Department of Education. At June 30, 2019, the reserve level was approximately \$3.4 million.

**NOTE 18 - SUBSEQUENT EVENTS****PRIMARY GOVERNMENT**

On September 20, 2019 the State issued \$2.6 million of Certificates of Participation (COP's) for the purpose of financing the State's radio network project. The COP's carry interest rates of 1.738 percent and maturities from 2020 to 2027.

Public Law 2019, Chapter 446, effective September 19, 2019, made several changes to the First Responders Healthcare Plan, which include: providing eligible employees more time to enroll in the program; allowing certain enrollees to join the State Employee Health Plan; and, increasing the State subsidy for premiums from 45 percent to 55 percent. The increase in premium subsidy takes effect July 1, 2021. Additionally, Public Law 2019, Chapter 280 requires that all monies in the Firefighters and Law Enforcement Officers Health Insurance Program Fund, which are not necessary to fund the normal costs and administrative costs of the program, be transferred to the trust fund at the end of each fiscal year. The trust fund is invested by the Treasurer of State.

The United States Centers for Medicare and Medicaid Services ("CMS") notified the Maine Department of Health and Human Services (DHHS) that it disallowed \$65.1 million in federal financial participation payments for Medicaid services and for disproportionate share hospital payments claimed for the quarterly periods ending December 31, 2013 through March 31, 2018 related to the Riverview Psychiatric Center. Riverview filed a request for reconsideration, which was denied. Riverview subsequently appealed the denial of the request for reconsideration. On March 12, 2019, the U. S. Department of Health and Human Services, Departmental Appeals Board denied the appeal and sustained the disallowances.

DHHS received additional disallowance letters totaling \$10.5 million for the quarters ended June 30, 2018 through December 31, 2018. CMS disallowed an additional \$2.1 million for the quarter ended March 31, 2019 and has assessed interest of \$2.0 million, bringing the total to \$79.7 million.

During fiscal year 2019, the State repaid/offset \$19.2 million of the balance, leaving an outstanding balance of \$60.5 million as of June 30, 2019. This amount has been recorded as a Due to Other Governments in the federal funds.

DHHS made additional repayments/offsets of \$60.5 million from the general fund through November 14, 2019 to fully settle the outstanding balance. This amount has been recorded as Due to Other Funds in the general fund and Due from Other Funds in the federal funds at June 30, 2019.

**COMPONENT UNITS**

Maine State Housing Authority (MSHA), has a December 31 fiscal year end. On February 12, 2019, MSHA issued at par \$39.5 million of bonds in the General Mortgage Purchase Bond Resolution. On March 11, 2019, MSHA redeemed at par \$29.5 million of bonds in the General Mortgage Purchase Bond Resolution.

On July 31, 2019 Maine Health and Higher Educational Facilities Authority (MHHEFA) issued \$54.6 million of bonds under the General Bond resolution with an average interest rate of 4.2 percent, all of which was used to in-substance defease \$62.6 million of 2008C, 2008D and 2009A bond series. The net proceeds of approximately \$63.1 million were used to purchase US Government securities which will provide for all future debt service payments on defeased bonds. The economic benefits associated with the refunding inure to the respective institutions and not the Authority.

**NOTE 19 - SPECIAL ITEMS****Change in Accounting Estimate**

During the fiscal year, Maine Military Authority significantly reduced its operations and workforce. Subsequently, the estimate for Pension and Other Post-employment Benefit Liabilities were reallocated, to the General Fund, based on this reduction in workforce resulting in a \$15.8 million special item adjustment.

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**REQUIRED  
SUPPLEMENTARY  
INFORMATION**

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**STATE OF MAINE**  
**REQUIRED SUPPLEMENTARY INFORMATION**  
**TABLE OF CONTENTS**

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	<b>PAGE</b>
<b>Required Supplementary Information - Budgetary Reporting</b>	
Budgetary Comparison Schedule - Major Governmental Funds.....	B-118
Budgetary Comparison Schedule - Budget to GAAP Reconciliation.....	B-121
Notes to Required Supplementary Information - Budgetary Reporting.....	B-122
<b>Required Supplementary Information - State Retirement Plans</b>	
Schedule of Changes in the Net Pension Liability (Asset) - Judicial Pension Plan.....	B-124
Schedule of Changes in the Net Pension Liability (Asset) - Legislative Pension Plan.....	B-126
Schedule of State Contributions - Single Employer Defined Benefit Pension Plans - Employer Contributions.....	B-128
Schedule of Proportionate Share of the Net Pension Liability - State Employees and Teachers Plan - State Employees Only.....	B-132
Schedule of State Contributions - Cost-sharing Multiple Employer Defined Benefit Pension Plans - Employer Contributions State Employees and Teachers Plan - State Employees Only.....	B-134
Schedule of Proportionate Share of the Net Pension Liability - State Employees and Teachers Plan - Teachers.....	B-138
Schedule of State Contributions - Cost-sharing Multiple Employer Defined Benefit Pension Plans - Employer Contributions State Employees and Teachers Plan - Teachers.....	B-140
<b>Required Supplementary Information - Other Post-Employment Benefit Plans</b>	
Schedule of Changes in the Net OPEB Liability - Healthcare Plan - State Employees.....	B-143
Schedule of Changes in the Net OPEB Liability - Group Life - State Employees.....	B-144
Schedule of Changes in Total OPEB Liability - Healthcare - Teachers.....	B-145
Schedule of Changes in Total OPEB Liability - Healthcare - First Responders.....	B-146
Schedule of State Contributions - State Funded Healthcare and Group Life Insurance OPEB Plans.....	B-147
Schedule of Investment Returns - State Funded Healthcare and Group Life Insurance OPEB Plans.....	B-148
<b>Required Supplementary Information - Infrastructure Assets</b>	
Information about Infrastructure Assets Reporting Using the Modified Approach.....	B-149

**STATE OF MAINE**  
**BUDGETARY COMPARISON SCHEDULE**  
**MAJOR GOVERNMENTAL FUNDS**

Fiscal Year Ended June 30, 2019  
(Expressed in Thousands)

	General Fund				Highway Fund			
	Original Budget	Final Budget	Actual	Variance with Final Budget	Original Budget	Final Budget	Actual	Variance with Final Budget
<b>Revenues</b>								
Taxes	\$ 3,575,832	\$ 3,711,604	\$ 3,733,097	\$ 21,493	\$ 229,930	\$ 232,749	\$ 231,593	\$ (1,156)
Assessments and Other	98,635	100,210	100,042	(168)	93,471	98,934	102,367	3,433
Federal Grants	1,785	1,586	1,626	40	-	-	-	-
Service Charges	42,319	42,058	43,651	1,593	6,670	6,081	6,580	499
Income from Investments	5,831	11,027	18,194	7,167	262	654	893	239
Miscellaneous Revenue	59,604	65,397	70,044	4,647	3,493	5,050	5,340	290
<b>Total Revenues</b>	<b>3,784,006</b>	<b>3,931,882</b>	<b>3,966,654</b>	<b>34,772</b>	<b>333,826</b>	<b>343,468</b>	<b>346,773</b>	<b>3,305</b>
<b>Expenditures</b>								
Governmental Support & Operations	320,758	365,580	339,270	26,310	39,844	42,589	2,610	39,979
Economic Development & Workforce								
Training	43,708	47,086	42,687	4,399	-	-	-	-
Education	1,618,718	1,650,614	1,616,139	34,475	-	-	-	-
Health and Human Services	1,173,324	1,349,286	1,232,485	116,801	-	-	-	-
Business Licensing & Regulation	-	-	-	-	-	-	-	-
Natural Resources Development & Protection	82,136	87,548	86,003	1,545	33	33	33	-
Justice and Protection	333,626	368,266	348,299	19,967	30,826	31,019	29,888	1,131
Arts, Heritage & Cultural Enrichment	8,311	9,367	8,193	1,174	-	-	-	-
Transportation Safety & Development	-	-	-	-	257,091	294,384	289,911	4,473
<b>Total Expenditures</b>	<b>3,580,581</b>	<b>3,877,747</b>	<b>3,673,076</b>	<b>204,671</b>	<b>327,794</b>	<b>368,025</b>	<b>322,442</b>	<b>45,583</b>
Revenues Over (Under) Expenditures	203,425	54,135	293,578	239,443	6,032	(24,557)	24,331	48,888
<b>Other Financing Sources (Uses)</b>								
Operating Transfers Net	(108,527)	(113,104)	(161,807)	(48,703)	-	-	(6,329)	(6,329)
Proceeds from Pledged Future Revenues	-	-	-	-	-	-	-	-
Net Other Financing Sources (Uses)	(108,527)	(113,104)	(161,807)	(48,703)	-	-	(6,329)	(6,329)
Excess of Revenues and Other Sources Over (Under) Expenditures and Other Uses	\$ 94,898	\$ (58,969)	\$ 131,771	\$ 190,740	\$ 6,032	\$ (24,557)	\$ 18,002	\$ 42,559
Fund balances, beginning of year (as restated)			682,628				41,335	
Fund balances, end of year			\$ 814,399				\$ 59,337	

Federal Funds				Other Special Revenue Fund			
Original Budget	Final Budget	Actual	Variance with Final Budget	Original Budget	Final Budget	Actual	Variance with Final Budget
\$ -	\$ -	\$ -	\$ -	\$ 310,573	\$ 320,709	\$ 311,081	\$ (9,628)
324	324	-	(324)	173,314	181,053	168,151	(12,902)
3,083,199	3,337,342	2,863,668	(473,674)	14,218	15,123	9,907	(5,216)
5,247	5,282	464	(4,818)	192,491	212,675	181,622	(31,053)
1	1	56	55	489	930	2,733	1,803
250	250	42	(208)	197,029	236,482	298,897	62,415
<u>3,089,021</u>	<u>3,343,199</u>	<u>2,864,230</u>	<u>(478,969)</u>	<u>888,114</u>	<u>966,972</u>	<u>972,391</u>	<u>5,419</u>
3,903	5,629	1,936	3,693	146,169	166,289	152,311	13,978
105,446	123,566	69,499	54,067	49,319	72,339	50,553	21,786
235,592	314,196	210,757	103,439	46,917	50,436	35,708	14,728
2,344,942	2,547,574	2,289,503	258,071	483,016	525,692	482,245	43,447
123	123	61	62	69,962	80,135	65,277	14,858
52,414	64,947	41,817	23,130	116,490	139,575	111,350	28,225
119,227	157,708	55,829	101,879	72,132	83,504	68,574	14,930
3,217	4,352	3,266	1,086	1,963	2,066	1,097	969
<u>209,443</u>	<u>224,061</u>	<u>203,197</u>	<u>20,864</u>	<u>97,008</u>	<u>142,155</u>	<u>80,121</u>	<u>62,034</u>
<u>3,074,307</u>	<u>3,442,156</u>	<u>2,875,865</u>	<u>566,291</u>	<u>1,082,976</u>	<u>1,262,191</u>	<u>1,047,236</u>	<u>214,955</u>
14,714	(98,957)	(11,635)	87,322	(194,862)	(295,219)	(74,845)	220,374
(11,327)	(9,227)	11,435	20,662	116,910	123,559	106,124	(17,435)
-	-	-	-	67,521	97,521	56,280	(41,241)
<u>(11,327)</u>	<u>(9,227)</u>	<u>11,435</u>	<u>20,662</u>	<u>184,431</u>	<u>221,080</u>	<u>162,404</u>	<u>(58,676)</u>
<u>\$ 3,387</u>	<u>\$ (108,184)</u>	<u>\$ (200)</u>	<u>\$ 107,984</u>	<u>\$ (10,431)</u>	<u>\$ (74,139)</u>	<u>\$ 87,559</u>	<u>\$ 161,698</u>
		<u>9,574</u>				<u>410,088</u>	
		<u>\$ 9,374</u>				<u>\$ 497,647</u>	



**STATE OF MAINE**  
**BUDGETARY COMPARISON SCHEDULE**  
**BUDGET TO GAAP RECONCILIATION**

Fiscal Year Ended June 30, 2019  
(Expressed in Thousands)

	<b>General Fund</b>	<b>Highway Fund</b>	<b>Federal Funds</b>	<b>Special Revenue Fund</b>
Fund Balances - Non-GAAP Budgetary Basis	\$ 814,399	\$ 59,337	\$ 9,374	\$ 497,647
<b>Basis Differences</b>				
Revenue Accruals/Adjustments:				
Taxes Receivable	276,822	2,076	-	13,479
Other Receivables	68,254	3,234	110,283	72,845
Inventories	3,311	-	3,637	-
Due from Component Units	-	52	-	110,025
Due from Other Governments	-	-	327,081	-
Due from Other Funds	22,174	20,496	61,203	192,456
Other Assets	764	2	67	17
Unearned Revenues	-	(3,471)	(3,637)	5,898
Deferred Inflows - Taxes and Assessment Revenues	<u>(246,741)</u>	<u>(532)</u>	<u>(44)</u>	<u>(36,719)</u>
Total Revenue Accruals/Adjustments	<u>124,584</u>	<u>21,857</u>	<u>498,590</u>	<u>358,001</u>
Expenditure Accruals/Adjustments:				
Accounts Payable	(163,217)	(32,062)	(290,370)	(37,234)
Due to Component Units	(602)	-	(1,443)	(25,477)
Accrued Liabilities	(25,420)	(9,204)	(6,999)	(9,214)
Taxes Payable	(239,880)	(20)	-	-
Intergovernmental Payables	-	-	(170,788)	-
Due to Other Funds	<u>(142,377)</u>	<u>(5,049)</u>	<u>(22,997)</u>	<u>(8,865)</u>
Total Expenditure Accruals/Adjustments	<u>(571,496)</u>	<u>(46,335)</u>	<u>(492,597)</u>	<u>(80,790)</u>
Fund Balances - GAAP Basis	<u>\$ 367,487</u>	<u>\$ 34,859</u>	<u>\$ 15,367</u>	<u>\$ 774,858</u>

**STATE OF MAINE**  
**NOTES TO REQUIRED SUPPLEMENTARY INFORMATION**  
**BUDGETARY REPORTING**

Fiscal Year Ended June 30, 2019

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**Statutory/Budgetary Presentation**

In accordance with statute, the Governor presents a biennial budget for the General Fund and special revenue funds to the Legislature for enactment or revision. Effective November 27, 1995, a State Constitutional Amendment provided the Governor a “line item” veto of dollar amounts, allowing a dollar substitution for those amounts disapproved, as long as an appropriation or allocation is not increased (or a deappropriation or deallocation decreased) either in the specified line or in any other line in the legislative document. Another Constitutional Amendment requires the State to fund at least 90 percent of the annual cost of future mandates imposed on local governments; any exception requires a two-thirds vote of the elected members of the House and Senate.

Once passed and signed, the budget becomes the financial plan for the next biennium. It includes proposed expenditures for all departments and agencies, interest and debt redemption charges, and expenditures for capital projects to be undertaken and executed during each fiscal year. The budget also includes anticipated revenues and any other means of financing expenditures. The State Budget Officer is required to use the revenue projections of the Revenue Forecasting Committee in preparing the General Fund and Highway Fund budgets.

Exceptional circumstances do not apply to new programs or program expansions that go beyond existing program criteria and operation.

Detailed budgetary control is maintained at the program and line category level at which appropriations and allocations are approved by the Legislature, principally through a quarterly allotment system. The State Budget Officer and the Governor must approve budget revisions during the year, reflecting program changes or intradepartmental administrative transfers. Except in specific instances, only the Legislature may transfer appropriations between departments. Increases in appropriation, allocation, or funding for new programs are presented to the Legislature as a supplemental budget or separate pieces of legislation. For the year ended June 30, 2019, the legislature increased appropriations to the General Fund by \$115.6 million.

Governmental funds use encumbrance accounting, under which purchase orders, contracts, and other commitments for the expenditure of funds are recorded to reserve a portion of the applicable appropriation or allocation. Unencumbered appropriations in the General Fund and Highway Fund lapse at June 30 unless, by law, they are carried forward to a subsequent year. For financial statement purposes, unless amounts would create deficits, fund balance is classified based on existing resources, if any, which will liquidate the encumbrances outstanding at June 30 (shown as restrictions, commitments or assignments of fund balance).

The State’s budget is prepared primarily on a cash basis. Sales, income, corporate and fuel taxes include a modified accrual basis adjustment to recognize revenues that are expected to be collected within 60 days of the end of the fiscal year. The Budgetary Comparison Schedule is presented as Required Supplementary Information (RSI) in this report. Actual amounts in this schedule are presented on a budgetary basis. Because this basis differs from accounting principles generally accepted in the United States of America (GAAP), a reconciliation between the budgetary and GAAP basis is presented in the RSI.

The various funds and programs within funds utilize a number of different budgetary control processes. Annual legislative appropriations and revenue estimates are provided for most “operating” funds.

The original executive budget and original legislative appropriations provide general purpose (unrestricted) revenue estimates in order to demonstrate compliance with constitutional provisions. Revenues restricted by law or outside grantors to a specific program are estimated at a level of detail consistent with controlling related expenditure accounts.

For programs financed from restricted revenues, spending authorization is generally contingent upon recognition of the related revenue. Reductions of spending authority occur if revenues fall short of estimates. If revenues exceed the estimate, supplemental appropriations are required before the additional resources can be spent.

The budgetary comparison schedule presented for the General Fund, the Highway Fund, the Federal Fund, and the Other Special Revenue Fund presents the original and final appropriated budgets for fiscal year 2018 - 2019, as well as the actual resource inflows, outflows and fund balances stated on the budgetary basis.

The original budget and related estimated revenues represent the spending authority enacted into law by the appropriation bills as of July 4, 2017, and includes encumbrances carried forward from the prior year.



**STATE OF MAINE**  
**NOTES TO REQUIRED SUPPLEMENTARY INFORMATION**  
**BUDGETARY REPORTING**

Fiscal Year Ended June 30, 2019

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Generally accepted accounting principles (GAAP) require that the final legal budget be reflected in the “final budget” column. Therefore updated revenue estimates available for appropriations as of June 30, 2019 rather than the amounts shown in the original budget, are reported.

The final appropriations budget represents original and supplemental appropriations, carry-forwards, approved transfers, and executive order reductions. Expenditures, transfers out, other financing uses, and encumbrances are combined and classified by policy area rather than being reported by character and function as shown in the GAAP statements. This policy area classification is used to better reflect organizational responsibility and to be more consistent with the budget process.

**Compliance at the Legal Level of Budgetary Control**

The Budgetary Comparison Schedules by Agency depict budgeted to actual expenditures at the Department level, which is the legal level of budgetary control for all governmental funds. The schedules provide further detail at the agency level within departments for transparency.

**STATE OF MAINE**  
**SCHEDULE OF CHANGES IN THE NET PENSION LIABILITY (ASSET)**  
**JUDICIAL PENSION PLAN**

Last Five Fiscal Years  
(Expressed in Thousands)

	<u>2019</u>	<u>2018</u>	<u>2017</u>
<b>Total Pension Liability</b>			
Service Cost	\$ 1,487	\$ 1,466	\$ 1,397
Interest	4,442	4,358	4,155
Changes in Benefit Terms	-	-	2,017
Differences Between Expected and Actual Experience	469	(893)	(1,746)
Changes of Assumptions	698	-	2,490
Benefit Payments, Including Refunds of Member Contributions	(3,805)	(3,652)	(3,502)
Net Change in Total Pension Liability	3,291	1,279	4,811
Beginning Total Pension Liability	65,002	63,723	58,912
Ending Total Pension Liability	68,293	65,002	63,723
<b>Plan Fiduciary Net Position</b>			
Employer Contributions	1,179	1,144	1,078
Member Contributions	604	585	550
Net Investment Income	6,607	7,800	130
Transfers	-	-	6,343
Benefit Payments, Including Refunds of Member Contributions	(3,805)	(3,652)	(3,502)
Administrative Expense	(62)	(57)	(48)
Net Change in Plan Fiduciary Net Position	4,523	5,820	4,551
Beginning Plan Fiduciary Net Position	66,712	60,892	56,341
Ending Plan Fiduciary Net Position	71,235	66,712	60,892
Ending Net Pension Liability (Asset)	\$ (2,942)	\$ (1,710)	\$ 2,831
Plan Fiduciary Net Position as a Percentage of the Total Pension Liability	104.3 %	102.6 %	95.6 %
Covered Payroll	\$ 7,894	\$ 7,640	\$ 7,188
Net Pension Liability (Asset) as a Percentage of Covered Payroll	(37.3)%	(22.4)%	39.4 %

	<u>2016</u>	<u>2015</u>
\$	1,606	\$ 1,518
	3,863	3,736
	28	17
	2,238	(292)
	-	426
	<u>(3,384)</u>	<u>(3,219)</u>
	4,351	2,186
	<u>54,561</u>	<u>52,375</u>
	<u>58,912</u>	<u>54,561</u>
	979	932
	550	528
	1,055	8,416
	-	-
	<u>(3,384)</u>	<u>(3,219)</u>
	<u>(49)</u>	<u>(42)</u>
	(849)	6,615
	<u>57,190</u>	<u>50,575</u>
	<u>56,341</u>	<u>57,190</u>
\$	<u>2,571</u>	<u>(2,629)</u>
	95.6 %	104.8 %
\$	7,186	\$ 6,742
	35.8 %	(39.0)%

**STATE OF MAINE**  
**SCHEDULE OF CHANGES IN THE NET PENSION LIABILITY (ASSET)**  
**LEGISLATIVE PLAN**

Last Five Fiscal Years  
(Expressed in Thousands)

	<u>2019</u>	<u>2018</u>	<u>2017</u>
<b>Total Pension Liability</b>			
Service Cost	\$ 282	\$ 265	\$ 412
Interest	565	530	549
Changes in Benefit Terms	-	-	-
Differences Between Expected and Actual Experience	(91)	158	(246)
Changes of Assumptions	100	-	(147)
Benefit Payments, Including Refunds of Member Contributions	(460)	(469)	(446)
Net Change in Total Pension Liability	396	484	122
Beginning Total Pension Liability	8,164	7,680	7,558
Ending Total Pension Liability	8,560	8,164	7,680
<b>Plan Fiduciary Net Position</b>			
Employer Contributions	-	-	-
Member Contributions	154	202	138
Net Investment Income	1,176	1,366	48
Benefit Payments, Including Refunds of Member Contributions	(460)	(469)	(446)
Administrative Expense	(11)	(9)	(8)
Net Change in Plan Fiduciary Net Position	859	1,090	(268)
Beginning Plan Fiduciary Net Position	11,897	10,807	11,075
Ending Plan Fiduciary Net Position	12,756	11,897	10,807
Ending Net Pension Liability (Asset)	\$ (4,196)	\$ (3,733)	\$ (3,127)
Plan Fiduciary Net Position as a Percentage of the Total Pension Liability	149.0 %	145.7 %	140.7 %
Covered Payroll	\$ 2,711	\$ 2,651	\$ 2,590
Net Pension Liability (Asset) as a Percentage of Covered Payroll	(154.8)%	(140.8)%	(120.7)%

	<u>2016</u>	<u>2015</u>
\$	451	\$ 450
	545	503
	4	4
	(508)	(93)
	-	86
	<u>(439)</u>	<u>(318)</u>
	53	632
	<u>7,505</u>	<u>6,873</u>
	<u>7,558</u>	<u>7,505</u>
	4	4
	193	140
	206	1,622
	(439)	(318)
	<u>(9)</u>	<u>(8)</u>
	(45)	1,440
	<u>11,120</u>	<u>9,680</u>
	<u>11,075</u>	<u>11,120</u>
\$	<u>(3,517)</u>	<u>(3,615)</u>
	146.0 %	148.2 %
\$	2,528	\$ 2,535
	(139.0)%	(142.6)%

**STATE OF MAINE**  
**SCHEDULE OF STATE CONTRIBUTIONS**  
**SINGLE EMPLOYER DEFINED BENEFIT PENSION PLANS - EMPLOYER CONTRIBUTIONS**

Last Six Fiscal Years  
(Expressed in Thousands)

	<u>2019</u>	<u>2018</u>	<u>2017</u>
<b>Judicial Pension Plan</b>			
Actuarially Determined Contribution	\$ 1,213	\$ 1,179	\$ 1,144
Contributions in Relation to the Actuarially Determined Employer Contribution	<u>(1,213)</u>	<u>(1,179)</u>	<u>(1,144)</u>
Contribution Deficiency (Excess)	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
Covered Payroll	\$ 8,117	\$ 7,894	\$ 7,640
Contributions as a percentage of covered payroll	14.94 %	14.94 %	14.97 %
<b>Legislative Pension Plan</b>			
Actuarially Determined Contribution	\$ -	\$ -	\$ -
Contributions in Relation to the Actuarially Determined Employer Contribution	<u>-</u>	<u>-</u>	<u>-</u>
Contribution Deficiency (Excess)	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
Covered Payroll	\$ 2,660	\$ 2,711	\$ 2,651
Contributions as a Percentage of Covered Payroll	0.00 %	0.00 %	0.00 %



(continued)

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<u>2016</u>	<u>2015</u>	<u>2014</u>
\$ 1,078	\$ 951	\$ 932
<u>(1,078)</u>	<u>(951)</u>	<u>(932)</u>
<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
\$ 7,188	\$ 7,186	\$ 6,742
15.00 %	13.23 %	13.82 %
\$ -	\$ -	\$ -
<u>-</u>	<u>-</u>	<u>(4)</u>
<u>\$ -</u>	<u>\$ -</u>	<u>\$ (4)</u>
\$ 2,590	\$ 2,528	\$ 2,535
0.00 %	0.00 %	0.16 %

**STATE OF MAINE**  
**SCHEDULE OF STATE CONTRIBUTIONS**  
**SINGLE EMPLOYER DEFINED BENEFIT PENSION PLANS - EMPLOYER CONTRIBUTIONS (CONTINUED)**

A complete description of the methods and assumptions used to determine contribution rates for the year ending June 30, 2019 can be found in the June 30, 2016 actuarial valuation report.

Notes to Schedule

**Key Methods and Assumptions Used to Determine  
Contribution Rates**

Valuation date	June 30, 2015  June 30, 2019 actuarially determined contribution rates are calculated based on 2016 liabilities developed as a roll-forward of the 2015 actuarial valuation, adjusted for expected experience and any assumption or methodology changes during fiscal year end 2016 using assets as of June 30, 2016.
Actuarial cost method	Entry age normal
Asset valuation method	3-Year smoothed market
Amortization method	Level percent of payroll, open 10-year amortization of 2016 UAL.
Discount rate	6.75%
Amortization growth rate	2.75%
Price inflation	2.75%
Salary increases	2.75%
Retirement age	Normal retirement age for State employees and teachers is age 60, 62 or 65. The normal retirement age is determined by whether a member had met certain creditable service requirements on specific dates, as established by statute.
Most recent review of plan experience	2015
Mortality	104 percent and 120 percent of the RP-2014 Total Dataset Healthy Annuitant Mortality Table, respectively, for males and females.

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**Former actuarial assumptions:**

Discount rate

Change in assumptions 2018: The annual rate of investment return was reduced from 6.875% used at funding to 6.75%. The impact of this change is included in the TPL reconciliation as a change in assumptions.

Other information

Change in assumptions 2016: the amounts reported as changes of assumptions were due to assumptions that were updated based on the experience study covering the period from June 30, 2012 through June 30, 2015.

Benefit changes. By law, the COLA is based on the Consumer Price Index for Urban Consumers (CPI-U) as of June 30th applied to the statutory COLA base. If the percentage is negative, then no adjustment is made in that year. In subsequent years the adjustment that would have been made will be adjusted downward to the extent necessary to recoup the full actuarial value of not having made the previous year's negative adjustment. This process of adjustment may occur over a multi-year period if needed to recoup the full actuarial value of the negative CPI-U. Cost-of-living adjustments are effective September 1. Retirees are eligible to receive a cost-of-living adjustment after being retired for at least 12 months, except that retirees with less than 10 years of service on July 1, 1993 who retire prior to normal retirement age are not eligible to receive a cost-of-living adjustment until 12 months after reaching normal retirement age. The maximum annual limit is 3% of up to the first \$20,000 of annual benefit, indexed. This is a permanent increase in retiree's benefit. The \$20,000 COLA base is indexed each year going forward by the same percentage as the COLA that is paid.

Per GASB Statement No. 68, governments should present information for those years for which information is available. If information is not available, the government may implement them prospectively.

**STATE OF MAINE**  
**SCHEDULE OF PROPORTIONATE SHARE OF THE NET PENSION LIABILITY**  
**STATE EMPLOYEES AND TEACHERS PLAN - STATE EMPLOYEES ONLY**

Last Five Fiscal Years  
(Expressed in Thousands)

	<u>2019</u>	<u>2018</u>	<u>2017</u>
<b>State Employees</b>			
Proportion of the Collective Net Pension Liability	94.652308 %	94.829879 %	94.498857 %
Proportionate Share (Amount) of the Collective Net Pension Liability	\$ 993,438	\$ 1,080,168	\$ 1,269,080
Covered Payroll	\$ 608,615	\$ 601,904	\$ 588,415
Proportionate Share of the Net Pension Liability as a Percentage of its Covered Payroll	163.23 %	179.46 %	215.68 %
Plan Fiduciary Net Position As a Percentage of the Total Pension Liability	78.70 %	76.10 %	71.00 %
<b>Maine Community College System</b>			
Proportion of the Collective Net Pension Liability	4.695230 %	4.605776 %	4.969634 %
Proportionate Share (Amount) of the Collective Net Pension Liability	\$ 49,280	\$ 52,462	\$ 66,740
Covered Payroll	\$ 31,106	\$ 30,867	\$ 32,627
Proportionate Share of the Net Pension Liability as a Percentage of its Covered Payroll	158.43 %	169.96 %	204.55 %
Plan Fiduciary Net Position As a Percentage of the Total Pension Liability	78.70 %	76.10 %	71.00 %
<b>Non-Major and Formerly Reported Component Units</b>			
Proportion of the Collective Net Pension Liability	0.652461 %	0.564345 %	0.531509 %
Proportionate Share (Amount) of the Collective Net Pension Liability	\$ 6,848	\$ 6,428	\$ 7,138
Covered Payroll	\$ 4,240	\$ 3,700	\$ 3,424
Proportionate Share of the Net Pension Liability as a Percentage of its Covered Payroll	161.51 %	173.73 %	208.47 %
Plan Fiduciary Net Position As a Percentage of the Total Pension Liability	78.70 %	76.10 %	71.00 %
<b>Total SETP - State of Maine Employees</b>			
Proportion of the Collective Net Pension Liability	100.000000 %	100.000000 %	100.000000 %
Proportionate Share (Amount) of the Collective Net Pension Liability	\$ 1,049,566	\$ 1,139,058	\$ 1,342,959
Covered Payroll	\$ 643,961	\$ 636,471	\$ 624,466
Proportionate Share of the Net Pension Liability as a Percentage of its Covered Payroll	162.99 %	178.96 %	215.06 %
Plan Fiduciary Net Position As a Percentage of the Total Pension Liability	78.70 %	76.10 %	71.00 %

**Notes to Schedule:**

As of June 30, 2019, the SETP includes the State, 1 major component unit, 1 non-major component unit and 1 formerly reported component unit in its definition of state employees. Totals for the non-major and formerly reported component unit have been combined.

A complete description of the methods and assumptions used to determine contribution rates for the year ending June 30, 2019 can be found in the June 30, 2016 actuarial valuation report.

Per GASB Statement No. 68, governments should present information for those years for which information is available. If information is not available, the government may implement them prospectively.

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2016	2015
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92.825250 %	92.853946 %
\$ 950,597	\$ 837,743
\$ 520,115	\$ 525,765
182.77 %	159.34 %
76.80 %	79.21 %

6.640831 %	6.618303 %
\$ 68,007	\$ 59,710
\$ 32,008	\$ 31,679
212.47 %	188.48 %
76.80 %	79.21 %

0.533919 %	0.527751 %
\$ 5,468	\$ 4,760
\$ 3,927	\$ 3,776
139.24 %	126.06 %
76.80 %	79.21 %

100.000000 %	100.000000 %
\$ 1,024,072	\$ 902,213
\$ 556,050	\$ 561,220
184.17 %	160.76 %
76.80 %	79.21 %

**STATE OF MAINE**  
**SCHEDULE OF STATE CONTRIBUTIONS**  
**COST-SHARING MULTIPLE EMPLOYER DEFINED BENEFIT PENSION PLANS - EMPLOYER CONTRIBUTIONS**  
**STATE EMPLOYEES AND TEACHERS PLAN - STATE EMPLOYEES ONLY**

Last Six Fiscal Years  
(Expressed in Thousands)

	<u>2019</u>	<u>2018</u>	<u>2017</u>	<u>2016</u>
<b>State Employees</b>				
Actuarially Determined Contribution	\$ 152,439	\$ 148,115	\$ 141,295	\$ 136,139
Contributions in Relation to the Actuarially Determined Employer Contribution	<u>(152,439)</u>	<u>(148,115)</u>	<u>(141,295)</u>	<u>(136,139)</u>
Contribution Deficiency (Excess)	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
Covered Payroll	\$ 627,615	\$ 608,615	\$ 601,904	\$ 588,415
Contributions Recognized by the Pension Plan in Relation to the Actuarially Determined Employer Contribution as a Percentage of Employer's Covered Payroll	24.29 %	24.34 %	23.47 %	23.14 %
<b>Maine Community College System</b>				
Actuarially Determined Contribution	\$ 7,416	\$ 7,347	\$ 6,863	\$ 7,159
Contributions in Relation to the Actuarially Determined Employer Contribution	<u>(7,416)</u>	<u>(7,347)</u>	<u>(6,863)</u>	<u>(7,159)</u>
Contribution Deficiency (Excess)	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
Covered Payroll	\$ 31,535	\$ 31,106	\$ 30,867	\$ 32,627
Contributions Recognized by the Pension Plan in Relation to the Actuarially Determined Employer Contribution as a Percentage of Employer's Covered Payroll	23.52 %	23.62 %	22.23 %	21.94 %
<b>Combined Non-major and Formerly Reported Component Units</b>				
Actuarially Determined Contribution	\$ 987	\$ 1,021	\$ 840	\$ 766
Contributions in Relation to the Actuarially Determined Employer Contribution	<u>(987)</u>	<u>(1,021)</u>	<u>(840)</u>	<u>(766)</u>
Contribution Deficiency (Excess)	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
Covered Payroll	\$ 4,115	\$ 4,240	\$ 3,700	\$ 3,424
Contributions Recognized by the Pension Plan in Relation to the Actuarially Determined Employer Contribution as a Percentage of Employer's Covered Payroll	23.99 %	24.08 %	22.70 %	22.37 %
<b>Total SETP - State of Maine Employees</b>				
Actuarially Determined Contribution	\$ 160,842	\$ 156,483	\$ 148,998	\$ 144,064
Contributions in Relation to the Actuarially Determined Employer Contribution	<u>(160,842)</u>	<u>(156,483)</u>	<u>(148,998)</u>	<u>(144,064)</u>
Contribution Deficiency (Excess)	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
Covered Payroll	\$ 663,265	\$ 643,961	\$ 636,471	\$ 624,466
Contributions Recognized by the Pension Plan in Relation to the Actuarially Determined Employer Contribution as a Percentage of Employer's Covered Payroll	24.25 %	24.30 %	23.41 %	23.07 %



(continued)

<u>2015</u>	<u>2014</u>
\$ 107,807	\$ 117,380
<u>(107,807)</u>	<u>(117,380)</u>
<u>\$ -</u>	<u>\$ -</u>
\$ 521,846	\$ 525,765
20.66 %	22.33 %
\$ 8,135	\$ 3,133
<u>(8,135)</u>	<u>(3,133)</u>
<u>\$ -</u>	<u>\$ -</u>
\$ 30,257	\$ 31,679
26.89 %	9.89 %
\$ 635	\$ 522
<u>(635)</u>	<u>(522)</u>
<u>\$ -</u>	<u>\$ -</u>
\$ 3,947	\$ 3,776
16.09 %	13.82 %
\$ 116,577	\$ 121,035
<u>(116,577)</u>	<u>(121,035)</u>
<u>\$ -</u>	<u>\$ -</u>
\$ 556,050	\$ 561,220
20.97 %	21.57 %

**STATE OF MAINE**  
**SCHEDULE OF STATE CONTRIBUTIONS**  
**COST-SHARING MULTIPLE EMPLOYER DEFINED BENEFIT PENSION PLANS - EMPLOYER CONTRIBUTIONS**  
**STATE EMPLOYEES AND TEACHERS PLAN - STATE EMPLOYEES ONLY (CONTINUED)**

Notes to Schedule:

The SETP includes the State, 1 major component unit, 1 non-major component unit and 1 formerly reported component unit in its definition of state employees. Totals for the non-major and formerly reported component unit have been combined.

Valuation date	June 30, 2015  June 30, 2019 actuarially determined contribution rates are calculated based on 2016 liabilities developed as a roll-forward of the 2015 actuarial valuation, adjusted for expected experience and any assumption or methodology changes during fiscal year end 2016 using assets as of June 30, 2016.
Actuarial cost method	Entry age normal
Asset valuation method	3-Year smoothed market
Amortization method	Level Percentage of payroll, closed 16-year amortization of the UAL prior to 2012 and individual, closed, level percent of payroll, 10-year amortization of UAL arising each year beginning in 2012.
Discount rate	6.75%
Amortization growth rate	2.75%
Price inflation	2.75%
Salary increases	2.75% plus merit component based on employee's years of service.
Retirement age	Normal retirement age for State employees and teachers is age 60, 62 or 65. The normal retirement age is determined by whether a member had met certain creditable service requirements on specific dates, as established by statute.
Mortality	104 percent and 120 percent of the RP-2014 Total Dataset Healthy Annuitant Mortality Table, respectively, for males and females.

A complete description of the methods and assumptions used to determine contribution rates for the year ending June 30, 2019 can be found in the June 30, 2016 actuarial valuation report.

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**Former actuarial assumptions:**

Discount rate

Change in assumptions 2018: The annual rate of investment return was reduced from 6.875% used at funding to 6.75%. The impact of this change is included in the TPL reconciliation as a change in assumptions.

Other information

Change in assumptions 2016: the amounts reported as changes of assumptions were due to assumptions that were updated based on the experience study covering the period from June 30, 2012 through June 30, 2015.

Benefit changes. By law, the COLA is based on the Consumer Price Index for Urban Consumers (CPI-U) as of June 30th applied to the statutory COLA base. If the percentage is negative, then no adjustment is made in that year. In subsequent years the adjustment that would have been made will be adjusted downward to the extent necessary to recoup the full actuarial value of not having made the previous year's negative adjustment. This process of adjustment may occur over a multi-year period if needed to recoup the full actuarial value of the negative CPI-U. Cost-of-living adjustments are effective September 1. Retirees are eligible to receive a cost-of-living adjustment after being retired for at least 12 months, except that retirees with less than 10 years of service on July 1, 1993 who retire prior to normal retirement age are not eligible to receive a cost-of-living adjustment until 12 months after reaching normal retirement age. The maximum annual limit is 3% of up to the first \$20,000 of annual benefit, indexed. This is a permanent increase in retiree's benefit. The \$20,000 COLA base is indexed each year going forward by the same percentage as the COLA that is paid.

Per GASB Statement No. 68, governments should present information for those years for which information is available. If information is not available, the government may implement them prospectively.

**STATE OF MAINE**  
**SCHEDULE OF PROPORTIONATE SHARE OF THE NET PENSION LIABILITY**  
**STATE EMPLOYEES AND TEACHERS PLAN - TEACHERS**

Last Five Fiscal Years  
(Expressed in Thousands)

	<u>2019</u>	<u>2018</u>	<u>2017</u>
<b>Non-employer Contributing Entity's Proportion of:</b>			
Percentage of the Collective Net Pension Liability	95.298384 %	95.016790 %	95.002519 %
Amount of the Collective Net Pension Liability	\$ 1,349,443	\$ 1,452,536	\$ 1,766,662
Plan Fiduciary Net Position As a Percentage of the Total Pension Liability	85.20 %	83.30 %	79.00 %

Notes to Schedule:

Per GASB Statement No. 68, governments should present information for those years for which information is available. If information is not available, the government may implement them prospectively.

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<u>2016</u>	<u>2015</u>
95.036038 %	95.069591 %
\$ 1,350,118	\$ 1,027,065
83.60 %	86.46 %

**STATE OF MAINE**  
**SCHEDULE OF STATE CONTRIBUTIONS**  
**COST-SHARING MULTIPLE EMPLOYER DEFINED BENEFIT PENSION PLANS - EMPLOYER CONTRIBUTIONS**  
**STATE EMPLOYEES AND TEACHERS PLAN - TEACHERS**

Last Six Fiscal Years  
(Expressed in Thousands)

	<u>2019</u>	<u>2018</u>	<u>2017</u>	<u>2016</u>
<b>Teachers - Non-Employer Contributor</b>				
Actuarially Determined Contribution	\$ 132,981	\$ 129,422	\$ 116,080	\$ 112,478
Contributions in Relation to the Actuarially Determined Non-Employer Contribution	<u>(132,981)</u>	<u>(129,422)</u>	<u>(116,080)</u>	<u>(112,478)</u>
Contribution Deficiency (Excess)	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
<b>Employer Contributors</b>				
Actuarially Determined Contribution	\$ 56,761	\$ 54,472	\$ 47,659	\$ 45,349
Contributions in Relation to the Actuarially Determined Employer Contribution	<u>(56,761)</u>	<u>(54,472)</u>	<u>(47,659)</u>	<u>(45,349)</u>
Contribution Deficiency (Excess)	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
<b>Total SETP - Teachers</b>				
Actuarially Determined Contribution	\$ 189,742	\$ 183,894	\$ 163,739	\$ 157,827
Contributions in Relation to the Actuarially Determined Employer Contribution	<u>(189,742)</u>	<u>(183,894)</u>	<u>(163,739)</u>	<u>(157,827)</u>
Contribution Deficiency (Excess)	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>



(continued)

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<u>2015</u>	<u>2014</u>
\$ 147,048	\$ 146,362
<u>(147,048)</u>	<u>(146,362)</u>
<u>\$ -</u>	<u>\$ -</u>
\$ 38,404	\$ 36,931
<u>(38,404)</u>	<u>(36,931)</u>
<u>\$ -</u>	<u>\$ -</u>
\$ 185,452	\$ 183,293
<u>(185,452)</u>	<u>(183,293)</u>
<u>\$ -</u>	<u>\$ -</u>

**STATE OF MAINE**  
**SCHEDULE OF STATE CONTRIBUTIONS**  
**COST-SHARING MULTIPLE EMPLOYER DEFINED BENEFIT PENSION PLANS - EMPLOYER CONTRIBUTIONS**  
**STATE EMPLOYEES AND TEACHERS PLAN - TEACHERS (CONTINUED)**

Notes to Schedule:

Valuation date	June 30, 2015  June 30, 2019 actuarially determined contribution rates are calculated based on 2016 liabilities developed as a roll-forward of the 2015 valuation liability, adjusted for expected experience and any assumption or methodology changes during fiscal year end 2016 using actual assets at June 30, 2016.
Actuarial cost method	Entry age normal
Asset valuation method	3-Year smoothed market
Amortization method	Level Percentage of payroll, closed 16-year amortization of the UAL prior to 2012 and individual, closed. level percent of payroll, 10-year amortization of UAL arising each year beginning in 2012.
Discount rate	6.75%
Amortization growth rate	2.75%
Price inflation	2.75%
Salary increases	2.75% plus merit component based on employee's years of service.
Retirement age	Normal retirement age for State employees and teachers is age 60, 62 or 65. The normal retirement age is determined by whether a member had met certain creditable service requirements on specific dates, as established by statute.
Mortality	99 percent of the RP-2014 Total Dataset Healthy Annuitant Mortality Table for males and females.

A complete description of the methods and assumptions used to determine contribution rates for the year ending June 30, 2019 can be found in the June 30, 2016 actuarial valuation report.

Discount rate	Change in assumptions 2018: The annual rate of investment return was reduced from 6.875% used at funding to 6.75%. The impact of this change is included in the TPL reconciliation as a change in assumptions.
Other information	Change in assumptions 2016: the amounts reported as changes of assumptions were due to assumptions that were updated based on the experience study covering the period from June 30, 2012 through June 30, 2015.

Benefit changes. By law, the COLA is based on the Consumer Price Index for Urban Consumers (CPI-U) as of June 30th applied to the statutory COLA base. If the percentage is negative, then no adjustment is made in that year. In subsequent years the adjustment that would have been made will be adjusted downward to the extent necessary to recoup the full actuarial value of not having made the previous year's negative adjustment. This process of adjustment may occur over a multi-year period if needed to recoup the full actuarial value of the negative CPI-U. Cost-of-living adjustments are effective September 1. Retirees are eligible to receive a cost-of-living adjustment after being retired for at least 12 months, except that retirees with less than 10 years of service on July 1, 1993 who retire prior to normal retirement age are not eligible to receive a cost-of-living adjustment until 12 months after reaching normal retirement age. The maximum annual limit is 3% of up to the first \$20,000 of annual benefit, indexed. This is a permanent increase in retiree's benefit. The \$20,000 COLA base is indexed each year going forward by the same percentage as the COLA that is paid.

Per GASB Statement No. 68, governments should present information for those years for which information is available. If information is not available, the government may implement them prospectively.

**STATE OF MAINE**  
**SCHEDULE OF CHANGES IN**  
**THE NET OPEB LIABILITY**  
**HEALTHCARE PLAN - STATE EMPLOYEES**

Last Three Fiscal Years  
(Expressed in Thousands)

	<u>2019</u>	<u>2018</u>	<u>2017</u>
<b>Total OPEB Liability</b>			
Beginning Total Liability	\$ 1,199,512	\$ 1,161,320	\$ 1,143,542
Service Cost	17,425	16,917	12,246
Interest	79,128	76,921	75,650
Differences Between Expected and Actual Experience	20,875	17,725	-
Changes of Assumptions Others	-	5,241	-
Benefit Payments, Including Refunds of Member Contributions - Explicit	(70,524)	(58,347)	(54,118)
Benefit Payments, Including Refunds of Member Contributions - Implicit	(20,305)	(20,265)	(16,000)
Net Change in Total OPEB Liability	<u>26,599</u>	<u>38,192</u>	<u>17,778</u>
Ending Total OPEB Liability	<u>1,226,111</u>	<u>1,199,512</u>	<u>1,161,320</u>
<b>Plan Fiduciary Net Position</b>			
Beginning Plan Fiduciary Net Position	256,860	233,596	203,088
Employer Contributions - Explicit	72,524	60,347	58,118
Employer Contributions - Implicit	20,305	20,265	16,000
Net Investment Income	18,846	21,270	26,513
Benefit Payments, Including Refunds of Member Contributions	(90,829)	(78,612)	(70,118)
Administrative Expense	(3)	(6)	(5)
Net Change in Plan Fiduciary Net Position	<u>20,843</u>	<u>23,264</u>	<u>30,508</u>
Ending Plan Fiduciary Net Position	<u>277,703</u>	<u>256,860</u>	<u>233,596</u>
Ending Net OPEB Liability	<u>\$ 948,408</u>	<u>\$ 942,652</u>	<u>\$ 927,724</u>
Plan Fiduciary Net Position as Percentage of the Total OPEB Liability	22.6 %	21.4 %	20.1 %
Covered Payroll	\$ 626,384	\$ 612,195	\$ 574,663
Net OPEB Liability as a Percentage of Covered Payroll	\$ 151.4	\$ 154.0	\$ 161.4

This information relates to the OPEB Plan, not the employer's plan.

Per GASB Statement No. 75, governments should present information for those years for which information is available. If information is not available, the government may implement them prospectively.

**STATE OF MAINE**  
**SCHEDULE OF CHANGES IN**  
**THE NET OPEB LIABILITY**  
**GROUP LIFE INSURANCE PLAN - STATE EMPLOYEES AND TEACHERS**

Last Three Fiscal Years  
(Expressed in Thousands)

	<u>2019</u>	<u>2018</u>	<u>2017</u>
<b>Total OPEB Liability</b>			
Beginning Total Liability	\$ 196,263	\$ 183,723	\$ 175,647
Service Cost	2,132	2,122	2,065
Interest	13,155	12,531	12,015
Differences Between Expected and Actual Experience	-	1,957	-
Changes of Assumptions Discount Rate	-	3,200	-
Benefit Payments, Including Refunds of Member Contributions - Explicit	<u>(7,118)</u>	<u>(7,270)</u>	<u>(6,004)</u>
Net Change in Total OPEB Liability	<u>8,169</u>	<u>12,540</u>	<u>8,076</u>
Ending Total OPEB Liability	<u>204,432</u>	<u>196,263</u>	<u>183,723</u>
<b>Plan Fiduciary Net Position</b>			
Beginning Plan Fiduciary Net Position	94,287	86,883	77,416
Employer and Non-Employer Contributions	7,756	7,639	6,921
Net Investment Income	6,418	7,805	9,886
Benefit Payments, Including Refunds of Member Contributions	(7,118)	(7,270)	(6,004)
Administrative Expense	<u>(726)</u>	<u>(770)</u>	<u>(1,336)</u>
Net Change in Plan Fiduciary Net Position	<u>6,330</u>	<u>7,404</u>	<u>9,467</u>
Ending Plan Fiduciary Net Position	<u>100,617</u>	<u>94,287</u>	<u>86,883</u>
Ending Net OPEB Liability	<u>\$ 103,815</u>	<u>\$ 101,976</u>	<u>\$ 96,840</u>
Plan Fiduciary Net Position as Percentage of the Total OPEB Liability	49.2 %	48.0 %	47.3 %
Covered Payroll	\$ 1,380,619	\$ 1,343,669	\$ 1,277,009
Change - Increase (Decrease)	7.5 %	7.6 %	7.6 %

Per GASB Statement No. 75, governments should present information for those years for which information is available. If information is not available, the government may implement them prospectively.

**STATE OF MAINE  
SCHEDULE OF CHANGES IN  
TOTAL OPEB LIABILITY  
HEALTHCARE PLAN - TEACHERS**

Last Three Fiscal Years  
(Expressed in Thousands)

	<b>2019</b>	<b>2018</b>	<b>2017</b>
<b>Total OPEB Liability</b>			
Beginning Total Liability	\$ 1,248,326	\$ 1,323,731	
Service Cost	35,795	42,214	-
Interest	45,495	38,521	-
Contribution - Non-Employer Contributing Entity	(26,855)	(28,848)	-
Differences Between Expected and Actual Experience	(5,178)	-	-
Changes of Assumptions Discount Rate	(61,721)	(170,420)	-
Differences Between Expected and Actual Investment Earnings	-	43,128	-
Net Change in Total OPEB Liability	<u>(12,464)</u>	<u>(75,405)</u>	<u>-</u>
Ending Total OPEB Liability	<u>\$ 1,235,862</u>	<u>\$ 1,248,326</u>	<u>\$ 1,323,731</u>
Covered Payroll	\$ 1,156,592	\$ 1,149,126	\$ 1,125,444
Total OPEB Liability as Percentage of Covered Payroll	106.9 %	107.5 %	117.6 %
State's Proportionate Share of the Collective Total OPEB	74 %	83 %	83 %

This plan is funded on a pay-as-you go basis. The State's proportionate share for fiscal years June 30, 2017 through June 30, 2019 was estimated assuming the same share of implicit subsidy for each school district's OPEB Plan.

Per GASB Statement No. 75, governments should present information for those years for which information is available. If information is not available, the government may implement them prospectively.

**STATE OF MAINE  
SCHEDULE OF CHANGES IN  
TOTAL OPEB LIABILITY  
HEALTHCARE PLAN - FIRST RESPONDERS**

Last Three Fiscal Years  
(Expressed in Thousands)

	<u>2019</u>	<u>2018</u>	<u>2017</u>
<b>Total OPEB Liability</b>			
Beginning Total Liability	\$ 18,980	\$ 26,052	
Service Cost	776	1,836	-
Interest	698	786	-
Contribution - Employee	(617)	(618)	-
Contribution - Non-Employer Contributing Entity	(5)	(78)	-
Administrative Expenses	98	99	-
Differences Between Expected and Actual Experience	(191)	(2,909)	-
Changes of Assumptions Discount Rate	(507)	(1,325)	-
Changes of Assumptions - Others	-	(4,863)	-
Net Change in Total OPEB Liability	<u>252</u>	<u>(7,072)</u>	<u>-</u>
Ending Total OPEB Liability	<u>\$ 19,232</u>	<u>\$ 18,980</u>	<u>\$ 26,052</u>
Covered Payroll	<u>\$ 64,427</u>	<u>\$ 62,551</u>	<u>\$ 55,651</u>
Total OPEB Liability as Percentage of Covered Payroll	29.9 %	30.3 %	46.8 %
State's Proportionate Share of the Collective Total OPEB	13 %	23 %	23 %

This plan is funded on a pay-as-you go basis. The State's proportionate share for fiscal years June 30, 2017 through June 30, 2019 was estimated assuming the same share of implicit subsidy for each municipality's OPEB Plan.

Per GASB Statement No. 75, governments should present information for those years for which information is available. If information is not available, the government may implement them prospectively.



**STATE OF MAINE**  
**SCHEDULE OF STATE CONTRIBUTIONS**  
**STATE FUNDED HEALTHCARE AND GROUP LIFE INSURANCE OPEB PLANS**

Last Three Fiscal Years  
(Expressed in Thousands)

	<u>2019</u>	<u>2018</u>	<u>2017</u>
<b>State Employee Healthcare</b>			
Actuarially Determined Contribution	\$ 71,363	\$ 71,179	\$ 69,000
Contributions in Relation to the Actuarially Determined Employer Contribution	<u>92,829</u>	<u>80,612</u>	<u>74,000</u>
Contribution Deficiency (Excess)	<u>\$ (21,466)</u>	<u>\$ (9,433)</u>	<u>\$ (5,000)</u>
Covered Payroll	\$ 626,384	\$ 612,195	\$ 582,934
Contributions as a Percentage of Covered Payroll	14.82 %	13.17 %	12.69 %
<b>State Employee and Teacher Group Life Insurance Benefit Plan</b>			
Actuarially Determined Contribution	\$ 9,040	\$ 8,806	\$ 8,240
Contributions in Relation to the Actuarially Determined Employer Contribution	<u>7,756</u>	<u>7,638</u>	<u>(6,921)</u>
Contribution Deficiency (Excess)	<u>\$ 1,284</u>	<u>\$ 1,168</u>	<u>\$ 15,161</u>
Covered Payroll	\$ 1,380,619	\$ 1,343,669	\$ 1,277,009
Contributions as a Percentage of Covered Payroll	0.56 %	0.57 %	0.54 %

Notes to Schedule:

Pay-as-you-go plans do not require an actuarially determined contribution.

**State Health Insurance** The valuation date is June 30, 2017. Costs are developed using the entry age normal cost method based on a level percentage of payroll. The participation rate for future retirees is 95 percent of active participants currently enrolled. Actuarial assumptions used in the June 30, 2019 and June 30, 2018 actuarial valuations were based on the results of an actuarial experience study conducted for the period of June 30, 2012 to June 30, 2015. Significant actuarial assumptions employed by the actuary for funding purposes as of June 30, 2019 and June 30, 2018 include: a 6.75 percent investment rate of return, a 6.875 percent inflation rate; and, annual salary increases, including inflation of 2.75 percent plus merit component based on employee's years of service. The unfunded actuarial accrued liability is being amortized as a level percentage of payroll over a 30-year period on a closed basis. The unfunded liability will be fully recognized by June 30, 2037. Assumption changes, plan changes and experience gains are amortized over a 20 year fixed period. Experience losses are amortized over a 10 year fixed period. The medical trend rate had been 6.80 at June 30, 2016, 6.60 percent at June 30, 2017, 6.40 percent at June 30, 2018 and 6.20 percent at June 30, 2019. The ultimate medical trend rate for both years is 4.29 percent reached at 2075. The State actively manages premium increases within the statutory cap, so healthcare cost increases are limited to no more than inflation plus 3 percent in any year. For active members and non-disabled retirees, the RP2014 Total Dataset Healthy Annuitant Mortality Table was used. For State employees rates are based on 104 percent and 120 percent for males and females, respectively. Changes in assumptions for 2019 included decreasing the medical trend rate from 6.40 percent to 6.20 percent. Both years used the ultimate medical trend rate at 4.29 percent. The year the ultimate trend rate is 2075 in both 2019 and 2018.

**Group Life Insurance** The valuation date is June 30, 2016 for State Employees and June 30, 2014 for Teachers. Costs are developed using the individual entry age normal cost method based on a level percentage of payroll. The participation rate for future retirees is 100 percent of those currently enrolled. Actuarial assumptions were based on the results of an actuarial experience study conducted for the period of June 30, 2012 to June 30, 2015. Significant actuarial assumptions employed by the actuary for funding purposes as of June 30, 2019 include: a 6.75 percent investment rate of return, a 6.875 percent discount rate, a 2.75 percent inflation rate; and, annual salary increases, including inflation of 2.75 percent plus merit component based on employee's years of service. The unfunded actuarial accrued liability is being amortized as a level percentage of payroll over a 30-year period on a closed basis. As of June 30, 2019, there were 18 years remaining in the amortization schedule for state employees and teachers. For active members and non-disabled retirees, the RP2014 Total Dataset Healthy Annuitant Mortality Table was used. For State employees rates are based on 104 percent and 120 percent for males and females, respectively. Teachers rates are based on 99 percent for both genders. One assumption changed in 2018. The discount rate assumption was lowered from 6.875 percent to 6.750 percent.

Per GASB Statement No. 74, governments should present information for those years for which information is available. If information is not available, the government may implement them prospectively.

**STATE OF MAINE**  
**SCHEDULE OF INVESTMENT RETURNS**  
**STATE FUNDED HEALTHCARE AND GROUP LIFE INSURANCE OPEB PLANS**

Last Three Fiscal Years

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	<u>2019</u>	<u>2018</u>	<u>2017</u>
Annual money-weighted rate of return, net of investment expense	6.60 %	9.00 %	12.88 %

Notes to Schedule:

Per GASB Statement No. 74, governments should present information for those years for which information is available. If information is not available, the government may implement them prospectively.

**STATE OF MAINE**  
**INFORMATION ABOUT INFRASTRUCTURE ASSETS REPORTING USING THE MODIFIED APPROACH**

As allowed by GASB Statement No. 34, the State has adopted an alternative process for recording depreciation expense on selected infrastructure assets. Under this process, the State does not record depreciation expense nor are amounts capitalized in connection with improvements to those assets, unless the improvements expand the capacity or efficiency of an asset. Assets accounted for under the modified approach include 8,808 highway miles or 17,891 lane miles of roads and 2,971 bridges having a total deck area of 12.3 million square feet that the State is responsible to maintain.

In order to utilize the modified approach, the State is required to:

- Maintain an asset management system that includes an up-to-date inventory of eligible infrastructure.
- Perform condition assessments of eligible assets and summarize the results using a measurement scale.
- Estimate each year the annual amount to maintain and preserve the assets at the condition level established and disclosed by the State.
- Document that the assets are being preserved at, or above, the established condition level.

Roads and bridges maintained by the Department of Transportation are accounted for using the modified approach.

**HIGHWAYS**

**Measurement Scale for Highways**

The Maine Department of Transportation (MDOT) uses six indicators to determine the condition of highway adequacy. The six indicators and their relative point weighting are listed in the table below.

<b>Data Element</b>	<b>Point Rating (%)</b>	<b>Description</b>
Pavement Condition Rating (PCR)	45	PCR is defined as the composite condition of the pavement on a roadway only, and is compiled from the severity and extent of pavement distresses such as cracking, rutting and patching. It is the key indicator used to determine the optimum time to treat a particular section of road. Points decrease as PCR decreases
Safety	20	Statewide crash rates are used to allocate points. Locations with high rates get fewer points.
Backlog (Built vs. Unbuilt roadway)	15	A "Built" road is one that has been constructed to a modern standard, usually post 1950. This includes adequate drainage, base, and pavement to carry the traffic load, and adequate sight distance and width to meet current safety standards. "Unbuilt" (backlog) is defined as a roadway section that has not been built to modern standards. Yes or No (15 or 0).
Annual Average Daily Traffic divided by the hourly highway capacity (AADT/C)	10	This ratio measures how intensely a highway is utilized. As a highway facility's AADT/C ratio increases, the average speed of vehicles on that facility tends to decrease. This decrease in average speed is evidence of reduced mobility. As congestion increases, points decrease (0-10).
Posted Speed	5	Lower speeds equal fewer points
Paved Shoulder	5	In general, roadways with paved shoulders perform at a higher level and last longer than those without shoulders or with only gravel shoulders. Yes or No (5 or 0).
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**STATE OF MAINE**  
**INFORMATION ABOUT INFRASTRUCTURE ASSETS REPORTING USING THE MODIFIED APPROACH**

**BRIDGES**

MDOT uses four separate factors to obtain a numerical value used to indicate the ability of bridges to remain in service at the current level of usage. The numeric value is a percentage ranging from 0% to represent an entirely insufficient or deficient bridge, and 100% to represent an entirely sufficient bridge. The four indicators and their relative point weighting are listed in the table below. The composite numeric value is based on the sufficiency rating formula in the Recording and Coding Guide for Structure Inventory and Appraisal of the Nation's Bridges.

<b>Data Element</b>	<b>Point Rating (%)</b>	<b>Description</b>
Structural Adequacy and Safety	55	This category considers inventory rating, superstructure, substructure and culverts.
Serviceability and Functional Obsolescence	30	Serviceability and functional obsolescence that addresses the number of lanes, average daily traffic, roadway width, bridge width, deck condition, under clearances, waterway adequacy, alignment, and defense highway designation.
Essentiality for Public Use	15	This considers detour length, average daily traffic, and defense highway designation.
Special Reduction	(13)	The sufficiency rating also includes consideration of special reductions for detour length, safety features, and type of structure.

**Assessed Conditions**

The following table shows adequacy ratings for maintenance levels from Excellent to Poor.

<b>Adequacy Rating</b>	<b>Total</b>
Excellent	80 - 100
Good	70 - 80
Fair	60 - 70
Poor	0 - 60

MDOT intends to maintain highways and bridges at an adequacy rating of 60 or higher. The following table shows adequacy ratings achieved by MDOT.

<b>Fiscal Year</b>	<b>Highways</b>	<b>Bridges</b>
2019	70.0	74.0
2018	71.8	74.0
2017	72.3	74.0

**STATE OF MAINE**  
**INFORMATION ABOUT INFRASTRUCTURE ASSETS REPORTING USING THE MODIFIED APPROACH**

**Comparison of Estimated-to-Actual Preservation Costs**

The following table presents the State's preservation costs for the past five fiscal years. It also shows the estimate of spending necessary to preserve and maintain the roads and bridges at, or above, a sufficiency rating of 60 for both highways and bridges (in millions).

<b>Actual Preservation Costs</b>					
<b>(Expressed in millions)</b>					
	<b>2019</b>	<b>2018</b>	<b>2017</b>	<b>2016</b>	<b>2015</b>
Highways	\$ 119.6	\$ 124.8	\$ 123.3	\$ 110.7	\$ 110.2
Bridges	13.2	16.4	18.8	4.9	5.5
Total	<u>\$ 132.8</u>	<u>\$ 141.2</u>	<u>\$ 142.1</u>	<u>\$ 115.6</u>	<u>\$ 115.7</u>

<b>Estimated Preservation Costs</b>					
<b>(Expressed in millions)</b>					
	<b>2019</b>	<b>2018</b>	<b>2017</b>	<b>2016</b>	<b>2015</b>
Highways	\$ 112.0	\$ 133.0	\$ 142.2	\$ 113.4	\$ 71.9
Bridges	13.5	21.0	23.7	8.8	3.9
Total	<u>\$ 125.5</u>	<u>\$ 154.0</u>	<u>\$ 165.9</u>	<u>\$ 122.2</u>	<u>\$ 75.8</u>

**Transportation Bonds**

Transportation bonds, approved by referendum, are issued to fund improvements to highways and bridges. Of the amount authorized by Chapter 467, PL 2017, \$40 million in General Fund bonds were spent during FY2019. Of the amount authorized by Chapter 299, PL 2017, \$70 million in General Fund bonds were spent during FY2019.

**Section II – Certain Information from the State Controller’s Budgetary and Legal Requirements Reports for Fiscal Year 2015 through 2019 (Unaudited)**

**GOVERNMENTAL FUNDS  
COMBINED STATEMENT OF RESOURCES, EXPENDITURES AND CHANGES IN FUND BALANCE  
For the Years Ended June 30  
(thousands \$000's)**

	2015	2016	2017	2018	2019
<b>Revenues</b>					
Taxes					
Sales, Use and Service Provider Tax	\$ 1,317,281	\$ 1,398,303	\$ 1,479,969	\$ 1,564,947	\$ 1,650,264
Individual Income Tax	1,533,130	1,551,637	1,534,866	1,605,096	1,709,069
Corporate Income Tax*	168,966	137,492	175,239	185,737	252,867
Cigarette and Tobacco Tax	136,913	141,464	144,243	132,950	125,978
Inheritance and Estate Tax	31,196	27,198	11,718	13,801	15,851
Gasoline, Use Fuel and Motor Carrier Tax	243,001	244,102	251,946	249,561	255,513
Insurance Tax	102,031	106,570	100,366	103,696	97,926
Public Utilities Tax	41,590	28,077	28,787	27,760	26,751
Other Industry or Occupation Taxes*	296,281	296,558	299,377	314,294	318,177
Real Estate Transfer Tax	26,678	28,324	32,188	35,242	36,767
Unorganized Territories Property Tax	27,528	27,538	30,219	31,486	33,109
Other Taxes	15,112	15,188	15,398	15,897	17,399
<b>Total Taxes</b>	<b>3,939,706</b>	<b>4,002,451</b>	<b>4,104,315</b>	<b>4,280,468</b>	<b>4,539,671</b>
From Federal Government	2,492,007	2,580,692	2,667,820	2,763,500	2,861,571
From Cities, Towns and Counties	38,289	63,283	79,014	38,267	32,808
From Private Sources	227,512	230,411	233,200	246,092	261,274
Service Charge for Current Services	165,482	144,026	131,613	145,995	144,020
Fines, Forfeitures & Penalties	35,973	34,365	33,783	32,273	26,631
Vehicle Registration and Drivers Licenses	105,317	108,652	109,319	111,252	115,678
Hunting, Fishing and Related Licenses	18,998	19,092	18,885	18,912	19,092
Transferred from Bureau of Alcoholic Beverages	-	-	-	-	-
Transferred from Lottery Commission	54,002	56,973	58,220	62,307	62,675
Transferred from Other Funds	48,922	54,909	49,459	36,230	42,760
Transferred for Revenue Sharing	(149,550)	(67,356)	(65,229)	(69,339)	(74,096)
Transferred for Tax Relief	(59,499)	(64,475)	(63,688)	(65,116)	(68,088)
Income from Investments	1,464	2,661	5,479	9,181	18,014
Other Revenues	14,406	24,257	13,373	(3,289)	86,394
	2,993,323	3,187,490	3,271,248	3,326,267	3,528,734
<b>Other Financial Resources</b>					
Proceeds of General Obligation Bonds	4	5	1	-	11
Other	312,849	229,082	278,274	179,676	246,413
<b>Total Revenues and Resources</b>	<b>7,245,882</b>	<b>7,419,028</b>	<b>7,653,839</b>	<b>7,786,410</b>	<b>8,314,829</b>
<b>Expenditures</b>					
Governmental Support & Operations	435,511	407,652	435,569	488,126	496,127
Arts, Heritage & Cultural Enrichment	11,790	11,827	12,064	12,112	12,556
Business Licensing & Regulation	69,509	58,640	62,518	68,174	65,338
Economic Development & Workforce Training	172,271	176,843	177,547	184,138	177,739
Education	1,641,201	1,685,624	1,727,475	1,779,941	1,864,558
Health & Human Services	3,453,500	3,588,016	3,617,200	3,774,760	4,004,233
Justice & Protection	421,571	458,600	475,114	480,398	506,818
Natural Resources Development & Protection	202,445	235,369	222,079	225,414	241,784
Transportation Safety & Development	605,239	695,796	751,396	677,457	696,918
<b>Total Expenditures</b>	<b>7,013,037</b>	<b>7,318,367</b>	<b>7,480,962</b>	<b>7,690,520</b>	<b>8,066,071</b>
Excess Resources Over (Under) Expenditures	232,845	100,661	172,877	95,890	248,758
<b>Fund Equity July 1 of preceding calendar year</b>	<b>583,812</b>	<b>816,657</b>	<b>917,318</b>	<b>1,090,195</b>	<b>1,186,085</b>
<b>Fund Equity June 30</b>	<b>\$ 816,657</b>	<b>\$ 917,318</b>	<b>\$ 1,090,195</b>	<b>\$ 1,186,085</b>	<b>\$ 1,434,843</b>

\* A revenue classification correction was necessary between Corporate Income Tax and Other Industry or Occupational Taxes for each year presented.



**GENERAL FUND**  
**STATEMENT OF RESOURCES, EXPENDITURES AND CHANGES IN FUND BALANCE**  
**For the Years Ended June 30**  
**(thousands \$000's)**

	2015	2016	2017	2018	2019
<b>Revenues</b>					
Taxes					
Sales, Use and Service Provider Tax	\$ 1,243,586	\$ 1,319,062	\$ 1,398,156	\$ 1,483,153	\$ 1,562,785
Individual Income Tax	1,521,778	1,542,688	1,523,853	1,595,192	1,701,006
Corporate Income Tax*	168,966	137,492	175,239	185,737	252,867
Cigarette and Tobacco Tax	136,913	141,464	144,243	132,950	125,978
Inheritance and Estate Tax	31,196	27,198	11,718	13,801	15,851
Insurance Tax	81,460	81,251	76,554	73,469	77,277
Public Utilities Tax	7,591	6,404	6,248	6,222	6,317
Other Industry or Occupation Taxes*	83,640	86,881	89,793	88,340	89,328
Real Estate Transfer Tax	13,837	15,395	17,059	15,927	19,106
Unorganized Territories Property Tax	12,452	12,779	13,579	14,188	13,334
Other Taxes	5,426	5,531	5,234	4,959	5,742
<b>Total Taxes</b>	<b>3,306,845</b>	<b>3,376,144</b>	<b>3,461,676</b>	<b>3,613,939</b>	<b>3,869,592</b>
From Federal Government	428	352	236	233	120
From Cities, Towns and Counties	323	311	254	261	358
From Private Sources	5,551	1,712	1,619	1,479	1,584
Service Charge for Current Services	26,160	26,449	26,606	25,543	25,422
Fines, Forfeitures & Penalties	22,609	20,611	19,589	18,403	15,485
Vehicle Registration and Drivers Licenses	-	1	1	20	0
Hunting, Fishing and Related Licenses	16,491	16,433	16,269	16,165	16,283
Transferred from Bureau of Alcoholic Beverages	-	-	-	-	-
Transferred from Lottery Commission	54,002	56,973	58,220	62,307	62,675
Transferred from Other Funds	105,274	(2,334)	(4,297)	(22,812)	(13,454)
Transferred for Revenue Sharing	(149,550)	(67,356)	(65,229)	(69,339)	(74,096)
Transferred for Tax Relief	(59,533)	(64,744)	(63,962)	(65,413)	(68,088)
Income from Investments	603	1,484	3,592	6,602	12,475
Other Revenue	(2,511)	(8,779)	(12,061)	(19,107)	(2,888)
	<b>19,847</b>	<b>(18,888)</b>	<b>(19,162)</b>	<b>(45,658)</b>	<b>(24,124)</b>
<b>Other Financial Resources</b>					
Proceeds of General Obligation Bonds	-	-	-	-	-
Other	(68,871)	1,950	34,554	39,883	(40,620)
<b>Total Revenues and Resources</b>	<b>3,257,821</b>	<b>3,359,206</b>	<b>3,477,069</b>	<b>3,608,164</b>	<b>3,804,847</b>
<b>Expenditures</b>					
Governmental Support & Operations	258,872	258,258	289,019	298,663	339,270
Arts, Heritage & Cultural Enrichment	7,300	7,614	7,977	7,892	8,193
Business Licensing & Regulation	10	-	-	-	-
Economic Development & Workforce Training	32,646	39,865	42,242	42,062	42,687
Education	1,398,321	1,420,893	1,472,157	1,516,708	1,616,139
Health & Human Services	1,115,609	1,154,944	1,129,349	1,133,294	1,232,485
Justice & Protection	307,640	330,344	342,659	351,824	348,299
Natural Resources Development & Protection	68,765	74,296	75,152	79,373	86,003
Transportation Safety & Development	-	-	-	-	-
<b>Total Expenditures</b>	<b>3,189,163</b>	<b>3,286,214</b>	<b>3,358,555</b>	<b>3,429,816</b>	<b>3,673,076</b>
Excess Resources Over (Under) Expenditures	68,658	72,992	118,514	178,348	131,771
<b>Fund Equity July 1 of preceding calendar year</b>	<b>246,199</b>	<b>314,857</b>	<b>387,849</b>	<b>506,363</b>	<b>682,628</b>
<b>Fund Equity June 30</b>	<b>\$ 314,857</b>	<b>\$ 387,849</b>	<b>\$ 506,363</b>	<b>\$ 684,710</b>	<b>\$ 814,399</b>

(1) Governmental Support & Operations includes the Governor's Office, the State Treasurer's Office and the Attorney General, Audit, Finance and Administration, Judicial, Legislative and State Departments.

(2) Education includes the Education Department, the Maine Community College System, the Maine Maritime Academy and the University of Maine System.

(3) Health & Human Services includes the Human Services, Mental Health and Retardation and Corrections Departments.

(4) Transportation Safety & Development includes the Transportation Department.

\* A revenue classification correction was necessary between Corporate Income Tax and Other Industry or Occupational Taxes for each year presented.

**HIGHWAY FUND**  
**STATEMENT OF RESOURCES, EXPENDITURES AND CHANGES IN FUND BALANCE**  
**For the Years Ended June 30**  
**(thousands \$000's)**

	2015	2016	2017	2018	2019
<b>Revenues</b>					
Taxes					
Gasoline, Use Fuel and Motor Carrier Tax	220,482	221,441	228,565	226,275	231,865
Other Industry or Occupation Taxes	907	1,216	971	1,041	1,055
Other Taxes	3,589	3,679	3,562	3,666	3,548
<b>Total Taxes</b>	<b>224,978</b>	<b>226,337</b>	<b>233,098</b>	<b>230,982</b>	<b>236,468</b>
From Federal Government	-	-	-	-	-
Service Charges for Current Services	4,391	4,463	4,309	4,577	4,746
Fines, Forfeitures & Penalties	855	791	720	724	610
Vehicle Registration and Drivers Licenses	87,553	90,510	90,960	92,653	96,882
Transferred from Other Funds	5,380	4,927	4,692	6,190	6,795
Income from Investments	159	255	348	327	893
Other Revenue	165	(1,328)	179	(232)	31
	<b>98,503</b>	<b>99,620</b>	<b>101,207</b>	<b>104,240</b>	<b>109,957</b>
<b>Other Financial Resources</b>					
Proceeds of General Obligation Bonds	-	-	-	-	-
Other	13,581	16,760	(5,227)	(5,914)	(5,981)
<b>Total Revenues and Resources</b>	<b>337,062</b>	<b>342,716</b>	<b>329,078</b>	<b>329,308</b>	<b>340,444</b>
<b>Expenditures</b>					
Governmental Support & Operations	35,395	2,205	2,283	38,286	2,610
Economic Development & Workforce Training	-	-	-	-	-
Justice & Protection	24,311	26,410	27,885	29,540	29,888
Natural Resources Development & Protection	33	27	39	33	33
Transportation Safety & Development (1)	262,357	304,840	313,741	277,677	289,911
<b>Total Expenditures</b>	<b>322,096</b>	<b>333,482</b>	<b>343,948</b>	<b>345,536</b>	<b>322,442</b>
Excess Resources Over (Under) Expenditures	14,966	9,234	(14,870)	(16,228)	18,002
<b>Fund Equity July 1 of preceding calendar year</b>	<b>48,233</b>	<b>63,199</b>	<b>72,433</b>	<b>57,564</b>	<b>41,335</b>
<b>Fund Equity June 30</b>	<b>\$ 63,199</b>	<b>\$ 72,433</b>	<b>\$ 57,564</b>	<b>\$ 41,335</b>	<b>\$ 59,338</b>

(1) Includes payment of debt service on bonds of the State previously issued for highway purposes.

**OTHER SPECIAL REVENUE FUNDS**  
**STATEMENT OF RESOURCES, EXPENDITURES AND CHANGES IN FUND BALANCE**  
**For the Years Ended June 30**  
**(thousands \$000's)**

	2015	2016	2017	2018	2019
<b>Revenues</b>					
Taxes					
Sales, Use and Service Provider Tax	\$ 73,695	\$ 79,241	\$ 81,813	\$ 81,794	\$ 87,479
Individual Income Tax	11,352	8,949	11,013	9,904.30	8,063.33
Corporate Income Tax	-	-	-	-	-
Gasoline, Use Fuel and Motor Carrier Tax	22,519	22,660	23,381	23,285.80	23,648.80
Insurance Tax	20,571	25,319	23,812	30,226.97	20,648.93
Public Utilities Tax	33,999	21,674	22,539	21,538.14	20,433.07
Other Industry or Occupation Taxes	211,733	208,461	208,614	224,913.51	227,794.08
Real Estate Transfer Tax	12,841	12,930	15,128	19,314.27	17,661.21
Unorganized Territories Property Tax	15,075	14,759	16,640	17,297.61	19,774.94
Other Taxes	6,097	5,978	6,601	7,271.87	8,108.22
<b>Total Taxes</b>	<b>407,882</b>	<b>399,970</b>	<b>409,541</b>	<b>435,547</b>	<b>433,612</b>
From Federal Government	2,491,579	2,580,340	2,667,585	2,763,267	2,861,451
From Cities, Towns and Counties	37,967	62,971	78,760	38,007	32,450
From Private Sources	221,951	228,699	231,570	244,602	259,690
Service Charge for Current Services	134,932	113,113	100,698	115,876	113,853
Fines, Forfeitures & Penalties	12,510	12,963	13,474	13,145	10,536
Vehicle Registration and Drivers Licenses	17,764	18,141	18,358	18,579	18,795
Hunting, Fishing and Related Licenses	2,508	2,659	2,617	2,747	2,809
Transferred from Other Funds	(61,698)	52,586	49,337	53,149	49,419
Income from Investments	389	528	840	1,331	2,789
Other Revenues	20,059	34,351	25,117	15,726	89,252
	<b>2,877,959</b>	<b>3,106,351</b>	<b>3,188,356</b>	<b>3,266,429</b>	<b>3,441,044</b>
<b>Other Financial Resources</b>					
Proceeds of General Obligation Bonds	-	-	-	-	-
Other	253,948	99,592	132,972	91,207	135,804
<b>Total Revenues and Resources</b>	<b>3,539,789</b>	<b>3,605,913</b>	<b>3,730,869</b>	<b>3,793,182</b>	<b>4,010,460</b>
<b>Expenditures</b>					
Governmental Support & Operations	141,244	147,175	144,267	151,177	<b>154,247</b>
Arts, Heritage & Cultural Enrichment	4,471	4,213	4,023	4,220	<b>4,363</b>
Business Licensing & Regulation	69,499	58,640	62,518	68,174	<b>65,338</b>
Economic Development & Workforce Training	122,213	126,803	125,480	117,076	<b>120,052</b>
Education	228,828	240,428	249,766	257,646	<b>246,465</b>
Health & Human Services	2,336,159	2,433,072	2,487,851	2,641,466	<b>2,771,748</b>
Justice & Protection	88,864	99,176	101,691	96,369	<b>124,403</b>
Natural Resources Development & Protection	132,433	157,010	143,191	143,100	<b>153,167</b>
Transportation Safety & Development	262,946	330,924	345,918	330,562	<b>283,317</b>
<b>Total Expenditures</b>	<b>3,386,657</b>	<b>3,597,441</b>	<b>3,664,705</b>	<b>3,809,790</b>	<b>3,923,100</b>
Excess Resources Over (Under) Expenditures	153,132	8,472	66,164	(16,608)	87,360
<b>Fund Equity July 1 of preceding calendar year</b>	<b>206,420</b>	<b>359,552</b>	<b>368,024</b>	<b>434,188</b>	<b>419,662</b>
<b>Fund Equity June 30</b>	<b>\$ 359,552</b>	<b>\$ 368,024</b>	<b>\$ 434,188</b>	<b>\$ 417,580</b>	<b>\$ 507,022</b>

**GOVERNMENTAL FUNDS  
COMBINED BALANCE SHEETS**

JUNE 30, 2019  
(thousands \$000's)

	Total (Memorandum) (only)	General Fund	Highway Fund	Other Special Revenues	Capital Projects	Debt Service
<b>ASSETS</b>						
Equity in Treasurer's Cash Pool	\$ 1,251,642	\$ 584,415	\$ 36,502	\$ 501,780	\$ 121,401	\$ 7,544
Cash - Other	215	99	76	40	-	-
Accounts, Notes and Grants Receivable						
Net of Reserves for Uncollectible Accounts	275,846	232,927	22,914	20,005	-	-
Due from Other Funds	13,251	9,837	12	3,402	-	-
Working Capital Advances to Other Funds	111	111	-	-	-	-
Prepaid Expenses and Other Assets	405	352	2	51	-	-
<b>TOTAL ASSETS</b>	<b>1,541,470</b>	<b>827,741</b>	<b>59,506</b>	<b>525,278</b>	<b>121,401</b>	<b>7,544</b>
<b>LIABILITIES AND EQUITY</b>						
<b>LIABILITIES:</b>						
Accounts Payable	1,741	1,006	(69)	804	-	-
Other Liabilities	104,886	12,336	238	17,452	74,860	-
<b>TOTAL LIABILITIES</b>	<b>106,627</b>	<b>13,342</b>	<b>169</b>	<b>18,256</b>	<b>74,860</b>	<b>-</b>
<b>EQUITY:</b>						
Reserved for Encumbrances	200,794	-	-	199,227	1,567	-
Reserved for Authorized Expenditures	337,693	-	-	284,327	53,366	-
Reserved for Utility Loans	-	-	-	-	-	-
Working Capital Advances to Other Funds	-	-	-	-	-	-
Designated for Other Purposes	-	-	-	-	-	-
Budget Stabilization Fund	297,210	297,210	-	-	-	-
Unappropriated Surplus	599,146	517,189	59,337	23,468	(8,392)	7,544
<b>TOTAL EQUITY</b>	<b>1,434,843</b>	<b>814,399</b>	<b>59,337</b>	<b>507,022</b>	<b>46,541</b>	<b>7,544</b>
<b>TOTAL LIABILITIES AND EQUITY</b>	<b>\$ 1,541,470</b>	<b>\$ 827,741</b>	<b>\$ 59,506</b>	<b>\$ 525,278</b>	<b>\$ 121,401</b>	<b>\$ 7,544</b>

**GENERAL FUND UNAPPROPRIATED SURPLUS**

**For the Years Ended June 30**

Fiscal Year	General Fund		Surplus as Percentage of Revenues
	Unappropriated Surplus (Million)	General Fund Revenues (Million)	
2019	517.2	\$3,804.8	13.59%
2018	411.8	3,608.2	11.41%
2017	310.1	3,477.1	8.92%
2016	70.8	3,359.2	2.11%
2015	31.2	3,257.8	0.96%
2014	12.5	3,220.7	0.39%
2013	7.7	3,026.5	0.25%
2012	54.0	3,120.6	1.73%
2011	19.2	2,919.4	0.66%
2010	(13.0)	2,855.7	-0.46%
2009	12.9	2,819.0	0.46%
2008	26.5	3,109.4	0.85%
2007	17.6	3,022.6	0.58%
2006	14.5	2,931.8	0.50%
2005	33.7	2,790.8	1.21%
2004	14.9	2,683.5	0.55%
2003	28.9	2,394.7	1.21%
2002	0.0	2,331.7	0%
2001	38.8	2,390.6	1.62%
2000	300.9	2,500.9	12.03%
1999	229.2	2,336.1	9.81%
1998	98.3	2,111.9	4.65%
1997	21.1	1,863.1	1.13%
1996	25.8	1,766.4	1.46%
1995	4.4	1,671.7	0.26%
1994	3.8	1,623.8	0.23%



**STATE OF MAINE  
GENERAL OBLIGATION BONDS**

**APPENDIX C**

**Certain Revenues of the State (Unaudited)**

	<b>Page</b>
Undedicated Revenues, General Fund, Fiscal Years Ended June 30, 2016 and June 30, 2017 .....	C-2
Undedicated Revenues, General Fund, Fiscal Years Ended June 30, 2018 and June 30, 2019 .....	C-3
Preliminary Undedicated Revenues, General Fund, Ten Months Ended April 30, 2020 Fiscal Year Ending June 30, 2020 .....	C-4
Highway Fund Revenues, Fiscal Years Ended June 30, 2016 and June 30, 2017 .....	C-5
Highway Fund Revenues, Fiscal Years Ended June 30, 2018 and June 30, 2019 .....	C-6
Preliminary Highway Fund Revenues, Ten Months Ended April 30, 2020 Fiscal Year Ending June 30, 2020 .....	C-7



**STATE OF MAINE**  
**UNDEDICATED REVENUES**  
**GENERAL FUND**  
**FISCAL YEARS ENDED JUNE 30, 2016 AND JUNE 30, 2017**

20

	2016				2017			
	Actual	Budget	Variance	Percent	Actual	Budget	Variance	Percent
			Over/ (Under)	Over/ (Under)			Over/ (Under)	Over/ (Under)
Sales and Use Tax	\$ 1,274,144,956.7	\$ 1,260,137,966.0	\$ 14,006,991	1.1%	1,336,944,791	1,332,011,722	\$ 4,933,069	0.4%
Service Provider Tax	44,916,959	55,073,214	(10,156,255)	(18.4%)	61,211,051	59,149,448	2,061,603	3.5%
Individual Income Tax	1,542,687,615	1,546,329,595	(3,641,980)	(0.2%)	1,523,852,981	1,514,348,976	9,504,005	0.6%
Corporate Income Tax	137,492,442	138,354,603	(862,161)	(0.6%)	175,239,114	164,093,471	11,145,643	6.8%
Cigarette and Tobacco Tax	141,464,095	136,641,000	4,823,095	3.5%	144,243,207	139,179,000	5,064,207	3.6%
Insurance Companies Tax	81,250,784	82,700,000	(1,449,216)	(1.8%)	76,553,592	76,700,000	(146,408)	(0.2%)
Inheritance & Estate Tax	27,198,153	26,598,740	599,413	2.3%	11,717,686	16,378,323	(4,660,637)	(28.5%)
Fines, Forfeits and Penalties	20,610,571	22,411,725	(1,801,154)	(8.0%)	19,589,175	19,375,448	213,727	1.1%
Income from Investments	1,483,723	1,076,328	407,395	37.9%	3,592,268	3,128,076	464,192	14.8%
Transfer for Tax Relief Programs	56,972,851	54,900,000	2,072,851	3.8%	58,219,690	54,900,000	3,319,690	6.0%
Transfer to Municipal Revenue Sharing	(64,744,050)	(64,771,938)	27,888	(0.0%)	(63,961,530)	(64,448,340)	486,810	(0.8%)
Transfer from Lottery Commission	(67,355,586)	(67,259,423)	(96,163)	0.1%	(65,228,793)	(65,208,251)	(20,542)	0.0%
Other Taxes and Fees	143,422,794	140,329,152	3,093,642	2.2%	148,183,240	141,032,892	7,150,348	5.1%
Other Revenues	26,645,824	23,840,435	2,805,389	11.8%	24,747,389	22,828,191	1,919,198	8.4%
<b>Total Undedicated Revenue</b>	<b>\$3,366,191,131</b>	<b>\$3,356,361,397</b>	<b>\$9,829,734</b>	<b>0.3%</b>	<b>3,454,903,863</b>	<b>\$3,413,468,956</b>	<b>\$41,434,907</b>	<b>1.2%</b>

**STATE OF MAINE  
UNDEDICATED REVENUES  
GENERAL FUND  
FISCAL YEARS ENDED JUNE 30, 2018 AND JUNE 30, 2019**

CS

	2018				2019			
	Actual	Budget	Variance	Percent	Actual	Budget	Variance	Percent
			Over/ (Under)	Over/ (Under)			Over/ (Under)	Over/ (Under)
Sales and Use Tax	\$1,423,551,101	\$1,409,548,328	\$ 14,002,773	1.0%	1,503,771,784	1,502,117,767	\$ 1,654,017	0.1%
Service Provider Tax	59,601,858	62,224,469	(2,622,611)	(4.2%)	59,012,956	59,222,124	(209,168)	(0.4%)
Individual Income Tax	1,595,191,847	1,554,804,704	40,387,143	2.6%	1,701,005,768	1,705,158,151	(4,152,383)	(0.2%)
Corporate Income Tax	185,737,065	171,924,242	13,812,823	8.0%	252,866,884	244,750,000	8,116,884	3.3%
Cigarette and Tobacco Tax	132,949,700	129,032,000	3,917,700	3.0%	125,977,694	133,588,615	(7,610,921)	(5.7%)
Insurance Companies Tax	73,469,449	74,150,000	(680,551)	(0.9%)	77,277,183	74,450,000	2,827,183	3.8%
Inheritance & Estate Tax	13,801,409	12,416,710	1,384,699	11.2%	15,851,350	13,640,409	2,210,941	16.2%
Fines, Forfeits and Penalties	18,402,955	18,354,011	48,944	0.3%	15,485,118	18,678,774	(3,193,656)	(17.1%)
Income from Investments	6,601,717	5,428,946	1,172,771	21.6%	12,474,570	11,027,054	1,447,516	13.1%
Transfer for Tax Relief Programs	62,307,123	59,000,000	3,307,123	5.6%	62,675,109	59,000,000	3,675,109	6.2%
Transfer to Municipal Revenue Sharing	(65,413,185)	(63,768,101)	(1,645,084)	2.6%	(68,087,807)	(70,568,623)	2,480,816	(3.5%)
Transfer from Lottery Commission	(69,338,529)	(69,244,574)	(93,955)	0.1%	(74,095,532)	(73,698,594)	(396,938)	0.5%
Other Taxes and Fees	145,821,475	139,808,638	6,012,837	4.3%	150,110,769	145,046,332	5,064,437	3.5%
Other Revenues	4,991,864	1,941,056	3,050,808	157.2%	14,185,246	11,594,367	2,590,879	22.3%
<b>Total Undedicated Revenue</b>	<b>\$ 3,587,675,849</b>	<b>\$ 3,505,620,429</b>	<b>\$ 82,055,420</b>	<b>2.3%</b>	<b>\$ 3,848,511,092</b>	<b>\$ 3,834,006,376</b>	<b>\$ 14,504,716</b>	<b>0.4%</b>

**STATE OF MAINE  
UNDEDICATED REVENUES  
GENERAL FUND  
TEN MONTHS ENDED APRIL 30, 2020  
FISCAL YEAR ENDING JUNE 30, 2020**

	Month				Year to Date				Total Budgeted
	Actual	Budget	Variance Over/ (Under)	Percent Over/ (Under)	Actual	Budget	Variance Over/ (Under)	Percent Over/ (Under)	Fiscal Year Ending 6/30/2020
	<b>PRELIMINARY AND TENTATIVE</b>								
Sales and Use Tax	\$ 105,430,750	\$ 121,593,394	\$ (16,162,644)	(13.3%)	\$ 1,336,951,585	\$ 1,353,831,199	\$ (16,879,614)	(1.2%)	\$ 1,617,738,944
Service Provider Tax	4,765,999	4,783,684	(17,685)	(0.4%)	47,705,907	47,787,201	(81,294)	(0.2%)	57,024,000
Individual Income Tax	351,041,923	324,619,188	26,422,735	8.1%	1,531,004,664	1,517,474,716	13,529,948	0.9%	1,810,313,500
Corporate Income Tax	38,901,902	37,940,000	961,902	2.5%	176,004,097	177,543,544	(1,539,447)	(0.9%)	217,280,000
Cigarette and Tobacco Tax	11,801,998	13,567,114	(1,765,116)	(13.0%)	116,685,738	114,570,037	2,115,701	1.8%	141,621,642
Insurance Companies Tax	13,175,567	12,943,005	232,562	1.8%	44,601,587	41,866,889	2,734,698	6.5%	75,950,000
Inheritance & Estate Tax	870,381	250,000	620,381	248.2%	20,836,329	19,960,579	875,750	4.4%	20,450,000
Fines, Forfeits & Penalties	(362,113)	1,216,237	(1,578,350)	(129.8%)	8,869,979	10,179,550	(1,309,571)	(12.9%)	12,319,191
Income from Investments	844,599	729,780	114,819	15.7%	10,466,221	10,191,244	274,977	2.7%	12,304,505
Transfer from Lottery Commission	3,525,241	4,225,598	(700,357)	(16.6%)	51,317,666	47,395,631	3,922,035	8.3%	57,000,000
Transfers for Tax Relief Programs	(1,457,033)	(3,890,000)	2,432,967	62.5%	(71,129,299)	(75,443,449)	4,314,150	5.7%	(76,815,000)
Transfer to Municipal Revenue Sharing	(4,763,092)	(13,332,004)	8,568,912	64.3%	(87,875,957)	(90,390,963)	2,515,006	2.8%	(111,897,672)
Other Taxes and Fees	7,637,269	9,196,708	(1,559,439)	(17.0%)	109,948,070	112,413,999	(2,465,929)	(2.2%)	138,146,069
Other Revenues	4,059,499	5,353,353	(1,293,854)	(24.2%)	5,961,676	8,599,285	(2,637,609)	(30.7%)	26,855,866
<b>Total Undedicated Revenue</b>	<b>\$ 535,472,890</b>	<b>\$ 519,196,057</b>	<b>\$ 16,276,833</b>	<b>3.1%</b>	<b>\$ 3,301,348,263</b>	<b>\$ 3,295,979,462</b>	<b>\$ 5,368,801</b>	<b>0.2%</b>	<b>\$ 3,998,291,045</b>

(1) Included in Individual Income Tax and Corporate Income Tax lines above are adjustments to recognize amount due April 15 for which collections have been deferred until July 15 in response to the COVID-19 pandemic.

These adjustments include: \$205,617,917 for Individual Income Tax final payments for CY 2019; \$34,075,069 for Individual Income Tax estimated payments for the 1st quarter of CY 2020;

\$10,689,860 for Corporate Income Tax final payments for CY 2019; and \$14,086,111 for Corporate Income Tax estimated payments for the 1st quarter of CY 2020.

A significant portion of April revenue is based on economic activity that occurred during the first half of March prior to the shutdown of the economy because of the COVID-19 crisis. May revenues will be the first month that reflects the full impact the pandemic has had on the State's economy. In addition, the difference between budgeted and actual final and estimated income tax revenues that were deferred until July 15 have been accrued in the month of April. Footnote (1) above contains the detailed amounts that were recognized in April for which collections have been deferred until July 15.

When the State moved the tax payment date from April 15 to July 15, the State also moved the collection of certain tax receipts from FY20 to FY21 because Maine's fiscal year ends on June 30. Accruing for these deferred tax revenues keeps the revenues aligned in the fiscal year in which they are earned. This deferred payment date will result in lower than budgeted income tax collections through the remainder of FY20, but the accrual shows that these receipts are earned and expected by the State.

	April 2020	YTD
Budgeted Revenue	\$ 519,196,057	\$ 3,295,979,462
Revenue with Accruals	\$ 535,472,891	\$ 3,301,348,263
Less Accrual for Individual Income Tax	(239,692,986)	(239,692,986)
Less Accrual for Corporate Income Tax	(24,775,971)	(24,775,971)
Revenue without Accruals	\$ 271,003,934	\$ 3,036,879,306
Budgeted Revenue Variance with Accruals	\$ 16,276,834	\$ 5,368,801
% Budget Variance with Accruals	3.1%	0.2%
Budgeted Revenue Variance without Accruals	\$ (248,192,123)	\$ (259,100,156)
% Budget Variance without Accruals	-47.8%	-7.9%

**STATE OF MAINE  
HIGHWAY FUND  
REVENUES  
FISCAL YEARS ENDED JUNE 30, 2016 AND JUNE 30, 2017**

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	2016				2017			
	Actual	Budget	Variance	Percent	Actual	Budget	Variance	Percent
			Over/ (Under)	Over/ (Under)			Over/ (Under)	Over/ (Under)
Fuel Taxes	\$ 221,173,367	\$ 220,811,525	\$ 361,842	0.2%	\$ 228,291,442	224,110,357	\$ 4,181,085	1.9%
Motor Vehicle Registration & Fees	90,497,732	86,695,042	3,802,690	4.4%	90,977,458	88,134,415	2,843,043	3.2%
Inspection Fees	3,515,288	2,982,500	532,788	17.9%	3,410,700	2,982,500	428,200	14.4%
Miscellaneous Taxes and Fees	1,660,604	1,293,729	366,875	28.4%	1,378,595	1,280,229	98,366	7.7%
Fines, Forfeits & Penalties	791,496	739,039	52,457	7.1%	719,555	739,039	(19,484)	(2.6%)
Earnings on Investments	255,421	244,945	10,476	4.3%	348,432	364,114	(15,682)	(4.3%)
All Other Revenues	9,553,791	9,971,600	(417,809)	(4.2%)	9,191,942	9,680,335	(488,393)	(5.0%)
<b>Total</b>	<b>\$ 327,447,700</b>	<b>\$ 322,738,380</b>	<b>\$ 4,709,320</b>	<b>1.5%</b>	<b>\$ 334,318,123</b>	<b>\$ 327,290,989</b>	<b>\$ 7,027,134</b>	<b>2.1%</b>

**STATE OF MAINE  
HIGHWAY FUND  
REVENUES  
FISCAL YEARS ENDED JUNE 30, 2018 AND JUNE 30, 2019**

	2018				2019			
	Actual	Budget	Variance Over/ (Under)	Percent Over/ (Under)	Actual	Budget	Variance Over/ (Under)	Percent Over/ (Under)
	Fuel Taxes	\$ 225,996,401	\$ 224,172,333	\$ 1,824,068	0.8%	231,586,428	232,748,962	\$ (1,162,534)
Motor Vehicle Registration & Fees	92,774,864	88,451,559	4,323,305	4.9%	96,930,631	93,712,689	3,217,942	3.4%
Inspection Fees	3,373,101	3,202,500	170,601	5.3%	3,324,510	3,202,500	122,010	3.8%
Miscellaneous Taxes & Fees	1,490,993	1,293,729	197,264	15.2%	1,508,539	1,280,229	228,310	17.8%
Fines, Forfeits & Penalties	724,478	739,039	(14,561)	(2.0%)	610,373	739,039	(128,666)	(17.4%)
Earnings on Investments	326,847	218,841	108,006	49.4%	893,027	653,735	239,292	36.6%
All Other Revenues	10,943,111	10,602,160	340,951	3.2%	11,640,306	11,130,832	509,474	4.6%
<b>Total</b>	<b>\$ 335,629,795</b>	<b>\$ 328,680,161</b>	<b>\$ 6,949,634</b>	<b>2.1%</b>	<b>\$ 346,493,814</b>	<b>\$ 343,467,986</b>	<b>\$ 3,025,828</b>	<b>0.9%</b>

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**STATE OF MAINE  
HIGHWAY FUND  
REVENUES  
TEN MONTHS ENDED APRIL 30, 2020  
FISCAL YEAR ENDING JUNE 30, 2020**

	<b>Month</b>				<b>Year to Date</b>				<b>Total Budgeted</b>
	<b>Actual</b>	<b>Budget</b>	<b>Variance Over/ (Under)</b>	<b>Percent Over/ (Under)</b>	<b>Actual</b>	<b>Budget</b>	<b>Variance Over/ (Under)</b>	<b>Percent Over/ (Under)</b>	<b>Fiscal Year Ending 6/30/2020</b>
<b>PRELIMINARY AND TENTATIVE</b>									
Fuel Taxes	\$ 15,642,839	\$ 18,290,997	\$ (2,648,158)	(14.5%)	\$ 191,218,731	\$ 197,494,670	\$ (6,275,939)	(3.2%)	\$ 235,076,450
Motor Vehicle Registration & Fees	8,739,903	8,729,376	10,527	0.1%	76,130,208	76,307,230	(177,022)	(0.2%)	92,541,913
Motor Vehicle Inspection Fees	45,115	200,209	(155,094)	(77.5%)	2,442,816	2,802,084	(359,269)	(12.8%)	3,202,500
Miscellaneous Taxes & Fees	117,001	135,687	(18,686)	(13.8%)	1,011,027	1,065,403	(54,376)	(5.1%)	1,368,729
Fines, Forfeits & Penalties	109,316	42,290	67,026	158.5%	816,704	550,022	266,682	48.5%	606,412
Earnings on Investments	7,890	5,408	2,482	45.9%	226,497	247,678	(21,181)	(8.6%)	313,070
All Other	293,265	656,916	(363,651)	(55.4%)	10,483,686	10,879,348	(395,662)	(3.6%)	12,222,250
<b>Total</b>	<b>\$ 24,955,329</b>	<b>\$ 28,060,883</b>	<b>\$ (3,105,554)</b>	<b>(11.1%)</b>	<b>\$ 282,329,668</b>	<b>\$ 289,346,435</b>	<b>\$ (7,016,767)</b>	<b>(2.4%)</b>	<b>\$ 345,331,324</b>

C-7

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**STATE OF MAINE  
GENERAL OBLIGATION BONDS**

**APPENDIX D**

**Selected Information Regarding Authorized  
And Outstanding Debt of the State**

	<b>Page</b>
Authorized Expenditures .....	D-2
General Fund Bonds, Debt Service Requirements to Maturity, Fiscal Year Ended June 30, 2019.....	D-3
Highway Fund Bonds, Debt Service Requirements to Maturity, Fiscal Year Ended June 30, 2019.....	D-3
Information Regarding Lease Financing Agreements .....	D-4
Debt Ratios .....	D-5
Debt Ratio Statistics .....	D-5
Debt Service Paid Over the Past Fiscal Years Ending June 30 .....	D-6
Bonds Outstanding at June 30 Compared to Total Governmental Funds Revenue .....	D-6

## AUTHORIZED EXPENDITURES

The purpose for which authorized expenditures may be made, the expending department or agency, the authorizing acts and the balances of authorized expenditures were as of the date hereof as follows:

	Agency	Law	Description	Amount Auth/Uniss
1	DEP	2017 PL Ch 299	Competitive grant program to upgrade municipal culverts at stream crossings	\$ 3,000,000
2	DEP	2017 PL Ch 425	Small Community Grant Program	1,000,000
3	DEP	2017 PL Ch 425	Wastewater Treatment Facility Planning and Construction Grants	13,775,000
4	DEP	2017 PL Ch 467	Competitive grant program to upgrade of municipal culverts at stream crossings	5,000,000
5	DEP	2019 PL Ch 532	Competitive grant program to upgrade municipal culverts at stream crossings	4,000,000
6	DOT	2017 PL Ch 467	Highway & Bridge	10,000,000
7	DOT	2017 PL Ch 467	Ports, harbors, marine transport, aviation, freight, and passenger rail, transit, pedestrian and bicycle trails.	10,000,000
8	DOT	2019 PL Ch 532	Highway & Bridge	85,000,000
9	DOT	2019 PL Ch 532	Ports, harbors, marine transport, aviation, freight, and passenger rail, transit, pedestrian and bicycle trails.	15,000,000
10	DOT/ DECD	2019 PL Ch 532	Wharf and bulkhead at the Gulf of Maine Research Institute	1,000,000
11	MCCS	2017 PL Ch 465B	Upgrade facilities at MCCS to provide access to high-skill, low-cost technical and career education	10,000,000
12	MMA	2017 PL Ch 467	Improve/remediate Maine Maritime Academy's waterfront pier in Castine	1,000,000
13	MSHA	2015 PL Ch 337	Senior housing and weatherization	7,250,000
14	UMS	2017 PL Ch 465A	Modernize facilities and infrastructure at UMS to strengthen Maine's economy and future workforce	27,705,000
15	UMS	2017 PL Ch 465A	Modernize facilities and infrastructure at UMS to strengthen Maine's economy and future workforce	12,200,000
TOTAL (As of 3/31/2020)				\$ 205,930,000

**GENERAL FUND BONDS**  
**DEBT SERVICE REQUIREMENTS TO MATURITY**  
 June 30, 2019

FISCAL YEAR	PRINCIPAL	INTEREST	TOTAL
2020	77,995,000.00	23,941,818.27	101,936,818.27
2021	77,700,000.00	21,406,875.00	99,106,875.00
2022	71,075,000.00	17,874,125.00	88,949,125.00
2023	66,340,000.00	14,594,275.00	80,934,275.00
2024	66,335,000.00	11,332,025.00	77,667,025.00
2025	55,040,000.00	8,295,675.00	63,335,675.00
2026	44,785,000.00	5,819,275.00	50,604,275.00
2027	35,015,000.00	3,657,425.00	38,672,425.00
2028	25,210,000.00	1,924,000.00	27,134,000.00
2029	14,085,000.00	688,250.00	14,773,250.00
	<b>\$ 533,580,000.00</b>	<b>\$ 109,533,743.27</b>	<b>\$ 643,113,743.27</b>

**HIGHWAY FUND BONDS**  
**DEBT SERVICE REQUIREMENTS TO MATURITY**  
 June 30, 2019

FISCAL YEAR	PRINCIPAL	INTEREST	TOTAL
2020	7,610,000.00	389,668.00	7,999,668.00
2021	2,210,000.00	110,500.00	2,320,500.00
	<b>\$ 9,820,000.00</b>	<b>\$ 500,168.00</b>	<b>\$ 10,320,168.00</b>

<b>GF + HF</b>	<b>\$ 543,400,000.00</b>	<b>\$ 110,033,911.27</b>	<b>\$ 653,433,911.27</b>
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## INFORMATION REGARDING LEASE FINANCING AGREEMENTS

**As of April 30, 2020**

**Unaudited**

Issuance	Agency	Date of Agreement	Original	Principal
			Principal	Amount
			Amount	4/30/2020
CFM 17	Administrative & Financial Services	February, 2017	5,500,000	1,406,966
CFM 18	Administrative & Financial Services	February, 2018	5,500,000	2,098,934
CFM 19	Administrative & Financial Services	March, 2019	5,500,000	4,125,000
CFM 20	Administrative & Financial Services	March, 2020	5,500,000	5,500,000
DAFS 16	Administrative & Financial Services	May, 2016	7,500,000	1,531,737
Laptop 17-1	Department of Education	August, 2016	44,602,533	2,873,344
Laptop 17-2	Department of Education	October, 2016	311,640	19,865
Laptop 17-3	Department of Education	June, 2017	63,549	1,188
OIT 14	Administrative & Financial Services	December, 2013	11,500,000	854,945
OIT 15	Administrative & Financial Services	April, 2015	2,700,000	740,049
OIT 18	Administrative & Financial Services	November, 2017	21,000,000	14,689,833
OIT 19	Administrative & Financial Services	September, 2019	2,600,000	2,424,549
OIT 20	Administrative & Financial Services	April, 2020	1,900,000	1,900,000
PS 19 GF & HF	Public Safety	March, 2019	2,100,000	937,923
PS 20 GF & HF	Public Safety	March, 2020	2,100,000	1,601,045
<b>Totals</b>			<b>\$ 118,377,722</b>	<b>\$ 40,705,379</b>

## Debt Ratios

The following table sets forth the certain ratios relating to the State's general obligation debt as of June 30, 2019.

	Amount of Debt (P&I)	Per Capita <sup>(1)</sup>	Debt to Estimated Full Valuation <sup>(2)</sup>	Debt to Personal Income <sup>(3)</sup>
General Fund	\$ 643,113,743	\$ 478.43	0.34%	0.93%
Highways & Bridges	10,320,168	7.68	0.01%	0.02%
<b>Total</b>	<b>\$ 653,433,911</b>	<b>\$ 486.11</b>	<b>0.35%</b>	<b>0.95%</b>

(1) Based on population estimate of 1,344,212 for 2019 by the U.S. Department of Commerce, Bureau of the Census.

(2) Based on assessed property valuation at full value by the Maine Revenue Services as of January 2020 of \$185,896,400,000.

(3) Based on State of Maine total personal income reported by the U.S. Department of Commerce for 2019 of \$68,487,374,000.

## Debt Ratio Statistics

June 30, 2019

### Debt to Full Value

2017	0.32%
2018	0.26%
2019	0.35%

### Debt to Personal Income

2017	0.91%
2018	0.69%
2019	0.95%

### Per Capita Debt

2017	\$410.04
2018	\$332.23
2019	\$486.11

**DEBT SERVICE PAID OVER THE PAST FISCAL YEARS ENDING JUNE 30**

FY	GF Principal	GF Interest	HF Principal	HF Interest	Total Principal	Total Interest
2002	\$ 64,225,000	\$ 15,444,189	\$ 23,300,000	\$ 5,299,529	\$ 87,525,000	\$ 20,743,718
2003	63,880,000	12,941,300	21,215,000	4,003,828	85,095,000	16,945,128
2004	56,240,000	12,567,264	16,015,000	3,022,015	72,255,000	15,589,279
2005	53,440,000	12,525,813	13,280,000	2,477,535	66,720,000	15,003,348
2006	57,915,000	15,253,937	13,950,000	2,007,306	71,865,000	17,261,243
2007	69,280,000	17,364,513	10,415,000	1,387,084	79,695,000	18,751,597
2008	66,230,000	16,057,428	10,750,000	2,050,995	76,980,000	18,108,423
2009	65,685,000	15,179,120	13,505,000	3,848,227	79,190,000	19,027,347
2010	74,905,000	15,451,420	11,820,000	4,803,042	86,725,000	20,254,462
2011	72,905,000	13,609,228	15,100,000	5,312,205	88,005,000	18,921,433
2012	81,055,000	14,015,648	16,385,000	5,698,368	97,440,000	19,714,016
2013	85,595,000	12,924,559	16,735,000	5,151,841	102,330,000	18,076,400
2014	67,445,000	10,159,578	16,035,000	4,544,279	83,480,000	14,703,857
2015	65,670,000	11,674,238	15,275,000	3,914,654	80,945,000	15,588,891
2016	60,595,000	13,970,158	15,300,000	3,265,079	75,895,000	17,235,237
2017	59,415,000	15,620,081	21,015,000	2,600,579	80,430,000	18,220,659
2018	65,840,000	18,133,570	18,285,000	1,691,210	84,125,000	19,824,780
2019	72,345,000	20,507,969	12,500,000	905,540	84,845,000	21,413,509

**BONDS OUTSTANDING AT JUNE 30 COMPARED TO TOTAL GOVERNMENTAL FUNDS REVENUE**

Year Ended	General Fund	Highway Fund	Self-Liquidating	Total	Total Governmental Funds Revenue	Percent of State Revenues
1991	\$ 277,710,000	\$ 102,870,000	\$ 14,840,000	\$ 395,420,000	\$ 2,533,777,000	15.6%
1992	308,890,000	107,395,000	13,395,000	429,680,000	2,995,325,000	14.3%
1993	405,823,000	136,320,000	2,562,000	544,705,000	3,178,491,000	17.1%
1994	383,618,000	143,355,000	2,312,000	529,285,000	3,311,809,213	16.0%
1995	377,055,000	136,950,000	2,055,000	516,060,000	3,381,332,000	15.3%
1996	369,457,945	144,440,000	1,792,055	515,690,000	3,598,717,000	14.3%
1997	339,620,600	129,060,000	1,529,400	470,210,000	3,756,557,734	12.5%
1998	337,575,000	139,180,000	1,290,000	478,045,000	4,168,141,000	11.5%
1999	334,725,000	133,700,000	1,115,000	469,540,000	4,257,340,458	11.0%
2000	341,205,000	111,230,000	940,000	453,375,000	4,604,954,195	9.8%
2001	297,405,000	108,635,000	765,000	406,805,000	4,608,742,000	8.8%
2002	260,790,000	85,335,000	600,000	346,725,000	4,808,788,859	7.2%
2003	293,990,000	64,120,000	445,000	358,555,000	5,114,542,674	7.0%
2004	355,025,000	61,105,000	290,000	416,420,000	5,902,866,220	7.1%
2005	439,110,000	47,825,000	160,000	487,095,000	6,114,225,943	8.0%
2006	433,585,000	33,875,000	90,000	467,550,000	6,336,819,316	7.4%
2007	398,280,000	50,460,000	20,000	448,760,000	6,230,265,000	7.2%
2008	378,575,000	97,260,000	-	475,835,000	6,406,301,524	7.4%
2009	408,925,000	121,065,000	-	529,990,000	6,827,986,832	7.8%
2010	365,775,000	134,325,000	-	500,100,000	7,083,733,435	7.1%
2011	378,880,000	141,350,000	-	520,230,000	7,190,530,232	7.2%
2012	347,090,000	124,965,000	-	472,055,000	6,947,865,367	6.8%
2013	261,495,000	108,230,000	-	369,725,000	6,959,425,993	5.3%
2014	306,995,000	92,195,000	-	399,190,000	7,315,154,917	5.5%
2015	343,880,000	76,920,000	-	420,800,000	7,103,637,361	5.9%
2016	380,990,000	61,620,000	-	442,610,000	7,287,605,663	6.1%
2017	419,635,000	40,605,000	-	460,240,000	7,497,107,875	6.1%
2018	353,795,000	22,320,000	-	376,115,000	7,709,591,000	4.9%
2019	533,580,000	9,820,000	-	543,400,000	8,130,496,776	6.7%

## APPENDIX E

The information contained in this Appendix E is derived from information contained in the actuarial valuation reports for the year ended June 30, 2019 for the State Employee and Teacher Retirement Program, the Legislative Retirement Program, the Judicial Retirement Program, and the Group Life Insurance Program. These actuarial valuation reports are available at [www.maineopers.org/bonds.htm](http://www.maineopers.org/bonds.htm).

### Maine Public Employees Retirement System State Employees and Public School Teachers Actuarial Balance Sheet, June 30, 2019

<b>ASSETS</b> <b>(Present Value of Expected Income)</b>	<b>State</b> <b>Employees</b>	<b>MTRA</b> <b>Teachers</b>	<b>All</b> <b>Employees</b>
<b>(1) Invested Assets</b>			
(a) Members Contribution Fund	\$ 857,595,947	\$ 1,641,902,597	\$ 2,499,498,544
(b) Retirement Allowance Fund	<u>3,127,466,846</u>	<u>6,267,706,760</u>	<u>9,395,173,606</u>
(c) Total Invested Assets (a + b)*	\$ 3,985,062,793	\$ 7,909,609,357	\$ 11,894,672,150
<b>(2) Future Contributions</b>			
(a) Member Contributions	\$ 363,204,449	\$ 806,293,543	\$ 1,169,497,992
(b) Actuarial Costs	<u>1,259,949,058</u>	<u>1,899,468,565</u>	<u>3,159,417,623</u>
(c) Total Contribution Income (a + b)	\$ 1,623,153,507	\$ 2,705,762,108	\$ 4,328,915,615
<b>(3) Present Value of Total Income (1 + 2)</b>	\$ 5,608,216,300	\$10,615,371,465	\$ 16,223,587,765
<b>LIABILITIES</b> <b>(Present Value of Expected Benefit Payments)</b>			
<b>(1) Active Employees</b>			
(a) Current Accrued Benefits	\$ 1,311,960,747	\$ 2,581,693,016	\$ 3,893,653,763
(b) Future Benefit Accruals	<u>866,263,333</u>	<u>2,002,989,675</u>	<u>2,869,253,008</u>
(c) Total Active Benefits (a + b)	\$ 2,178,224,080	\$ 4,584,682,691	\$ 6,762,906,771
<b>(2) Inactive Employees</b>			
(a) Total Inactive Benefits	\$ 3,429,992,220	\$ 6,030,688,774	\$ 9,460,680,994
<b>(3) Present Value of Total Benefits (1 + 2)</b>	\$ 5,608,216,300	\$10,615,371,465	\$ 16,223,587,765

\*Actuarial Value



**Maine Public Employees Retirement System**  
**Judicial Plan**  
**Actuarial Balance Sheet, June 30, 2019**

**ASSETS**

**(Present Value of Expected Income)**

**(1) Invested Assets**

(a) Members Contribution Fund	\$ 11,255,316
(b) Retirement Allowance Fund	<u>61,520,109</u>
(c) Total Invested Assets (a + b)*	\$ 72,775,425

**(2) Future Contributions**

(a) Member Contributions	\$ 2,499,893
(b) Actuarial Costs	<u>255,485</u>
(c) Total Contribution Income (a + b)	\$ 2,755,378

<b>(3) Present Value of Total Income (1 + 2)</b>	<b>\$ 75,530,803</b>
--	----------------------

**Liabilities**

**(Present Value of Expected Benefit Payments)**

**(1) Active Employees**

(a) Current Accrued Benefits	\$ 28,538,309
(b) Future Benefit Accruals	<u>9,108,076</u>
(c) Total Active Benefits (a + b)	\$ 37,646,385

**(2) Inactive Employees**

(a) Total Inactive Benefits	\$ 37,884,418
-----------------------------	---------------

<b>(3) Present Value of Total Benefits (1 + 2)</b>	<b>\$ 75,530,803</b>
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\*Actuarial Value

**Maine Public Employees Retirement System**  
**Legislative Plan**  
**Actuarial Balance Sheet, June 30, 2019**

**ASSETS**

**(Present Value of Expected Income)**

**(1) Invested Assets**

(a) Members Contribution Fund	\$ 2,667,308
(b) Retirement Allowance Fund	<u>10,425,630</u>
(c) Total Invested Assets (a + b)*	\$ 13,092,938

**(2) Future Contributions**

(a) Member Contributions	\$ 719,135
(b) Actuarial Costs	<u>(3,610,967)</u>
(c) Total Contribution Income (a + b)	\$ (2,891,832)

<b>(3) Present Value of Total Income (1+ 2)</b>	<b>\$ 10,201,106</b>
---	----------------------

**Liabilities**

**(Present Value of Expected Benefit Payments)**

**(1) Active Employees**

(a) Current Accrued Benefits	\$ 1,871,972
(b) Future Benefit Accruals	<u>1,425,518</u>
(c) Total Active Benefits (a + b)	\$ 3,297,490

**(2) Inactive Employees**

(a) Total Inactive Benefits	\$ 6,903,616
-----------------------------	--------------

<b>(3) Present Value of Total Benefits (1 + 2)</b>	<b>\$ 10,201,106</b>
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\* Actuarial Value

**Maine Public Employees Retirement System  
State Employees and Public School Teachers  
Actuarial Balance Sheet for Group Life Insurance, June 30, 2019**

<b>ASSETS (Present Value of Expected Income)</b>	<b>State Employees</b>	<b>MTRA Teachers</b>	<b>All Employees</b>
<b>(1) Invested Assets</b>			
(a) Members Contribution Fund	\$ 0	\$ 0	\$ 0
(b) Retirement Allowance Fund	<u>36,329,542</u>	<u>63,655,685</u>	<u>99,985,227</u>
(c) Total Invested Assets (a + b)*	\$ 36,329,542	\$ 63,655,685	\$ 99,985,227
<b>(2) Future Contributions</b>			
(a) Member Contributions	\$ 0	\$ 0	\$ 0
(b) Actuarial Costs	<u>69,120,314</u>	<u>46,454,287</u>	<u>115,574,601</u>
(c) Total Contribution Income (a + b)	\$ 69,120,314	\$ 46,454,287	\$ 115,574,601
<b>(3) Present Value of Total Income (1 + 2)</b>	\$105,449,856	\$ 110,109,972	\$ 215,559,828
 <b>LIABILITIES (Present Value of Expected Benefit Payments)</b>			
<b>(1) Active Employees</b>			
(a) Current Accrued Benefits	\$ 22,497,651	\$ 24,483,801	\$ 46,981,452
(b) Future Benefit Accruals	<u>13,246,113</u>	<u>17,361,407</u>	<u>30,607,520</u>
(c) Total Active Benefits (a + b)	\$ 35,743,764	\$ 41,845,208	\$ 77,588,972
<b>(2) Inactive Employees</b>			
(a) Total Inactive Benefits	\$ 69,706,092	\$ 68,264,764	\$ 137,970,856
<b>(3) Present Value of Total Benefits (1 + 2)</b>	\$105,449,856	\$ 110,109,972	\$ 215,559,828

\* Plan Fiduciary Net Position

**Maine Public Employees Retirement System  
Judicial Plan**

**Actuarial Balance Sheet for Group Life Insurance, June 30, 2019**

**ASSETS**

**(Present Value of Expected Income)**

**(1) Invested Assets**

(a) Members Contribution Fund	\$ 0
(b) Retirement Allowance Fund	<u>617,740</u>
(c) Total Invested Assets (a + b)*	\$ 617,740

**(2) Future Contributions**

(a) Member Contributions	\$ 0
(b) Actuarial Costs	<u>1,175,306</u>
(c) Total Contribution Income (a + b)	\$ 1,175,306

<b>(3) Present Value of Total Income (1 + 2)</b>	<b>\$ 1,793,046</b>
--	---------------------

**Liabilities**

**(Present Value of Expected Benefit Payments)**

**(1) Active Employees**

(a) Current Accrued Benefits	\$ 748,399
(b) Future Benefit Accruals	<u>134,872</u>
(c) Total Active Benefits (a + b)	\$ 883,271

**(2) Inactive Employees**

(a) Total Inactive Benefits	\$ 909,775
-----------------------------	------------

<b>(3) Present Value of Total Benefits (1 + 2)</b>	<b>\$ 1,793,046</b>
--	---------------------

\* Plan Fiduciary Net Position

**Maine Public Employees Retirement System**  
**Legislative Plan**  
**Actuarial Balance Sheet for Group Life Insurance, June 30, 2019**

**ASSETS**

**(Present Value of Expected Income)**

**(1) Invested Assets**

(a) Members Contribution Fund	\$ 0
(b) Retirement Allowance Fund	<u>13,815</u>
(c) Total Invested Assets (a + b)*	\$ 13,815

**(2) Future Contributions**

(a) Member Contributions	\$ 0
(b) Actuarial Costs	<u>26,284</u>
(c) Total Contribution Income (a + b)	\$ 26,284

<b>(3) Present Value of Total Income (1 + 2)</b>	<b>\$ 40,099</b>
--	------------------

**Liabilities**

**(Present Value of Expected Benefit Payments)**

**(1) Active Employees**

(a) Current Accrued Benefits	\$ 0
(b) Future Benefit Accruals	<u>0</u>
(c) Total Active Benefits (a+b)	\$ 0

**(2) Inactive Employees**

(a) Total Inactive Benefits	\$ 40,099
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<b>(3) Present Value of Total Benefits (1+2)</b>	<b>\$ 40,099</b>
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\* Plan Fiduciary Net Position

**STATE OF MAINE  
GENERAL OBLIGATION BONDS**

**APPENDIX F**

**Selected Economic Information  
with Respect to the State**

**Maine Population**

<b>Year</b>	<b>Population</b>	<b>Rank U.S.</b>	<b>Percent Change</b>	<b>Per Square Mile</b>
2001	1,285,692	40	0.7%	41.7
2002	1,295,960	40	0.8%	42.0
2003	1,306,513	40	0.8%	42.4
2004	1,313,688	40	0.5%	42.6
2005	1,318,787	40	0.4%	42.8
2006	1,323,619	40	0.4%	42.9
2007	1,327,040	40	0.3%	43.0
2008	1,330,509	40	0.3%	43.1
2009	1,329,590	41	-0.1%	43.1
2010	1,327,629	41	-0.1%	43.0
2011	1,328,284	41	0.0%	43.1
2012	1,327,729	41	0.0%	43.0
2013	1,328,009	41	0.0%	43.1
2014	1,330,513	42	0.2%	43.1
2015	1,328,262	42	-0.2%	43.1
2016	1,331,317	42	0.2%	43.2
2017	1,334,612	42	0.3%	43.3
2018	1,339,057	42	0.3%	43.4
2019	1,344,212	42	0.4%	43.6

*Source: U.S. Census Bureau*

**Personal Income and Earnings by Industry in Maine, 2014-2019**

	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>
Personal Income (thousands of dollars)	\$55,650,013	\$57,977,802	\$59,577,149	\$62,059,956	\$64,566,289	\$68,487,374
Earnings by place of work	36,478,217	37,934,533	38,977,023	40,821,286	42,632,702	44,552,676
Farm earnings	234,631	233,920	161,141	196,825	157,213	187,596
Nonfarm earnings	36,243,586	37,700,613	38,815,882	40,624,461	42,475,489	44,365,080
Forestry, fishing, and related activities	512,465	670,624	682,851	681,248	716,799	767,253
Mining, quarrying, and oil and gas extraction	15,698	16,772	17,384	22,930	25,412	25,128
Utilities	195,434	185,113	198,588	218,269	214,917	207,798
Construction	2,649,529	2,693,432	2,731,692	2,885,380	3,068,918	3,153,187
Manufacturing	3,494,120	3,599,577	3,598,871	3,782,950	3,913,762	4,103,676
Transportation and warehousing	989,708	1,032,608	1,055,162	1,113,397	1,111,654	1,153,775
Information	488,522	498,914	513,287	507,415	534,352	536,382
Finance and insurance	1,963,760	2,038,319	2,133,287	2,340,813	2,456,361	2,571,877
Real estate and rental and leasing	517,939	546,457	585,575	611,732	632,203	657,588
Professional, scientific, and technical services	2,474,723	2,617,169	2,691,472	2,886,165	3,112,029	3,309,608
Management of companies and enterprises	808,633	836,840	953,540	1,026,024	1,127,568	1,250,625
Administrative and support and waste management	1,426,510	1,475,810	1,504,910	1,581,039	1,642,886	1,650,758
Educational services	749,770	764,500	790,222	798,426	843,801	884,854
Health care and social assistance	5,879,882	6,114,069	6,305,360	6,573,109	6,823,509	7,202,777
Arts, entertainment, and recreation	409,649	403,862	437,512	451,408	472,920	491,904
Accommodation and food services	1,463,208	1,548,977	1,681,534	1,831,201	1,954,269	2,056,575
Other services (except public administration)	1,338,613	1,385,354	1,425,007	1,463,547	1,549,802	1,602,518
Government and government enterprises	6,586,537	6,798,447	6,980,970	7,146,322	7,418,272	7,725,119

*Bureau of Economic Analysis, last updated April 7, 2020*



**Per Capita Personal Income  
Maine, New England, and U.S.**

	Per Capita Income			Maine as a percent of		Annual Percent Increase		
	U.S.	N.E.	Maine	U.S.	N.E.	U.S.	N.E.	Maine
2001	\$31,589	\$38,901	\$28,885	91.4%	74.3%			
2002	31,832	38,916	29,641	93.1%	76.2%	0.8%	0.0%	2.6%
2003	32,681	39,693	30,837	94.4%	77.7%	2.7%	2.0%	4.0%
2004	34,251	41,747	32,256	94.2%	77.3%	4.8%	5.2%	4.6%
2005	35,849	43,534	32,946	91.9%	75.7%	4.7%	4.3%	2.1%
2006	38,114	46,636	34,514	90.6%	74.0%	6.3%	7.1%	4.8%
2007	39,844	49,086	35,686	89.6%	72.7%	4.5%	5.3%	3.4%
2008	40,904	51,026	37,054	90.6%	72.6%	2.7%	4.0%	3.8%
2009	39,284	50,133	37,055	94.3%	73.9%	-4.0%	-1.8%	0.0%
2010	40,547	52,094	37,910	93.5%	72.8%	3.2%	3.9%	2.3%
2011	42,739	54,105	39,468	92.3%	72.9%	5.4%	3.9%	4.1%
2012	44,605	55,761	40,287	90.3%	72.2%	4.4%	3.1%	2.1%
2013	44,860	55,440	40,170	89.5%	72.5%	0.6%	-0.6%	-0.3%
2014	47,071	57,892	41,826	88.9%	72.2%	4.9%	4.4%	4.1%
2015	48,994	60,575	43,627	89.0%	72.0%	4.1%	4.6%	4.3%
2016	49,890	62,153	44,841	89.9%	72.1%	1.8%	2.6%	2.8%
2017	51,910	64,554	46,585	89.7%	72.2%	4.0%	3.9%	3.9%
2018	54,526	68,003	48,881	89.6%	71.9%	5.0%	5.3%	4.9%
2019	56,663	70,683	50,950	89.9%	72.1%	3.9%	3.9%	4.2%

*Bureau of Economic Analysis, last updated April 7, 2020*

## State Valuation of Taxable Real and Personal Property

January 1992	\$68,471,100,000
January 1993	67,751,400,000
January 1994	66,565,660,000
January 1995	66,425,500,000
January 1996	67,102,925,900
January 1997	68,286,600,000
January 1998	69,691,900,000
January 1999	71,779,350,000
January 2000	74,260,000,000
January 2001	78,389,400,000
January 2002	84,874,550,000
January 2003	94,034,050,000
January 2004	104,219,950,000
January 2005	118,038,020,000
January 2006	133,628,600,000
January 2007	148,946,200,000
January 2008	162,732,200,000
January 2009	168,071,150,000
January 2010	170,336,350,000
January 2011	166,990,700,000
January 2012	163,424,200,000
January 2013	160,011,900,000
January 2014	158,661,600,000
January 2015	159,770,050,000
January 2016	162,950,100,000
January 2017	165,485,750,000
January 2018	169,799,900,000
January 2019	176,176,000,000
January 2020	185,896,400,000

*Source: State Revenue Services.*

The State valuation of taxable property is equal to 100% of value.

The State valuation filed in January of each year is based on the value of property as of April 1, 21 months prior to the filing date.

## Selected Labor Market Information for Maine

### Annual Avg. Not Seasonally Adjusted

	2014	2015	2016	2017	2018	2019
Nonfarm Wage and Salary Employment	605,500	610,900	618,500	624,100	628,700	635,500
Manufacturing Employment	50,200	50,700	50,800	51,100	52,000	53,300
Nonmanufacturing Employment	555,300	560,200	567,700	573,000	576,700	582,200
Average Weekly Hours of Manufacturing Production	41.9	41.9	41.3	41.2	40.5	41.6
Average Hourly Earnings of Manufacturing Production	\$20.55	\$20.89	\$21.28	\$22.18	\$22.48	\$22.50
Unemployment Rate	5.6%	4.4%	3.8%	3.4%	3.4%	3.0%
Number Unemployed	39,125	29,967	26,168	23,669	23,524	20,980

Source: Maine Department of Labor, Center for Workforce Research & Information.

### Civilian Labor Force Employed and Unemployed by Labor Market Area, Not Seasonally Adjusted February 2020

LABOR MARKET AREA	Civilian Labor Force			Employment			Unemployment			Unemployment Rate		
	Feb-20	Jan-20	Feb-19	Feb-20	Jan-20	Feb-19	Feb-20	Jan-20	Feb-19	Feb-20	Jan-20	Feb-19
Acton	4,505	4,457	4,456	4,308	4,270	4,280	197	187	176	4.4%	4.2%	3.9%
Augusta	39,941	40,001	39,866	38,375	38,533	38,419	1,566	1,468	1,447	3.9	3.7	3.6
Bangor	71,619	70,973	70,301	68,636	68,139	67,495	2,983	2,834	2,806	4.2	4.0	4.0
Belfast	14,009	13,942	13,965	13,300	13,270	13,372	709	672	593	5.1	4.8	4.2
Boothbay	2,982	2,915	2,949	2,760	2,739	2,746	222	176	203	7.4	6.0	6.9
Bridgton-Paris	14,144	14,186	14,088	13,466	13,552	13,427	678	634	661	4.8	4.5	4.7
Brunswick	34,069	33,957	33,930	32,934	32,856	32,927	1,135	1,101	1,003	3.3	3.2	3.0
Calais	5,154	5,111	5,112	4,732	4,728	4,743	422	383	369	8.2	7.5	7.2
Conway	3,721	3,713	3,748	3,589	3,582	3,629	132	131	119	3.5	3.5	3.2
Dover-Durham	11,835	11,533	11,760	11,426	11,138	11,378	409	395	382	3.5	3.4	3.2
Dover-Foxcroft	9,030	8,949	8,940	8,538	8,507	8,520	492	442	420	5.4	4.9	4.7
Ellsworth	27,406	26,824	27,467	25,546	25,136	25,795	1,860	1,688	1,672	6.8	6.3	6.1
Farmington	18,008	17,786	18,268	17,128	16,906	17,432	880	880	836	4.9	4.9	4.6
Houlton	7,380	7,292	7,480	6,936	6,936	7,051	444	394	429	6.0	5.4	5.7
Lewiston-Auburn	55,792	55,989	55,257	53,649	53,969	53,209	2,143	2,020	2,048	3.8	3.6	3.7
Lincoln	2,930	2,885	2,984	2,723	2,684	2,776	207	201	208	7.1	7.0	7.0
Machias	7,914	7,659	7,997	7,363	7,112	7,539	551	547	458	7.0	7.1	5.7
Madawaska	2,654	2,655	2,618	2,508	2,521	2,488	146	134	130	5.5	5.0	5.0
Millinocket	3,475	3,420	3,386	3,172	3,150	3,148	303	270	238	8.7	7.9	7.0
Pittsfield	6,759	6,682	6,778	6,279	6,222	6,327	480	460	451	7.1	6.9	6.7
Portland-South Portland	205,854	206,527	204,320	199,252	200,023	198,205	6,602	6,504	6,115	3.2	3.1	3.0
Portsmouth	17,030	16,984	16,810	16,515	16,463	16,354	515	521	456	3.0	3.1	2.7
Presque Isle	21,293	20,954	21,405	19,932	19,717	20,161	1,361	1,237	1,244	6.4	5.9	5.8
Rockland-Camden	20,311	20,141	20,631	19,324	19,257	19,745	987	884	886	4.9	4.4	4.3
Rumford	8,898	8,940	8,784	8,450	8,502	8,357	448	438	427	5.0	4.9	4.9
Sanford	11,762	11,753	11,594	11,098	11,109	11,012	664	644	582	5.6	5.5	5.0
Skowhegan	13,590	13,396	13,737	12,659	12,545	12,904	931	851	833	6.9	6.4	6.1
Waldoboro	8,822	8,759	8,840	8,461	8,417	8,511	361	342	329	4.1	3.9	3.7
Waterville	23,001	22,991	22,674	21,998	21,991	21,701	1,003	1,000	973	4.4	4.3	4.3
Wells	8,638	8,584	8,638	8,201	8,137	8,209	437	447	429	5.1	5.2	5.0
<b>MAINE</b>	<b>687,837</b>	<b>685,269</b>	<b>684,088</b>	<b>658,368</b>	<b>657,181</b>	<b>656,960</b>	<b>29,469</b>	<b>28,088</b>	<b>27,128</b>	<b>4.3</b>	<b>4.1</b>	<b>4.0</b>
<b>UNITED STATES (000)</b>	<b>164,235</b>	<b>163,497</b>	<b>162,793</b>	<b>158,017</b>	<b>156,994</b>	<b>156,167</b>	<b>6,218</b>	<b>6,504</b>	<b>6,625</b>	<b>3.8</b>	<b>4.0</b>	<b>4.1</b>

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**STATE OF MAINE  
GENERAL OBLIGATION BONDS**

**APPENDIX G**

**PROPOSED FORMS OF APPROVING OPINIONS OF BOND COUNSEL**

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June 24, 2020

The Honorable Henry Beck  
Treasurer of State  
The State of Maine  
39 State House Station  
Augusta, Maine 04333

\$16,040,000  
State of Maine  
General Obligation Bonds, 2020 Series A  
(Federally Taxable)  
Dated Date of Delivery

We have acted as bond counsel to the State of Maine (the “State”) in connection with the issuance by the State of the above-referenced bonds (the “Bonds”). In such capacity, we have examined the law and such certified proceedings and other papers as we have deemed necessary to render this opinion.

As to questions of fact material to our opinion we have relied upon representations and covenants of the State contained in the certified proceedings and other certifications of public officials furnished to us, without undertaking to verify the same by independent investigation.

Based on our examination, we are of the opinion, under existing law, as follows:

1. The Bonds are valid and binding general obligations of the State and the full faith and credit of the State are pledged for the payment of the principal of and interest on the Bonds.
2. Interest on the Bonds is included in the gross income of the owners of the Bonds for federal income tax purposes. We express no opinion regarding any other federal tax consequences arising with respect to the Bonds.
3. Interest on the Bonds is excluded from gross income for State of Maine income tax purposes. We express no opinion regarding any other State of Maine tax consequences arising with respect to the Bonds or any tax consequences arising with respect to the Bonds under the laws of any state other than the State of Maine.



The Honorable Henry Beck

June 24, 2020

Page 2

This opinion is expressed as of the date hereof, and we neither assume nor undertake any obligation to update, revise, supplement or restate this opinion to reflect any action taken or omitted, or any facts or circumstances or changes in law or in the interpretation thereof, that may hereafter arise or occur, or for any other reason.

The rights of the holders of the Bonds and the enforceability of the Bonds may be subject to bankruptcy, insolvency, reorganization, moratorium and other similar laws affecting creditors' rights heretofore or hereafter enacted to the extent constitutionally applicable, and their enforcement may also be subject to the exercise of judicial discretion in appropriate cases.

LOCKE LORD LLP

June 24, 2020

The Honorable Henry Beck  
Treasurer of State  
The State of Maine  
39 State House Station  
Augusta, Maine 04333

\$98,865,000  
State of Maine  
General Obligation Bonds, 2020 Series B  
Dated Date of Delivery

We have acted as bond counsel to the State of Maine (the “State”) in connection with the issuance by the State of the above-referenced bonds (the “Bonds”). In such capacity, we have examined the law and such certified proceedings and other papers as we have deemed necessary to render this opinion.

As to questions of fact material to our opinion we have relied upon representations and covenants of the State contained in the certified proceedings and other certifications of public officials furnished to us, without undertaking to verify the same by independent investigation.

Based on our examination, we are of the opinion, under existing law, as follows:

1. The Bonds are valid and binding general obligations of the State and the full faith and credit of the State are pledged for the payment of the principal of and interest on the Bonds.
2. Interest on the Bonds is excluded from the gross income of the owners of the Bonds for federal income tax purposes. In addition, interest on the Bonds is not a specific preference item for purposes of the federal individual alternative minimum tax. In rendering the opinions set forth in this paragraph, we have assumed compliance by the State with all requirements of the Internal Revenue Code of 1986, as amended, that must be satisfied subsequent to the issuance of the Bonds in order that interest thereon be, and continue to be, excluded from gross income for federal income tax purposes. The State has covenanted to comply with all such requirements. Failure by the State to comply with certain of such requirements may cause interest on the Bonds to become included in gross income for federal income tax purposes retroactive to the date of issuance of the Bonds.

The Honorable Henry Beck

June 24, 2020

Page 2

3. Interest on the Bonds is excluded from gross income for State of Maine income tax purposes. We express no opinion regarding any other State of Maine tax consequences arising with respect to the Bonds or any tax consequences arising with respect to the Bonds under the laws of any state other than the State of Maine.

This opinion is expressed as of the date hereof, and we neither assume nor undertake any obligation to update, revise, supplement or restate this opinion to reflect any action taken or omitted, or any facts or circumstances or changes in law or in the interpretation thereof, that may hereafter arise or occur, or for any other reason.

The rights of the holders of the Bonds and the enforceability of the Bonds may be subject to bankruptcy, insolvency, reorganization, moratorium and other similar laws affecting creditors' rights heretofore or hereafter enacted to the extent constitutionally applicable, and their enforcement may also be subject to the exercise of judicial discretion in appropriate cases.

LOCKE LORD LLP

**STATE OF MAINE  
GENERAL OBLIGATION BONDS**

**APPENDIX H**

**Secondary Market Disclosure**

Pursuant to the Rule 15c2-12 (the “Rule”), promulgated by the Securities and Exchange Commission (the “SEC”) under the Securities Exchange Act of 1934 (17 CFR Part 240, §240.15c2-12), the Underwriters shall not purchase or sell the Bonds unless the Underwriters have reasonably determined that the State, as issuer of the Bonds, has undertaken in a written agreement or contract for the benefit of the holders of the Bonds to provide certain information to the Municipal Securities Rulemaking Board (the “MSRB”) in an electronic format accompanied by identifying information as prescribed by the MSRB, in the manner described below. In order to assist the Underwriters in complying with the Rule, the State has covenanted in the Bonds for the benefit of the Beneficial Owners that:

A. Within one year after the end of each fiscal year of the State, the State will provide to the MSRB “annual financial information” (as such term is used in the Rule), for such fiscal year, of the type set forth in Appendices A through F of this Official Statement;

B. If not submitted as part of the annual financial information described in paragraph A above, then when and if available, the State will provide to the MSRB audited financial statements for the State prepared in accordance with generally accepted accounting principles in effect from time to time;

C. The State will provide in a timely manner, not in excess of ten (10) business days after the occurrence of the event, to the MSRB notice of any of the following events with respect to the Bonds:

- (i) principal and interest payment delinquencies;
- (ii) non-payment related defaults, if material;
- (iii) unscheduled draws on the debt service reserves reflecting financial difficulties;
- (iv) unscheduled draws on the credit enhancements reflecting financial difficulties;
- (v) substitution of credit or liquidity providers, or their failure to perform;
- (vi) adverse tax opinions, the issuance by the Internal Revenue Service of proposed or final determinations of taxability, Notices of Proposed Issue (IRS Form 5701-TEB) or other material notices or determinations with respect to the tax status of the Bonds, or other material events affecting the tax status of the Bonds;

- (vii) modifications to rights of security holders, if material;
- (viii) Bond calls, if material, and tender offers;
- (ix) defeasances;
- (x) release, substitution or sale of property securing repayment of the Bonds, if material;
- (xi) rating changes;
- (xii) bankruptcy, insolvency, receivership or similar event of the State\*;
- (xiii) the consummation of a merger, consolidation, or acquisition involving the State or the sale of all or substantially all of the assets of the State, other than in the ordinary course of business, the entry into a definitive agreement to undertake such an action or the termination of a definitive agreement relating to any such actions, other than pursuant to its terms, if material;
- (xiv) appointment of a successor or additional trustee or the change of name of a trustee, if material;
- (xv) incurrence of a financial obligation\*\* of the State, if material, or agreement to covenants, events of default, remedies, priority rights, or other similar terms of a financial obligation of the State, any of which affect security holders, if material; and
- (xvi) default, event of acceleration, termination event, modification of terms, or other similar events under the terms of a financial obligation of the State, any of which reflect financial difficulties.

D. The State will provide, in a timely manner, to the MSRB, notice of any failure of the State to comply with paragraph A or paragraph B above.

The State expects to provide the information described in paragraph A above by providing an official statement or a preliminary official statement for its bonds, notes or other obligations that includes such information for the preceding fiscal year or, if no such official statement is

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\* As noted in the Rule, this event is considered to occur when any of the following occur: (i) the appointment of a receiver, fiscal agent or similar officer for the State in a proceeding under the U.S. Bankruptcy Code or in any proceeding under state or federal law in which a court or governmental authority has assumed jurisdiction over substantially all of the assets or business of the State, or if such jurisdiction has been assumed by leaving the existing governing body and officials or officers in possession but subject to the supervision and orders of a court or governmental authority, or (ii) the entry of an order confirming a plan of reorganization, arrangement or liquidation by a court or governmental authority having supervision or jurisdiction over substantially all of the assets or business of the State.

\*\* As noted in the Rule, the term "financial obligation" means (i) a debt obligation, (ii) a derivative instrument entered into in connection with, or pledged as security or a source of payment for, an existing or planned debt obligation or (iii) a guarantee of an obligation or an instrument described in (i) or (ii). The term does not include municipal securities as to which a final official statement has been provided to the MSRB consistent with the Rule.

available within one year after the end of such preceding fiscal year, by providing its controller's annual financial report within such one year.

The State may from time to time choose to provide notice of the occurrence of certain other events in addition to those listed above if, in the judgment of the State, such other events are material with respect to the Bonds, but the State does not undertake to provide any such notice of the occurrence of any material event except those events listed above.

The covenants described in this Appendix H (the "Covenants") are for the benefit of the Beneficial Owners and shall be enforceable by any Beneficial Owner. No Beneficial Owner may institute any suit, action or proceeding at law or in equity ("Proceeding") for the enforcement of the Covenants, unless such Beneficial Owner shall have filed with the Treasurer of State and the Attorney General a written request to cure such breach, and the State shall have refused or failed to comply within a reasonable time. Any assertion of beneficial ownership must be included in such written request and must be supported by independent evidence or documents. All Proceedings shall be instituted only in a State court located in the City of Augusta, Maine for the equal benefit of all Beneficial Owners of the outstanding Bonds. If a court of competent jurisdiction finds that the State has breached any of the Covenants, then the sole remedy for any such breach shall be an order of specific performance of the Covenants and there shall be no right of acceleration of the Bonds. Moreover, Proceedings filed by Beneficial Owners against the State may be subject to the defense of sovereign immunity which may substantially limit the scope and nature of any legal action against the State or of any order of specific performance that may be granted against the State.

The Covenants may only be amended if:

(i) the amendment is made in connection with a change in circumstances that arises from a change in legal requirements, change in law, or change in the identity, nature, or status of the State, or type of business conducted; the Covenants, as amended, would have complied with the Rule as of the date of issuance of the Bonds, after taking into account any amendments or changes in circumstances; and the amendment does not materially impair the interest of Beneficial Owners, as determined by parties unaffiliated with the State; or

(ii) all or any part of the Rule, as interpreted by the staff of the SEC at the date of the adoption of such Rule, ceases to be in effect for any reason, and the State elects that the Covenants shall be deemed amended accordingly.

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