Governor’s FY 2021 Budget: Articles

Staff Presentation to the House Finance Committee
March 4, 2020
Introduction

- Article 1, Section 20 RIHEBC Transfer
- Article 10 - Education
  - Except Sections 7 and 9
- Article 5, Question 3
  - Early Childhood Care & Education
Article 10 - Education

- RIHEBC support for SBA
- School mental health professionals aid
- Multilingual learner aid
- Universal prekindergarten
- Transition plans
- Governance & data
- Early Childhood Care & Education Capital Fund
RIHEBC Support for School Building Authority

- 2018 Assembly created restricted receipt account financed by RIHEBC
  - Origination fees on municipal bonds
    - Limited to $\frac{1}{10}$ of 1% of principal amount
  - Other school construction financing vehicles
  - Its own reserves
- Beginning July 1, 2018, this supports 4.0 School Building Authority positions
Currently, “one-time or limited” SBA expenses can be directly paid by RIHEBC

- Article removes this expense restriction
  - Governor’s budget does not assume shifting existing operating expenses to Corporation funds
    - Would appear in Corporation’s expenses rather than appropriations act
RIHEBC Support for School Building Authority

- Article expands potential sources of RIHEBC funds for state
  - Investment income generated by state & municipal funds held in trust
- Increases fee from 1/10th of 1% of principal borrowed to 1%
  - Increases cost of financing to local districts
    - State reimburses portions of the cost through school construction aid
# RIHEBC Support for School Building Authority

<table>
<thead>
<tr>
<th></th>
<th>RIHEBC Restricted Receipts</th>
<th>Funded FTEs</th>
</tr>
</thead>
<tbody>
<tr>
<td>FY 2019 Spent</td>
<td>$737,734</td>
<td>4.0</td>
</tr>
<tr>
<td>FY 2020 Enacted</td>
<td>$771,165</td>
<td>4.0</td>
</tr>
<tr>
<td>FY 2020 Revised</td>
<td>$775,492</td>
<td>4.0</td>
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<tr>
<td>FY 2021 Governor</td>
<td>$1,008,882</td>
<td>6.0</td>
</tr>
<tr>
<td>Chg. to Enacted</td>
<td>$237,717</td>
<td>2.0</td>
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</table>
## H 7171 Quasi Public Agency Transfers

<table>
<thead>
<tr>
<th>Quasi Transfers</th>
<th>FY 20</th>
<th>FY 20 R</th>
<th>Chg.</th>
<th>FY 21</th>
<th>2Yr Chg.</th>
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<tbody>
<tr>
<td>Resource Recovery</td>
<td>$ -</td>
<td>$5.0</td>
<td>$5.0</td>
<td>$5.0</td>
<td>$10.0</td>
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<td>RI Housing</td>
<td>1.5</td>
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<td>-</td>
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<tr>
<td>IB/MRBF</td>
<td>4.0</td>
<td>12.9</td>
<td>8.9</td>
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<td>13.9</td>
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<td>RISLA</td>
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<td>2.0</td>
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<tr>
<td>QDC</td>
<td>1.2</td>
<td>1.2</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>NBC</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>2.0</td>
<td>2.0</td>
</tr>
<tr>
<td>RIHEBC</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>1.0</td>
<td>1.0</td>
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<tr>
<td><strong>Quasi Total</strong></td>
<td><strong>$8.2</strong></td>
<td><strong>$22.1</strong></td>
<td><strong>$13.9</strong></td>
<td><strong>$16.1</strong></td>
<td><strong>$30.0</strong></td>
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<tr>
<td>Other Transfers</td>
<td>5.0</td>
<td>7.8</td>
<td>2.8</td>
<td>-</td>
<td>2.8</td>
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<tr>
<td><strong>Grand Total</strong></td>
<td><strong>$13.2</strong></td>
<td><strong>$29.9</strong></td>
<td><strong>$16.7</strong></td>
<td><strong>$16.1</strong></td>
<td><strong>$32.8</strong></td>
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</table>

$ in millions
Recent proposals for transfers from the Rhode Island Health and Educational Building Corporation

<table>
<thead>
<tr>
<th>RIHEBC Transfers</th>
<th>Proposed</th>
<th>Enacted</th>
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<tbody>
<tr>
<td>FY 2016</td>
<td>$5,000,000</td>
<td>$ -</td>
</tr>
<tr>
<td>FY 2017</td>
<td>$5,000,000</td>
<td>$ -</td>
</tr>
<tr>
<td>FY 2018</td>
<td>$1,200,000</td>
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<tr>
<td>FY 2019 Revised</td>
<td>$2,000,000</td>
<td>$ -</td>
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<tr>
<td>FY 2021</td>
<td>$1,000,000</td>
<td>$ -</td>
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</table>
Article 1, Section 20: RIHEBC Transfer

RIHEBC

- Issues tax-exempt bonds for non-profit health and education institutions
- Provides direct grants and loans to smaller entities
- Provides financing for state’s school construction aid program
- Disburses payments from School Building Authority Capital Fund
Article 1, Section 20: RIHEBC Transfer

- RIHEBC also funds School Building Authority staff
  - $0.7 million in FY 2019 for 4.0 FTE
  - Governor recommends
    - $0.8 million for FY 2020 for 4.0 FTE
    - $1.0 million for FY 2021 for 6.0 FTE
- Funding derived from fee of one-tenth of 1% on new school construction bonds & reserves
  - Article 10 would increase available funding
$1.0 million from RI Health & Educational Building Corporation by June 30, 2021

Excluding School Building Authority funds, the Corporation ended FY 2019 with a reserve balance of $5.1 million
## Article 1, Section 20: RIHEBC Transfer

<table>
<thead>
<tr>
<th>Fiscal Year</th>
<th>Transfer to General Fund</th>
<th>SBA Staff</th>
<th>Total</th>
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<tbody>
<tr>
<td>2006</td>
<td>$3,700,000</td>
<td>$ -</td>
<td>$3,700,000</td>
</tr>
<tr>
<td>2009</td>
<td>$1,100,000</td>
<td>-</td>
<td>$1,100,000</td>
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<tr>
<td>2010</td>
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<td>-</td>
<td>$1,000,000</td>
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<tr>
<td>2011</td>
<td>$1,000,000</td>
<td>-</td>
<td>$1,000,000</td>
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<tr>
<td>2018</td>
<td>$6,000,000</td>
<td>-</td>
<td>$6,000,000</td>
</tr>
<tr>
<td>2019</td>
<td>-</td>
<td>$737,734</td>
<td>$737,734</td>
</tr>
<tr>
<td>2020 Gov. Rev.</td>
<td>-</td>
<td>$775,492</td>
<td>$775,492</td>
</tr>
<tr>
<td>2021 Governor</td>
<td>$1,000,000</td>
<td>$1,008,882</td>
<td>$2,008,882</td>
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<tr>
<td><strong>Total</strong></td>
<td><strong>$13,800,000</strong></td>
<td><strong>$2,522,108</strong></td>
<td><strong>$16,322,108</strong></td>
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</tbody>
</table>
School Resource Officers

- 2018 Assembly authorized 3-year funding for school resource officers
- Reimbursement for 1/2 cost of new SROs
  - Limited to
    - 1 SRO for schools with less than 1,200 students
    - 2 SROs for schools with more than 1,200 students
  - $0.2 million spent in FY 2019
  - $0.3 million recommended for FY 2020
  - $0.5 million cost expected for FY 2021
School Resource Officers

- Article 10 would expand eligibility for funding to new mental health staff
  - Guidance counselors, student assistance counselors, social workers & school psychiatrists
- Article does not change sunset for aid
  - New funding only available for FY 2021
  - Districts must commit to supporting the new positions beyond FY 2021
School Mental Health Staff

- Governor includes $2.0 million
  - $1.0 million from general revenues, $1.0 million from Opioid Stewardship funds
  - $0.5 million would support SROs
  - $1.5 million for new mental health staff
- Expansion limited to appropriation
  - If requests exceed the appropriation, RIDE will prioritize reimbursements
    - Not prorated like other aid categories
  - Unclear how timing would work
Categorical funding for evidence-based programs proven to increase outcomes
- Monitored by RIDE
- Based on criteria determined by Commissioner
  - Wide discretion

2017 Assembly made category permanent
- Previously enacted for FY 2017 only
**English Language Learners**

- Calculation is 10% of core instruction amount, adjusted for state share ratio

**Example:**

<table>
<thead>
<tr>
<th>Calculation</th>
<th>Calculation</th>
</tr>
</thead>
<tbody>
<tr>
<td>10% of Core Instruction amount</td>
<td>10% x $10,310</td>
</tr>
<tr>
<td></td>
<td>$1,310</td>
</tr>
<tr>
<td>x Number of Eligible Students</td>
<td>29</td>
</tr>
<tr>
<td></td>
<td>$37,990</td>
</tr>
<tr>
<td>x State Share Ratio</td>
<td>64.8%</td>
</tr>
<tr>
<td></td>
<td>$24,617</td>
</tr>
</tbody>
</table>
English Language Learners

- Article renames this aid category for “multilingual” learners
  - Not defined
  - Appears aid can support native English speakers in immersion or bilingual programs
- Governor includes $7.5 million
  - $2.5 million more than enacted
  - Maintains current law calculation
Outlines specific uses for funds

- New bilingual classrooms & programs
- Increase capacity of multilingual educators & ESOL certified educators
  - Ongoing training to those certified teachers

Training

- School administrators about multilingual learners
- General ed. teachers to be certified in ESOL
- Instructional coaches & special ed. support staff to serve multilingual students
Universal Prekindergarten

- 2008 Assembly authorized pilot prekindergarten program
  - Launched in 2009
    - Served 126 4-yr olds in low income areas
  - Funded via early childhood aid category
- RIDE received a federal grant to expand pre-k classrooms in FY 2015
  - $19 million with state match commitments
  - Five-year grant ended FY 2019
Enacted budget includes $14.9 million for early childhood aid category

- Replaced expiring federal funds
- Fully-fund existing classrooms & expand access

<table>
<thead>
<tr>
<th>Source</th>
<th>FY 2017</th>
<th>FY 2018</th>
<th>FY 2019</th>
<th>FY 2020*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Early Childhood Aid</td>
<td>$5.2</td>
<td>$6.2</td>
<td>$6.2</td>
<td>$14.9</td>
</tr>
<tr>
<td>Federal Funds</td>
<td>5.1</td>
<td>5.6</td>
<td>5.6</td>
<td>1.3</td>
</tr>
<tr>
<td>Other</td>
<td>-</td>
<td>-</td>
<td>1.1</td>
<td>-</td>
</tr>
<tr>
<td>Total</td>
<td>$10.3</td>
<td>$11.8</td>
<td>$12.9</td>
<td>$16.2</td>
</tr>
</tbody>
</table>

* Federal funds for committed contract expenses, not available for seats
Universal Prekindergarten

- FY 2020: 78 classrooms serving 1,420 children
  - 18 to 20 children per classroom
  - 13 communities
- Most seats done by lottery
  - Parents apply by July 1 of each year
  - Child must be 4 by September 1
  - Must reside in one of the identified communities
- Apply online or mail-in
## Universal Prekindergarten Classrooms

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Bristol-Warren</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>1</td>
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<tr>
<td>Central Falls</td>
<td>1</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td>Coventry</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>2</td>
</tr>
<tr>
<td>Cranston</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>3</td>
<td>4</td>
<td>9</td>
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<tr>
<td>East Providence</td>
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<td>1</td>
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<td>8</td>
<td>8</td>
<td>9</td>
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<tr>
<td>Johnston</td>
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<td>-</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Newport</td>
<td>2</td>
<td>3</td>
<td>3</td>
<td>3</td>
<td>2</td>
<td>2</td>
</tr>
</tbody>
</table>
# Universal Prekindergarten Classrooms

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>North Providence</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Pawtucket</td>
<td>-</td>
<td>-</td>
<td>3</td>
<td>4</td>
<td>6</td>
<td>7</td>
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<tr>
<td>Providence</td>
<td>7</td>
<td>14</td>
<td>20</td>
<td>22</td>
<td>20</td>
<td>21</td>
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<tr>
<td>Warwick</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>3</td>
<td>5</td>
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<tr>
<td>West Warwick</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>4</td>
<td>3</td>
<td>4</td>
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<tr>
<td>Woonsocket</td>
<td>2</td>
<td>5</td>
<td>7</td>
<td>7</td>
<td>7</td>
<td>11</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>17</td>
<td>33</td>
<td>56</td>
<td>60</td>
<td>60</td>
<td>78</td>
</tr>
</tbody>
</table>
Universal Prekindergarten

- Article 10 establishes universal pre-k
  - Voluntary participation
  - Program to expand until it serves demand
    - Every 4-year-old for whom a seat is sought
  - Universal = 70% of 4 year olds enrolled in a high-quality program
- Governor’s plan assumes adding 750 high quality prekindergarten seats in FY 2021
  - Counts on using federal funds again
Universal Prekindergarten

- Budget proposes $19.6 million from general revenues
  - $4.8 million more than enacted
  - $3.3 million from shifting support for district-run classrooms to the funding formula
- Expansion assumes use of $3.0 million from new federal funds awarded to DHS
  - Inadvertently excluded from the budget
  - State funds cover 430-480 new seats
    - Depends on class size
Universal Prekindergarten

- Students in district pre-k classrooms would be added to funding formula
  - Impacts 5 districts for FY 2021

<table>
<thead>
<tr>
<th>State Share -FY21</th>
<th>Central Falls</th>
<th>Cranston</th>
<th>East Prov.</th>
<th>Johnston</th>
<th>Pawtucket</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>94.6%</td>
<td>56.1%</td>
<td>57.1%</td>
<td>47.2%</td>
<td>80.4%</td>
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<tr>
<td>Current Seats</td>
<td>90</td>
<td>18</td>
<td>160</td>
<td>18</td>
<td>72</td>
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<tr>
<td>FY 2020 PreK Aid</td>
<td>$927,602</td>
<td>$170,133</td>
<td>$1,525,518</td>
<td>$190,000</td>
<td>$765,170</td>
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<td>Aid per Student</td>
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<td>$9,452</td>
<td>$9,534</td>
<td>$10,556</td>
<td>$10,627</td>
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<tr>
<td>FY 2021 Gov.</td>
<td>$1,202,128</td>
<td>$122,641</td>
<td>$1,130,197</td>
<td>$103,248</td>
<td>$769,114</td>
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<tr>
<td>Aid per Student</td>
<td>$13,357</td>
<td>$6,813</td>
<td>$7,064</td>
<td>$5,736</td>
<td>$10,682</td>
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<td>Chg. Aid/Student</td>
<td>$3,050</td>
<td>$(2,638)</td>
<td>$(2,471)</td>
<td>$(4,820)</td>
<td>$55</td>
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<td>Total Change</td>
<td>$274,526</td>
<td>$(47,492)</td>
<td>$(395,321)</td>
<td>$(86,752)</td>
<td>$3,944</td>
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</tbody>
</table>
Universal Prekindergarten

- No limit to expansion of district pre-k classrooms
  - Must be approved by RIDE
  - Out-year estimates assume $3.0 million more formula aid yearly from growth in pre-k
    - Actual costs would depend on district requests for new classrooms & per pupil core instruction amount
    - Funding available for expansion or willingness to expand without first year funding
  - Appears to assume prior year enrollment shows up in following year formula aid
FORMULA AID TIMELINE

January 2020 - Gov budget based on March 2019

March 15, 2020 – Updated enrollment data collected

FY 2021 budget adopted based on March 2020 enrollment

NEW PRE-K CLASSROOMS

March 31, 2020 - Applications for new pre-k programs/classrooms due

April 28, 2020 - Tentative announcement of selected pre-k programs

July 1, 2020 - Lottery for pre-k seats for Aug/Sept opening
Universal Prekindergarten

- DHS awarded 3-year preschool development grant in December 2019
  - Includes early childhood education aid as matching funds
- General revenues would be needed in out-years to replace federal funds
  - Out-years assume annual $3.0 million for growth in district-run classrooms only
    - Categorical aid held flat at $16.3 million annually
Universal Prekindergarten

- RIDE to promulgate rules and regs for implementing program
  - Work with DHS, other state agencies & private charities to ensure pre-k providers meet licensing & facility standards
Transition Plans

- LEAs required to develop transition plans for pre-k students moving to kindergarten
  - Strategies for students and families
  - Programmatic strategies for schools and educators
Governance & Data

- RIDE, DHS & Children’s Cabinet would work to identify
  - Federal funds to support early learning
  - Ways to improve state systems so they are aligned to the same goals
- Requires continued investment in the Early Childhood & Education Data System
  - Centralizes early learning data
    - No funding in operating budget
Early Childhood Capital Fund

- Article establishes Early Childhood Care & Education capital fund
  - Makes it a restricted receipt account
  - Sources are
    - Dedicated general obligation bond proceeds
      - Article 5, Question 3
    - Charitable donations
      - Not included in the capital budget
  - Administered by DHS
    - Promulgate rules & regulations
Early Childhood Capital Fund

- Competitive grants for early childhood education providers for capital improvements
  - Providers must demonstrate
    - Need for project
    - Financial need
    - Benefits to low income children & communities
    - Local support
Eligible facilities must be owned, leased or otherwise used by an eligible organization:
- DHS licensed provider or local education agency
- Must serve or commit to serving low-income families
- Leases must be for a minimum of 15 years
  - No prescribed consequence if lease is broken or provider closes
Eligible projects include:

- Acquisition
- Design
- Construction
- Repair
- Renovation
- Rehabilitation
- Other capital improvements
- Deferred maintenance for eligible facility
Early Childhood Capital Fund

- Capital funds could also be used for
  - Technical assistance to providers for capital planning & application assistance
  - Administrative costs
    - DHS can contract with a community partner to administer the program
- Article does not set limits
  - Per project minimum or maximum
  - Provider or local match requirements
Would support public & private providers

School districts are already eligible for state funding through the school construction aid

- Minimum state share: 30% for charters & 35% for districts
- 2018: Temporary 5% bonus for educational enhancements, including early childhood
  - Projects must begin by December 31, 2022 & be completed by December 31, 2027
  - Costs for all educational enhancements must be 25% of total project costs or $500,000 to qualify
Early Childhood Capital Fund

- Not clear how grants to districts would impact school housing aid
  - Article does not require School Building Authority participation
### New Requested Debt - GO

<table>
<thead>
<tr>
<th>Q3: Housing, Cultural, Infrastructure</th>
<th>Amount</th>
<th>Annual Debt</th>
</tr>
</thead>
<tbody>
<tr>
<td>Housing Opportunities</td>
<td>$25.0</td>
<td>$2.0</td>
</tr>
<tr>
<td>Port of Davisville Infrastructure at Quonset</td>
<td>20.0</td>
<td>1.6</td>
</tr>
<tr>
<td>Industrial Site Development</td>
<td>21.5</td>
<td>1.7</td>
</tr>
<tr>
<td><strong>Early Childhood Care &amp; Education</strong></td>
<td>15.0</td>
<td>1.2</td>
</tr>
<tr>
<td>Cultural Arts &amp; the Economy Grants</td>
<td>5.0</td>
<td>0.4</td>
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<tr>
<td>State Preservation Grants</td>
<td>1.0</td>
<td>0.1</td>
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<tr>
<td><strong>Total</strong></td>
<td>$87.5</td>
<td>$7.0</td>
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</table>
Early Childhood Care & Education

- $15.0 million of new GO bonds would support Early Childhood Care and Education capital fund
  - Capital budget assumes $5.0 million in each FY 2022, FY 2023 & FY 2024

- Fund established in Section 8 of Article 10
  - Not contingent upon referendum approval
## New Requested Debt – GO November 2020

<table>
<thead>
<tr>
<th>Ballot Questions</th>
<th>Amount</th>
<th>Annual Debt</th>
</tr>
</thead>
<tbody>
<tr>
<td>Higher Education</td>
<td>$117.3</td>
<td>$9.4</td>
</tr>
<tr>
<td>Environment &amp; Recreation</td>
<td>64.0</td>
<td>5.1</td>
</tr>
<tr>
<td>Housing, Cultural, Infrastructure</td>
<td>87.5</td>
<td>7.0</td>
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<tr>
<td><strong>Total</strong></td>
<td><strong>$268.8</strong></td>
<td><strong>$21.6</strong></td>
</tr>
</tbody>
</table>

Assumes 5% rate & 20 year term

$ in millions
Assembly Role

- Appropriate Pay-Go
  - (Articles 1 of 7170 & 7171)
- Approve General Obligation Bond Referenda
  - Voters approve or reject
  - Debt service automatic
- Other Financing (Kushner)
  - Approve or reject resolution
  - Generally appropriate debt service
Project Considerations

- Does the project need to be done?
- Is the project ready to be done?
  - When will it start?
  - Is it well thought through and ready for funding/financing?
    - What will the operating budget impacts be?
      - Maintenance costs, staff savings?
  - When will it be complete?
Funding Considerations

- Should a project be financed or pay-as-you-go?
  - Rhode Island Capital Plan funds available as pay-go for all or part of project
  - More pay-go equals less future debt service
State’s overall debt structure

- Net tax supported debt would decrease by $19.9 million to $1,917.2 million
  - Had dropped to $1.3 billion in FY 2003 after use of tobacco bonds to defease debt
  - Past practice indicates it will be higher as more projects are added
Funding Considerations – Debt Ratios

- Debt as % of personal income
  - Drop from 3.1% in FY 2019 to 2.6% in FY 2025
  - Likely to be higher as projects are added

- Treasurer’s January debt capacity letter
  - Update to PFMB Debt Affordability Study
    - Bond capacity for 2020 ballot: $208.3 million
      - Appears to assume faster issuance schedule than typical
  - Treasurer updated letter on Feb. 11
    - Liability would remain within recommended levels based on projected issuance schedule
## Funding Considerations – Debt Service

<table>
<thead>
<tr>
<th>Fiscal Year</th>
<th>Net Tax Supported Debt Service</th>
<th>Pct. of Revenues</th>
</tr>
</thead>
<tbody>
<tr>
<td>2020</td>
<td>$243.4</td>
<td>5.8%</td>
</tr>
<tr>
<td>2021</td>
<td>$252.7</td>
<td>5.8%</td>
</tr>
<tr>
<td>2022</td>
<td>$261.8</td>
<td>5.8%</td>
</tr>
<tr>
<td>2023</td>
<td>$265.5</td>
<td>5.8%</td>
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<tr>
<td>2024</td>
<td>$276.0</td>
<td>5.9%</td>
</tr>
<tr>
<td>2025</td>
<td>$267.7</td>
<td>5.6%</td>
</tr>
</tbody>
</table>

$ in millions
Debt Service as Percent of Useable Revenues

- FY 2020
- FY 2021
- FY 2022
- FY 2023
- FY 2024
- FY 2025

Current Debt Service
New Debt Service
Governor’s FY 2021 Budget: Articles

Staff Presentation to the House Finance Committee
March 4, 2020