

Updated FY25 – FY28 Fiscal Outlook

Senate Finance Committee
March 10, 2025
Legislative Finance Division

Outline

- Revenue Outlook
- Agency Operations Cost Drivers
 - Formula items (K-12, Medicaid, etc.)
 - Non-formula items
- Statewide Items
- Capital Budget
- FY25-FY28 Scenarios

GovAmend Fiscal Summary

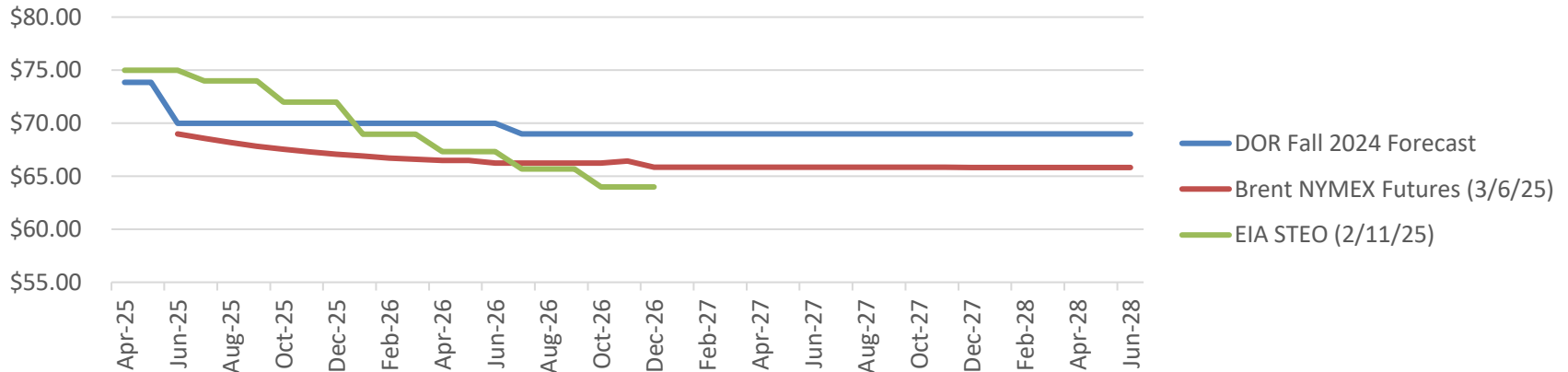
(Amendments received through statutory deadline)

FY25-FY26 Governor's Amended Budget (UGF Only)				
	FY25	FY26	Difference	
Fall Revenue Forecast	6,261.0	6,198.8		
Agency Operations	4,693.1	4,548.8	(144.3)	(3.1%)
Statewide Items	400.1	416.0	15.9	4.0%
Capital Budget	330.7	294.0	(36.7)	(11.1%)
Permanent Fund Dividend	914.3	2,504.4	1,590.1	173.9%
Total Budget (pre-Supplementals)	6,338.2	7,763.2	1,425.0	22.4%
Pre-Transfer Surplus/(Deficit)	(77.2)	(1,564.4)		
Fund Transfers	4.3	6.6		
Post-Transfer Surplus/(Deficit)	(81.5)	(1,571.1)		
Governor's Supplementals	84.2			
Post-Transfer Surplus/Deficit	(165.7)			
			Ending Balance	
			SBR	-
			CBR	2,972.2
				1,547.9

FY25-FY28 Revenue Outlook: DOR 2024 Fall Forecast

	FY25	FY26	FY27	FY28
POMV Revenue	3,657.3	3,798.9	3,979.7	4,018.2
Traditional Revenue	2,603.6	2,399.9	2,419.1	2,449.1
UGF Revenue Total	6,260.9	6,198.8	6,398.9	6,467.3
Oil Price	\$73.86	\$70.00	\$69.00	\$69.00
North Slope Production	466.6	469.5	494.6	513.8

Oil Price Forecast Comparison



Sources of Revenue Uncertainty

- Oil prices: at current prices, each dollar change in the price of oil is about \$35-40 million in revenue.
- Oil production and expenses: while not as volatile as prices, both oil production and producer costs can change from year to year and impact revenue.
- Investment returns: if the Permanent Fund underperforms its projection by 1% in FY25, FY27 revenue is reduced by about \$8 million and FY28 revenue is reduced by about \$16 million.
- Federal revenue: reductions in federal funds to programs like Medicaid could greatly impact the State's overall revenue. In the FY25 budget, federal funds exceeded general funds, and in FY26 they total \$6.1 billion.

Significant One-Time Items in FY25 Budget

UGF One-Time Item	Amount	Fund Source
K-12 Outside Formula	(174,663.5)	UGF
University of Alaska R1 Research	(14,600.0)	DGF (UA Receipts and Higher Education Fund)
AMHS Backstop	(10,000.0)	UGF
Child Care Grant Program	(7,500.0)	UGF
K-12 Additional Pupil Transportation	(7,305.9)	UGF
Tourism Marketing	(5,000.0)	UGF

- Of the items above, the only one repeated in the Governor's FY26 budget is \$5 million for the University of Alaska's R1 research.
- The Governor's budget includes \$6.1 million for child care assistance grants related to SB 189, which expanded eligibility for the needs-based child care grant program. The \$7.5 million one-time item in the FY25 budget was directed to providers.

Agency Operations: Formula Programs

	FY25 MP	% of Total	FY26 GovAmd	% of Total
K-12 Formulas	1,378.7	29%	1,163.7	26%
Medicaid Formula	727.3	15%	746.7	16%
Other Formula	199.1	4%	196.2	4%
Non-formula	2,388.1	51%	2,442.2	54%
Total	4,693.1	100%	4,548.8	100%

- Formula programs comprise nearly half of the UGF budget. This includes K-12 funding above the statutory formula that is distributed according to the formula.
- Other UGF formula programs include the Alaska Pioneer Home Payment Assistance, Office of Childrens' Services Foster Care and Adoption/Guardians programs, Adult Public Assistance, Child Care Benefits, Tribal Assistance, and Senior Benefits.
- Formula programs are dictated by statute and by rates set out by the departments, often in coordination with the federal government. There is less control of the amounts through the appropriation process than for non-formula programs.

K-12 Funding Legislation and Trends

Cost of K-12 Funding Bills	FY26	FY27	FY28	FY26-FY28 Total
HB 69 (H. Ed)	325,616.8	499,566.0	644,143.9	1,469,326.7
HB 69 (H. Rules)	275,189.2	271,649.7	271,649.7	818,489.0
SB 82/HB 76	116,240.0	181,540.5	181,540.5	479,321.0
SB 66/HB 59	17,466.8	12,051.9	12,051.9	41,570.6

- The FY25 budget included \$174.7 million in funding above the Foundation Formula (equivalent to \$680 in the Base Student Allocation) and \$7.3 million above the Pupil Transportation formula (\$182.0 million total).
- The Governor proposed two major K-12 bills this year: SB 66 (Tribal Compacting) and SB 82 (Education Omnibus). In the House, the Rules Committee CS for HB 69 would increase the BSA by \$1,000 and add reading incentive grants that were proposed in the Governor’s bill.
- In FY26, the projected K-12 formula amount went down by \$28.7 million UGF, primarily due to a lower student count. Based on the Department of Labor’s demographic projections, this may continue over the next several years.

Student Count (ADM), FY11-26

FY17 Total ADM: 130,295

FY17 Correspondence ADM: 12,242

FY17 Non-Correspondence ADM: 118,053

FY26 Total ADM: 124,679

FY26 Correspondence ADM: 22,840

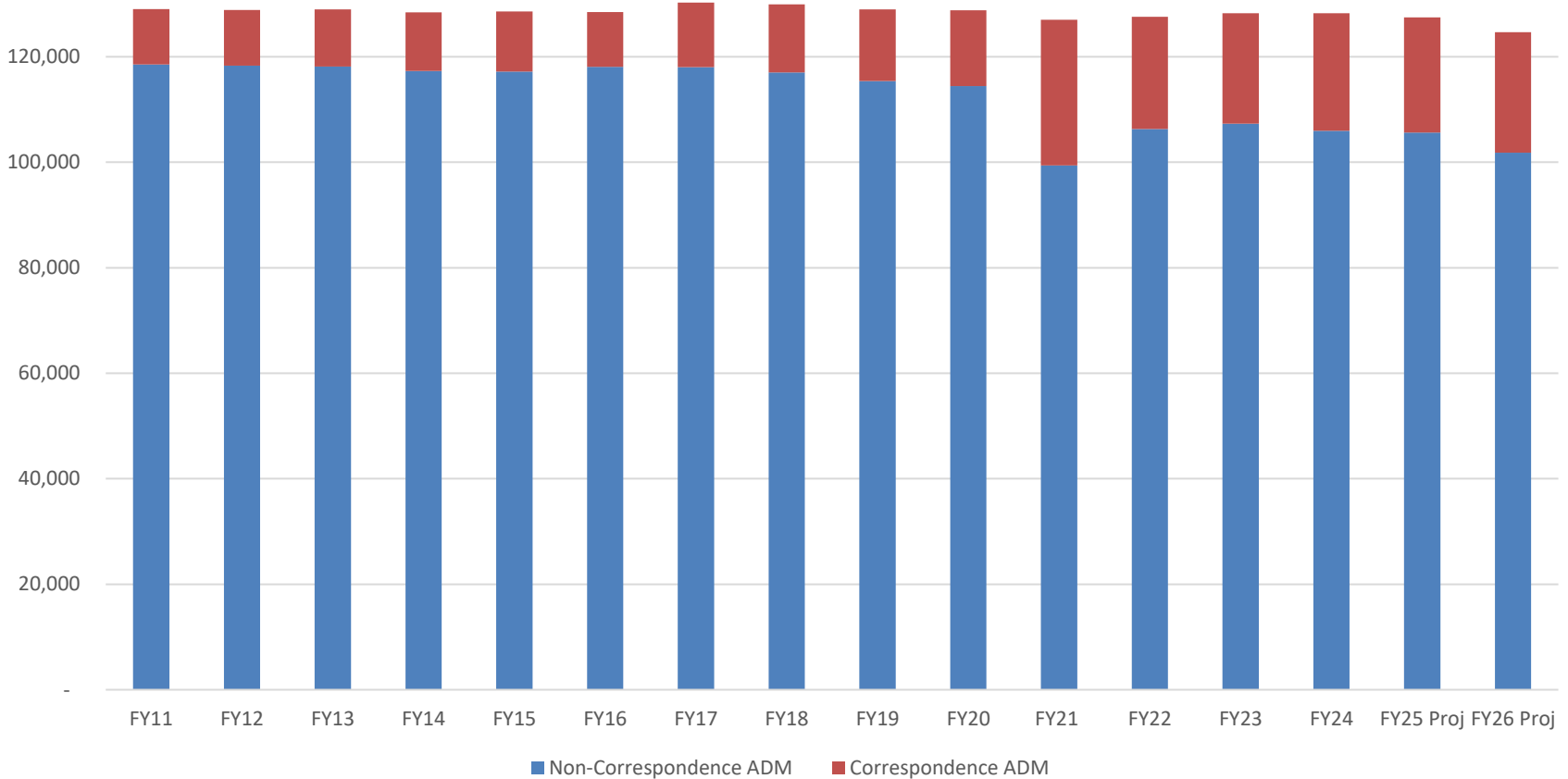
FY26 Non-Correspondence ADM: 101,840

140,000

Difference: (5,616), (4.3%)

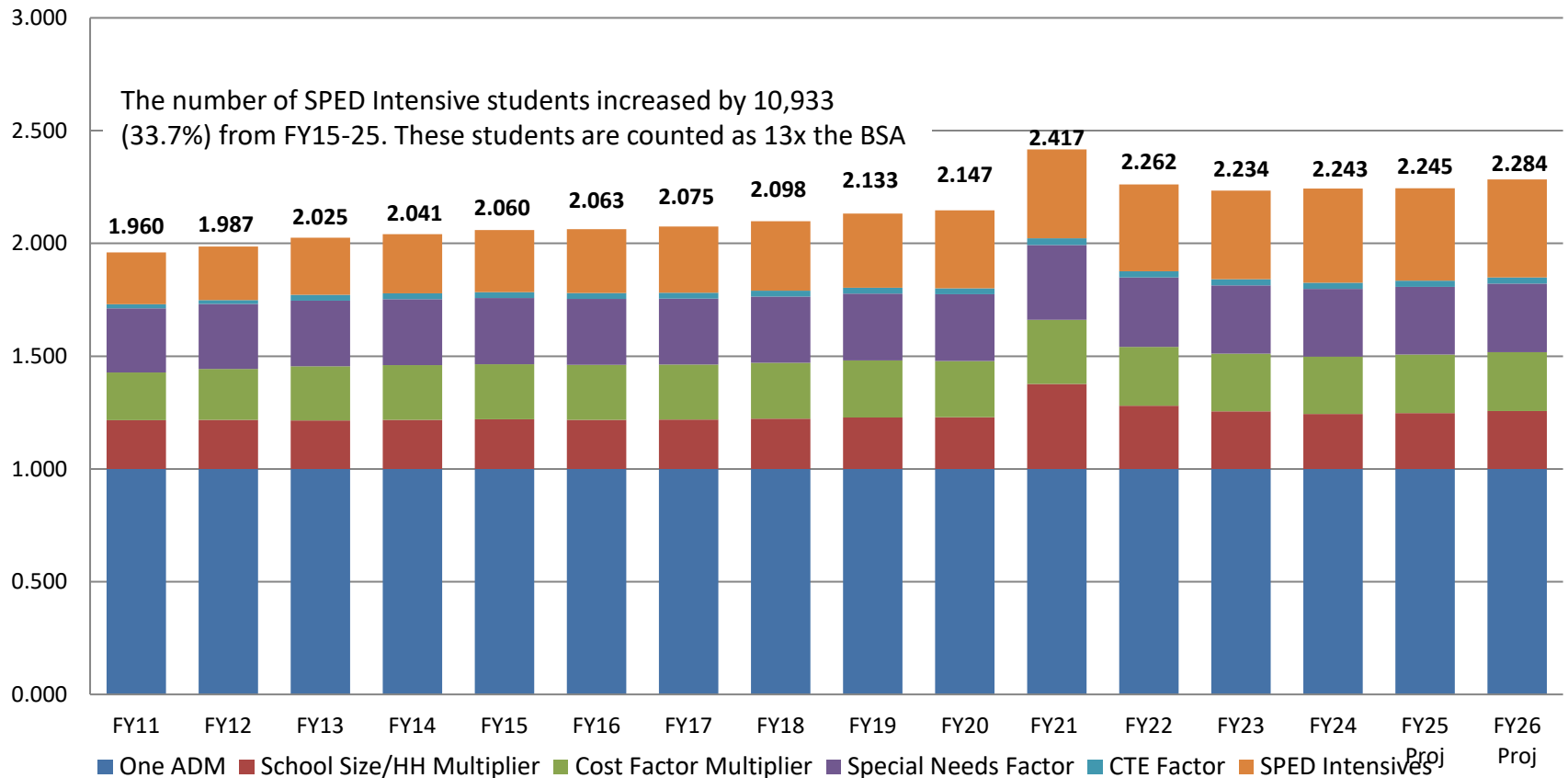
Difference: 10,597, 86.6%

Difference: (16,213), (13.7%)

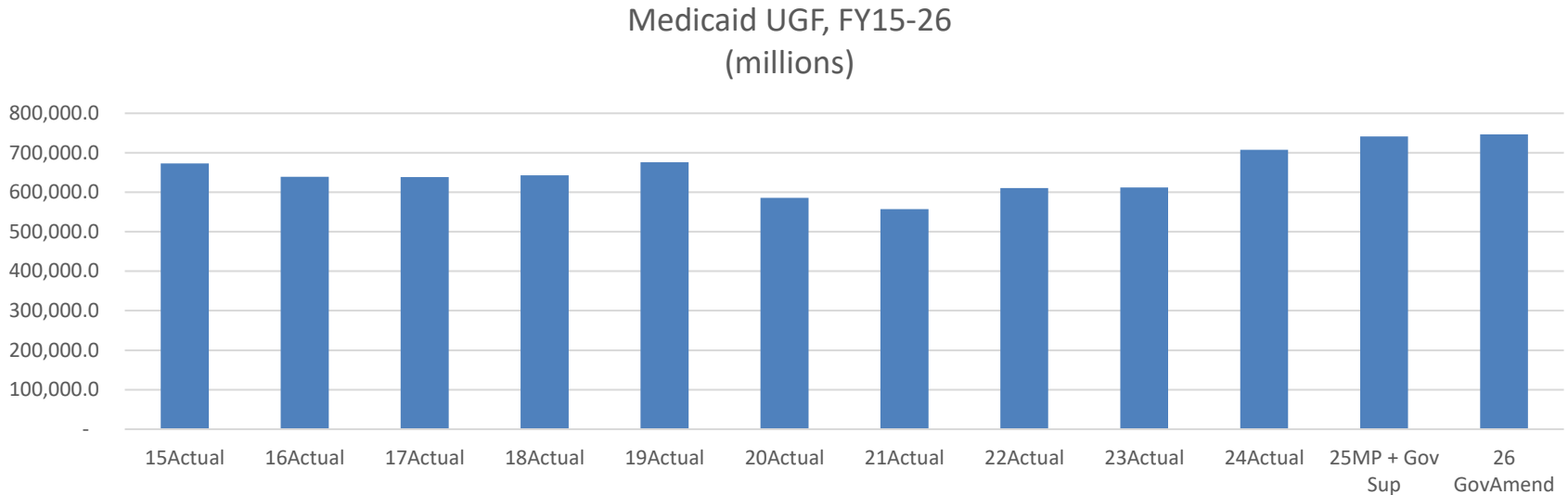


K-12: Impact of Factors per Non-Correspondence ADM, FY11-26

Each layer represents the impact on AADM of each adjustment on each ADM



Medicaid UGF Funding



- From FY15 to FY18, Medicaid spending declined primarily due to Medicaid reform efforts.
- Due to a temporarily higher FMAP and reduced utilization during the COVID-19 pandemic, spending dropped even further in FY20 and FY21.
- As the enhanced FMAP has gone away and utilization has returned to normal, spending has increased. Based on DOH's 12/15/25 projection, the FY26 need is \$134.2 million (21.9%) higher than FY23.

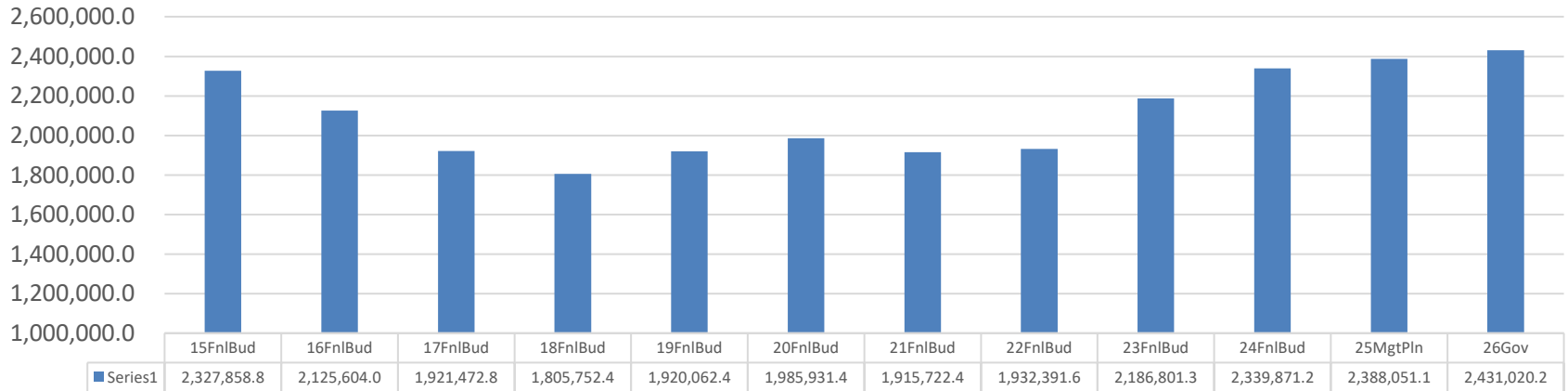
Medicaid Projection

- According to the Long-Term Medicaid Forecast by Evergreen Economics, the UGF cost of Medicaid is expected to grow by 4.5% per year.
- The table below illustrates the effect of 4.5% growth in Medicaid in FY27 and FY28 compared to growth with inflation (2.5%).
- At 2.5% annual growth, Medicaid UGF would increase by \$37.8 million from FY26 to FY28. At 4.5% growth, it would increase by \$68.7 million.

	FY26 GovAmd	FY27 Projection	FY28 Projection
2.5% Growth	746,680.7	765,347.7	784,481.4
4.5% Growth	746,680.7	780,281.3	815,394.0
Difference	-	14,933.6	30,912.6

Non-formula Agency Operations

UGF Non-Formula Agency Operations, FY15-FY26 Governor's Budget



- Non-formula agency operations were relatively flat from FY17 through FY22, after significant reductions. Since FY22, they have increased by \$498.6 million (25.8%), an average annual growth rate of 5.9%. Inflation over that period was a cumulative 18.0%.
- Cost drivers include health insurance costs, employee pay, inflationary impacts on commodities and services costs, and program expansion. In addition, temporary COVID funds offset some general fund expenditures from FY21-23.
- The impact of the statewide salary survey are unknown. UGF funding for executive branch salaries are about \$661 million in FY25, so each 1% of across-the-board salary increases costs about \$6.6 million. This excludes the University, Legislature, Judiciary, and Alaska Marine Highway System; it is unclear whether these agencies would be affected by the survey.

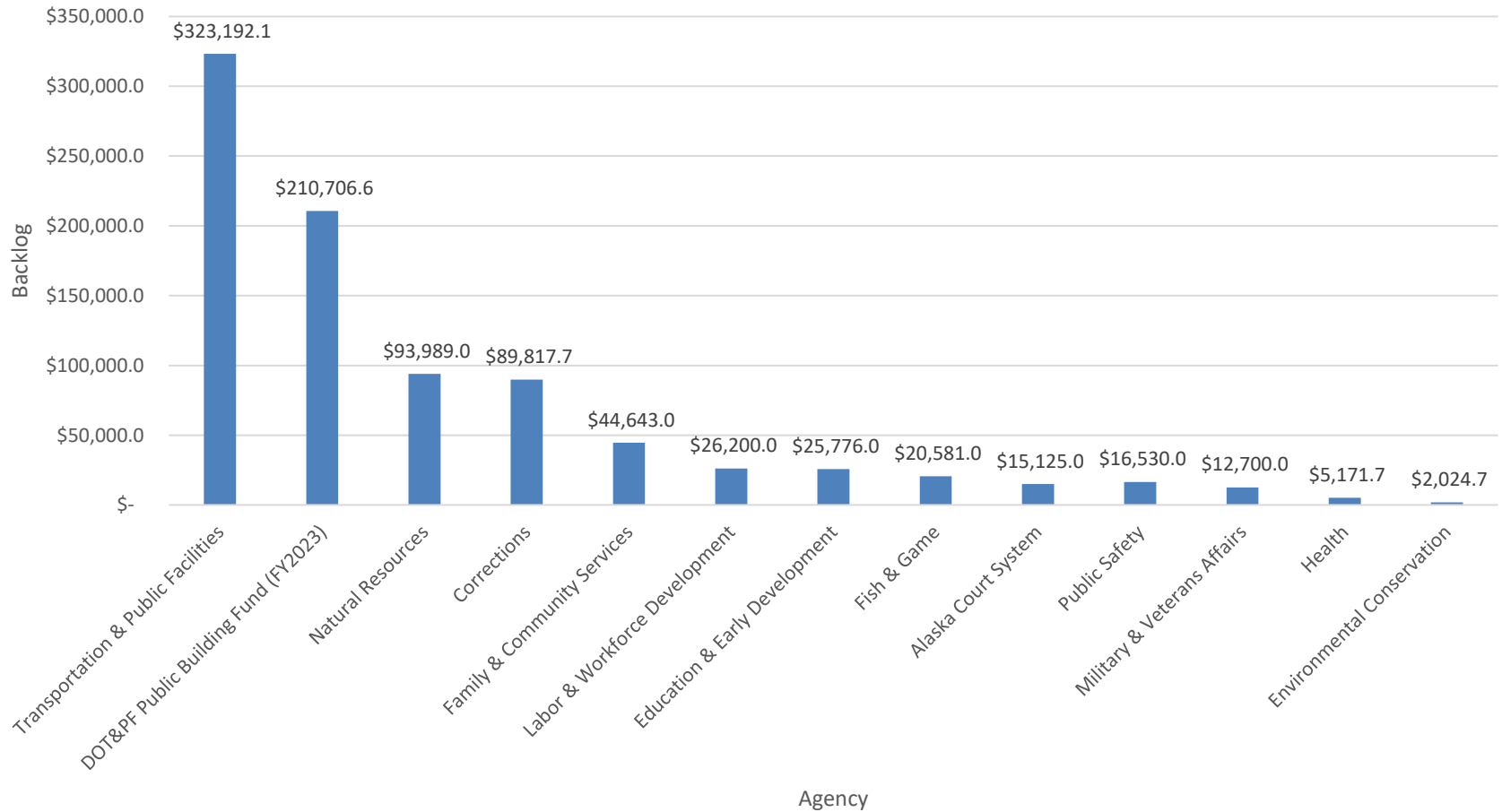
Statewide Items

- State Assistance to Retirement (PERS and TRS) is projected to increase from \$220.0 million in FY26 to \$284.4 million in FY27 based on the June 30, 2023, valuation.
 - The draft June 30, 2024, valuation indicates that the actual rate may go down based on positive investment performance in FY24, so the true increase will likely be less than that.
- State debt payments are expected to stay flat, but school debt reimbursement is projected to go down based on established school debt.
 - The moratorium on new debt is scheduled to end on July 1, 2025. The fiscal impact of this is unknown, but it would likely impact debt reimbursement amounts starting in FY27 and REAA fund capitalization amounts in FY28.
 - LFD fiscal modeling typically assumes \$7.8 million per year of new debt based on historical averages. However, the true amount could be higher due to pent-up demand or could be lower due to the State's history of not always making full payments.

Deferred Maintenance

- In FY25 the State had a \$2.4 billion deferred maintenance (DM) backlog.
- The University of Alaska accounted for over \$1.5 billion (63%) of that, in part due to more rigorous standards for tracking maintenance issues than the rest of the executive branch.
- Based on an estimated \$9 billion asset value (as of 2022, excluding the University) if Alaska spent 2% of that on the backlog, we would need to spend \$180.0 million on deferred maintenance. The Governor's FY26 budget has \$20.0 million in the statewide deferred maintenance appropriation and \$6.0 million for Public Building Fund deferred maintenance.
 - This does not account for the eventual need to replace aging specialized facilities, such as Pioneer Homes and prisons. These large projects could potentially be handled through bonding.
 - It also does not account for line-of-business technology systems, which need to be replaced as technology changes. The Governor's FY26 budget includes \$19.5 million for IT projects.
 - It also does not account for school construction and major maintenance.

FY25 Deferred Maintenance by Agency



Not including University. Graph courtesy of the Office of Management and Budget.

Operating Budget Federal Funding Outlook

- The federal funding outlook is uncertain for programs like Medicaid due to proposed budgetary changes by Congress. The House reconciliation budget includes up to \$880 billion of cuts to Medicaid and SNAP over the next decade. Many of the proposed changes are difficult to quantify. One discussed change is reducing the FMAP for the Medicaid expansion population to the regular Medicaid rate. We estimate that would cost Alaska around \$250 million.
- The Alaska Marine Highway System's (AMHS) operating budget in FY26 includes \$76.5 million of federal authority for the fourth of five years of federal grants under the Infrastructure Investment and Jobs Act (IIJA).
 - The actual amount of the federal grant for FY26 is not yet known, and will likely not be known until after the legislative session.
 - In FY28, if that federal funding is not extended, general funds would have to supplant those federal funds to avoid a service reduction.

Capital Budget Federal Funding Outlook

- AEA's Grid Resilience and Innovation Partnership (GRIP 1) project requires \$143.0 million of State match from FY27-32. In FY26, the Governor's budget requests \$1.5 million. If spread evenly, this remaining cost would amount to \$23.8 million per year in the future.
 - In the previous version of this presentation, we noted that GRIP funding had been frozen. As of March 6, AEA reports that GRIP is moving forward again.
- IIJA increased capital funds available for DOT's highways and aviation, AEA's renewable energy projects (although these funds have been frozen), and DEC's Village Safe Water program. When IIJA expires in FY27, it is unclear whether the higher funding levels will continue.

Long-Term State Needs

(Millions)	Total Need	FY26 Gov Funding
Deferred Maintenance	2,370.0	26.0
School Major Maintenance	261.5	-
School Construction	363.1	-
Harbor Matching Grant	7.1	-
Renewable Energy Fund	21.2	6.3
Bulk Fuel (top 25)	275.0	4.0
Rural Power System Upgrades (top 25)	175.0	5.0
Pension Past Service Liability	7,428.5	218.8
Total	10,901.4	260.1

FY25 Supplemental Budget

- Before supplementals, there is an \$81.5 million deficit in FY25 based on the Fall 2024 Revenue Forecast.
- The Governor's UGF supplementals so far total \$84.2 million.
- There may be some additional supplemental amendments (judgments and settlements often come in late, for example).
- The legislature did not enact any deficit-filling language for FY25 last session. The Governor proposes filling the deficit from the CBR.

Senate Finance FY26 Budget Scenario

- The Senate Finance co-chairs requested a scenario to envision what the final FY26 budget could look like. This does not reflect final decisions and is illustrative only.
- Since the February 19 presentation, the budget baseline has been changed to the Governor's amended budget
 - The placeholder for new contracts has been increased from \$29.6 million last month to \$40.0 million now, primarily based on the ACOA contract coming in with an 11% increase.

Senate Finance FY26 Budget Scenario

(Illustration only, millions)

Item	FY26	Notes
1 UGF Revenue Forecast	6,198.8	
2 GovAmend Operating Budget/Fund Transfers	4,971.5	
3 Surplus Remaining	1,227.3	
4 Placeholder for New Contracts	40.0	Increased from previous estimate due to ACOA 11%
5 Foundation Formula Increase	172.7	\$680 BSA increase
6 Pupil Transportation Increase	7.3	Matches FY25
7 Community Assistance	6.7	For \$30m total FY26 distribution
8 Child Care	10.0	FY25 = \$7.5 million
9 Fire Suppression (above Gov)	27.7	Average year is \$27.7 million above Gov
10 Disaster Relief Fund (above Gov)	3.8	Average year is \$3.8 million above Gov
11 AMHS Backstop	10.0	Matches FY25, FY28 increase to \$76.5
12 Capital Budget	300.0	GovAmend = 294.0
13 Legislative Capital Budget Additions	-	
14 DM, School Construction/Maintenance, UA DM	50.0	
15 Fiscal Notes	-	
16 Other Changes	20.0	Subcommittee and other additions
17 75/25 PFD	949.7	\$1,420 per recipient
18 Total Additions	1,590.6	
19 Deficit	(363.3)	+ \$50 million placeholder for future supps: (413.3)

House Finance Co-Chairman's FY26 Budget Scenarios

- A House Finance Co-Chairman did a similar exercise in a March 5, 2025 meeting, but included several PFD scenarios:
 1. 75/25 PFD
 2. \$1,000 PFD
 3. \$2,000 PFD
 4. Statutory PFD
 5. “Balanced Budget” PFD
- The Senate Finance Co-Chairs asked to show Scenario 5 in this presentation. The remaining scenarios are part of the meeting documents for the March 5 House Finance Committee meeting.
- The House three-year scenarios grow with inflation for all items rather than having Medicaid grow at 4.5% like the Senate scenario does.

HFIN Co-Chair FY26 Budget Scenario 5

(Illustration only, millions)

Item	FY26	Notes
1 UGF Revenue Forecast	6,198.8	
2 GovAmend Operating Budget/Fund Transfers	4,971.5	
3 Surplus Remaining	1,227.3	
4 Placeholder for New Contracts	40.0	Increased from previous estimate due to ACOA 11%
5 Foundation Formula Increase	253.9	\$1,000 BSA increase (not full HB 69 cost)
6 Pupil Transportation Increase	7.3	Matches FY25
7 Community Assistance	6.7	For \$30m total FY26 distribution
8 Child Care	7.5	Matches FY25
9 Fire Suppression (above Gov)	-	Matches Gov (\$25.8 million)
10 Disaster Relief Fund (above Gov)	-	Matches Gov (\$13.0 million)
11 AMHS Backstop	10.0	Matches FY25, FY28 increase to \$76.5
12 Capital Budget	300.0	GovAmend = 294.0
13 Legislative Capital Budget Additions	-	
14 DM, School Construction/Maintenance, UA DM	50.0	
15 Fiscal Notes	-	
16 Other Changes	40.0	Subcommittee and other additions
17 Balanced Budget PFD	511.9	\$736 per recipient
18 Total Additions	1,227.3	
19 Deficit	-	

FY26-28 Senate Finance Scenario

- Assumes existing schedules for statewide items, adds \$7.8m placeholder for new school bond debt starting in FY27.
- Agency operations and the capital budget grow with inflation (2.5%) over FY26 levels (from scenario on previous page), except Medicaid is shown with a 4.5% growth rate.
- \$50.0 million supplemental budget placeholder in FY26 and beyond.

Senate Finance FY25-28 Scenario (Illustration only, millions)

		FY25	FY26	FY27	FY28
1	POMV Revenue	3,657.3	3,798.9	3,979.7	4,018.2
2	Traditional Revenue	2,603.6	2,399.9	2,419.1	2,449.1
3	UGF Revenue Total	6,260.9	6,198.8	6,398.9	6,467.3
4	ANS Oil Price	\$ 73.86	\$70.00	\$69.00	\$69.00
5					
6	Agency Operations	4,693.1	4,801.5	4,936.5	5,142.0
7	Statewide Items	400.1	454.2	524.5	531.3
8	Capital Budget	330.7	350.0	358.8	367.7
9	75/25 PFD	914.3	4,801.5	4,921.6	5,111.1
10	Pre-Transfer Surplus/(Deficit)	(77.3)	(356.7)	(415.8)	(578.2)
11	PFD/Person	\$1,702	\$1,420	\$1,493	\$1,505
12					
13	Supplementals	84.2	50.0	50.0	50.0
14	Fund Transfers	4.3	6.6	0.3	0.3
15	Final Surplus/Deficit	(165.8)	(413.3)	(466.1)	(628.5)

FY25-26 Deficits total \$579.0 million

House Finance Co-Chairman's FY25-28 Scenario 5 (Illustration only, millions)

		FY25	FY26	FY27	FY28
1	POMV Revenue	3,657.3	3,798.9	3,979.7	4,018.2
2	Traditional Revenue	2,603.6	2,399.9	2,419.1	2,449.1
3	UGF Revenue Total	6,260.9	6,198.8	6,398.9	6,467.3
4	ANS Oil Price	\$ 73.86	\$70.00	\$69.00	\$69.00
5					
6	Agency Operations	4,693.1	4,907.6	5,030.3	5,222.5
7	Statewide Items	400.1	422.7	493.0	499.8
8	Capital Budget	330.7	350.0	358.8	367.7
9	Balanced Budget PFD	914.3	511.9	516.6	377.0
10	Pre-Transfer Surplus/(Deficit)	(77.3)	6.6	0.3	0.3
11	PFD/Person	\$1,702	\$746	\$754	\$536
12					
13	Supplementals	84.2	50.0	50.0	50.0
14	Fund Transfers	4.3	6.6	0.3	0.3
15	Final Surplus/Deficit	(165.8)	(50.0)	(50.0)	(50.0)

FY25-26 Deficits total \$215.8 million

Questions?

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