# **SPECIAL PURPOSE AGENCIES**

Special purpose agencies have a specialized function or have a different statutory relationship to the Executive Branch of government than most state agencies. This group includes the Public Employees' Retirement System, which serves both state and local governments, the Public Employees' Benefits Program, the Office of the Military and the Office of Veterans' Services.

The Governor has recommended General Fund support for special purpose agencies totaling \$5.8 million in FY 2009-10, a decrease of 24.8 percent compared to FY 2008-09, and \$6.3 million in FY 2010-11, which represents an increase of 8.5 percent over amounts recommended in FY 2009-10. Amounts recommended from all funding sources total \$286.9 million, a 25.4 percent decrease from FY 2008-09, and \$311.6 million, an additional increase of 8.6 percent, after interagency transfers are deducted.

# PUBLIC EMPLOYEES' RETIREMENT SYSTEM

The Public Employees' Retirement System (PERS) provides retirement, disability and death benefits to long-term employees. PERS includes employees of Nevada counties, cities, school districts, state government, and miscellaneous public employers. The retirement system's budget is not subject to the Budget Act or to review by the Budget Division, but is included in <a href="The Executive Budget">The Executive Budget</a> for review by the Legislature. The requested level of funding is provided through an administrative assessment charged to each member and benefit recipient. PERS is requesting a total of \$9.6 million in FY 2009-10 and \$9.7 million in FY 2010-11 to support its operations.

The Public Employees' Retirement System actuary has determined that retirement contribution rates for regular members in the Employer Pay Plan should be increased by 1.0 percent, from 20.5 percent to 21.5 percent, effective July 1, 2009. For regular members in the Employee/Employer Pay Plan, contribution rates need to be increased by 0.75 percent, from 10.5 percent to 11.25 percent for both the employer and the employee. For all police/fire members under the Employer Pay Plan, contribution rates are increased by 3.5 percent, from 33.5 percent to 37.0 percent. For police/fire members under the Employee/Employer Pay Plan, the actuary recommends a 1.75 percent increase in contribution rates, from 17.25 percent to 19.0 percent for both the employer and the employee. Since the employer and employee are each responsible for one-half of any increase or decrease in the retirement contribution rate, The Executive Budget increases the contribution rate for regular members in the Employer Pay Plan by 0.50 percent, with the remaining cost related to the increased retirement contribution being financed by a decrease of 0.50 percent in employee compensation, effective July 1, 2009. Financing the costs for increased retirement contributions for police/fire members under the Employer Pay Plan is recommended in a similar fashion, with the contribution rate increasing by one-half of the necessary increase and employee compensation being reduced to finance the remaining 50 'percent of the increased cost, effective July 1, 2009.

### PUBLIC EMPLOYEES' BENEFITS PROGRAM

The Public Employees' Benefits Program (PEBP) provides various insurance coverages for state employees, retirees, and their dependents, if the participant chooses to cover his/her dependents. In addition, any non-state public agency can join the program to provide coverage for their employees, retirees and dependents. The insurance coverage includes health, life, accidental death and dismemberment, travel accident and long-term disability. Other voluntary optional insurance coverages are available for those participants who elect to purchase additional coverage.

The largest portion of the program is health insurance, which includes dental, vision, mental health, substance abuse and prescription coverage; the majority of this health coverage is self-insured. The program does allow participants to elect to be covered by a Health Maintenance Organization (HMO) rather than the self-funded plan. Accidental death and dismemberment, travel accident, long-term disability, and life insurance benefits are fully insured by outside carriers.

The program continues to experience positive financial results and anticipates ending the current biennium with the Incurred But Not Reported (IBNR) claims liability fully funded at \$34.9 million, the Rate Stabilization/Catastrophic Reserve funded at \$30.6 million, and excess reserves of \$5.3 million. Though two premium holidays were offered during the 2007-09 biennium which were designed to spend down excess reserves, the claims experience for PEBP continues to be positive, so the excess reserves were not entirely depleted, as the program had anticipated during the 2007 Legislature.

Funding for the PEBP is provided by the state contribution for active and retired employee participants, premiums paid by plan participants, miscellaneous revenue (application fees from entities wishing to participate, pharmacy rebates, Medicare Part D rebates, charges for copies) and Treasurer's interest. While there is no direct General Fund support in this account, a significant portion of the state contribution for state employees and retirees is funded through accounts supported with General Funds.

<u>The Executive Budget</u> for the 2009-11 biennium recommends expenditures (out of the main PEBP budget account and not including reserves) in the amounts of \$366 million for FY 2010 and \$400.5 million for FY 2011, for a total of \$766.5 million, in comparison to the legislatively-approved amount for the 2007-09 biennium of \$670.6 million.

The program was instructed to build its 2009-11 Agency Request budget based upon two constraints: (1) the state contribution for active employees must remain flat for both years of the biennium, and (2) the total amount expended on retiree health subsidies must remain at the approved FY 2009 level of \$44 million for each year of the 2009-11 biennium.

Using these constraints, the PEBP Board reviewed and approved a series of cost-shifting measures, which are recommended in <a href="https://example.com/The-Executive Budget">The Executive Budget</a> and outlined below.

#### Plan Design Changes

- Hold HMO premium increases to a maximum of 5 percent for FY 2010.
- Eliminate neuropathy and psychotherapy benefits for ADD/ADHD (these benefits were added to the program as of July 1, 2008).
- Remove the Health Assessment Questionnaire and the incentives for participating in it (50 percent reduction in deductible and enhanced dental benefit).
- Institute a single deductible for the PPO plan (\$725 individual, \$1,450 family, as opposed to current deductibles of \$500/individual and \$1,000/family on low-deductible plan, as most state employees choose).
- Index the annual out-of-pocket maximum at 50 percent of medical inflation.
- Index the annual deductible at 100 percent of medical inflation.

#### Changes in Amounts Participants Pay

- Reduce by approximately 5 percent the percentage of the premium covered by the subsidy in each coverage tier.
- Eliminate the subsidy for retired employees who retire after June 30, 2010 with less than 15 years of service.
- Allocate the Medicare Part D subsidy revenue received between PEBP and Medicare-eligible retirees.

In addition to the PEBP Board's plan for budget reductions, the Governor recommended other cost shifts to participants. They are listed below.

- Establish the base subsidy to cover 75 percent of the premium for active employees (versus current subsidization of 95 percent for most employees).
- Eliminate the subsidy for all Medicare retirees beginning July 1, 2009.
- Eliminate the subsidy for any employee who retires after July 1, 2009.
- Reduce the subsidy for existing non-Medicare retirees by 25 percent on July 1, 2009 and 25 percent more on July 1, 2010.

Medical trend and inflation (as recommended by the program's consultant/actuary) is included in the recommended budget in the amount of \$64.3 million for FY 2010 and \$95.6 million for FY 2011. Inflationary increases include the following.

- Medical (including prescriptions and vision) 9.5 percent
- Dental 6.5 percent
- Fully-insured products are inflated per the contractual agreement through the expiration of the contract (beyond the end of the contract, inflation is included at 10 percent per year).

### RETIRED EMPLOYEES' GROUP INSURANCE (REGI)

The Retired Employees' Group Insurance program was designed to defray a portion of health insurance premiums for employees who retire from state service and continue to participate in the state's group insurance plan. Funding for the program is through payroll assessments to state agencies to cover the costs of the state subsidy.

The FY 2008 and FY 2009 legislatively-approved REGI assessment was 4.29 and 4.50 percent respectively, of payroll. However, for the last two months of FY 2008 (May and June 2008) and for all of FY 2009 the rate was reduced to 2.97 percent of payroll. This was done in order to cease pre-funding of the retiree health care liability for the rest of the 2007-09 biennium as a budget reduction measure. Moreover, the REGI assessment was reduced further, from 2.97 percent to 1.57 percent, effective the February 1, 2009, pay period until the end of FY 2009.

For the 2009-11 biennium, the REGI assessments recommended in <u>The Executive</u> <u>Budget</u> are 1.17 percent for FY 2010 and 0.96 percent for FY 2011.

The following table identifies the monthly base subsidy amounts for retirees since FY 2005 and includes the Governor's recommendations for the upcoming biennium.

#### FY FY FY FΥ FY FY 2010 FY 2011 2005 2006 2007 2008 2009 Gov Rec **Gov Rec** \$383.19 \$307.34 \$316.26 \$321.27 \$336.97 \$365.34 \$410.48 1.58% 4.89% 8.42% 12.36% -6.65% -19.79%

### **Retired Employees (Base Subsidy Amount)**

Nevada Revised Statutes 287.046 provides that retirees who retired prior to January 1, 1994, are entitled to 100 percent of the base subsidy amount to be applied against the total premium for insurance coverage. Retirees who retired on or after January 1, 1994, are entitled to 25 percent of the base subsidy amount for five years of service and 7.5 percent for each additional year of service up to 20 years of service, which entitles them to 137.5 percent of the base subsidy amount.

The 2007 Legislature created the State Retirees' Health and Welfare Benefits Fund as an irrevocable trust fund to account for financial assets designated to offset the portion of the current and future costs of health insurance benefits for retirees (Senate Bill 547). Further, the 2007 Legislature approved pre-funding of the GASB liability in the amounts of \$28 million in FY 2008 and \$25 million in FY 2009 (all funding sources, not exclusively General Fund). However, due to budget reductions, the portion of the retirees' group insurance assessment that related to pre-funding was eliminated on May 1, 2008, as discussed above. The net assets in the retirees' fund at the end of FY 2008 were \$25.7 million. The Executive Budget does not provide for any pre-funding of the GASB liability during the 2009-11 biennium.

### ACTIVE EMPLOYEES' GROUP INSURANCE (AEGIS)

The Active Employees' Group Insurance budget was established by the 2007 Legislature as a mechanism to collect contributions made by each state entity for the benefit of their active employees. The contributions defray a portion of the individual insurance premiums for active employees in state government who participate in PEBP. Assessments on filled positions are charged to all state agencies, boards and commissions, the Legislative and Judicial Branches, the Public Employees' Retirement System, and the Nevada System of Higher Education.

The following table displays the state contribution per person per month for active employees since FY 2005 and includes the Governor's recommendations for the upcoming biennium.

# Active Employees FY FY FY FY

FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010 Gov Rec	FY 2011 Gov Rec
\$558.07	\$481.19	\$500.20	\$557.30	\$626.16	\$549.00	\$596.75
	-13.78%	3.95%	11.42%	12.36%	-12.32%	8.70%

# OFFICE OF THE MILITARY

The Office of the Military is responsible for the supervision of the military affairs of the state, which includes both state and federal roles. The primary state mission is to respond to emergency situations such as civil or natural disasters. The primary federal mission is to provide combat-ready reserve forces for the United States Armed Forces. The Adjutant General provides command and control of the Army National Guard and the Air National Guard. Funding for the office is provided primarily through federal funding and state General Fund appropriations. For the 2009-11 biennium, The Executive Budget recommends state General Fund appropriations totaling \$7.45 million, which reflects a decrease of 5.4 percent as compared to the \$7.87 million approved by the 2007 Legislature.

<u>Project ChalleNGe Funding</u> – As a maintenance decision item, the Governor proposes to eliminate state funding for Project ChalleNGe, resulting in General Fund savings of \$1.1 million per year (\$2.2 million total for the biennium). However, as an enhancement, the Governor restores General Fund appropriations of \$389,007 in FY 2009-10 and \$680,000 in FY 2010-11 to re-establish Project ChalleNGe and to send eligible students to an out-of-state academy.

<u>Continuation of Budget Reductions</u> – During the 2007-09 biennium, the Office of the Military eliminated three positions, consisting of two Custodial Workers and one Maintenance Repair Worker. The Governor's budget continues the eliminations in the 2009-11 biennium, with General Fund savings of approximately \$116,000 per year.

New Carlin Armory Budget – The Governor proposes to create a new Carlin Armory budget account within the Office of the Military to support Operations and Maintenance (O&M) at the University of Nevada, Reno Fire Science Academy (FSA). The State Public Works Board plans to renovate the FSA to establish a Nevada Army National Guard Readiness Center (2009-11 CIP Project C15) in lieu of constructing a new Readiness Center in Elko. The Executive Budget proposes to transfer \$456,242 in staff (10.75 positions) and associated operating costs in FY 2010-11 from the University of Nevada, Reno to the Office of the Military, commencing January 2011.

New Emergency Operations Center (EOC) Budget – The Governor proposes to transfer Emergency Operations Center rent revenues, personnel and related operating costs from the main Military account to a new EOC budget account.

# OFFICE OF VETERANS' SERVICES

The Office of Veterans' Services is responsible for assisting veterans and their families in obtaining services, compensation and government benefits to which they are entitled. In addition, they are responsible for serving as the court-appointed guardian for those veterans determined by the courts as unable to handle their own financial matters. The office is also responsible for supervising the operation and maintenance of the two State Veterans' Memorial Cemeteries located in Boulder City and Fernley and for overseeing the operation of the State Veterans' Home in Boulder City. The nine-member Nevada Veterans' Services Commission advises the Executive Director and the Deputy Executive Director of the office and also makes recommendations to the office, the Governor and the Legislature regarding aid or benefits to veterans.

For the 2009-11 biennium, the Governor's budget recommends General Fund support of \$3.8 million for the Commissioner for Veterans' Affairs account, which represents a 1.0 percent increase over amounts approved for the 2007-09 biennium. The Governor recommends transferring the Administrative Services Officer II position and associated costs (\$80,817 in FY 2009-10 and \$81,278 in FY 2010-11) from the Veterans' Home budget in southern Nevada to the Commissioner for Veterans' Affairs budget in northern Nevada. The agency indicates the transfer of this position, which is funded with General Funds, would allow the ASO II to participate more readily in agency strategic planning with the Executive Director located in northern Nevada. The Governor recommends General Funds of \$101,190 over the biennium to fund replacement computer hardware and software. The budget also recommends federal grant funds of \$4.9 million for one capital improvement project (C18) to expand the Boulder City Veterans' Cemetery.

#### **VETERANS' HOME**

The Nevada State Veterans' Home is a 180-bed, 24-hour skilled nursing facility located in Boulder City. The home admitted its first residents in August 2002 and provides a

wide range of residential and support services for veterans, their spouses, and Gold Star residents (parents who had a child that died while in military service). While total funding recommended in <a href="The Executive Budget">The Executive Budget</a> for the 2009-11 biennium is recommended to decrease by 1.3 percent over the amount legislatively approved for the 2007-09 biennium, the recommended General Fund support represents a 66.1 percent decrease from the legislatively-approved amount for the 2007-09 biennium. The General Fund decrease is offset with Medicaid receipts increasing from \$4.4 million in FY 2007-08 to \$5.4 million in FY 2009-10 and \$5.8 million in FY 2010-11, representing increases of 23.5 percent and 32.0 percent, respectively.

The Governor recommends two new positions for the Veterans' Home account, one Registered Nurse IV and one Registered Dietician II. The Registered Nurse IV would serve as a float position to cover vacations and unexpected and planned sick leave in the Veterans' Home nursing staff. The Governor recommends funding this new position with reductions to overtime and contract nursing services. The Registered Dietician II position would replace the current contract dietician in order to provide a higher level of service for the home's residents. The Governor recommends funding this new position with reductions to the Veterans' Home food service contract.

The Executive Budget recommends General Funds of \$157,715 in FY 2009-10 and \$250,213 in FY 2010-11 for the purchase of replacement equipment, including computer hardware and software, floor replacement, and various pieces of equipment for the clinical and maintenance departments. The budget also recommends state funds of \$335,319 for one capital improvement project (M09) to replace the failing cooling towers at the Nevada State Veterans' Home.

# Nevada Legislative Counsel Bureau Source of Funds Summary 2009-11 Fiscal Report

	2007-2008 Actual	2008-2009 Work Program	2009-2010 Governor Recommends	% Change	2010-2011 Governor Recommends	% Change
SPECIAL PURPOSE AGENCIES		-				
PUBLIC EMPLOYEES RETIREMENT SYSTEM						
PUBLIC EMPLOYEES' RETIREMENT SYSTEM	10,551,149	10,562,224	9,639,671	-8.73	9,708,539	.71
GENERAL FUND	112,557					
BALANCE FORWARD	200,000	200,000	200,000		200,000	
OTHER FUND	10,238,592	10,362,224	9,439,671	-8.90	9,508,539	.73
TOTAL PUBLIC EMPLOYEES RETIREMENT SYSTEM	10,551,149	10,562,224	9,639,671	-8.73	9,708,539	.71
GENERAL FUND	112,557					
BALANCE FORWARD	200,000	200,000	200,000		200,000	
OTHER FUND	10,238,592	10,362,224	9,439,671	-8.90	9,508,539	.73
PUBLIC EMPLOYEES BENEFITS PROGRAM						
PUBLIC EMPLOYEES BENEFITS PROGRAM	284,628,081	434,712,243	438,710,905	.92	475,932,035	8.48
BALANCE FORWARD	8,303,671	93,428,094	71,759,547	-23.19	72,682,773	1.29
INTER-AGENCY TRANSFER	198,233,028	251,528,122	191,261,867	-23.96	204,229,540	6.78
OTHER FUND	78,091,382	89,756,027	175,689,491	95.74	199,019,722	13.28
RETIRED EMPLOYEE GROUP INSURANCE	59,442,545	40,501,258	17,018,737	-57.98	14,119,046	-17.04
BALANCE FORWARD	1,706,519	38,902	38,902			
INTER-AGENCY TRANSFER	57,500,275	40,420,906	16,979,835	-57.99	14,119,046	-16.85
OTHER FUND	235,751	41,450				
ACTIVE EMPLOYEES GROUP INSURANCE	164,875,377	208,246,329	171,433,979	-17.68	187,301,343	9.26
BALANCE FORWARD	712,645					
INTER-AGENCY TRANSFER	164,162,732	208,246,329	171,433,979	-17.68	187,301,343	9.26
TOTAL PUBLIC EMPLOYEES BENEFITS PROGRAM	508,946,003	683,459,830	627,163,621	-8.24	677,352,424	8.00
BALANCE FORWARD	10,722,835	93,466,996	71,798,449	-23.18	72,682,773	1.23
INTER-AGENCY TRANSFER	419,896,035	500,195,357	379,675,681	-24.09	405,649,929	6.84
OTHER FUND	78,327,133	89,797,477	175,689,491	95.65	199,019,722	13.28
DEFERRED COMPENSATION						
DEFERRED COMPENSATION COMMITTEE	265,447	390,124	494,738	26.82	436,916	-11.69
BALANCE FORWARD	120,984	96,256	143,630	49.22	85,981	-40.14
INTER-AGENCY TRANSFER	137,509	292,298	345,173	18.09	345,000	05
OTHER FUND	6,954	1,570	5,935	278.03	5,935	
TOTAL DEFERRED COMPENSATION	265,447	390,124	494,738	26.82	436,916	-11.69
BALANCE FORWARD	120,984	96,256	143,630	49.22	85,981	-40.14
INTER-AGENCY TRANSFER	137,509	292,298	345,173	18.09	345,000	05
OTHER FUND	6,954	1,570	5,935	278.03	5,935	
OFFICE OF MILITARY						
MILITARY	13,496,861	19,736,278	16,061,661	-18.62	16,473,196	2.56
GENERAL FUND	3,458,387	4,049,011	3,305,838	-18.35	3,575,659	8.16
BALANCE FORWARD	152,381					
FEDERAL FUND	9,414,299	15,263,677	12,755,823	-16.43	12,897,537	1.11
INTER-AGENCY TRANSFER	346,030	423,590				
OTHER FUND	697,705					
REVERSIONS	-571,941					

# Nevada Legislative Counsel Bureau Source of Funds Summary 2009-11 Fiscal Report

	2007-2008 Actual	2008-2009 Work Program	2009-2010 Governor Recommends	% Change	2010-2011 Governor Recommends	% Change
MILITARY CARLIN ARMORY					456,242	
GENERAL FUND					456,242	
MILITARY EMERG OPERATIONS CENTER			345,978		354,372	2.43
BALANCE FORWARD				-	8,394	
INTER-AGENCY TRANSFER			345,978		345,978	
MILITARY ADJUTANT GENERAL CONSTRUCTION FUND		35,408	35,908	1.41	36,408	1.39
BALANCE FORWARD		34,908	35,408	1.43	35,908	1.41
OTHER FUND		500	500		500	
MILITARY NATIONAL GUARD BENEFITS	39,781	56,250	55,094	-2.06	55,100	.01
GENERAL FUND	25,250	25,250	55,094	118.19	55,100	.01
INTERIM FINANCE	20,000	31,000				
REVERSIONS	-5,469					
MILITARY PATRIOT RELIEF FUND	229,833	956,792	541,792	-43.37	281,959	-47.96
GENERAL FUND		316,325				
BALANCE FORWARD	229,833	640,467	541,792	-15.41	281,959	-47.96
TOTAL OFFICE OF MILITARY	13,766,475	20,784,728	17,040,433	-18.01	17,657,277	3.62
GENERAL FUND	3,483,637	4,390,586	3,360,932	-23.45	4,087,001	21.60
BALANCE FORWARD	382,214	675,375	577,200	-14.54	326,261	-43.48
FEDERAL FUND	9,414,299	15,263,677	12,755,823	-16.43	12,897,537	1.11
INTER-AGENCY TRANSFER	346,030	423,590	345,978	-18.32	345,978	
INTERIM FINANCE	20,000	31,000				
OTHER FUND	697,705	500	500		500	
REVERSIONS	-577,410					
VETERANS' SERVICES						
COMMISSIONER FOR VETERANS' AFFAIRS	2,333,678	2,799,662	2,620,664	-6.39	2,650,610	1.14
GENERAL FUND	1,797,191	1,941,521	1,881,581	-3.09	1,892,977	.61
FEDERAL FUND	671,600	744,150	711,463	-4.39	731,394	2.80
INTER-AGENCY TRANSFER	15,000	97,491				
OTHER FUND	29,075	16,500	27,620	67.39	26,239	-5.00
REVERSIONS	-179,188					
VETERANS' HOME ACCOUNT	15,160,678	17,173,834	15,777,371	-8.13	15,951,168	1.10
GENERAL FUND	1,086,821	1,346,953	535,950	-60.21	288,057	-46.25
BALANCE FORWARD	291,807	416,929				
FEDERAL FUND	3,942,165	5,060,774	4,419,346	-12.67	4,378,152	93
INTER-AGENCY TRANSFER	4,548,268	5,295,788	5,444,408	2.81	5,820,693	6.91
OTHER FUND	5,392,282	5,053,390	5,377,667	6.42	5,464,266	1.61
REVERSIONS	-100,665					
TOTAL VETERANS' SERVICES	17,494,356	19,973,496	18,398,035	-7.89	18,601,778	1.11
GENERAL FUND	2,884,012	3,288,474	2,417,531	-26.48	2,181,034	-9.78
BALANCE FORWARD	291,807	416,929				
FEDERAL FUND	4,613,765	5,804,924	5,130,809	-11.61	5,109,546	41
INTER-AGENCY TRANSFER	4,563,268	5,393,279	5,444,408	.95	5,820,693	6.91
OTHER FUND	5,421,357	5,069,890	5,405,287	6.62	5,490,505	1.58
REVERSIONS	-279,853					

# Nevada Legislative Counsel Bureau Source of Funds Summary 2009-11 Fiscal Report

	2007-2008 Actual	2008-2009 Work Program	2009-2010 Governor Recommends	% Change	2010-2011 Governor Recommends	% Change
SPECIAL PURPOSE AGENCIES						
GENERAL FUND	6,480,206	7,679,060	5,778,463	-24.75	6,268,035	8.47
BALANCE FORWARD	11,717,840	94,855,556	72,719,279	-23.34	73,295,015	.79
FEDERAL FUND	14,028,064	21,068,601	17,886,632	-15.10	18,007,083	.67
INTER-AGENCY TRANSFER	424,942,842	506,304,524	385,811,240	-23.80	412,161,600	6.83
INTERIM FINANCE	20,000	31,000				
OTHER FUND	94,691,741	105,231,661	190,540,884	81.07	214,025,201	12.33
REVERSIONS	-857,263	_				
TOTAL FOR SPECIAL PURPOSE AGENCIES	551,023,430	735,170,402	672,736,498	-8.49	723,756,934	7.58
Less: INTER-AGENCY TRANSFER	424,942,842	506,304,524	385,811,240	-23.80	412,161,600	6.83
NET SPECIAL PURPOSE AGENCIES	126,080,588	228,865,878	286,925,258	25.37	311,595,334	8.60