

PBC Legislative Update



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State Issues

Week of JANUARY 28 and February 5

Governor's Budget

Governor Rick Scott released his budget during the week of January 28th and his staff spent most of last week presenting his budget recommendations to House and Senate Appropriation sub committees. Below are some of the Highlights of the Governor's proposed budget.

On a local level one of the most significant specific allocations is \$8.3 million to harden the J W Corbett Levee in the Acreage area. Last year significant flooding occurred as a result of heavy tropical storm rain and this project is intended to help remedy the threat of flood waters from inundating the region. County staff has been meeting with the Governor's Budget office and Appropriation Committee members on this project for the past several months.

Governor's Total Budget Recommendation- \$74.2 Billion

Governor's Priorities on Salary Increases

- Teacher pay increase: \$480 M total cost, \$2,500 per teacher

State employee pay - \$315M bonus, all non-recurring:

- Excludes State University System
- \$1,200 bonus for all employees based on 3% average state employee salary of \$40,000
- Additional variable compensation for 35% of employees: 25% get 2,500; 10% get \$5,000
- Additional bonus for Corrections: direct line = \$1000; non-direct line = \$500

General Government and Environment

Major Issues

- Florida Forever \$75 million (\$25 million GR and \$50 million TF)
- Everglades \$60 million (\$5 million GR and \$55 million TF)
- Beach Projects \$25 million (\$20 million GR and \$5 million TF)
- Wildfire Suppression Equipment \$3.1 million TF
- Boating Infrastructure Improvements \$1.8 million TF
- Artificial Reef Construction \$.8 million TF
- Underground Storage Tanks Cleanup \$135 million TF
- Drinking Water & Wastewater Revolving Loan Programs \$12.5 million TF
- Total Maximum Daily Loads (TMDLs) \$9.4 million TF
- Solid Waste Grants \$2.4 million TF
- Water Management Districts \$11.3 million GR and \$18.9 million TF

Health and Human Services

Agency Reorganizations/Consolidations

- Transfer Children's Health Insurance Recipients Between 100% and 138% of the Federal Poverty Level to Medicaid - \$17.5 million GR, \$43.1 million TF
- Transfer Home and Community Based Waivers to Prepaid Health Plans for Long-term Care - \$210 million
- Consolidate special categories within Biomedical Research Trust Fund — \$3 million GR and \$27.2 million TF Consolidate

Major Issues

- Medicaid Price Level and Workload Adjustment - \$184.6 mil GR, \$930.9 mil TF
- KidCare Adjustment – (\$3.9) mil GR, \$3.5 mil TF
- Managed Care Network Verification System - \$1.5 mil TF
- Increase Rates for Primary Care Practitioners - \$703.5 mi TF
- Nursing Home Diversion Waiver - \$10 mil GR, \$14.2 mil TF
- Funds Primary Care Physician Fee Increase - \$703 million TF
- Restore Ounce of Prevention and Early Steps funding — \$5.5 million GR
- Early Steps Program — \$5.6 million GR and \$3.4 million TF
- Restore Healthy Start funding — \$1 million GR
- Adult and Children Mental Health Funding Restoration- \$14.1 million GR
- Adult and Children Substance Abuse Funding Restoration - \$6 million GR

Transportation, Tourism and Economic Development

Trust Fund Sweeps

- Housing Trust Funds – total **\$154.2 million** (\$101.4 million – Local Housing Trust Fund; \$52.7 million – State Housing Trust Fund).

Major Funding Issues

Department of Economic Opportunity

- Economic Development Tools - \$105 million – agency's request (\$29 million of nonrecurring General Revenue; \$76 million of SEED Trust Fund). Includes Quick Action Closing Fund, Innovation Incentive Fund, Qualified Target Industries Tax Refunds, and several other incentive programs.
- Economic Development Reserve Funds (in a Qualified Expenditure Category that requires Legislative Budget Commission Approval to spend) - \$173.7 million trust fund & General Revenue (\$158 million is from nonrecurring General Revenue).
- VISIT Florida - \$31.5 million (in addition to the \$43.5 million in the base budget); \$23.3 million is from nonrecurring General Revenue.

Housing Programs - SHIP - \$50 million of Local Housing Trust Fund

Department of State

- Cultural and Museum Grants - \$2.5 million nonrecurring General Revenue – agency's request. (\$9.2 million provided in current year).
- Library Grants - \$6.9 million nonrecurring General Revenue – agency's request – minimum needed to draw down federal funds (\$1.1 million less than current year).
- Library Cooperative Grants - \$1 million nonrecurring General Revenue – agency's request.
- Historic Preservation Grants - \$1.4 million nonrecurring General Revenue – agency's request (\$3.9 million provided in current year).

Department of Transportation

- Work Program - \$8.3 B trust fund.
- Support for Transportation Disadvantaged - \$12.6 million trust fund.

Department of Emergency Management

- \$16.6 million in nonrecurring General Revenue for state disaster match.

Public Safety

Summary

- Governor's budget provides a \$179 million increase in General Revenue over a base budget of \$3.4 billion.
- Includes statewide privatization of inmate health services and work release centers.

Department of Corrections (*\$153 million increase in General Revenue over base budget*)

- Provides \$12.5 million to reduce vacancies in 12 high risk institutions.
- Provides \$1.3 million to maintain substance abuse treatment.
- Provides \$21.2 million for a bonus program to reward employees for recidivism reductions.

Department of Juvenile Justice

- Reduces non-secure residential beds by \$5.8 million.
- Provides \$1.5 million in general revenue to CINS/FINS for increased counseling and intervention.

Clerks of Court

- Provides \$2.0 million in GR to address foreclosure backlog.
- Exempts clerks from paying 8% general revenue service charge.

State Courts System

- Provides \$5.8 million to fund post-adjudicatory drug court.
- Provides \$4.4 million to fund 20 judgeships (1 DCA, 13 circuit, and 6 county judges).
- Provides \$4.0 million in GR to address foreclosure backlog.

Education

All Education

- Governor's Recommended Education Budget = \$22 billion
- Education General Revenue = \$14.3 billion

Pre-K -12 Education

Early Learning

- Level funded - enrollment forecast for the Voluntary Prekindergarten Program shows a small decrease; however, funds are not revised.

FEFP

- Grand total FEFP funds of \$18.5 billion; increase of \$1.25 billion or 7.26%.
- Increase in funds per FTE of \$412.25 or 6.45% from \$6,386.75 to \$6,799.
- The millage rates for local funding remained the same as last year at 5.295 for Required Local Effort and .748 for Discretionary Local Effort.
- New Teacher Salary categorical for \$2,500 salary increase (plus benefits) for total of \$480 million

Ethics and Elections

By: The Moya Group and County Staff

On Tuesday, February 5th, the Senate Committee on Ethics and Elections met to workshop several pieces of legislation. The ultimate goal of Tuesday's meeting was to lay the groundwork for a piece of legislation filed by the Committee to encompass Election reform. Four pieces of legislation filed in the Senate were highlighted to be discussed by the Committee to draw ideas from.

Prior to this workshop, Senator Latvala filed SB 600 relating to Elections that would revise qualifications for late voter registration. It deletes the provision providing that a

ballot statement consisting of the full text of a constitutional amendment or revision is presumed to be a clear and unambiguous statement. It also revises the requirements of the voter's certificate accompanying an absentee ballot, what a canvassing board may consider an illegal absentee ballot and restrictions relating to the solicitation of voters.

Next week, the House Ethics and Elections Subcommittee will discuss a proposed bill relating to the Florida Elections Code. This bill contains language to limit constitutional amendment ballot summaries to 75 words. It expands permissible early voting locations. It also expands early voting at the discretion of the Supervisor of Elections on the 15th, 14th, 13th, 12th, 11th, or 2nd day before an election that contains state or federal races, for no less than 6 hours and no more than 12 hours per day at each site for a maximum of 14 days of early voting.

Pension Reform

By: County Staff and Corcoran & Johnston

On Thursday, the House Governmental Operations Subcommittee, by a vote of 9-3 across party lines, approved to introduce a proposed committee bill that would once again reform the Florida Retirement System (FRS). Currently, there are two plan options available within the FRS: the defined benefit plan, also known as the pension plan, and the defined contribution plan, also known as the investment plan.

In addition to the two primary plans, some eligible members have the choice of participating in optional retirement plans, which include the Senior Management Service Optional Annuity Program, State Community College System Optional Retirement Program, and the State University System Optional Retirement Program.

This bill makes changes to the FRS, including, but not limited to:

- Closing the pension plan (defined benefit) to new enrollees, and requiring all new enrollees to participate in the investment plan (defined contribution), effective January 1, 2014;
- Eliminating the option for new enrollees to apply for disability benefits, effective January 1, 2014;
- Expanding the investment options available to investment plan members;
- Closing the Senior Management Service Optional Annuity Program to new participants, effective January 1, 2014; and
- Prohibiting elected officials from joining the Senior Management Service Class in lieu of participation in the Elected Officers' Class, effective January 1, 2014.

HB 7011 does not impact the ability of any current FRS enrollee to select participation in the pension plan or the investment plan. Changes included in the bill only pertain to new enrollees initially enrolled in the system on or after January 1, 2014. Those who would enroll after January 1, 2014 would be vested after one year in the investment plan.

This legislation would also allow for mobility. For example, a state employee could leave his/her position, not take a disbursement from his/her retirement plan within the FRS, and then return as a state employee at a later date without losing his/her investments in the plan.

To date, the FRS is funded at 87% with an approximate \$1.1 billion unfunded actuarial liability (UAL). The fiscal impact of closing the pension plan to new enrollees and eliminating the disability benefit for such enrollees is unknown. The Department of Management Services has been requested to perform an actuarial study to determine the fiscal impact on the state and other participating employers. The department indicated the study will be completed by February 15, 2013. An argument was made numerous times throughout the meeting about approving the introduction of this bill without receiving the actuarial study/results prior to the vote.

The Associated Industries of Florida and other business organizations spoke in favor of this policy, stating that they support the one year vesting and allowing for providing employees with contribution (401(k)) options. Members of the Classroom Teachers Association (CTA), Fraternal Order of Police, Florida Professional Firefighters,

Association of Florida Colleges, and others spoke in opposition of this proposed pension reform stating that the state would lose the ability to recruit valuable employees without the defined benefit plan still in place.

Speaker Will Weatherford has stated that FRS pension reform, specifically moving to a defined contribution pension plan, is one of his top priorities for the 2013 Legislative Session. Senator Jack Latvala, however, has recently voiced his opposition to the House's pension plan reform legislation by stating that no one has demonstrated a need to do the defined contribution plan.

Taxes

By: County Staff

On Tuesday, the Senate Commerce and Tourism Committee, by a vote of 10-1, passed SB 316 by Sen. Nancy Detert. This legislation amends Florida's tax laws related to the collection of internet sales tax, the communication services tax, and the sales tax exemption for manufacturing and equipment.

Senate Bill 316 would require retailers that conduct business over the Internet to collect and remit Florida sales tax on sales made to Florida customers. Specifically, the bill creates two new situations under which an out-of-state retailer may be required to collect and remit Florida sales tax:

1. When a person with nexus to Florida does one of a number of acts, including selling a similar line of products as a dealer or operates under the same name and uses similar trademarks as a dealer, then the dealer must collect and remit Florida sales tax. However, the bill bases the requirement to collect sales tax on the fact that the activities conducted in Florida on behalf of the dealer are significantly associated with the dealer's ability to establish and maintain a market in Florida.
2. If the dealer enters into an agreement with one or more Floridians, under which the person directly or indirectly refers potential customers to the dealer for a commission or other consideration, and the cumulative gross receipts for referrals are in excess of \$10,000 during the previous 12 months, then a rebuttable presumption arises that the dealer must collect and remit Florida sales tax.

The bill requires the Department of Revenue to develop a tracking system to determine the amount of additional sales tax collected due to the provisions in this bill and report its determinations annually. The Revenue Estimating Conference is required to use the information to determine the amount of sales taxes collected in the past calendar year and estimate the amount that may be collected in the next year. The bill permits a future Legislature to use the information to provide tax relief in addition to that provided in the bill.

The bill revises the definition of "dealer" to exclude common carriers that maintain or use warehouses in Florida from the definition.

SB 316 reduces the tax rate imposed on the sales price of communication services from 6.65 percent to 5.65 percent, and lowers the tax rate imposed on the sales price of direct-to-home satellite service from 10.8 percent to 9.8 percent. This provision could result in an estimated \$151.6 million tax savings to consumers but would also affect distributions to local governments.

This legislation also expands the availability of the exemption for new or expanding businesses to all businesses by eliminating the 5 percent productivity requirement for expanding businesses to qualify for the sales tax exemption. This has been slated as one of Governor Scott's priorities and could result in an estimated \$114 million tax break to businesses that purchase machinery and equipment.

SB 316 is now waiting to be heard in the Senate Appropriations Subcommittee on Finance and Tax. Rep. MaryLynn Magar has filed HB 391, legislation that also includes the exemption of sales tax for certain businesses that purchase machinery and equipment.

Gaming

By: Corcoran and Johnston

This week, the Senate Gaming Committee heard presentations from several groups, including Grey2K USA on the humane issues of dog racing, Racetech, Inc. on historic racing, Florida Quarter Horse Racing Association, Palm Beach Kennel Club and the Florida Attractions Association.

International Internet Technologies – Florida Game Promotions also presented on Internet sweepstakes cafes in Florida. These businesses sell Internet time and allow video game promotions that simulate slots. Their request of the committee was to tighten and expand regulations on their business instead of banning them altogether.

The internet cafes believe that they operate legally and that there are individuals who use their establishments simply for Internet access and not just gaming. They argue that there will be a loss of revenue, tax and otherwise, as well as a loss of jobs and more vacant commercial space throughout the state if the cafes are eliminated.

Senator Gardiner, in particular, voiced some objection to these statements but said he understood their perspective and agreed that further research needed to be conducted on this particular kind of business before a decision is made.

House Campaign Finance Reform

The Following Summary Chart was prepared by the House Majority Office summarizing the latest campaign finance reform proposal by the House of Representatives.

	Issue	Provisions in HB 569
1	Committees of Continuous Existence	<ul style="list-style-type: none">• Requires Division to notify CCEs of new laws by 7/15/13.• Prohibits acceptance of contributions by CCEs after 8/1/13.• Revokes all CCE certifications effective 9/30/13.• Requires submission of any outstanding reports after revocation.• All CCE statutes are deleted on 11/1/13 (The laws stay in place until 11/1 to help ensure that CCEs submit final reports).
2	Limits on Campaign Contribution to Candidates	Increases limit from \$500 to \$10,000 effective July 1, 2013.
3	Limits on Contributions to Political Committees	Removes current \$500 limit to allow unlimited contributions to political committees.
4	Retention of Surplus Funds	<ul style="list-style-type: none">• Allows a candidate to retain up to \$100,000 in surplus campaign funds for use in the next election for the same office.• If the candidate does not run for the same office in the next election, the funds must be disposed of as usual.
5	Candidate to Candidate Contributions from Campaign Funds	Allows a candidate, using his or her own campaign funds, to contribute up to \$10,000 to another candidate.

6	State-Level Candidate, Political Committee, and ECO Disclosures	<p>Requires submission of:</p> <ul style="list-style-type: none"> • Monthly contribution and expenditure reports until the 60th day before the primary (7 days after qualifying ends); • After the 60th day, weekly reports, with the last weekly report due on the 11th day before the general election; and • After the 11th day before the general election, reports every 24 hours, with the last report due on the day before the general election.
7	Local-Level Candidate, Political Committee, and ECO Disclosures	<p>Requires submission of:</p> <ul style="list-style-type: none"> • Monthly contribution and expenditure reports until the 60th day before the primary (7 days after qualifying ends); and • After the 60th day, weekly reports, with the last weekly report due on the 4th day before the general election.
8	Statewide Campaign Finance Database	<p>Requires the Division of Elections to submit a proposal to the House and Senate by 12/1/13 for a mandatory statewide electronic filing system for all state and local campaign filings required by the Florida Election Code.</p>

Public Meetings

By: County Staff and Ericks Consultants

On Wednesday, the Senate Governmental Oversight and Accountability Committee unanimously passed Senate Bill 50 by Sen. Joe Negron. This legislation requires members of the public to be given a reasonable opportunity to be heard on a proposition before a state or local government board or commission. Such opportunity does not have to occur at the same meeting at which the board or commission takes official action if certain requirements are met. The bill excludes specified meetings and acts from the "right to speak" requirement.

If an action is filed against a board or commission to enforce the "right to speak" and the court determines that the board or commission violated this law, the bill requires the court to assess reasonable attorney fees against the appropriate state agency or authority.

SB 50 is now waiting to be heard in the full Senate Appropriations Committee. Its House companion, HB 23 by Ray Rodrigues, has not yet been heard in its first committee.

Driving and Texting

By: County Staff and Ericks Consultants

On Wednesday, the Senate Transportation Committee unanimously passed SB 52 by Sen. Nancy Detert. This legislation creates the "Florida Ban on Texting While Driving."

The bill prohibits the operation of a motor vehicle while manually typing or entering multiple letters, numbers, symbols, or other text in a handheld wireless communication device. The bill makes exceptions for emergency workers performing official duties, reporting emergencies or suspicious activities, and for receiving various types of navigation information. The bill also makes an exception for interpersonal

communications that can be conducted without the need to manually type messages. The prohibition is enforceable as a secondary offense.

SB 52 is now waiting to be heard in the Senate Communications, Energy, and Public Utilities Committee. Its companion bill, HB 13 by Rep. Doug Holder, has not yet been heard in its first committee.

Disposition of Human Remains

By: County Staff

On Thursday, the House Health Quality Subcommittee heard and unanimously passed HB 171 by Rep. Pat Rooney. This legislation provides for the following:

- Amends Florida Vital Statistic Act, revising and updating procedures for the registration of death certificates and issuance of burial-transit permits by Electronic Death Registration System (EDRS)
- Provides that "unclaimed human remains" of eligible veterans be buried in a national cemetery. Authorizes veteran organizations (Missing in America Project) to assist with the recovery and interment of the unclaimed cremated remains of veterans.
- Provides that counties may adopt ordinance or resolution regarding policies and procedures for the final disposition of "unclaimed human remains" (whether indigent or not) by either cremation or burial.

There are no unfunded mandates to Florida counties or fiscal impact to the state. The Florida Association of Counties supports the bill.

Its companion bill, SB 370 by Sen. Maria Sachs, has not yet been heard in its first committee.

Florida Managed Long-Term Care Waiver Approved

By: Foley & Lardner

On Monday, February 4, Florida received a long-anticipated approval from the federal government to begin to place individuals currently being served by long-term care programs into managed care plans throughout the state. Services will be delivered through managed care plans in 11 regions throughout the state. In Region 9, which includes Palm Beach County, the Agency for Health Care Administration (AHCA) has selected American Edlercare, United Healthcare, Coventry Healthcare, and Sunshine State Health Plan to provide services. Bid protests have been filed in Region 9, however, which will delay the implementation of the program. Once these protests are resolved, and each plan passes a readiness review, AHCA will begin transitioning eligible individuals into the program. If an individual does not choose a plan within the first 30 days, AHCA will automatically enroll the individual into an appropriate plan. The wait list for home and community based services will not be eliminated; however, individuals currently on the wait list will remain on the wait list until an appropriate "slot" is available. Full implementation statewide is expected by October, 2013. Federal approval for non-long term care services is still under negotiation between the state and the federal government, with full implementation statewide targeted for October, 2014.

Bills Filed of Local Government Interest

Transportation concurrency

HB 319 by Rep. Lake Ray (R – Jacksonville) provides that development projects may not be delayed or prohibited by local governments because of transportation impacts. The bill also requires local governments to calculate proportionate share contributions based solely on the capital improvements necessary to mitigate a particular development's impacts.

Sales tax exemption for commercial leases

SB 656 by Senator Dorothy Hukill (R – Port Orange) and HB 629 by Rep. Marlene O'Toole (R – The Villages) phase out over six years state sales tax on commercial (non-residential) leases. The phase out includes sales surtaxes. This pair of bills if passed would have a fiscal impact on revenue sharing the County receives from state sale tax.

Limits on conservation land purchases

SB 584 by Senator Alan Hays (R – Umatilla) prohibits the state and local governments from purchasing lands for conservation purposes unless an equal amount of public property not being held in conservation is returned or sold at fair market value to the private sector. An analysis must also be conducted describing the annual cost of maintenance of the proposed land purchase.

Public works projects/limits on use of in-house labor

SB 602 by Senator Dorothy Hukill (R – Port Orange) eliminates an exception to the requirement that a public construction project must be competitively bid out for private firms as opposed to done with in-house labor. The exception that would be eliminated allows the use of in-house labor when the local government finds that the use of in-house is in the best interest of the local government after public notice.

Regulation of outdoor smoking

Three bills have been filed that would authorize local governments to regulate smoking at outdoor property of the local government, SB 258 by Senator Rob Bradley (R – Orange Park), HB 439 by Rep. Bill Hager (R – Boca Raton) and HB 141 by Rep. Travis Cummings (R – Orange Park). These bills have been filed in response to recent court decisions that have struck down local government ordinances banning smoking at parks and beaches.

Next Week in Tallahassee

TRI-COUNTY DELEGATION MEETING

Representative Mark Pafford, Chair of the Palm Beach County delegation, recently sent a letter to Senator Eleanor Sobel, Chair of the Broward County delegation, and Representative Eddy Gonzalez, Chair of the Miami-Dade delegation, requesting a joint delegation meeting to discuss climate related issues. A tri-county delegation meeting is scheduled for Wednesday, February 13th in Tallahassee.

Elections

By: The Moya Group

On Wednesday, February 13, the House Ethics and Elections Subcommittee will discuss EES1 Relating to The Florida Elections Code. This Committee Bill currently contains language to: limit Constitutional Amendment Ballot Summaries to 75 words. Expand permissible early voting locations to fairgrounds, civic centers, courthouses, county commission buildings, stadiums, and convention centers. And expands early voting at the discretion of the Supervisor of Elections on the 15th, 14th, 13th, 12th, 11th, or 2nd day before an election that contains state or federal races, for no less than 6 hours and no more than 12 hours per day at each site, up to a maximum of 14 days of early voting.

Red Light Camera Repeal

By: Foley & Lardner

HB 4011 by Representative Daphne Campbell, Miami Shores, is scheduled for a hearing in the House Economic Affairs Committee on February 14, 2013. House Bill 4011



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removes local government authorization to use traffic infraction detectors, better known as 'red light cameras.' The bill leaves intact s. 316.0076, F.S., which expressly preempts to the state regulation of the use of cameras for enforcing the traffic safety provisions of ch. 316, F.S. This means that local governments will not have the authority to implement red light camera programs by local ordinance. To date, there is no Senate companion bill that has been filed. However, it is still very early in the process.

Federal Issues

Weekly Update

By: Becker And Poliakoff

Both chambers had a short week of legislative business, with the Senate Democrats taking a break for a retreat Tuesday and Wednesday in Maryland, and House Democrats holding their retreat Thursday and Friday in Virginia. President Obama will attend both retreats.

THE SENATE: has scheduled S. 47, reauthorizing the Violence Against Women Act, permitting spending about \$660 million annually in grants to curb domestic violence and sexual assault. The measure is similar to legislation that the Senate passed in the 112th Congress, though it omits some provisions Republicans opposed, including one that would have increased the number of visas for victims of domestic abuse who cooperate with police.

Gun control measures will be debated in Congress over the next few weeks and months, with Senate hearings likely to be held soon. Legislation, such as a requirement for a background check for gun buyers at private gun shows (background checks are already administered when guns are bought at retail stores) and stricter laws to cut down on gun trafficking where legal buyers buy for people who cannot legally purchase guns, have had bipartisan support in the debate and could theoretically pass the Senate. However, other measures to curtail gun ownership and use, such as a ban on assault weapons, do not appear to have enough support for passage at this time.

Four Democratic and four Republican senators released a framework for a comprehensive immigration law revamp in almost three decades, last week. Their plan, which has yet to be drafted into legislation, includes a path to citizenship for some of the nation's 11 million undocumented immigrants, tougher border security and stronger prohibitions against racial profiling.

Senate Majority Leader Harry Reid (D-NV) has most recently introduced S. 10, a farm bill that offers the same legislation passed by the Senate in 2012 as the Agriculture Reform, Food, and Jobs Act of 2012

Former Sen. Chuck Hagel (R-NE), will be providing responses early this week of his speeches and writings. Senator Carl Levin (D-MI) who heads the Armed Services committee has said the panel may vote on Hagel's nomination as soon as this Thursday.

THE HOUSE: will hear a bill requiring the President to submit to Congress a balanced budget plan. H.R. 444 requires President Obama to submit a supplemental budget by April 1 if his FY-2014 budget proposal is not balanced. The administration would then have to identify the earliest fiscal year when the budget would not project a deficit and provide detailed descriptions of policies that need to be implemented to balance the budget.