

ACT 315

H.B. NO. 521

A Bill for an Act Relating to State Bonds.

Be It Enacted by the Legislature of the State of Hawaii:

SECTION 1. Declaration of findings with respect to the general obligation bonds authorized by this Act. Pursuant to the clause in Article VII, section 13, of the State Constitution which states: "Effective July 1, 1980, the legislature shall include a declaration of findings in every general law authorizing the issuance of general obligation bonds that the total amount of principal and interest, estimated for such bonds and for all bonds authorized and unissued and calculated for all bonds issued and outstanding, will not cause the debt limit to be exceeded at the time of issuance," the legislature finds and declares as follows:

- (1) Limitation on general obligation debt. The debt limit of the state is set forth in Article VII, section 13, of the State Constitution; which states in part: "General obligation bonds may be issued by the State; provided that such bonds at the time of issuance would not cause the total amount of principal and interest payable in the current or any future fiscal year, whichever is higher, on such bonds and on all outstanding general obligation bonds to exceed: a sum equal to twenty percent of the average of the general fund revenues of the State in

the three fiscal years immediately preceding such issuance until June 30, 1982; and thereafter, a sum equal to eighteen and one-half percent of the average of the general fund revenues of the State in the three fiscal years immediately preceding such issuance." Article VII, section 13, also provides that in determining the power of the State to issue general obligation bonds, certain bonds are excludable, including "reimbursable general obligation bonds issued for a public undertaking, improvement or system but only to the extent that reimbursements to the general fund are in fact made from the net revenue, or net user tax receipts, or combination of both, as determined for the immediately preceding fiscal year and bonds constituting instruments of indebtedness under which the State incurs a contingent liability as a guarantor, but only to the extent the principal amount of such bonds does not exceed seven percent of the principal amount of outstanding general obligation bonds not otherwise excluded under said Article VII, section 13."

- (2) Actual and estimated debt limits. The limit on principal and interest of general obligation bonds issued by the State, actual for fiscal year 1991-1992 and estimated for each fiscal year from 1992-1993 to 1994-1995, is as follows:

Fiscal Year	Net General Fund Revenues	Debt Limit
1988-89	\$2,344,160,356	
1989-90	2,418,273,831	
1990-91	2,654,706,036	
1991-92	2,667,575,000	\$457,390,314
1992-93	2,688,707,000	477,334,217
1993-94	2,782,865,000	494,010,929
1994-95	(Not Applicable)	501,914,065

For fiscal years 1991-92, 1992-93, 1993-94, and 1994-95 respectively, the debt limit is derived by multiplying the average of the net general fund revenues for the three preceding fiscal years by eighteen and one-half per cent. The net general fund revenues for fiscal years 1988-89, 1989-90, and 1990-1991 are actual, as certified by the director of finance in the Statement of the Debt Limit of the State of Hawaii as of July 1, 1991, dated November 27, 1991. The net general fund revenues for fiscal years 1991-92 to 1993-94 are estimates, based on general fund revenue estimates made as of March 15, 1992, by the council on revenues, the body assigned by Article VII, section 7, of the State Constitution to make such estimates, and based on estimates made by the department of budget and finance of those receipts which cannot be included as general fund revenues for the purpose of calculating the debt limit, all of which estimates the legislature finds to be reasonable.

- (3) Principal and interest on outstanding bonds applicable to the debt limit. (A) According to the department of budget and finance, the total amount of principal and interest on outstanding general obligation bonds, after the exclusions permitted by Article VII, section 13 of the State Constitution, for determining the power of the State to issue general obligation bonds within the debt limit, as of April 1,

1992 is as follows for fiscal year 1992-93 to fiscal year 1998-99:

Fiscal Year	Principal and Interest
1992-93	\$266,659,334
1993-94	286,721,828
1994-95	291,143,198
1995-96	263,242,646
1996-97	235,579,983
1997-98	220,023,208
1998-99	200,460,460

The department of budget and finance further reports that the amount of principal and interest on outstanding bonds applicable to the debt limit generally continues to decline each year from fiscal year 1999-2000 to fiscal year 2011-12 when the final installment of \$11,642,651 shall be due and payable. (B) The department of budget and finance further reports that the outstanding principal amount of bonds constituting instruments of indebtedness under which the State has incurred a contingent liability as a guarantor is \$52,000,000, all of which pursuant to Article VII, section 13 of the State Constitution, is excludable in determining the power to the State to issue general obligation bonds.

- (4) Amount of authorized and unissued general obligation bonds and guaranties and proposed bonds and guaranties. (A) As calculated from the state comptroller's bond fund report as of February 29, 1992, adjusted for (1) the issuance of \$200,000,000 general obligation bonds Series BU and Series BW, (2) appropriations to be funded by general obligation bonds and reimbursable general obligation bonds as provided in Act 299, Session Laws of Hawaii 1991 (the Judiciary Appropriations Act of 1991) and Act 296, Session Laws of Hawaii 1991 (the General Appropriations Act of 1991) to be expended in the fiscal year 1992-93, (3) changes in means of financing from general obligation bond fund to general fund or special fund amounting to \$22,792,000 as provided in House Bill No. 2454, H.D. 1, S.D. 1, C.D. 1 (the Supplemental Appropriations Act of 1992)¹ and (4) lapses of prior appropriations to be funded by general obligation bonds or reimbursable general obligation bonds amounting to \$64,529,178 as provided in House Bill No. 2454, H.D. 1, S.D. 1, C.D. 1 (the Supplemental Appropriations Act of 1992),¹ House Bill No. 2705, H.D. 2, S.D. 1, C.D. 1 (the Judiciary Supplemental Appropriations Act of 1992)² and House Bill No. 3658, S.D. 2, C.D. 1 (Relating to Veterans War Memorials)³ the total amount of authorized but unissued general obligation bonds is \$537,933,390. The total amount of general obligation bonds authorized by this Act is \$271,736,000. The total amount of general obligation bonds previously authorized and unissued and the general obligation bonds authorized by this Act is \$809,669,390. (B) As reported by the department of budget and finance the outstanding principal amount of bonds constituting instruments of indebtedness under which the State has incurred a contingent liability as a guarantor is \$52,000,000. The total amount of guaranties authorized by House

- Bill No. 2400, H.D. 2, S.D. 2, C.D. 1 (Relating to Mortgage Insurance)⁴ and Senate Bill No. 2867, H.D. 2, C.D. 1 (Relating to Affordable Housing)⁵ are \$50,000,000 and \$100,000,000, respectively, and are herein validated. The total amount of guaranties previously authorized and the guaranties validated by this Act is \$157,000,000.
- (5) Proposed general obligation bond issuance. As reported herein for fiscal years 1992-93, 1993-94, and 1994-95, the State proposes to issue two series consisting of \$100,000,000 (tax-exempt general obligation bonds) and \$120,000,000 (non-reimbursable taxable general obligation bonds) during the first half of fiscal year 1992-93, two series consisting of \$100,000,000 (tax-exempt general obligation bonds) and \$90,000,000 (non-reimbursable general obligation bonds) during the second half of fiscal year 1992-93 and \$100,000,000 (tax-exempt general obligation bonds) semiannually in each of fiscal years 1993-94 and 1994-95. It has been the practice of the State to issue twenty-year serial bonds with principal repayments beginning the third year, the bonds maturing in substantially equal installments of principal, and interest payments commencing six months from the date of issuance and being paid semiannually thereafter. It is assumed that this practice will continue to be applied to the bonds which are proposed to be issued.
 - (6) Sufficiency of proposed general obligation bond issuance to meet the requirements of authorized and unissued bonds, as adjusted, and bonds authorized by this Act. From the schedule reported in paragraph (5), the total amount of general obligation bonds which the State proposes to issue during the fiscal years 1992-93 to 1993-94 is \$610,000,000. An additional \$200,000,000 is proposed to be issued in fiscal year 1994-95. The total amount of \$610,000,000 which is proposed to be issued through fiscal year 1993-94 is sufficient to meet the requirements of the authorized and unissued bonds, as adjusted, and the bonds authorized by this Act, the total amount of which is \$809,669,390, as reported in paragraph (4), except for \$199,669,390. It is assumed that the appropriations to which an additional \$199,669,390 in bond issuance needs to be applied will have been encumbered as of June 30, 1994. The \$200,000,000 which is proposed to be issued in fiscal year 1994-95 will be sufficient to meet the requirements of the June 30, 1994, encumbrances in the amount of \$199,669,390. The amount of assumed encumbrances as of June 30, 1994 is reasonable and conservative, based upon an inspection of June 30 encumbrances of the general obligation bond fund as reported by the state comptroller. Thus, taking into account the amount of authorized and unissued bonds, as adjusted, and the bonds authorized by this Act versus the amount of bonds which is proposed to be issued by June 30, 1994, and the amount of June 30, 1994 encumbrances versus the amount of bonds which is proposed to be issued in fiscal year 1994-95, the legislature finds that in the aggregate, the amount of bonds which is proposed to be issued is sufficient to meet the requirements of all authorized and unissued bonds and the bonds authorized by this Act.
 - (7) Bonds excludable in determining the power of the State to issue bonds. As noted in paragraph (1), certain bonds are excludable in determining the power of the State to issue general obligation bonds.
 - (A) General obligation reimbursable bonds can be excluded under

certain conditions. It is not possible to make a conclusive determination as to the amount of reimbursable bonds which are excludable from the amount of each proposed bond issued because:

- (i) It is not known exactly when projects for which reimbursable bonds have been authorized in prior acts and in this Act will be implemented and will require the application of proceeds from a particular bond issue; and
- (ii) While at the present time, all of the special funds which are required to make reimbursements to the general fund on bonds issued are in a condition to qualify all of the reimbursable bonds for exclusion, it cannot be stated with certainty that such a condition will continue. However, the legislature notes that with respect to the principal and interest on outstanding general obligation bonds, according to the department of budget and finance, the average proportion of principal and interest which is excludable each year from calculation against the debt limit is 10.1 percent for the ten years from fiscal year 1992-93 to fiscal year 2001-2002. For the purpose of this declaration, the assumption is made that five percent of each bond issue will be excludable from the debt limit, an assumption which the legislature finds to be reasonable and conservative. (B) Bonds constituting instruments of indebtedness under which the State incurs a contingent liability as a guarantor can be excluded but only to the extent the principal amount of such guaranties does not exceed seven percent of the principal amount of outstanding general obligation bonds not otherwise excluded under subparagraph (A) of this paragraph (7) and provided that the State shall establish and maintain a reserve in an amount in reasonable proportion to the outstanding loans guaranteed by the State as provided by law. According to the department of budget and finance and the assumptions presented herein, the total principal amount of outstanding general obligation bonds and general obligation bonds proposed to be issued, which are not otherwise excluded under Article VII, section 13 of the State Constitution for the fiscal years 1992-93, 1993-94 and 1994-95 are as follows:

Fiscal year	Total amount of General Obligation Bonds not otherwise excluded by Article VII, section 13 of the State Constitution
1992-93	\$2,354,178,213
1993-94	2,374,892,507
1994-95	2,382,731,666

Based on the foregoing and based on the assumption that the full amount of a guaranty is immediately due and payable when such guaranty changes from a contingent liability to an actual liability, the aggregate principal amount of the portion of the outstanding guaranties and the guaranties proposed to be incurred, which does not exceed seven percent of the average amount set forth in the last

column of the above table and for which reserve funds have been or will have been established as heretofore provided by, can be excluded in determining the power of the State to issue general obligation bonds. As it is not possible to predict with a reasonable degree of certainty when a guaranty will change from a contingent liability to a actual liability, it is assumed in conformity with fiscal conservatism and prudence, that all guaranties not otherwise excluded pursuant to Article VII, section 13 of the State Constitution will be come due and payable in the same fiscal year in which the greatest amount of principal and interest on general obligation bonds, after exclusions, occurs. Thus, based on such assumptions and on the determination in paragraph (8), the aggregate principal amount of the portion of the outstanding guaranties and the guaranties proposed to be incurred, which must be included in determining the power of the State to issue general obligation bonds is \$36,057,944.

- (8) Determination whether the debt limit will be exceeded at the time of issuance. From the foregoing and on the assumption that all of the bonds identified in paragraph (5) will be issued at an interest rate of 8.5 percent with respect to tax-exempt general obligation bonds and 9.0 percent on the taxable non-reimbursable general obligation bonds, it can be determined from the following schedule that the bonds which are proposed to be issued, which include all authorized and unissued bonds previously authorized, as adjusted, general obligation bonds and instruments of indebtedness under which the State incurs a contingent liability as a guarantor authorized in this Act, will not cause the debt limit to be exceeded at the time of such issuance:

Time of Issuance and Amount to be Counted Against Debt Limit	Debt Limit at Time of Issuance	Greatest Amount and Year of Highest Principal and Interest on Bonds and Guaranties
1st issue, 1st half FY 1992-93 \$95,000,000	\$477,334,217	\$335,276,142 (FY 1994-95)
2nd issue, 1st half FY 1992-93 \$120,000,000	477,334,217	346,076,142 (FY 1994-95)
1st issue, 2nd half FY 1992-93 \$95,000,000	477,334,217	354,151,142 (FY 1994-95)
2nd issue, 2nd half FY 1992-93 \$90,000,000	477,334,217	361,801,142 (FY 1994-95)
1st half FY 1993-94 \$95,000,000	494,010,929	369,876,142 (FY 1994-95)
2nd half FY 1993-94 \$95,000,000	494,010,929	377,951,142 (FY 1994-95)
1st half FY 1994-95 \$95,000,000	501,914,065	379,835,956 (FY 1995-96)

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2nd half FY 1994-95
\$95,000,000

501,914,065

387,910,956 (FY 1995-96)

- (9) Overall and concluding finding. From the facts, estimates, and assumptions stated in this declaration of findings, the conclusion is reached that the total amount of principal and interest estimated for the general obligation bonds authorized in this Act and for all bonds authorized and unissued and calculated for all bonds issued and outstanding and guaranties, will not cause the debt limit to be exceeded at the time of issuance.

SECTION 2. The legislature finds the basis for the declaration of findings set forth in this Act are reasonable. The assumptions set forth in this Act with respect to the principal amount of general obligation bonds which will be issued, the amount of principal and interest on reimbursable general obligation bonds which are assumed to be excludable, and the assumed maturity structure shall not be deemed to be binding, it being the understanding of the legislature that such matters must remain subject to substantial flexibility.

SECTION 3. Authorization for issuance of general obligation bonds. General obligation bonds may be issued as provided by law in an amount that may be necessary to finance projects authorized in House Bill No. 2454, H.D. 1, S.D. 1, C.D. 1 (the Supplemental Appropriations Act of 1992),¹ House Bill No. 2705, H.D. 2, S.D. 1, C.D. 1 (the Judiciary Supplemental Appropriations Act of 1992),² House Bill No. 2570, H.D. 2, S.D. 1 (Relating to Schools)⁶ and House Bill No. 3658, S.D. 2, C.D. 1 (Relating to Veterans War Memorials)³ passed by this regular session of 1992, and designated to be financed from the general obligation bond fund and from the general obligation bond fund with debt service cost to be paid from special funds; provided that the sum total of the general obligation bonds so issued shall not exceed \$271,736,000.

Any law to the contrary notwithstanding, general obligation bonds may be issued from time to time in accordance with section 39-16, Hawaii Revised Statutes, in such principal amount as may be required to refund any general obligation bonds of the State of Hawaii heretofore or hereafter issued pursuant to law.

SECTION 4. The provisions of this Act are declared to be severable and if any portion thereof is held to be invalid for any reason, the validity of the remainder of this Act shall not be affected.

SECTION 5. In printing this Act, the revisor of statutes shall substitute in sections 1 and 3 the corresponding act numbers for bills identified therein.

SECTION 6. This Act shall take effect upon its approval.

(Approved July 1, 1992.)

Notes

1. Act 300.
2. Act 301.
3. Act 323.
4. Act 304.
5. Act 307.
6. Act 209.